

Te Pae Tawhiti

Progress towards Te Tiriti o Waitangi
Excellence

Quarterly Report

October – December 2021



Te Pūkenga
New Zealand

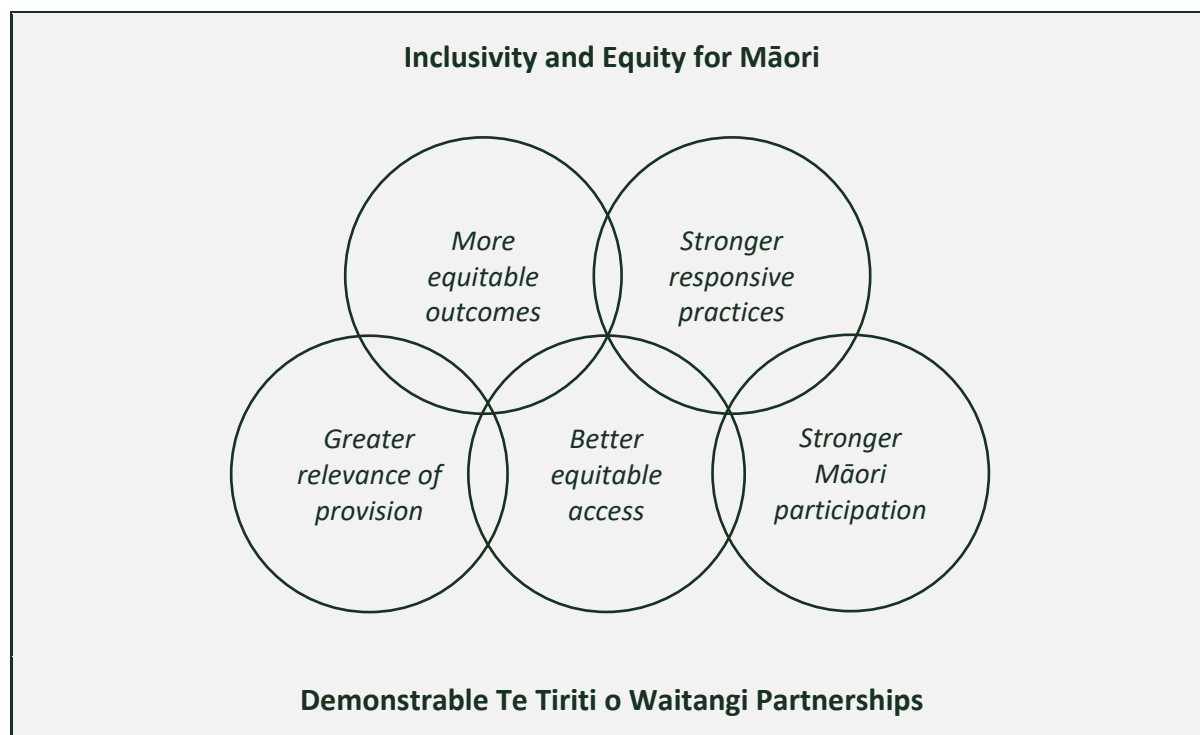
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He whakarāpopototanga | Summary

Te Tiriti o Waitangi Excellence Framework

Te Pae Tawhiti is our Te Tiriti o Waitangi Excellence Framework. It provides Te Pūkenga with internal guidance to progress Te Tiriti o Waitangi excellence within and as a unified network. It is centred on a combination of continuous obtainment (whakamaui) and pursuit (whāia) of two major outcomes and five associated goals. This is as represented in the graphic below.



These quarterly reports assist us to understand and communicate transparently about how we are tracking towards practice that delivers equity for and with Māori, and how meaningful and authentic our partnerships are with Māori.

Te Pae Tawhiti Champions Network

Te Pae Tawhiti Champions were nominated by their subsidiary to lead the inaugural Te Pae Tawhiti self-reflective reporting process and the development of 2021/2022 action plans. These action plans have been reported on quarterly since July 2021. This progress reporting reflects a journey of continual improvement and innovation and shows a relentless focus on the pursuit of Te Tiriti excellence.

While Te Pae Tawhiti is acknowledged as a network-wide responsibility, Te Pae Tawhiti Champions are at the forefront of this transformation, driving change across the network of subsidiaries and evidencing impact. Our once highly competitive sector is now reflecting on itself in the pursuit of Te Tiriti excellence, sharing information, data, practices, initiatives, and new innovations, and working

together to improve outcomes for Māori. Te Pae Tawhiti activity is key in supporting Te Pūkenga to develop the unified and collaborative network it has been tasked to establish.

A significant improvement is the way in which subsidiaries are working with Te Tiriti partners to effect positive change that activates inclusivity and equity for ākonga Māori, with their whānau, hapū, iwi, and wider hāpori.

There are many other examples of practices with potential to develop further and scale up across the network for collective impact. Te Pae Tawhiti Champions are also involved in several Te Pūkenga projects and working groups and have valuable contributions to make given their vast and varied experiences and expertise.

Ko te pae tawhiti whāia kia tata, ko te pae tata whakamaua kia tina
Seek to bring distant horizons closer, sustain and maintain those that have arrived

Reflections on this quarter's reporting process

There were 15 subsidiaries (of 16) that were included in this self-reflective process.

Te Pae Tawhiti Champions, responsible for Te Pae Tawhiti reporting, were under increased pressure in this period directly due to COVID-19. More specifically:

- They had the responsibilities of their senior leadership roles (i.e., BAU) and were also responding to the disruptions and uncertainties created by COVID-19 as senior operational leaders
- In November 2021, Aotearoa NZ also experienced its largest spike in COVID infections. This had a direct impact on the ability of several subsidiaries to progress their actions to the degree they were intending, and further, collaborate with their Te Tiriti partners in doing so

Annualised self-assessment Rating

Subsidiaries also undertook an annualised self-assessment rating using Te Arawhiti standards. Our use of this tool is new to the subsidiary network and an innovation we continue to learn from. No-one else in the vocational and higher education sector is engaging with these standards in the way Te Pūkenga is.

The ratings and accompanying narrative are self-reflective, rather than audit compliant. By including it as an aggregated rating in the quarter 4 report, we delivered on our commitment when Te Pae Tawhiti was first launched to the network – that Te Pūkenga would annually report on progress made.

Here's what we found:

- There are positive shifts in the network's 'Confident' rating for both Te Pae Tawhiti outcomes – demonstrable Te Tiriti o Waitangi partnerships, and inclusivity and equity for Māori
- There was a slight regression of the aggregated self-assessed ratings for most of the goals, with one exception – Goal 1: Greater Relevance of Provision, which showed no change
- There were obvious themes in the rationale subsidiaries provided for these lower self-assessed ratings. While numerous strategies, initiatives and priority actions to achieve Te Tiriti excellence are being progressed throughout the network and having a positive impact, subsidiaries also highlighted that there was still work to do to:
 - Drive the change across the whole subsidiary and ensure consistency at a system-wide level
 - Ensure varied Māori voices inform strategy, identify programmes that meet local needs (i.e., hāpori Māori and the wider region) and eliminate barriers that impede equitable access and stronger Māori participation
 - Achieve equitable outcome for Māori learners
- Progress in 2021 was hindered by COVID-19.

Refer to Appendix 1 for more detail on this aggregated self-assessment rating conducted by the network after 12-months of concentrated effort to advance Te Tiriti excellence.

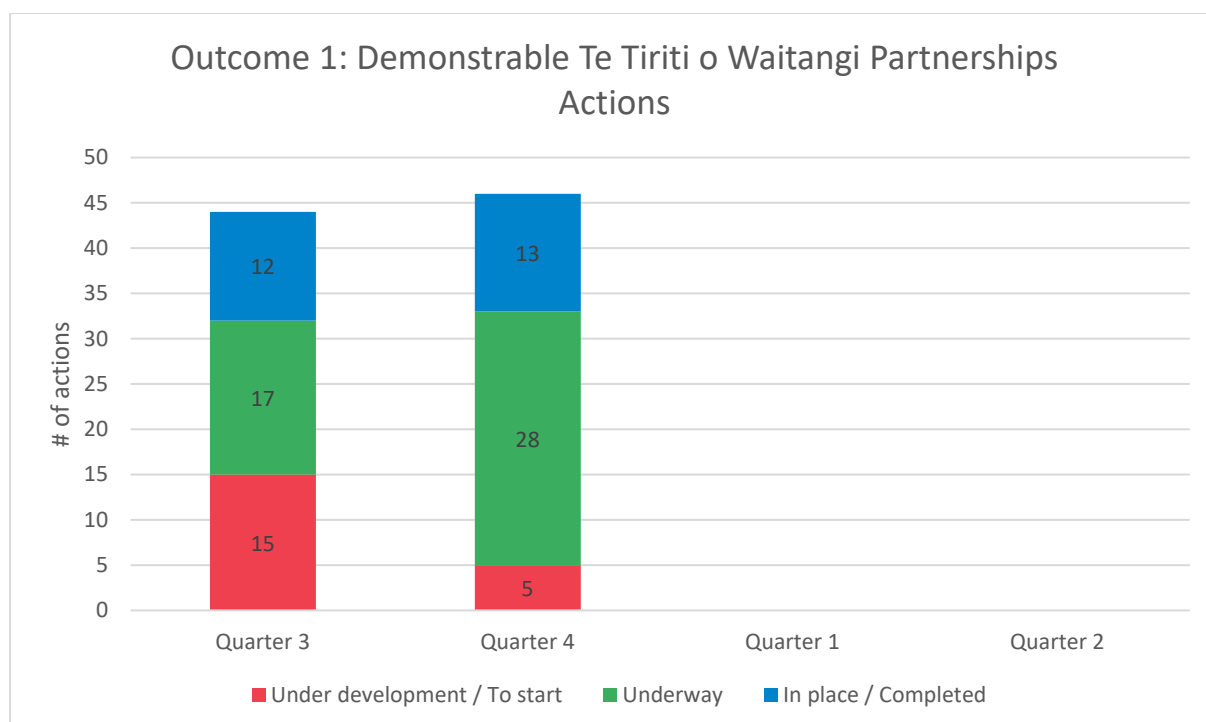
Enhancements made this quarter

Two additional status options were included in the quarter 4 reporting template to respond to Council guidance and subsidiary feedback in the Quarter 3 Report (July – September 2021).

This change provided subsidiaries with a way to describe actions that were signaled **to start** in 2022 and actions that had been **completed**, which improved progress reporting accuracy.

Outcome 1: Demonstrable Te Tiriti o Waitangi Partnerships

Te Pūkenga can demonstrate it works in collaboration with Māori, iwi and hapū partners, as per legislative requirements



Network view of Outcome 1 progress

There were 46 actions advanced in quarter 4 across the network in relation to Outcome 1. Compared with quarter 3, the most notable difference in quarter 4 was:

- 10 of 15 actions that were **Under development / To start** in quarter 3 had progressed to **Underway** in quarter 4 (67% increase). Subsidiaries in quarter 4 were implementing actions started in quarter 3 and or initiated “new actions” not reported in Q3. Despite a disrupted period, this demonstrates that subsidiaries are progressing, piloting and implementing actions that were previously either **under development** or yet **to start**.
- Actions **Underway** increased from 17 to 28 between Q3 and Q4 reflecting the implementation of actions planned in Q3 that were **Under development / To start**. As mentioned above, some actions **Underway** in Q4 were not reported in Q3 which contributed to the higher number shown in the graph above.
- A 52% increase in the number for actions **in place/completed**, reflecting a total number of 25 actions over six months that contribute to Outcome 1 across the subsidiary network.

Impact narratives

Giving effect to Te Tiriti o Waitangi in governance, management and operations

Governance

- A Te Tiriti Partnership Memorandum of Agreement (MoA) between two subsidiaries and an iwi organization was developed to acknowledge the Tiriti partner status of the iwi as mana whenua of the region to which the two subsidiaries deliver. Planning is underway for a formal signing ceremony early 2022.
- A new formal agreement with local iwi was signed in November 2021 and celebrated on campus in December 2021.
- The subsidiary board changed their constitution in quarter 4 to acknowledge the continuing Te Tiriti partnership with mana whenua that existed with the previous Council. This action was for the subsidiary board to execute on behalf of mana whenua for the partnership to maintain its integrity.
- A Te Tiriti Partnership Memorandum of Understanding (MoU) was re-designed to better reflect the needs and aspirations of mana whenua beyond the term of the current subsidiary Board.
- A relationship agreement was renewed between the subsidiary and iwi, with a view to continuing the relationship with Te Pūkenga from 2023 onwards.
- A definition of what constituted an 'effective Te Tiriti partnership' between the subsidiary and the local hapū was co-designed. This enabled the development of a shared understanding and expectations of the partnership.

Management

- A commitment to Māori co-leadership in the subsidiary's Chief Executive role was confirmed in quarter 4. Mana whenua were involved with the role development and appointment process.
- A revised Te Tiriti Partnership policy was consulted on with hapū/iwi, ākonga and kaimahi Māori.
- A structured approach to hapū/iwi partnerships (and partnering), was consulted on with hapū/iwi, ākonga and kaimahi Māori.

Operations

- A Māori staff recruitment guideline was endorsed by People & Culture to increase kaimahi Māori numbers at all levels and in proportion to ākonga Māori numbers. Implementation is planned for the start of 2022

Examples of progression from quarter 3 to quarter 4

Quarter 3 July – September 2021	Quarter 4 October – December 2021
<p>A MoA was under development in quarter 3 following a negotiation process with mana whenua which resulted in the development of a partnership agreement between two subsidiaries and the local iwi, i.e., to realise the educational and developmental aspirations of that iwi.</p>	<p>This MoA was underway in quarter 4 and is planned for signing in early 2022. This is a partnership model the subsidiary wants to share with others in the network, as well as the process used to progress this partnership agreement.</p>
<p>A mana whenua mandated Director was confirmed on the subsidiary Board, signalling a positive shift in thinking about Te Tiriti partnership, inclusivity and equity for Māori at a decision-making level.</p>	<p>The mana whenua mandated Director was formally acknowledged and included in the revised Board constitution in quarter 4.</p>

Collaboration with Māori for regional development

- A collaborative project involving iwi, the subsidiary, the local secondary school, and the local Council that will advance the housing initiative of the iwi and provide training, employment and apprenticeship pathways for uri and taura was **underway**.
- An iwi-subsidiary collaboration to assist with the establishment of an iwi-owned information technology and innovation hub that will realise mana whenua aspirations was progressed.
- An action plan, co-developed with mana whenua, to have nursing students assist iwi with COVID vaccinations in the hāpori (community) was completed.

Examples of progression from quarter 3 to quarter 4

Quarter 3 July – September 2021	Quarter 4 October – December 2021
<p>One subsidiary focused on hapū/iwi regional development and inclusivity through targeted appointments on campus, as well as in an advisory capacity on committees.</p>	<p>The focus for the same subsidiary shifted in quarter 4 to advancing their partnership model and learning how iwi aspirations could be scaled up, utilising the broader Te Pūkenga network.</p>
<p>A regional strategy was developed in quarter 3 in anticipation of the multiple hapū/iwi and Māori communities the subsidiary would need to manage partnerships with to realise all educational and developmental aspirations of Māori in their catchment.</p>	<p>The proposed regional strategy was scaled back to specific activities in expectation of TP leadership around a Tiriti partnership framework that would support interests and aspirations of multiple hapū/iwi and Māori communities.</p>

Improving outcomes for Māori

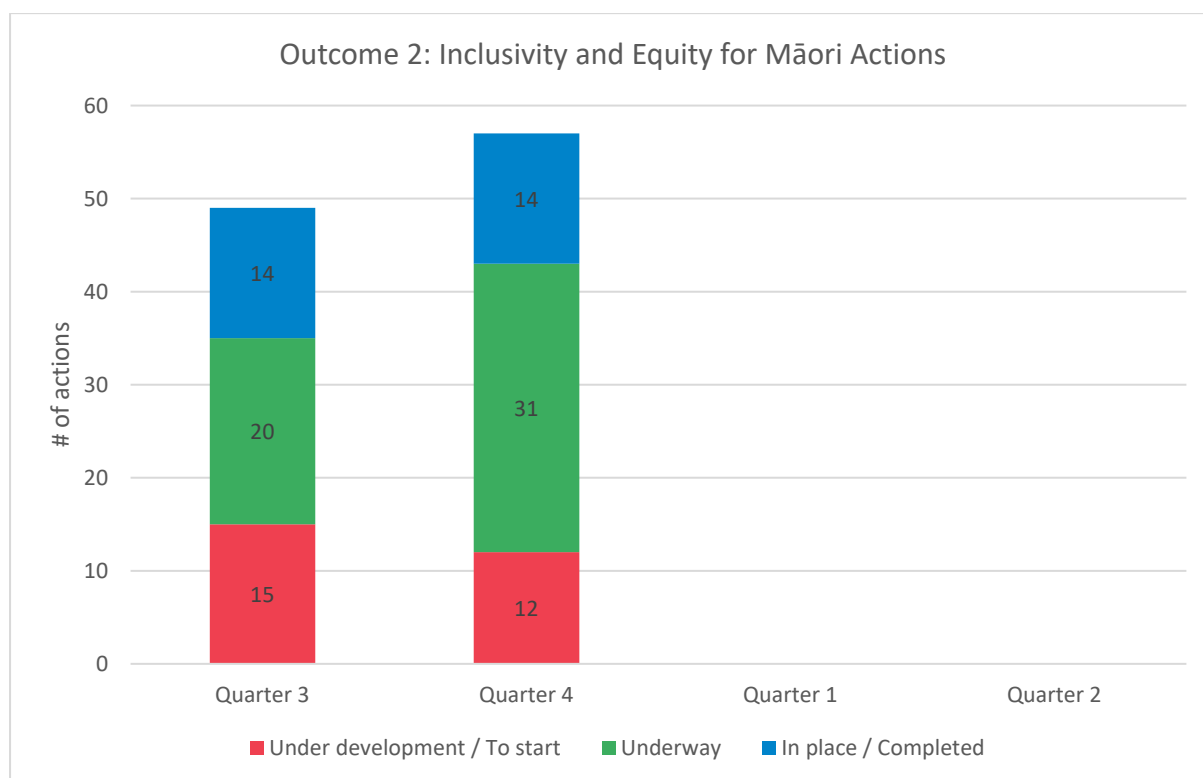
- A strategy was co-designed by mana whenua and the subsidiary to address organisational underperformance for ākongā Māori and low numbers of kaimahi Māori
- Three iwi received their inaugural annual reports that included data about enrolments, courses studied and results, which will allow iwi to:
 - Produce individual baselines for ongoing reporting
 - Plan and co-design interventions with the subsidiary
 - Monitor progress through regular information sharing
- Mana whenua endorsed changes to the provision of ākongā Māori support in one subsidiary, i.e.: to develop inclusivity and increase equity of outcomes

Examples of progression from quarter 3 to quarter 4

Quarter 3 July – September 2021	Quarter 4 October – December 2021
The collection of iwi-specific data was under development in quarter 3, with the intent to present to Tiriti partners in quarter 4.	Iwi received their inaugural annual reports that will allow the iwi and subsidiary to plan, co-design interventions, report and monitor progress, and share information.

Outcome 2: Inclusivity and Equity for Māori

Te Pūkenga can demonstrate its learning settings are purposefully inclusive for Māori and are focused on ensuring equitable outcomes for Māori learners, as per the Charter and the formal Ministerial expectations.



Network view of Outcome 2 progress

There were 57 actions in progress in quarter 4 across the network in relation to Outcome 2. Compared with quarter 3, the most notable differences in quarter 4 were:

- The number of actions Underway in quarter 3 increased from 20 to 31 in quarter 4 (55% increase). This was a mixture of unreported “new actions” started in Q4 and, 3 actions that had progressed from Under development/To start into Underway.
- Subsidiaries advanced actions in quarter 4 that had been previously planned for in quarter 3, or earlier in 2021.
- Some actions underway were developed and initiated in quarter 4 so not reported in previous reports.
- The actions reportedly in place/completed were slightly higher in quarter 4, demonstrating the progression of a small number of priority actions completed compared with quarter 3.
 - This small increase is to be expected given this is only the second report in this quarterly reporting cycle.

- Demonstrating inclusivity and equity for Māori will become increasingly important for subsidiaries to evidence, however, it is acknowledged that gains in this area are likely to be incremental, not immediate.
- Te Pae Tawhiti Champions have indicated that due to the frequency of reporting, progress is not necessarily reflected system-wide, but rather within their spheres of leadership influence only. This was also reinforced in the narrative from some subsidiaries in the annualised self-assessment rating they allocated their subsidiary, for example: Goal 5 – Stronger Responsive Practices (no change in rating): *inconsistency across the institute, ranging from very strong to culturally ignorant and inappropriate practice.*

Impact narratives

Greater relevance of provision

- A Māori curriculum framework was devised to guide the development of new academic programmes, and to review and assess the content in existing papers and courses (to be reviewed by Komiti Tangata Whenua in 2022)
- A new L5 Mātauranga Māori module has been developed and is ready to be integrated into any bachelor's degree-level programme (i.e.: offered by this subsidiary)
- Moving the Diploma in Māori Pasifika Performing Arts into Te Wānanga Māori and recruiting a Māori programme lead

Better equitable access

- QualifyMe initiative launched to support ākonga who have significant work experience and wish to gain a qualification (including those who left school without any qualifications)
- Research on 'How an asynchronous ODFL (open, distance and flexible learning) model might be improved from a courseware design perspective to better suit ākonga Māori' (NB: this could be used by Te Pūkenga in courseware design to improve outcomes for ākonga Māori)
- Provision of an accessible, user-friendly study space, e.g.: a computer lab, which now has 24/7 access for ākonga, improved lighting, a vending machine, books, journals, and magazines (NB: this was deemed important for ākonga who do not have a study space at home)

Stronger Māori participation

- One subsidiary reported increased momentum in quarter 4 with these ākonga-focused initiatives:
 - Trialing whanaungatanga in the first few weeks of learning
 - Building staff understanding of mātauranga Māori

- Group learning in L3 programmes
- An Ākonga Māori Support Service Framework, co-designed with mana whenua, was developed in quarter 4 (NB: these will be implemented and reported on in Q1 2022)
- The establishment of an Ākonga Māori Hub and an increase in the number of staff in the Tamaiti Whāngai team in one subsidiary continues to improve the accessibility to and delivery of support for ākonga Māori

More equitable outcomes

- Large investments have been made by one subsidiary to address inclusivity and equity for Māori, which has seen the consolidation of existing initiatives and shifts in Outcome 2 (e.g.: the Tōia Mai Impact Framework and Tōia Mai Benefits Framework)
- A new strategic project was developed to target:
 - Equitable outcomes for Māori in the organisation
 - Programmes of strategic importance (i.e.: health and social services) that target equitable outcomes in professions where qualified Māori (and Pasifika) are low, and Māori (and Pasifika) user demand is high
- Planning is underway as part of a broader project to further embed Te Tiriti responsiveness in support services, with the aim of lifting the success rates of ākonga Māori (i.e., for implementation in 2022)

Stronger responsive practices

- Many subsidiaries created new roles, grew kaimahi Māori staffing levels and made efforts to ensure kaimahi Māori feel supported in their mahi, for example:
 - Three extra kaimahi were appointed in Quarter 4 to increase the application of a culturally responsive professional development programme for teaching staff at one subsidiary (i.e.: Te Atakura)
 - A Māori staff rōpū was established, which will meet regularly to offer support to each other and progress new Māori-focused initiatives within that subsidiary
 - A staff wellbeing programme that has 'hauora models of care' at its core was developed by another subsidiary, along with a culturally responsive and equitable HR programme to improve the experience for all staff, particularly kaimahi Māori
- Recruitment to fill senior Māori staff vacancies was an immediate priority for four subsidiaries in this quarter
- In one subsidiary, three Kawenata were established, iwi influence was increased in support provided to ākonga Māori and the number of kaimahi Māori roles also increased (i.e.: 3 new FTE)
- The Board of Directors and Executive Leadership Team of one subsidiary are in the process of completing a Certificate in Bicultural Competency, after which they are expected to lead the integration of these competencies in their respective areas

- The hosting of an annual Kōrerorero Rangahau Hui where kaimahi presented their research, or planned research, to colleagues

Examples of progression from quarter 3 to quarter 4

Quarter 3 July – September 2021	Quarter 4 October – December 2021
<p>Developing a mana whenua presence within the subsidiary staff, with a focus on employing more kaimahi Māori who live in the district</p>	<p>By year end, nine new kaimahi Māori had been recruited increasing the profile of mana whenua at the subsidiary. Supporting, retaining and attracting more kaimahi Māori is a priority for 2022.</p>
<p>As part of campus redevelopment plans, the architect consulted with iwi, Te Wānanga and student support teams. Ensuring ākongā Māori voice is heard in redevelopment plans will be a high priority action in the next quarter and is a natural segue from implementation to impact.</p>	<p>The Ākongā Māori Support Services office has been moved next to the entrance of the main campus building, increasing visibility, access, and quality of space. Moving forward, ākongā Māori voice will continue to inform campus redevelopments, ensuring an inclusive environment for ākongā Māori and their whānau.</p>
<p>Development of a Cultural Consciousness Framework ('Te Pae Tata') and Cultural Consciousness Opportunities training calendar listing all current and future opportunities to enhance and grow staff's understanding of Te Ao Māori and te reo Māori me ōna tikanga.</p>	<p>Cultural Consciousness Framework and Cultural Consciousness Opportunities online platform launched with positive initial interest. Opportunities align with key foci, i.e.: Te Tiriti o Waitangi and Ōritetanga, Embedding Mātauranga Māori, and Critically Reflective and Conscious Practice. Changes made to Professional Development template to help staff identify cultural competency goals and support needs. Reprioritisation of funding confirmed to support this cultural consciousness kaupapa.</p>
<p>Development of an overarching research project to hold the suite of Kaihautū Rangahau projects. Funding to be confirmed to increase kaimahi Māori engagement in research and innovation activities.</p>	<p>Te Kawenata Rangahau is based on the recognition of the shared responsibilities of all parties to ensure that kaimahi Māori are supported and encouraged to engage in research and innovation activities (NB: dedicated pūtea transferred from PBRF contestable funds to Te Wānanga Māori in 2022)</p>

Appendix 1: Annualised self-assessment rating

Rationale

Te Arawhiti self-assessment standards have been specifically developed for the public sector. It is expected that these standards be used by Crown entities, which the Minister also referenced in his Letter of Expectation to Te Pūkenga. Its use by Te Pūkenga, however, is new and innovative in the vocational and higher education sector.

In Te Pae Tawhiti, Te Pūkenga committed to reporting annually on progress made across the network to achieve better outcomes for Māori learners, their whānau and wider hapū, iwi and Māori communities.¹

This commitment is upheld through the provision of an annualised self-assessment rating made by subsidiaries against Te Arawhiti self-assessment standards. These ratings and the accompanying narrative help us track progress on subsidiaries' action plans and variance over a 12-month period.

With inaugural Te Pae Tawhiti self-reflective reports, 2021/2022 action plans and the self-assessment rating submitted by subsidiaries in January 2021, it was pertinent to conduct this annualised rating again at the conclusion of that same year.

Process

Subsidiaries selected from one of seven rating options for each Te Pae Tawhiti outcome and goal² and provided commentary to support or contextualise their self-assessed rating. The characteristics of each rating are outlined in the following table.

Rating Level	Te Arawhiti Guidance Explanation
Unfamiliar	Services have little awareness of Māori Crown relationship or how to engage appropriately
Comfortable	Services show basics, able to engage appropriately in a short-term transactional setting
Confident	Services are conducted appropriately and with awareness of what it likely to be important to Māori

¹ Te Pae Tawhiti framework, page 15.

² 1. Unfamiliar; 2. Unfamiliar/Comfortable; 3. Comfortable; 4. Comfortable/Confident; 5. Confident; 6. Confident/Capable; 7. Capable.

Capable

Services are able to lead and advise others, we have deep knowledge in their subject area

The additional commentary provided valuable information and further context to support each of the ratings. It also highlighted the impact most subsidiaries are seeing as a result of their efforts and their strategic focus on Te Tiriti excellence. For example:

“Participation rates for Māori are good as a proportion of the population; strengthening and more coordinated supports for Māori learners are evident, however student success indicators are still lower than non-Māori learners.”

“Barriers have been identified to diminish the gap to achieving equitable access and we are in the process of removing those barriers which we can control. We need to work with external partners to manage how to reduce barriers where we do not have that control.”

“Each school now has a dedicated Kaitakawaenga and Learning and Development committees are powerful forums for Kaiako to review their practice to ensure policy is upheld. This is an area of ongoing development.”

“The Quality and Academic Unit commissioned the development of a mātauranga Māori based Quality Management System that integrates NZQA’s Te Hono o te Kahurangi, the Tōia Mai āheinga and (subsidiary) values. This document sets out the kawa under which all initiatives, policy, procedures, projects, etc. will operate.”

“Research has strengthened how an asynchronous online model might be improved from a courseware design perspective to better suit ākonga Māori - now reflected in 8 new learning design principles. Review of our Bi-Cultural Media Principles are resulting in a more effective Māori voice in courseware, communications and website. Increasingly ākonga Māori can speak to kaimahi Māori. Implemented targeted initiatives/pilots to increase relevance of provision to ākonga Māori.”

Analysis

The following graphic depicts the aggregated ratings against Te Arawhiti self-assessment standards and shows the shifts made by 15 subsidiaries against the outcomes and goals of Te Pae Tawhiti.³

It shows:

- a slight positive shift within their 'Confident' rating for Outcome 1 over the past year (3.9 to 4.1)
- a slight positive shift from a 'Comfortable/Confident' rating towards 'Confident' for Outcome 2 (3.5 to 3.7).
- a slight regression of the aggregated self-assessed ratings for most of the goals, the exception being Goal 1: Greater Relevance of Provision (which showed no change).

All of Network self-assessment rating (excl. ARA & WBL)



This demonstrates an aggregated move across the network towards:

- A more effective identification, analysis and action planning for Māori outcomes
- Quality being more consistently demonstrated in processes and service delivery approaches to support outcomes for Māori
- Outcomes and results from services having high value to Māori, relevance and demonstrate positive service impacts
- Reporting and self-review on issues of importance to Māori being clear, genuine, and timely, and forming part of wider organisational guidance
- Expressed cognisance of Māori worldviews demonstrated throughout organisational business approaches
- Ongoing collaborative partnership with iwi/Māori communities is being demonstrated.

³ It did not include Ara or WBL.

There were common themes in the rationale provided by subsidiaries for their lower self-assessed ratings. While numerous strategies, initiatives and priority actions to achieve Te Tiriti excellence are being progressed throughout the network and having a positive impact, subsidiaries also highlighted that there was still work to do to:

- Ensure kaimahi Māori, ākonga Māori and hāpori Māori voice informs the strategic direction, mix of provision (i.e. linked to the aspirations of the local Māori community and/or needs of the region) and removal of barriers to achieve equitable access and stronger Māori participation
- At governance and leadership levels:
 - Have a functioning governance body (which provides valuable community voice) and visible executive-level Māori leadership to regain institution-wide momentum
 - Increase more meaningful engagement and partnership activities with iwi and local Māori organisations to realise the full potential of Te Tiriti partnerships
- Equitable Māori learner outcomes:
 - Improve equitable outcomes for Māori learners, which are still below non-Māori
 - Ensure all programmes achieve equitable outcomes for Māori learners, and where they don't, have action plans in place to address the low performance
- Ensure consistency at a system-wide level
 - Responsive practices across the organisation range from 'very strong' to 'culturally ignorant' and 'inappropriate'
 - Lack of recognition by leadership of the important role many tutors and support staff play in giving effect to Te Tiriti
 - Target cohorts of staff who need support to increase their understanding of Te Ao Māori / cultural capability; utilising this knowledge to improve practice and support Māori learner success
 - Staff understand the importance of becoming culturally responsive practitioners and gains are being made to improve responsive practices of staff, but there is still more work to:
 - Embed and support learners to see the value of Te Ao Māori in delivery and content
 - Uphold the integrity of Mātauranga Māori, its validity and legitimacy across all programmes
 - Ensure ongoing investment to grow initiatives that will contribute to the outcomes and goals of Te Pae Tawhiti, including the recruitment of more kaimahi Māori
- Address the impacts of COVID on:
 - The inability to strengthen Te Tiriti partnerships locally and explore other new partnerships
 - Staff participation in cultural capability / cultural responsiveness training
 - Meeting Māori learner targets / EPI