
KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2180

IN THE MATTER OF the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF THE TAIHAPE: RANGITĪKEI KI
RANGIPŌ DISTRICT INQUIRY

SUPPLEMENTARY BRIEF OF EVIDENCE OF
IONA HOLSTED AND JANN MARSHALL
ON BEHALF OF THE MINISTRY OF EDUCATION

7 October 2019

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Introduction

1. We provided an earlier brief of evidence dated 18 February 2019 in this proceeding (Wai 2180, #M27).
2. Our backgrounds and qualifications are set out in paragraphs 1-9 of that brief of evidence.

Jann Marshall

3. In June 2019, I commenced a 2 ½ month secondment in National Office as the Associate Deputy Secretary – Operational Delivery. The role is accountable for simplifying and enhancing service delivery and operations, ensuring there is a focus on improving support for all Directors of Education, their regional teams and the sector.
4. At the end of my time in the Associate Deputy Secretary role, my secondment was extended, and on 2 September I commenced in the role of Director of Education - Special Projects. My role is to support specific projects in National Office across the Education Work Programme that are of high profile and importance and require leadership experience from a regional perspective. The duration of the secondment is until 30 June 2020.
5. In my absence the Acting Director of Education for Taranaki, Whanganui, Manawatū is Marlene Clarkson.

Scope of Evidence

6. This supplementary brief of evidence provides updated information regarding work undertaken by the Ministry of Education since January 2019 that is of relevance to the education-related claims in this inquiry. This includes work that strengthens iwi education relationships, supports Māori language in education and equitable education outcomes for Māori, at both a local and national level.
7. We recognise there is much more to be done for the education system to better meet the needs and aspirations of Māori in the Taihape Inquiry district. The Ministry of Education remains committed to progressing priorities for Māori education in the Taihape Inquiry district and across Aotearoa.

EVIDENCE

Iwi Education Relationships

8. The Ministry of Education continues to maintain a strong working relationship with Ngā Iwi o Mōkai Pātea Services who are the representative business arm for four iwi in Taihape – Ngāti Hauiti, Ngai Te Ohuake, Ngāti Whitikaupeka and Ngāti Tamakōpiri.

Toikuranui Investment Fund

9. In 2019, Ngā Iwi o Mōkai Pātea Services participated in co-designing the Ministry and Iwi regional approach to the Toikuranui Investment Fund (Toikuranui). Toikuranui has replaced what was previously known as the Iwi and Māori Education Relationships (IMER) Fund.¹ The intent of this change was to realign the investment objectives to Whakapūmautia, Papakōwhaitia, Tau Ana (Exhibit D) to support iwi, hapū and Māori organisations in initiatives that contribute to strengthening educationally powerful connections for Māori learners and enabling Māori learners to participate, engage and achieve as Māori in and through the education system.
10. Through the Toikuranui co-design process, iwi, hapū, Māori organisations² and the Ministry have identified three shared priorities in the Taranaki, Whanganui, Manawatū education region, including te reo Māori; Māori immersion and Māori medium education pathways that are sustainable and supported appropriately; and iwi and hapū as partners in leading change. Iwi, hapū and Māori organisations³ are now able to apply to the Toikuranui Investment Fund. There is \$345,000 available in 2019/20 in the Taranaki, Whanganui, Manawatū education region.
11. The Ministry has developed a local Relationship and Engagement Plan and intends to meet with a number of iwi and hapū from across the Taranaki,

¹ The IMER fund was previously managed from the Ministry's National Office

² Included Ngārauru Kīhahi, Te Korowai o Ngāruahine, Okahu and Inuawai (Hapū of Ngāruahine), Ngāti Rangī, Ngā Iwi o Mōkai Pātea and Te Puna Mātauranga o Whanganui. This process was open to all iwi, hapū and Māori organisations in the education region.

³ In the Taranaki, Whanganui, Manawatū education region, Māori organisations will be considered where iwi and hapū agree that the organisation is well placed to undertake work to achieve the agreed priorities that will benefit iwi and hapū.

Whanganui, Manawatū education region to better understand the different needs.

12. Toikuranui is currently being evaluated by an independent kaupapa Māori research and evaluation company to assess the Ministry's capability to co-design and deliver solutions that support Māori learner success with hapū and iwi, and the emerging outcomes and impacts of the iwi projects resourced through Toikuranui.

Joint Education Initiatives

13. Ngā Iwi o Mōkai Pātea Services also hold a renewed outcome agreement with the Ministry.⁴ They will continue to provide regional mentoring services to students who are deemed to be at risk of not achieving NCEA Level 2.
14. The Ministry and Ngā Iwi o Mōkai Pātea Services also met in February 2019 to discuss initiatives to support their goals for education. Te Aho Ngārahu was discussed as a potential initiative of interest to support te reo Māori localised curriculum resources for ākonga and kaiako. We were open to an out of cycle application for us to work together on something. The iwi has yet to respond. Round three has opened and is currently being evaluated.

Māori Language in Education

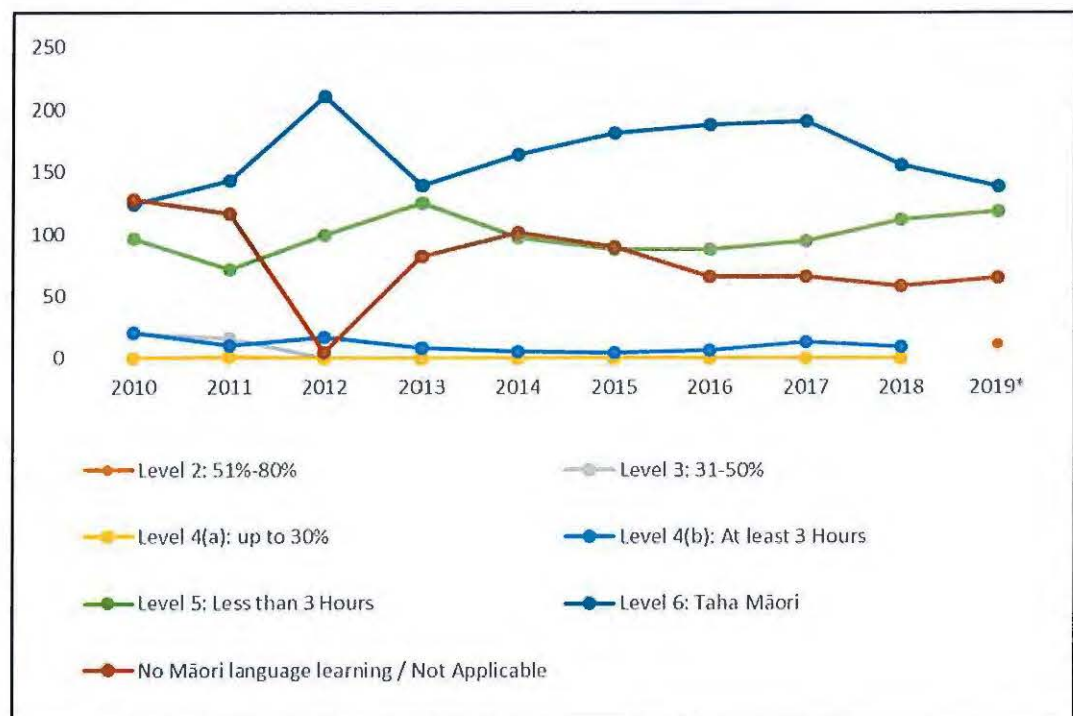
15. The Ministry acknowledges that Māori language in education provides significant opportunities to revitalise te reo Māori and support Māori education achievement and wellbeing. However, we know there are challenges to providing high quality Māori language in education to learners in remote communities with small Māori student populations, such as Taihape.
16. As at March 2019, 39% of Māori school students (129 of 332) and 20% of non-Māori students (77 of 388) were enrolled in Māori Language in Education at Māori Language Immersion Levels 2-5. 36% of Māori school students (118) were learning te reo Māori as a separate subject for less than 3 hours per week, while 42% of Māori learners (138) were learning Māori songs, greetings and simple words (Māori Language Immersion Level 6,

⁴ See first brief of evidence: Wai 2180, #M27 at [43].

Taha Māori).⁵ Māori student participation in Māori Language in Education has fluctuated between 25% and 38% since 2010 (See Table 1).

17. In 2019, 12 students have been taught in te reo Māori for 51 to 81% of the time at Moawhango School. The transition has been driven by the principal and is supported by the Board of Trustees, the community and whānau. The Ministry is currently working with the school to determine what support is required.

Table 1: Māori learner participation in Māori language education in schools in the Taihape Inquiry District 2010-2019 (source: Ministry of Education, 2019)⁶



18. At a national level, lifting Māori language provision in all education settings is a key focus across the Education Work Programme.⁷ The Ministry is currently progressing a number of initiatives that aim to normalise the use of te reo Māori and support Māori language in education.⁸ For example, the Kauwhata Reo website, launched in September 2019, houses all te reo Māori resources in education to support the growth of teaching and

⁵ Māori language immersion level 6 is classified as 'No Māori Language in Education'. See <https://www.educationcounts.govt.nz/statistics/maori-education/maori-in-schooling/6040>

⁶ Note that 2019 is at 1 March while the other years data is at 1 July.

⁷ See first brief of evidence: Wai 2180, #M27 at [34], [35] and [106].

⁸ See first brief of evidence: Wai 2180, #M27 at [102] and [105].

learning in and through te reo Māori.⁹ The website is accessible to all learners, schools and the wider public.

19. Other education agencies are also progressing work to support Māori language in education. As part of a suite of projects to support Māori language learning in the schooling system, the Education Review Office (ERO) has begun a Māori Language in English Medium Schools evaluation programme. This programme aims to clarify, establish and guide ERO judgements about te reo Māori provision in English medium schools. It includes preliminary and exploratory evaluations to understand the current state and practice, capability and capacity to deliver te reo Māori, and development of a Quality Evaluation Indicators Framework. The programme is being developed iteratively as it moves from the initial stocktake of what is currently offered in schools to the evaluation phase.¹⁰

Early Learning Provision in the Inquiry District

20. ERO has undertaken reviews of four early learning services¹¹ within the Taihape Inquiry district in accordance with their regular cycle of review since the start of 2019, including two kōhanga reo. The two kōhanga reo reports recognise the efforts of whānau and kaimahi to immerse children in te reo Māori, maintain caring and respectful relationships, and nurture children's sense of belonging and identity as Māori. One of the early learning service reports indicates that the bi-cultural curriculum needs further strengthening.¹² The other report¹³ notes that teachers and leaders are strengthening their approach to supporting Māori children's learning. It highlighted, for example, well established relationships with iwi that supported kindergarten practices, and that te ao Māori was highly evident and woven throughout kindergarten practices and routines such as mat time, karakia/waiata and marae visits.

⁹ <https://kauwhatarco.govt.nz/en>

¹⁰ The ERO project has an external reference group of representatives from Te Reo Māori in English medium providers and experts, the Ministry of Education, the New Zealand School Trustees Association and the New Zealand Principal's Federation. It has an internal reference group of reviewer officers who review in English medium settings and representatives from the specialised team who review Kura and Kōhanga reo.

¹¹ Te Kōhanga Reo o Mōkai Pātea o Taihape; Te Kōhanga Reo o Te Pūāwai o Te Kākano; Taihape Kindergarten; Waiouru Kindergarten. A fifth is due to be completed by mid-September. See ERO's website for full reports: <https://www.ero.govt.nz/>

¹² Waiouru Kindergarten

¹³ Taihape Kindergarten

Early Learning National Initiatives and Reviews

21. At a national level, the Ministry has completed consultation on the draft Early Learning Strategic Plan, *I He taonga te tamaiti*¹⁴ in March 2019.¹⁵ The draft Plan aims to provide a shared vision and road map towards an early learning sector that gives tamariki genuine opportunities for high quality early learning and development that supports their identity, language and culture and enables them to learn and thrive. The Ministry held 44 public hui around the country, received 2,264 online survey responses and 219 written submissions during the consultation period. Analysis of the survey results told us there was a high level of agreement with most of the Plan's recommendations. The final Plan is due for release later in 2019.
22. In June 2019, a post-Budget announcement was made that Kōhanga Reo will receive a \$32 million funding boost to lift wages, pay volunteers and improve and upgrade facilities. The funding acknowledges the crucial role kōhanga reo play in the survival and revitalisation of te reo Māori and will start to address the immediate needs of Kōhanga Reo. The funding is also a partial response to issues identified by the Waitangi Tribunal report,¹⁶ which found in favour of a claim lodged by Te Kōhanga Reo National Trust in 2011. The Ministry also provided additional investment (\$54,500) in 2019 to support Te Kōhanga Reo o Mōkai Pātea o Taihape to cover property maintenance and repair costs.

Schooling provision in the Taihape Inquiry district

23. ERO has undertaken two school reviews¹⁷ within the Taihape Inquiry district since the start of the year. The two schools have had changes in their respective leadership teams. Their reports signal that while te ao Māori is evident, both schools need to improve how they develop systematic evaluation of students learning outcomes and strategic plans. The schools are supporting most of their Māori students to achieve expectations in the core subjects of maths, reading and writing but more could be done to help accelerate the progress of those who need it.

¹⁴ <https://conversation.education.govt.nz/conversations/early-learning-strategic-plan/>

¹⁵ See first brief of evidence: Wai 2180, #M27 at [49].

¹⁶ Waitangi Tribunal *Matua Rautia: The Report on the Kōhanga Reo Claim* (Wai 2336, 2013).

¹⁷ I Hunterville Consolidated School and Mataroa School. See ERO website for full reports: <https://www.ero.govt.nz/>

24. In 2018, 63% of Māori school leavers in the Taihape Inquiry District (12 of 19 students) achieved NCEA Level 2 or above (dropping from 76%¹⁸ in 2017). At the same time, we saw a decrease of 2.6% of Māori school leavers achieving NCEA Level 2 or above at a national level.¹⁹ It is difficult to determine the reasons for these trends. However, the fluctuations in achievement rates in the Taihape Inquiry District over time is influenced by small student numbers.²⁰
25. Taihape Area School tracks and targets those at risk of not achieving NCEA Level 2. The Ministry assists the school to monitor these students. Ngā Iwi o Mōkai Pātea Services also provide mentoring services for students at risk of not achieving as mentioned in paragraph 13 above.

National schooling initiatives and reviews

26. At a national level, the Ministry is progressing work to better support all learners in schools, including learners in the Taihape Inquiry district.
27. As part of the wider Education Work Programme, the Government set up a programme of work to focus on progress and achievement across the curriculum, to ensure students make progress in the learning they need, through a curriculum that is relevant, meets their aspirations and those of their whānau, and recognises their progress.²¹ The Curriculum, Progress and Achievement Ministerial Advisory Group made recommendations to the Minister of Education on 4 June 2019 following consultation with the education sector, students, parents, whānau, iwi and communities.²² In response to the Advisory Group's advice, we will work collaboratively over the coming months to:

¹⁸ School leaver's and retention data reported here differ slightly to that reported in the Brief of Evidence dated February 2019. For example, we previously reported 70% of Māori school leavers in 2017 achieved NCEA Level 2 or above in the Taihape Inquiry District. This is because data is updated to reflect any changes that might have occurred (eg. previous school leavers returning to school) and improvements to data quality that has been made since the data were last supplied, and these changes are reflected in Taihape Area School's results

¹⁹ See <https://www.educationcounts.govt.nz/statistics/indicators/main/education-and-learning-outcomes/1781>

²⁰ See first brief of evidence: Wai 2180, #M27 at [68]. The small number of secondary students in the Inquiry district is a major factor in the annual changes to school leaver attainment rates. For example, there were four fewer leavers with NCEA Level 2 or above in 2018 than 2017. If two more school leavers had attained NCEA Level 2 or above, the rates between years would have been largely the same.

²¹ See first brief of evidence: Wai 2180, #M27 at [58].

²² See <https://conversation.education.govt.nz/conversations/curriculum-progress-and-achievement/>

- 27.1 develop a process for updating our national curriculum to make sure it's fit for purpose, and reflects our aspirations for all children and young people;
 - 27.2 develop resources that make it easier to recognise and respond to each student's progress;
 - 27.3 develop a common approach to holistic records of learning that travel with students throughout their learning journey – so that they, their parents, whānau and teachers can see, understand and support their progress; and
 - 27.4 create a trusted environment for using information about student progress that benefits all children and young people's learning.
28. On 12 September 2019, Prime Minister Jacinda Ardern announced that we will be making changes to the National Curriculum to ensure that New Zealand's histories will be taught as part of the local curriculum in all schools and kura by 2022. This will involve working with learners, whānau, iwi and others to shape how New Zealand history is taught and will include key aspects of New Zealand's history, including Māori arrival to Aotearoa, the Treaty of Waitangi/Te Tiriti o Waitangi and the colonisation of New Zealand.²³
29. Te Hurihanganui seeks to transform the education experiences of ākonga Māori and their whānau by addressing inequity and racism across the education system. Budget 2019 included \$42 million over three years to implement and test Te Hurihanganui across six community locations.²⁴ This will include ākonga, whānau, hapū, iwi and community groups, as well as (at least 40) education providers (early learning and schooling). It will also include an iterative evaluation programme and a proactive approach from the Ministry of Education to embed good practice across the system.
30. The Ministry has started work on the professional learning and development (PLD) system to further recognise Crown-Māori relations and

²³ See <https://www.beehive.govt.nz/release/nz-history-be-taught-all-schools>

²⁴ See <https://education.govt.nz/our-work/publications/budget-2019/restarting-te-kotahitanga-te-hurihanganui/>

iwi and Māori expertise and authority in the education of their learners. The project, E Ranga, is underway which involves ensuring that iwi and Māori organisations have a role in delivering PLD and the Treaty of Waitangi/Te Tiriti o Waitangi education to schools, kura and Kāhui Ako. The second phase of this project is starting through a pilot initiative called E Ranga Kōkiri, which aims to cultivate educationally powerful relationships between iwi, hapū, whānau, schools and kura in their takiwā and evaluate the impact on kaiako and teacher capability, kura and school practices and ākonga and learner progress.

31. The Learning Support Action Plan was launched on 26 July 2019 by Associate Education Minister Tracey Martin. The Action Plan was informed by engagement with a range of groups, including Māori, through a survey and the Māori education wānanga held in 2018. The Action Plan has six priorities, and there is a specific focus on improving outcomes for Māori children and their whānau within each priority.²⁵
32. The Review of Tomorrow's Schools is the most comprehensive review of the schooling system since the 1989 reforms.²⁶ From December 2018 to April 2019 the Independent Taskforce undertook more than 100 public and targeted meetings with stakeholders and received more than 5,000 submissions on their interim report which made recommendations that addressed the system-wide governance, teaching, learning and leadership issues that have prevented the education system from giving full effect to the principles of te Tiriti o Waitangi and lifting education outcomes for Māori. During their consultation process, the Independent Taskforce met with a range of Māori organisations and considered submissions from Māori organisations and individuals. Following consideration of the feedback received, the Independent Taskforce delivered their final report to the Minister of Education on 2 July. The report is expected to be considered by Cabinet in October 2019, along with the Government's response, and will be released after that.

²⁵ See <https://conversation.education.govt.nz/conversations/learning-support-action-plan>

²⁶ See first brief of evidence: Wai 2180, #M27 at [20].

Secondary-Tertiary Education in the Taihape Inquiry District

33. Students at Taihape Area School participate in a variety of secondary-tertiary programmes, including primary industries, hospitality, building and construction and tourism, among other areas of study.²⁷ The Ministry supports Taihape Area School to develop relationships with tertiary providers who are willing to offer relevant secondary tertiary programmes for the growing diverse range of students wishing to enter into these programmes. Further, the Ministry continues to provide the school with updates on aspects of the Education Work Programme that will have an impact on secondary-tertiary education in the future, such as the NCEA Review²⁸ and the Reform of Vocational Education (RoVE).
34. The RoVE involves the introduction of a number of changes to the vocational education system that aim to create a strong, unified, sustainable system that delivers the skills that learners, employers and communities need to thrive²⁹. The reforms are an opportunity to set up a new vocational education system that responds to the needs of Māori learners, whānau and wider communities. The Ministry and the Tertiary Education Commission (TEC) will meet with iwi and Māori organisations in the coming months to discuss opportunities such as Te Taumata Aronui (a group to be established to provide Māori employer and community perspectives on tertiary education) and Workforce Development Councils (aims to provide greater industry leadership across vocational education).

Education Work Programme

35. The Ministry continues to lead policy and strategy work that spans across early learning through to tertiary education as part of the Government's Education Work Programme. This work has an overarching focus on better supporting Māori students to enjoy and achieve educational success as Māori. As part of this work, the Ministry is refreshing Ka Hikitia.

²⁷ In recent years, TAS students have participated in the following secondary-tertiary programmes: Health & Safety training with Safety in Action; Tourism with the NZ School of Tourism; Outdoors Education with Skills Active; First aid with Medi-Safe; Engineering with Competenz; Dairy farming programmes with Ag Challenge; Hairdressing with UCOL; Forklift training with UCOL

²⁸ See <https://conversation.education.govt.nz/conversations/ncea-review/>

²⁹ See <https://conversation.education.govt.nz/conversations/reform-of-vocational-education/>

36. The refresh of Ka Hikitia is an opportunity to strengthen the education system's performance in supporting equitable education outcomes for Māori.³⁰ In April 2019, we published what we heard through the Māori education wānanga in 2018. We heard that Māori enjoying and achieving education success as Māori will require an education system that: ensures Māori have authority and agency in education for Māori; responds to Māori learners in the context of their whānau; responds to the diversity of the Māori population; recognises the importance of identity, language and culture for Māori learners; is free from racism, discrimination and stigma. Ka Hikitia will be informed by ongoing discussions with tamariki and rangatahi Māori, whānau, hapū, iwi, Māori education experts and others within the education system. Ka Hikitia is informing, and is being informed by, other components of the Education Work Programme.
37. The Government has released its vision and objectives for the future of New Zealand education which reflects the overwhelming aspirations of New Zealanders, as expressed in the Kōrero Mātauranga|Education Conversation, for a more inclusive, equitable, connected and future-focussed New Zealand learning system.³¹
38. The Statement of National Education and Learning Priorities (NELP) and the Tertiary Education Strategy (TES) translate the vision and objectives for education into priorities for places of learning from early learning through to tertiary education. For the first time, we are taking an integrated approach to set the direction for the education system. The draft NELP and TES were released for public consultation on 17 September 2019 and were informed by targeted engagement with Māori learners, education providers and other key stakeholders as well as the wider Kōrero Mātauranga|Education Conversation. We heard a strong emphasis on improving wellbeing and belonging, the need for education to respond to and sustain the language, culture and identity of ākonga Māori and the need for genuine and workable Māori–Crown partnerships, among other things. As part of the NELP and TES consultation process, we will be inviting representatives from iwi and Māori organisations to discuss the proposed

³⁰ See first brief of evidence: Wai 2180, #M27 at [34.1].

³¹ See <https://conversation.education.govt.nz/conversations/shaping-a-stronger-education-system-for-all/>

priorities with us or provide feedback on them in other ways. The NELP consultation closes on 25 November 2019 and the TFS consultation closes on 25 October 2019, with both strategies due for release in 2020.

Signed: 

Co-witness one: Iona Holsted

Date: 07/10/2019

Signed: 

Co-witness two: Jann Marshall

Date: 7/10/2019