



Consultation on:

- **Wānanga sector framework proposal**
- **Reconstituting Te Wānanga o Raukawa**

Summary of Feedback

November 2022

This paper provides a summary of feedback received through public consultation on: proposed legislative changes to create an enabling framework for the Wānanga sector in the Education and Training Act 2020; and a companion proposal to reconstitute Te Wānanga o Raukawa. Consultation finished on Friday, 28 October 2022. To find out more about the proposals that were consulted on, you can find the *Wānanga sector framework proposal* discussion document [here](#) and the *Reconstituting Te Wānanga o Raukawa* discussion document [here](#).

Consultation approach

The Ministry of Education | Te Tāhuhu o te Mātauranga (the Ministry), alongside Te Wānanga Aotearoa, Te Whare Wānanga o Awanuiārangī and Te Wānanga o Raukawa (the Wānanga), sought broad input on the consultation material and to proactively engage with those most likely to be affected by the proposed changes.

Over the consultation period, we facilitated different opportunities for people to learn about the proposals and provide their feedback. We delivered hui in person and online alongside Wānanga. We also provided opportunities for people and organisations to submit written submissions through two channels: by directly emailing the dedicated mailbox, and through a submission portal located on CitizenSpace. Each Wānanga also offered an online survey to their communities.

Hui

Ten hui were held, both in-person and online, as an opportunity for people to learn about the proposals, understand how they could submit on the proposals, and have an opportunity to provide their feedback verbally. Across the ten hui, at least 540 people attended.

Surveys

Each Wānanga developed surveys, tailored to their communities. The Ministry also developed a survey for each proposal which was available to be completed online. Surveys were the most popular channel through which people provided their feedback, with 636 survey responses in total. The majority of the responses we received were gathered through the Wānanga-led surveys, a testament to the ability of Wānanga to best engage with their own communities.

Written submissions

People were able to submit written submissions through two channels: by directly emailing the dedicated mailbox, and a submission portal located on CitizenSpace. People were encouraged to send in their thoughts freely or complete a downloadable submission form. In total, we received ten written submissions.

What we heard – from the Wānanga

Te Wānanga o Raukawa

Te Wānanga o Raukawa expressed strong support for option 2b (becoming an independent statutory entity within a wānanga sector framework). They noted that this option would achieve a better balance between tino rangatiratanga and kāwanatanga, enhancing the autonomy of the Wānanga and reinforcing its relationship with its founding iwi. They also noted that this work has been a long time coming and encouraged staff, students, and community to make submissions in support of the proposal.

Te Wānanga o Aotearoa

Te Wānanga o Aotearoa expressed support for option 3 (separate primary legislation for each Wānanga) as their ideal state. They noted that they support option 2 (enabling framework with sub-options 2a (bespoke tertiary education institution (TEI) entity under the Wānanga sector framework) and 2b (becoming an independent statutory entity within a wānanga sector framework), now, as it's the most achievable in the constrained timelines available. However, they suggest greater flexibility within the settings of the entities to be established under the proposed Wānanga sector framework, so that there is the possibility of providing for different types of accountabilities, including public accountability, accountability to the Crown, and/or accountability to wider iwi and Māori communities to best reflect Wānanga relationships and the particular issues involved.

Te Whare Wānanga o Awanuiārangī

Te Whare Wānanga o Awanuiārangī was cautious about the options, reflecting that in their view these were 'Ministry proposals'. However, in its survey, Te Whare Wānanga o Awanuiārangī noted its position is to pursue Option 2a (bespoke TEI entity under the Wānanga sector framework).

What we heard – from the hui

Through hui, we were able to talk to, and hear from, over 540 participants	The hui were mostly focussed on sharing information about the proposals and provided an opportunity for attendees to ask questions, as well as share their views
	Some key themes came through the hui, including: a focus on the history of Wānanga; the importance of mana and rangatiratanga; and questioning timing and processes for consultation and legislative timing

Timing and process for consultation and legislative change	The majority of queries at hui related to the relatively short timeframes for consultation and achieving legislative change, and the risks of not achieving change with a new Government. People also asked about the timing and process for further change for individual Wānanga if the Wānanga sector framework (Option 2) was established.
The history of Wānanga and significance of this work	There were a number of comments about the broader history of Wānanga, the suppression and revitalisation of te reo Māori over decades, and the Māori-Crown relationship, which has often been fraught. While it was acknowledged that the Māori-Crown relationship will continue to be difficult, Wānanga and submitters commented on the significance of this work and the effort involved for Māori and the Crown to get to this milestone.
Mana and Rangatiratanga	People commented that any proposal should centre on the mana and rangatiratanga of the Wānanga, including recognising the diversity of experiences, needs, and aspirations of each individual Wānanga. Some people noted the proposals were about parity with others in the tertiary sector (such as universities) and ensuring the mana and unique role of Wānanga is recognised. Others questioned whether an enabling sector framework was the right vehicle for enshrining rangatiratanga, given that legislative change has often not worked for Māori (this was linked to kōrero about broader histories).
The establishment of new wānanga	People asked about the establishment of new wānanga, with several commentators noting that the new criteria should not prevent other iwi and hapū from establishing new wānanga in the future. Questions were also asked about what would be involved in establishing a new wānanga.
Funding	Several questions were asked about funding of wānanga, including funding compared to universities, Performance-Based Research Fund (PBRF) funding, and the broader wānanga funding workstream. Some submitters felt that the legislative change would not achieve the desired effects without being accompanied by funding.

What we heard – from the surveys

The response to the proposed changes has been overwhelmingly supportive:

Most submitters were supportive of the proposed changes to establish a Wānanga sector framework

Most submitters strongly supported the respective positions of individual Wānanga

Te Wānanga o Aotearoa surveys

Te Wānanga o Aotearoa carried out two surveys: one targeted at kaimahi (completed by 96 people), and one targeted at taura (completed by 126 people). Te Wānanga o Aotearoa asked submitters about the problem definition and if submitters considered that the current settings, including the Wānanga-Crown relationship, accurately reflect the mana and tino rangatiratanga of Wānanga, a Te Tiriti o Waitangi-based relationship, and the unique role of Wānanga in tertiary education. The majority of submitters considered the current settings do not reflect these aspects. Furthermore, 90% of kaimahi submitters and 88% of taura submitters supported changes to the legislation to provide flexibility for Wānanga to set their own administrative settings.

Many submitters considered that the current system undermines the rangatiratanga of Wānanga, with one submitter noting that a long-term vision of Option 3 (stand-alone legislation for each Wānanga) would be the embodiment of tino rangatiratanga. Other submitters commented on Te Tiriti, including that mechanisms should be put in place to ensure that the Treaty is a “living document”. One submitter that did not support the proposed changes talked about uncertainty in changing the relationship with the Crown given the economic climate.

Te Whare Wānanga o Awanuiārangi survey

Te Whare Wānanga o Awanuiārangi received 55 responses to the survey it ran amongst kaimahi and taura. The survey results of Te Whare Wānanga o Awanuiārangi show that majority of submitters (approx. 91%) consider change is needed to better recognise the mana and tino rangatiratanga of Wānanga, the Te Tiriti o Waitangi-based relationship between Wānanga and the Crown, and the unique role Wānanga play in tertiary education.

The majority of submitters (approx. 95%) supported the position of Te Whare Wānanga o Awanuiārangi to pursue Option 2a (bespoke TEI entity under the Wānanga sector framework). Submitters in support commented that the bespoke model would ensure the Wānanga has control over its decisions, while still maintaining its obligations as a tertiary institution, would enable it to keep evolving, provide wider opportunities and support self-determination. A slightly less, but still significant majority (approx. 93%) agreed that such a bespoke model would better reflect the three problem definition components.

Submitters identified benefits of the proposed changes, including that they provide progression, recognition and validity, will be mana enhancing, will help shape and define the futures of students

in a unique way, only possible in New Zealand, and in doing so, may provide a valuable model for other indigenous cultures. There were also comments that supported a push for mana motuhake over Māori education, ensuring that consultation is carried out properly, and that this work ensures accountability to iwi/hapū as much as to the Crown.

Te Wānanga o Raukawa

Te Wānanga o Raukawa ran a survey amongst its community, including tauira and whānau, kaimahi, ART confederation members¹, iwi/Māori organisation members and others. The survey focussed on the proposal to reconstitute to Te Wānanga o Raukawa under the proposed Wānanga sector framework (Option 2b) and received 344 responses.

Nearly all submitters (99%) supported the proposal for Te Wānanga o Raukawa to become a new statutory entity. Just two submitters did not support changes. Submitters also supported the proposed legislated purpose (over 99%) and believe it reflects the mission and role of Te Wānanga o Raukawa (99.7%). Key themes that emerged from the comments in support of change for Te Wānanga o Raukawa, included: the need for tino rangatiratanga for the Wānanga and for Māori, wanting mana motuhake; giving iwi control of what they started (often referring to the ART Confederation); finding the balance between tino rangatiratanga and kāwanatanga; supporting and embedding the goals of Whakatupuranga Rua Mano (the iwi development plan of the ART confederation, through which Te Wānanga o Raukawa was founded); and the Crown meeting its Te Tiriti obligations.

Ministry of Education-led survey

We received 13 responses in relation to the Wānanga sector framework proposal. Of the 13 responses, just over half were supportive (7). Four submitters were firmly against the proposed changes and considered that the proposed changes needed to better take into account the broader tertiary education system. The other two submissions were unsure or comments were out-of-scope.

We received two responses on the proposal to reconstitute Te Wānanga o Raukawa. Both responses to the Te Wānanga o Raukawa proposal survey were supportive of its reconstitution.

¹ Te Āti Awa ki Whakarongotai, Ngāti Raukawa, and Ngāti Toa Rangatira

Written Submissions

We received ten written submissions, all of which were focused on the enabling framework. Below we provide an overview of written submissions received from parties we know have a strong interest in the proposals

Te Matakāhuki	<p>Te Matakāhuki is a coalition made up of Te Kōhanga Reo National Trust, Ngā Kura-ā-Iwi, Te Tauihu o Ngā Wānanga and Te Rūnanga Nui o Ngā Kura Kaupapa Māori. They considered that Option 2b is the most consistent with the aspirations of Wānanga, “unshackling Ngā Wānanga from legislative bounds so they may stand in their own power”. They also note that this option is consistent with their own goals and aspirations</p>
Waikato-Tainui Te Whakakitenga o Waikato	<p>They considered that Option 2 would be the closest ‘step in the right direction’ to enabling iwi to “become self-sufficient through quality, iwi and hapuu led maatauranga systems of knowledge creation and retention”. They note, however, that options development, and the broader work should include iwi and hapū, so that iwi and hapū voice is equitably represented as Te Tiriti partners.</p>
Te Pū Wānanga o Anamata	<p>The PTE aligned with Ngāi Tūhoe discussed its history and the difficulties it faces as a PTE, noting that “small under-resourced iwi-focused organisations” are pitted against larger Crown entities. They question: how iwi will maintain Kaitiakitanga over their mātauranga, the processes to validate iwi representation within a wānanga, how existing Crown-Iwi relationships in education are being considered.</p>
Te Wānanga Whare Tapere o Takitimu	<p>The Takitimu PTE aligned with Ngāti Kahungunu iwi – Takitimu waka consider that Option 2b is the best option. However, they caution that this is contingent on the Crown acting in honour of Te Tiriti. On the characteristics, they note that they consider the term “wānanga” to encompass all levels and stages of learning development for ages 0 – 65+. They support the aspirations of the current Wānanga, noting the “Crown behaviour and practices with regards to ‘Wānanga’, have undermined, under-valued and enforced non-Māori tikanga on a ‘House of Learning’ that was established with the intent ‘For-Māori, By-Māori’”.</p>
Te Rūnanga o Turanganui a Kiwa	<p>Te Rūnanga o Tūranganui ā Kiwa supports the interests and endeavours of their affiliated iwi being Te Aitanga ā Māhaki, Rongowhakaata and Ngāi Tāmanuhiri and highlights that they established their PTE to provide for the tertiary education needs and aspirations of iwi due to lack of options. They note that current settings mean that wānanga are ‘owned’ by the Crown and that this is not acceptable to them, and “directly contradicts the partnership principle as guaranteed by the Treaty of Waitangi”. They note that any changes to characteristics of a Wānanga must enable iwi to retain ownership and control.</p>
Te Kāhui Amokura (Universities NZ Māori sub-committee)	<p>Te Kāhui Amokura noted it strongly supported the proposals and acknowledged the unique role Wānanga play in the tertiary education system. They believe that the proposals will enable greater clarity, to learners and other providers, of the roles and functions of each Wānanga and better recognise the uniqueness of each Wānanga and their communities. Furthermore, they believe this work provides a “much-needed formalised approach to what has at times seemed like ‘ad hoc’ or ‘add on’ attempts from various Governments and its agencies to engage the wider tertiary sector across different kaupapa where we have seen the Wānanga sector missing or not included at all in education conversations”.</p>

What we are doing with the information

We summarised the feedback we received through consultation and are using this to refine the proposals, as appropriate, and seek Cabinet agreement to final policy decisions in early December 2022.

The Ministry of Education will update its webpage on how the work is progressing, including timelines and next steps, following policy decisions.