

TE ARA PAERANGI FUTURE PATHWAYS

WĀHANGA 2

HE WHAKARĀPOPOTOTANGA MŌ NGĀ
TORONGA ME NGĀ TĀPAETANGA MĀORI

PART 2

SUMMARY OF MĀORI ENGAGEMENTS
AND SUBMISSIONS



MINISTRY OF BUSINESS,
INNOVATION & EMPLOYMENT
HĪKINA WHAKATUTUKI

Te Kāwanatanga o Aotearoa
New Zealand Government

Ministry of Business, Innovation and Employment (MBIE)
Hīkina Whakatutuki – Lifting to make successful

MBIE develops and delivers policy, services, advice and regulation to support economic growth and the prosperity and wellbeing of New Zealanders. MBIE combines the former Ministries of Economic Development, Science and Innovation, and the Departments of Labour, and Building and Housing.

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OVERVIEW

PURPOSE

This report provides a summary of the voice of Māori as heard through Te Ara Paerangi Future Pathways Green paper engagement and submission process.

In preparing this report, our aim was to comprehensively reflect Māori perspectives, concerns, opportunities, and issues raised from Māori engagements and submissions, in a way that was not possible within a general report. This report was created by Māori staff working for MBIE and Māori consultancy firm, OpinioNative, to better understand and reflect back the views expressed by Māori.

CONTEXT

Early consultation, prior to the development of the Green Paper, revealed strong views that the current research system suffers from weak responsiveness to Māori due to poor models of engagement. Stakeholders said that considerably more work was needed to improve the way the system interacts with Māori at multiple levels.

In seeking Māori views and contributions, we undertook a range of engagements and learned how we can improve as we continue to create a new system together.

From 28 October 2021 to 23 March 2022, engagement on the Te Ara Paerangi Future Pathways Green Paper took place. During this time, we also asked the sector to make written submissions. A total of 885 submissions were received on the Te Ara Paerangi Future Pathways consultation. Of those, 442 submissions substantively addressed the themes in the Green Paper, including the 38 submissions made by Māori groups and individuals. These submissions were received via an online form or email.

The Ministry also hosted 12 general sessions and 15 in-depth sessions to discuss the topics in the Te Ara Paerangi Future Pathways Green Paper. These sessions were held virtually, reaching 1106 participants, of which approximately 149 were Māori.

Dedicated Māori engagement also took place. This was led by AATEA Solutions, Māori engagement specialists. AATEA Solutions facilitated conversation and organised online wānanga with approximately 103 Māori representing Te Pūtahitanga (Māori research leaders collective), Māori innovators, Pūhoro STEMM Academy (rangatahi), and Rauika Māngai.

In addition to this, MBIE engaged Māori rūpū such as Te Kāhui Amokura, Te Ara Pūtaiao, Taumata Aronui, Wakatū Incorporation and Māori business leaders.

STRUCTURE OF REPORT

This report is set out in three sections:

- 1. **Engagement and submission process:** which explains how we engaged with Māori and how we think we can improve our engagement processes
- 2. **Te Tiriti o Waitangi and RSI transformation:** which talks to Te Tiriti and its place in a future RSI system
- 3. **Summary of engagements and submissions:** which draws out key themes from submissions and engagements

As this report includes summaries of Māori perspectives from our targeted engagements as well as their written submissions, we refer to ‘participants’ when the content was consistent across both processes¹.

BACKGROUND: TE ARA PAERANGI FUTURE PATHWAYS GREEN PAPER

New Zealand’s research system was designed nearly 30 years ago, and some parts of the system are not working as well as they should be. Recent reports make a compelling case for change and present various recommendations. Māori submissions and engagement underlined that Māori still experience structural disadvantages and systemic inequities.

We now need to consider how we best position our system for the future.

Through the Te Ara Paerangi Future Pathways Programme, we want to create a modern, future-focused research system for New Zealand. A system that is adaptable in a rapidly changing future, resilient to changes, and connected to itself, to industry, to public sector users of research, and internationally.

This system must reflect New Zealand’s unique opportunities and challenges. It must embed Te Tiriti across the design and delivery attributes of the system and enable opportunities for mātauranga Māori to flourish. It must also recognise that research is a global undertaking, and we must position ourselves to stand alongside the best systems in the world.

The Green Paper was the first step in the Te Ara Paerangi Future Pathways Programme and signals the start of what will be a multi-year process. It highlights a range of issues faced by the RSI system. At this stage of the process, there are no predetermined ideas or solutions and are gathering views through consultation to better understand opportunities for improvement.

NEXT MAJOR STEP

The next major step in Te Ara Paerangi Future Pathways is to develop a White Paper for consideration of Ministers and Cabinet with proposals for next stages of the RSI transformation. We plan to publish that document and undertake further rounds of consultation and engagement. We acknowledge that Māori submissions called for Māori inclusion in the development of the White Paper, and we are developing an engagement plan to do so.

¹ Note that several Māori groups that participated in targeted engagements also worked collaboratively in formulating their written submissions.

**TUKANGA
TORONGA,
TĀPAETANGA
HOKI**

**ENGAGEMENT
AND SUBMISSION
PROCESS**



INITIATING CONVERSATIONS WITH MĀORI

Our Māori engagement process involved a combination of general and targeted engagements as well as different ways for Māori to make written submissions on the Green Paper.

ENGAGEMENT PROCESS

Initiation and Ideation

We initiated consultation on the Green Paper in October 2021. This involved targeted Māori engagements alongside a broader suite of public engagements, as well as allowing space for Māori perspectives as part of the broader public consultation.

We adopted a relaxed approach to the workshops and discussions and drew attention to the high-level Green Paper themes and questions to allow for open dialogue.

Our goal was to facilitate conversation, hear what participants had to say and encourage them to make written submissions.

Dedication

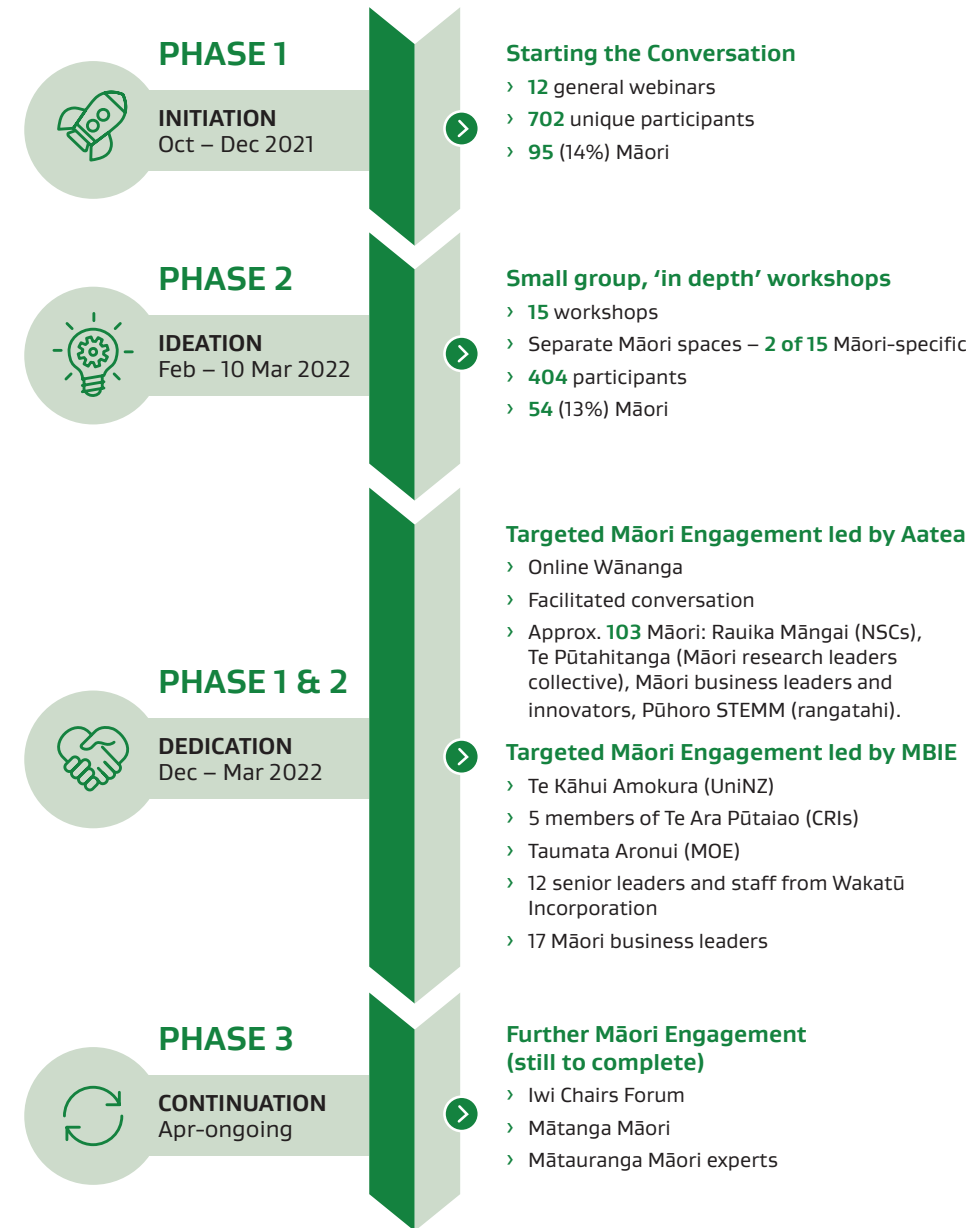
Māori engagement specialists, AATEA Solutions led most of the targeted Māori engagement. This included online wānanga with Māori as well as support for Māori rūpū to make written submissions.

MBIE staff took notes at some of these sessions but in most cases, MBIE took a backseat to enable AATEA Solutions to facilitate and relay participant feedback to us.

Continuation

Engagement is ongoing, and we will be considering the feedback, suggestions and recommendations Māori provided to us on how we can better engage with them to ensure we are capturing a diversity of Māori perspectives, including beyond the RSI sector, as we move toward the next steps in the Te Ara Paerangi journey.

ENGAGEMENT PROCESS



SUBMISSIONS PROCESS

Written submissions on the Te Ara Paerangi Future Pathways Green Paper opened in October 2021 and closed in March 2022. Of the 442 submissions we received, 38 were made by Māori individuals and groups.

DEFINING A MĀORI SUBMISSION

Our approach to determining a Māori submission was multifaceted. First, we determined if the submitter(s) self-identified as either:

- › a Māori individual
- › group of Māori individuals
- › a Māori-led entity

We included groups of Māori who work within a non-Māori entity (Kāhui Māori of a National Science Challenge) as well as joint submissions led by Māori and Pasifika (Early Career Research Submission). We also included submissions from non-Māori organisations where the submission was made by a Māori who made it clear that their submission includes the voice of Māori.

SURFACING THE COLLECTIVE PERSPECTIVES OF MĀORI

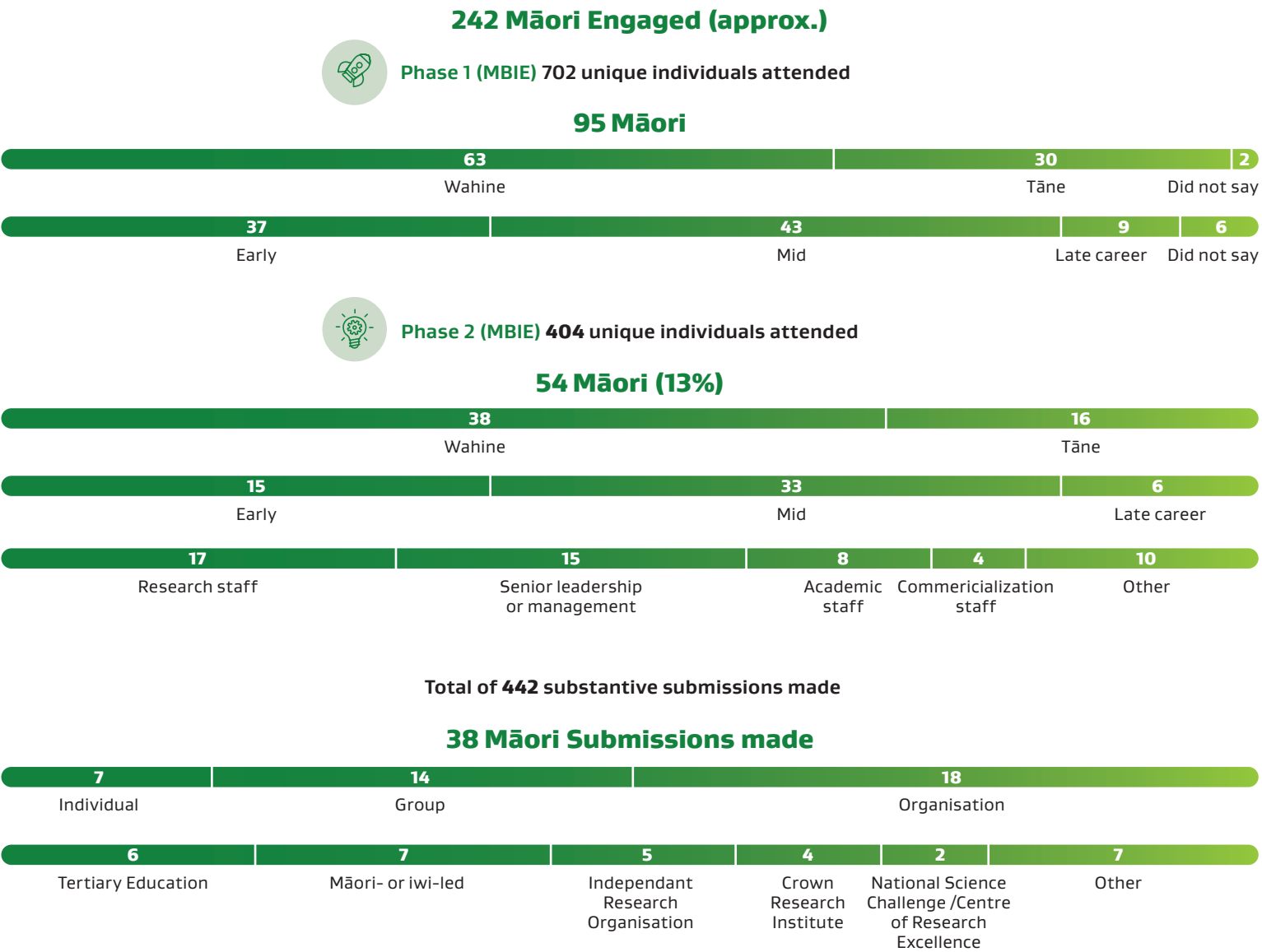
Our aim was to meaningfully capture Māori perspectives and avoid moderating the arguments, concerns, opportunities, and issues they raised in their submissions. Analysis was undertaken by Māori staff working for MBIE and Māori consultancy firm OpinioNative to help us maintain a balanced perspective. Our process is set out below:

1. Categorisation of submissions according to self-identification as Māori
2. Analysis of submissions and feedback from targeted Māori engagements
3. Distillation of detailed summaries and of evidence cited by submissions
4. Incorporation of feedback from AATEA-led engagements
5. Development of key messages and themes
6. Sharing an early version of this report with Māori for initial thoughts, including Māori members of Te Tira Whakahihiko, a Māori early career researcher who made a submission, and Māori MBIE staff
7. Briefing the Minister
8. Publication of report.

MOST FREQUENTLY USED KUPU IN MĀORI SUBMISSIONS



ENGAGEMENT DEMOGRAPHICS



*Note: Phase 1 & 2 demographics only apply to virtual sessions led by MBIE.

WHERE WE ARE AT NOW

This summary of Māori voices sits alongside a broader summary of submissions and engagements.

Over the following months, we will:

- › Continue to engage with Māori and broaden our reach to ensure a diversity of Māori perspectives are heard and included in this process.
- › Stay engaged with participants who made submissions or attended engagements.
- › Wānanga regularly with internal MBIE expert groups such as Te Tira Whakahihiho.
- › Focus on building partnerships with individuals and groups we have yet to fully engage with, such as the Iwi Chairs Forum, mātanga Māori, and more mātauranga Māori experts.

IMPROVING ENGAGEMENT WITH MĀORI

Participants were clear that as a government agency, we need to do much better at engaging with Māori including how we proactively support their ability to engage with us.

“To send out a consultation paper and expect Māori respondents to imagine a future where our priorities are centred, and then ask them to tell a Crown agency how to do it, is not sufficient. Māori need the autonomy and resourcing to collectively make those decisions and operationalise them for ourselves.”

COLLECTIVE

TRUE PARTNERSHIP WITH MĀORI REQUIRES INCLUSION IN ALL ASPECTS OF THE RSI REFORM
- AT ALL LEVELS, AND WITH PROPER RESOURCING FOR PREPARATION AND PARTICIPATION

We received positive feedback on the role of Māori engagement specialists, AATEA Solutions and we would like to acknowledge their role in ensuring that in all their interactions with Māori, groups and individuals were listened to and their messages conveyed authentically.

We also acknowledge that some participants considered our engagement approach to the Green Paper inadequate and stressed several factors that continue to impede meaningful engagement with Māori more broadly, including:

- › Lack of financial resourcing for preparation and participation
- › Time for preparation to respond meaningfully between Māori and non-Māori
- › Consultation and hui fatigue
- › Low trust between Māori and the Crown
- › Overlapping agency engagement
- › Crown misunderstanding of necessary Māori concepts

“While some Māori Researchers have financial support to contribute to this Green Paper discussion through the ‘service’ requirement of their mahi, many voices that would be valuable in this discussion are not resourced in the same way.”

COLLECTIVE

Some participants conveyed dissatisfaction with the initial Te Tiriti focused workshops. Also, in some cases, Māori felt participating fully in conversations were overwhelming due to the number of non Māori to Māori participants. They had expected the Tiriti focused workshops to be structurally different from general workshops. Some participants also noted that it will take time to build the level of high trust required for Māori to feel safe sharing their insights and knowledge with us. Some participants wanted to ensure Māori were being engaged across all Green Paper chapters, not just the Te Tiriti, Mātauranga Māori and Māori Aspirations part.

Overall, participants highlighted that Māori need greater autonomy and resourcing to enable a functional response to the incorporation of Te Tiriti and mātauranga Māori in the sector. They encouraged MBIE to design an engagement system that would ensure the formation of strong relationships, which participants noted takes time, through regular contact with iwi and hapū – large and small, as well as Māori communities.

Participants broadly indicated that MBIE could improve engagement in the following ways:

- › Establishing hononga with Māori by engaging on marae or at places where Māori want to be engaged so that they can exercise their tikanga
- › Engaging with a diversity of perspectives from te ao Māori
- › Supporting Māori to participate and prepare for engagement across the entire RSI transformation process
- › Ensuring Māori leadership and representation on all bodies established as part of the engagement process
- › Identifying the voices who are not in the room and ways to engage with them
- › Lifting the capability of our staff to engage with Māori, in Māori spaces
- › Working with Māori to create a framework for systematic engagement in a way that identifies community needs
- › Responding to requests from those we engage with to meet with them directly, on their terms
- › Ensuring that we use accessible rather than technical language wherever possible

Māori want MBIE officials to:

- › Commit to more frequent and ongoing engagement regarding RSI
- › Develop their internal capability and capacity to partner with Māori
- › Consult with Māori in the lead up to, during and beyond the White Paper process
- › Redesign their consultation process to create more spaces for Māori to kōrero among Māori



TE TIRITI O WAITANGI
ME NGĀ PĀHEKOHEKO
RSI

TE TIRITI O
WAITANGI AND RSI
TRANSFORMATION



TOWARD TRANSFORMING THE RESEARCH, SCIENCE, AND INNOVATION SYSTEM

“A Tiriti-based model accounts for, recognises and provides for all aspects and forms of mana expression.”

COLLECTIVE

Māori engagements and submissions broadly envisioned a modern, future-focussed Tiriti-led research system to better serve all New Zealanders.

Participants generally advocated for Te Tiriti to be embedded across the design and delivery attributes of the whole RSI system including the overarching policy framework and governance structures. Participants also viewed successful implementation as requiring equitable resourcing of tāngata whenua and tāngata Tiriti leaders who have demonstrable influence within the system and who have time to dedicate themselves to the degree required to be effective.

Many participants recommended a staged plan with clear milestones, including legislative levers that reaffirm the Crown’s obligations to protect and advance the right of hapū and iwi to exercise tino rangatiratanga. Māori felt that this would ensure successful implementation that was transformational and would extend to every part of the sector.

However, participants raised concerns about the way they considered the Green Paper minimised the importance of Te Tiriti o Waitangi by limiting its placement to a single chapter with little reference to its role across the broader ideas presented for discussion. They also observed that the Green Paper seemed to misunderstand important distinctions between Te Tiriti o Waitangi, and the Treaty of Waitangi, explaining that these are two distinct documents that have different meanings, and noting Te Tiriti o Waitangi is the version recognised by Māori.

“The current system is failing Māori, it does not understand nor cater for Māori ways of knowing, working and being. Therefore, proposed changes must include Māori worldviews, values and mātauranga (knowledge). Additionally protecting mātauranga (and associated taonga including data resources, reo, and indigenous biodiversity), must be central to the new system.”

COLLECTIVE

“The old science sector does not work for Māori. Success will require starting with a clean slate, and engaging in kōrero with an open mind. Failure would be implementing minor changes (Band aid approach) to the current system.”

COLLECTIVE

“The only Māori and Pasifika contributors to the green paper are either working in the science sector or want to. There is a vast number who don’t know what the science sector can provide or how it is shutting them out.”

COLLECTIVE

Written submissions discussed in detail where they considered the system is failing Māori and provided options, ideas, and recommendations for further exploration to address:

- › structural disadvantages and barriers, including in educational, business and career pathways into and within RSI
- › true partnership as envisioned by Te Tiriti through co-determining equitable governance structures and equal representation
- › workforce precarity, inequity, and retention of Māori in the RSI sector
- › disadvantageous funding priorities, mechanisms, and allocations
- › structural elevation of mātauranga Māori and other knowledge systems alongside western sciences
- › determination of national research priorities through a Tiriti lens
- › Crown compliance with Te Tiriti o Waitangi

Universally, participants sought a transformation of the entire RSI system, not just tweaks to aspects of it. In achieving this, their collective sentiment advocated for:

1. opportunities for Māori to substantively exercise their tino rangatiratanga in all aspects of RSI
2. enactment of legislative and policy mechanisms that protect te reo, tikanga, mātauranga, data, genetic resources, and intellectual property
3. establishment of an independent Māori-led entity to provide oversight, governance, guidance, and funding to, for and with Māori
4. recognition, support, and resourcing of the research and knowledge expertise held by Māori communities
5. coordination of approaches across the whole RSI sector and any policy or programmes connected to it

“Our galvanising force is a collective ambition to realise best research, science and innovation outcomes for whānau, hapū, iwi, Māori and all communities across Aotearoa.”

COLLECTIVE

Participants reiterated that there are numerous reports on issues within the RSI sector and more broadly, and rather than producing another report, the sector needs the government to take urgent action. Participants pointed to a range of reports, models and frameworks that could inform or act as starting points for different parts of the RSI transformation (Refer Annex two).

SIGNIFICANCE OF INTELLECTUAL PROPERTY AND DATA SOVEREIGNTY TO MĀORI

Participants wanted to ensure that data management policies and practices explicitly addressed mātauranga and Māori data sovereignty. Overall, participants deemed it imperative that Māori maintain sovereignty over all Māori data and that legislative change would be required to protect their intellectual property and data sovereignty rights and interests.

Several submissions emphasised the need to enact specific measures to acknowledge Māori rights and interests in decisions regarding research infrastructure including the protection and use of assets such as databases, collections, and repositories working with taonga species and mātauranga for the benefit of future generations.

Participants expressed deep concerns about Māori intellectual property and Māori data rights, and articulated an urgent need for an innovative governance model across institutions, and the development of ethical guidelines around the protection and culturally appropriate use of all forms of mātauranga Māori, data and collections. They deemed the development of Māori-led infrastructure as an expression of kawanatanga and saw this as vital for the growth, preservation and protection of Māori research rights, interests, and aspirations. Some participants viewed the implementation of Māori data sovereignty as critical to a new system and expressed concern about government ministries lacking understanding, culturally and operationally, to give effect to this.

“Tikanga Māori and mātauranga Māori need to be upheld within not only the RSI system but the domestic IP system also. For example, the way taonga are recognised, and the relationship with kaitiaki, should have a higher status and legal recognition within the IP system.”

COLLECTIVE

“Without the adequate protections in place within the IP system, the risks to mātauranga Māori and kaitiaki relationships not only remain but may increase under the proposed RSI system.”

COLLECTIVE

“[T]he Crown could provide more direction to CRIs [Crown Research Institutes] to collaborate to support Māori aspirations particularly in the area of indigenous data sovereignty. Most CRIs hold collections and databases over which Māori have indigenous interests. . . [A] joined-up approach to these interests could be initiated through the seven CRIs, broadening out the approach, if successful, to include other collections and data holders in the Aotearoa landscape. [We] support[] a system shift that directs and resources CRI’s to support/employ a Te Tiriti-led co-governance model across the institutions for indigenous data and collections.”

COLLECTIVE

TE TIRITI O WAITANGI AND RSI TRANSFORMATION

We want Māori voices to be actively heard and not consigned to the margins of a broader national conversation.

During consultation and in written submissions, Māori requested the opportunity to actively participate at all stages of the Te Ara Paerangi journey. In response, we committed to prepare a summary report to elevate the expertise, insights, experiences, and aspirations that Māori shared with us.

“Despite how inclusive or flexible the RSI system may intend to be (currently), the balance of power to determine and interpret priorities and scope still ultimately lies with the funder/institution. Most parts of the RSI system do not provide for Māori to determine the scope, priority areas or process and criteria of funding. Interrogating power at all levels of the system is a must.”

COLLECTIVE

VALUES EVIDENT IN MĀORI SUBMISSIONS

AHIKĀ AHUATANGA ANTI-RACISM DEMOCRACY
BOTTOM-UP COLLABORATION COMPLEXITY ENABLEMENT
KAITIAKITANGA COMMUNITY DEVOLUTION EQUITY
INNOVATION INTERGENERATIONAL EFFICIENCY HOLISM HAU KĀINGA
ENVIRONMENTAL INFORMED DECISION-MAKING WHANAUNGATANGA MANA
WHENUA IMPACT TRANSFORMATION HAPORI
ECONOMIC POTENTIAL COMPETITION KAINGA FRAMEWORK KĀWANATANGA
MAHI TAHI KAITIAKITANGA LOCALISM MANA ŌRITE TRUST
KŌWHIRINGA MĀORI DESIGN MANA MOTUHAKE MARAE OPENNESS
MANA WHENUA MANAAKITANGA MĀORITANGA PARTICIPATION
MARAMATAKA MAURI ORA ORITETANGA RANGATAHI
PROTECTION MOKOPUNATANGA RANGATIRATANGA SHARED BENEFIT SUSTAINABILITY TIKANGA
PARTNERSHIP RECIPROCITY TE AHI KA MAI TAWHITI TE AHI KO MAU
TE AHI KA PURA TE AHI KA ROA WHĀNAU TE TIRITI ARTICLES
TIAKINA TE MANA O TE WHENUA TINO RANGATIRATANGA
TRUE PARTNERSHIP UNLOCKING INNOVATION WANANGA TRANSFORMATION
WELLBEING TAIAO TANGATA WHAI WĀHI WHANAUNGATANGA
WHAKAPAPA WHAKAWHANAUNGATANGA WHAKAPONO

HE WHAKARĀPOPOTOTANGA MŌ NGĀ TORONGA ME NGĀ TĀPAETANGA

SUMMARY OF ENGAGEMENTS AND SUBMISSIONS



RESEARCH PRIORITIES

MĀORI WANT NATIONAL RESEARCH PRIORITIES TO DELIVER EQUITABLE, TIRITI RESPONSIVE, POSITIVE OUTCOMES FOR ALL OF AOTEAROA NEW ZEALAND

Overall, participants favoured the establishment of national research priorities and prioritisation process that was Tiriti-led and developed in true partnership with Māori. Their advocacy favoured a stronger focus on Māori community, hapū and iwi agency to ensure Māori saw themselves in future research priorities. Moreover, they called for Māori research priorities to be part of the national agenda not a subset of it, achieved through ensuring Māori cultural values playing a visible role in priority setting.

Some submissions cautioned against pre-determining priority areas calling for a “blank sheet” and mission-led approach. Additionally, they sought a shift to a strengths-based, generative priority setting process that they considered would overcome defects in the current system that have often been extractive and deficit-focused when it comes to Māori.

Several participants maintained that prioritising long-term issues and opportunities together with appropriate funding whilst allowing for additional shorter-term priorities would ensure the delivery of truly transformational change.

“[National Research] Priorities must reflect Māori aspirations and provide meaningful and substantive opportunities for Māori to input and influence the RSI priorities, decisions, and outcomes... this will require more than traditional forms of consultation and engagement as well as include a devolution of power and resources.”

COLLECTIVE

MĀORI WANT RESEARCH PRIORITY PROCESSES TO GIVE EFFECT TO TRUE PARTNERSHIP BY ALLOWING MĀORI TO EXERCISE TINO RANGATIRATANGA

Participants reiterated that Māori have not had the power or resources to meaningfully influence or determine research priorities in the RSI sector to date. They wanted to ensure any new prioritisation process would not disadvantage Māori.

Universally, participants called for the governance of national research priorities to reflect true partnership with Māori. This included the possibility of having national research priorities sitting with a Māori science entity, mātauranga commission, independent research organisation, where wānanga or iwi research institute. Several participants argued that institutions should be required to partner with Māori entities or be led by Māori entities on research prioritised by Māori.

Diversity of Māori leadership, including the involvement of Māori communities, in the development of research priorities featured as a focus for several submissions. They also suggested that where gaps emerged, Māori governance expertise could be shared across national research priorities, to enable a member to sit concurrently on multiple research priority governance boards. Shared decision-making was seen by some participants as giving effect to a mana ōrite (equal authority) arrangement, as guaranteed under Article Three of Te Tiriti. Some participants insisted on a zero-tolerance approach for Tangata Tiriti (people of non-Māori origin) determining research priorities for Māori, explaining that this would undermine tino rangatiratanga.

“A solution is to embed Māori as ‘decision makers’ in the newly realised RSI system, including Māori-specific funding streams administered by Māori, for Māori, to the benefit of Māori communities. It is also important to note that embedding Māori within organisational management is key.”

COLLECTIVE

“We support an innovative structure in which rangatiratanga is held within whānau, hapū and iwi.”

COLLECTIVE

THE GOVERNMENT MUST ENABLE EQUITABLE ALLOCATION OF RESOURCING TO MĀORI
IN SETTING NATIONAL RESEARCH PRIORITIES

Some submissions requested that government set aside a proportion of funding for open contests to attract new research directions, approaches, and interdisciplinary and inter-institutional research teams. In addition, they observed that there was an opportunity for national research priorities to inform strategic investment in research skills training programmes and other prospects.

A few submissions also considered that the balance of research funding could be allocated through national research priorities rather than investigator-led proposals that could be funded elsewhere in the sector. Many participants pointed to the National Science Challenges as a promising development to build on and recommended that priorities be mission-led.

“Framing of research priorities need to be informed by a prioritisation process that involves hapū/iwi/Māori partners. We need Māori involved in the prioritisation processes for research. Research needs to reflect Māori priorities. A culture of shared leadership of research priorities that is nurtured and maintained within each institution is required.”

COLLECTIVE

“Ensuring research priorities reflect Māori aspirations and priorities will also be key in ensuring funding is equitably allocated across the RSI system as we assume that funding allocation will reflect these research priorities.”

COLLECTIVE

MĀORI VIEW INTERGENERATIONAL WELLBEING AS CORE TO A FUTURE TIRITI-LED RSI SYSTEM

Participants generally endorsed the view that national research priorities should have an explicit intergenerational lens, which they saw as an expression of mokopunatanga. In addition, they sought active inclusion of rangatahi in the setting of new priorities.

“National research priorities should be long-term issues/opportunities that are likely to remain priorities over an extended period: e.g. 30 years. This time horizon would also provide support to the recently commenced system of Long-term Insights.”

COLLECTIVE

TE TIRITI, MĀTAURANGA MĀORI & MĀORI ASPIRATIONS

MĀORI WANT CLARITY AROUND HOW THE RSI SECTOR DEFINES AND USES THE TERM “MĀORI TREATY PARTNER” TO BETTER UNDERSTAND THEIR RIGHTS AND RESPONSIBILITIES

Some submissions expressed concern around the use of the term ‘Treaty Partner’ and scepticism at the framing of the questions related to the ‘Treaty’ partners. They noted confusion of this term due to inconsistency of its use and application across the board and called for a definition of how the sector defines a Māori Tiriti partner.

“There needs to be definition of treaty partnerships and relationships within the RSI sector as we are not all iwi or hapū and have different requirements around engagement, management, and responsibilities.”

COLLECTIVE

THE CROWN MUST GIVE EFFECT TO ALL THREE ARTICLES OF TE TIRITI O WAITANGI. THESE MUST BE READ TOGETHER WITH THE TREATY PRINCIPLES NOT IN ISOLATION

Māori submissions largely endorsed the Te Pūtahitanga report and its accompanying submission, which states that a meaningful commitment to Te Tiriti would explore ideas in support of a tino rangatiratanga model of governance through the transfer of power, resource, and creative freedom to Māori. For example, they suggested practical measures such as a co-governed national taskforce, development of Tiriti criteria and changes to investment mechanisms that could be implemented over 1-, 2- and 5-year periods. Overall, participants asserted that giving effect to the articles of Te Tiriti and the Treaty principles requires true partnership through equitable governance arrangements where Māori have a supportive environment to enable autonomous Māori science advice and decision-making across all levels in the RSI system.

Related aspects that showed high priority amongst participants highlighted concerns about whether the current appetite to embed Te Tiriti would withstand political change, the need for a staged implementation plan with set milestones over a 10-year period, and legislative amendments to clarify Treaty Partnership across the science sector, Tiriti-based membership of publicly funded research institutes, and application of Treaty Principles in Crown Research Institutes (CRI’s).

“We support the focus on a research system that understands and honours Te Tiriti obligations.”

COLELCTIVE

“Proposed changes must uphold the promise of partnership and the principles of the Treaty of Waitangi/Te Tiriti o Waitangi. The future system must be Tiriti-based and should, in the very least, align with other large reform programmes that aim to give effect to the principals of Te Tiriti o Waitangi.”

COLLECTIVE

TRUE PARTNERSHIP REQUIRES THE CROWN AND MĀORI TO WORK TOGETHER IN A RELATIONSHIP OF POWER SHARING EQUALS

Overwhelmingly, participants advocated for greater Māori representation in governance of the RSI sector. They saw this as a practical expression of rangatiratanga that would ensure that the RSI system is Tiriti-led.

Submissions emphasised that true partnership would require the Crown and Māori to work together in partnership, to co-design and co-determine research opportunities and ensure that research impacts benefit Māori communities. Participants also showed a strong appetite for CRI boards to strengthen their understanding of Te Tiriti and promote cultural competency from the board level through to the frontline, because successful implementation of Te Tiriti will require both tangata whenua and tangata Tiriti to influence the mechanisms and resources needed for mutual success. This included upskilling tangata Tiriti researchers and the use of minimum requirements, so that the burden of educating does not fall solely on Māori researchers.

“As Tiriti partners it [Partnership with the Crown] enables rangatiratanga and offers greater possibilities for mutually defined success. It requires the Crown and Māori working together, power sharing in a relationship of equals, co-designing and co-determining research opportunities of which the impact of research meets the needs of Māori communities.”

COLLECTIVE

TE REO MĀORI ME NGĀ TIKANGA MĀORI IS CENTRAL TO EMBEDDING TE TIRITI TO ACHIEVE SYSTEM CHANGE

Some submissions expressed concern about that the lack of te reo Māori me ngā tikanga (Māori language and Māori ways of doing) within the Green Paper given these are at the heart of Māori research and epistemology. Participants explained that a power imbalance is created by the appropriation of mātauranga Māori and the tokenistic use of kupu Māori in a government context with no underlying commitment to kaitiakitanga. Moreover, that there is no realistic support of Māori needs, which ultimately entrenches a low trust relationship between Māori and the Crown.

Participants generally agreed that te reo Māori, tikanga and mātauranga are central to achieving a Tiriti-led RSI system. They broadly considered the development of a new system as an opportunity to foster te reo Māori me ngā tikanga in research excellence and to address the cultural safety risks experienced by Māori researchers across the sector.

Some submissions also proposed that incentivising change across the system could be achieved through policy levers that require institutions seeking public funds to build an evidenced comprehensive policy on Te Tiriti, including enduring not transactional relationships with Māori entities and communities to improve Māori responsiveness, and outcomes for Māori.

“To effect system change, there is a need for a behavioural and cultural shift. Te ao Māori and tikanga Māori provide the necessary framework for such a shift.”

COLLECTIVE

MĀTAURANGA MĀORI IS PART OF A BROADER KNOWLEDGE SYSTEM WITHIN TE AO MĀORI WITH ITS OWN TIKANGA AND KAWA. THEREFORE, THE USE AND DEVELOPMENT OF IT MUST BE MĀORI-LED AND CONTROLLED

Participants provided detailed guidance around what mātauranga Māori is and why it should be valued in the RSI system. Some submissions questioned the use of a “Pākehā framework” of inquiry to “enable” and “protect” Mātauranga Māori, rather than exploring transformative ways to structurally elevate Māori knowledge systems and worldviews.

Universally, participants advocated for mātauranga Māori to stand as an equal alongside other knowledge systems. They called for an RSI system that is “by us, with us, for us and not about us, without us”. In achieving this, some participants recommended the involvement of tohunga in the design of the future RSI system.

Other areas of concern participants raised related to the urgent need to protect mātauranga through the development of standards and guidelines, to ensure researchers had the requisite competency to use mātauranga while ensuring it was not devalued or diminished. They also emphasised the need to maintain vigilance around the risks associated with misuse, misappropriation and exploitation by researchers.

“The [Green] paper maintains an unequal status quo by prioritising a Pākehā framework of inquiry. The paper explores ways to “enable” and “protect” Mātauranga Māori, rather than exploring transformative ways to structurally elevate Māori knowledge systems and worldview.”

COLLECTIVE

“In the first instance we acknowledge, as others do, that mātauranga Māori is currently vulnerable to misuse and misappropriation in the RSI space – something seen throughout the VM funding process over the past 15+ years. Without standards for protecting mātauranga and Māori intellectual property rights, tikanga, mātauranga, and Māori are at risk of ongoing and continued exploitation.”

COLLECTIVE

MĀORI WANT MĀTAURANGA MĀORI TO STAND AS AN EQUAL ALONGSIDE OTHER KNOWLEDGE SYSTEMS

Many submissions accentuated that mātauranga Māori must be acknowledged as a knowledge system. If not, they consider that the science sector will have Māori occupying a deficit position, and potential beneficial impacts for New Zealand will never be realised. There was also a clear view that enabling mātauranga Māori was seen as key to enacting Article Three of Te Tiriti.

Some participants highlighted an opportunity to grow and develop greater understanding and application of mātauranga Māori across the sector with non-Māori through establishing mutually beneficial relationships, that create culturally safe environments for Māori to share their knowledge. Some submissions also stressed the importance of recognising and acknowledging other Indigenous knowledge systems such as ngā tāngata o te Moana-nui-a-kiwa (Pacific Peoples).

Some submitters requested that officials working on the reform avoid compartmentalising or oversimplifying mātauranga Māori to appease people who are unfamiliar with it.

“The world stage already knows the importance of Māori and how it could support innovation. NZ science needs to acknowledge this too.”

COLLECTIVE

“For Mātauranga Māori to be nurtured, acknowledged, and fully appreciated, we propose a ‘mana ōrite’ model that speaks to an agreement between Iwi-Māori and the Crown where they are both provided equal explanatory power; their knowledges and the values that underpin them are considered to be equally valid.”

COLLECTIVE

“Discussions need to be held about how the knowledge will be used/distributed before any Mātauranga can be shared. Researchers need to be transparent with their intentions and give them the option to retract knowledge as this can lead to an extractive relationship between researchers and Māori where their knowledge is removed from the people and the cultural setting that it was created in and becomes assimilated into western science. It is also important for people to receive koha, or some kind of benefit from sharing their knowledge, otherwise a constructive relationship becomes difficult to maintain as researchers continue to take with reciprocating.”

COLLECTIVE

MĀORI BELIEVE THAT INNOVATION AND SYSTEM DISRUPTION INFORMED BY TE TIRITI WOULD BETTER EMPOWER MĀORI TO LEVERAGE OPPORTUNITIES AND LEAD THEIR OWN SOLUTIONS

Participants were enthusiastic about a future focused and fit-for-purpose RSI system that was Tiriti-led and urged government action to look at system innovation and disruption, rather than investing in policy that will just ‘rearrange’ or ‘add on’ to previously used approaches.

A common theme across all submissions was the call for Māori-led research that would enable Māori to research what interests them and undertake the research themselves. Some participants also felt that the RSI system should enable different inquiry approaches that reflect mana whenua perspectives.

Many submissions predicted wide-ranging social, environmental, and economic benefits for Aotearoa New Zealand that would spill over from appropriately resourcing Māori-led initiatives in RSI.

“We believe that re-engagement of taonga by hau kāinga (marae, hapū, iwi) will reignite innovation, address social, environmental, economic and educational challenges, and provide economically impactful, and socially accountable future pathways for nation-wide benefit.”

COLLECTIVE

MĀORI HOLD FIRM VIEWS THAT ROHE-BASED KNOWLEDGE CENTRES MUST ENABLE MĀORI TO SUBSTANTIVELY EXERCISE TINO RANGATIRATANGA

Māori submissions overwhelmingly supported the establishment of rohe based knowledge hubs but there were variations in whether they should be governed by hapū and iwi or whether there should be smaller or independent pan-Māori entities, and whether to be inclusive of Pasifika whanaunga.

The primary concerns included the problematic preference of the Crown to deal with large natural groupings, as in the approach to the Treaty settlements process – an approach that undermined tino rangatiratanga of iwi, hapū and whānau. As such, many participants considered co-design with Māori central to the success of these hubs and felt this would ensure that tino rangatiratanga remained intact.

Some participants also wanted more information about how MBIE would decide:

- › The locations of regional hubs e.g. based on waka or traditional federation, Māori land court districts, Māori Health Authority
- › the ideal number of hubs across the motu
- › Urban Māori representation.

“Rohe is the local fora for Te Tiriti. Some rohe have a multitude of iwi, hapū and marae as well as taura-here. All have different forms and origins of mana. All deserve to be recognised. Some hapū or iwi cross over into other rohe. Boundaries between rohe are fluid.”

COLLECTIVE

“Initially, we were concerned that the idea of establishing regional hubs sounds disturbing like the ‘large natural groupings’ approach favoured by the Crown in the Treaty settlements process. Our view when that approach was introduced, and now, is that it undermines the tino rangatiratanga of iwi and hapū and stifles the development of smaller but otherwise independent groupings.”

COLLECTIVE

IN THE DEVELOPMENT OF ROHE BASED HUBS, MĀORI CALLED FOR INCLUSIVE AND RESPONSIVE APPROACHES TO OPPORTUNITIES PRESENTED BY EXISTING REGIONAL KNOWLEDGE BASES SUCH AS MARAE AND WHARE WANANGA

Several participants sought assurances that there would be appropriate recognition and engagement with existing regional knowledge hubs such as marae and whare wānanga. They also wanted marae-based experts and tohunga in the community to be properly resourced as part of the engagement and development process to ensure the benefits of research flowed back to the communities where that knowledge and research was sourced.

Some submissions viewed rohe based hubs as an opportunity to address the intimidation of science, by working with communities to explore how a dual knowledge system that demonstrates the complementarity between western science and mātauranga Māori could present new job opportunities in STEM in the regions. Many participants noted that hubs could be one of a range of measures to provide a career pathway for Māori to advance in their RSI career without weighing up disconnection from their community and whenua.

“We believe that it is impossible (and not desirable) to divorce Māori research from whānau, hapū, or iwi aspirations.”

COLLECTIVE

“Schools of knowledge already exist in our wharenui, whakairo and tukutuku. Urupā are a source of māramatanga, mātauranga tawhito. The marae thrives on storytelling, being part of the knowledge-based whakaaro.”

COLLECTIVE

“[The Crown need to] recognise marae, whānau, and hapū as knowledge-making and knowledge-using communities with knowledge needs and aspirations in their own right.”

COLLECTIVE

“Rohe-based Knowledge Centres [should enable] true expressions of rangatiratanga, be collaborative, mātauranga-centred, innovation-focussed and supported by western science (STEAM) excellence.”

COLLECTIVE

MĀORI ARE OPTIMISTIC THAT PLACE-BASED HUBS PROVIDE AN OPPORTUNITY FOR THE DECENTRALISATION OF RESEARCH INFRASTRUCTURE

Several submissions supported regional hubs because they may allow Māori to draw on local knowledge and local research priorities but have access to national and international expertise. However, submissions stressed the need for adequate government funding, at least initially, and the importance of regional hubs working hand-in-hand with a national framework.

Many submissions also described the benefit of hubs providing a single front door to each rohe, preventing fragmentation and duplication of engagement and research efforts. Several submissions also envisioned a hub and spoke model that connects rohe-based hubs to a new central Māori RSI institution.

“Māori communities have proven that they are ready and capable of doing high quality and robust research at this level and there is an urgency to make systemic changes to support this to occur.”

COLLECTIVE

RESEARCH FUNDING

MĀORI VIEWED VISION MĀTAURANGA AS OUTDATED AND BELIEVED IT NEEDS TO BE EITHER UPDATED OR REPLACED

Many participants provided specific comment on the influence of the Vision Mātauranga policy. Sentiment was mixed, with some participants considering the framework a workable first step towards something better, while others noted the length of time since it was enacted, and considered it a tick-box Māori inclusion apparatus. Some submissions also worried that in its current form, Vision Mātauranga has led to non-Māori extracting value from or appropriating Mātauranga Māori.

Participants also criticised the lack of funds that actually ended up in Māori hands, and the lack of monitoring or policy evaluation over that time. Other participants offered suggestions on how to improve the policy to make it fit for purpose in a Tiriti-led RSI system. Some sought to replace Vision Mātauranga with a Tiriti Partnership policy.

Some participants, particularly early career researchers, said that they found current funding structures, including Vision Mātauranga, inaccessible due to the requirement that research projects are led by a university, CRI or similar entity, with no ability for grassroots or community organisations to apply for funding.

Overall, participants sought assurances that any changes to Vision Mātauranga would firmly focus on research that is by Māori, for Māori.

“Vision Mātauranga must be genuinely informed by the Māori worldview and led by Māori.”

COLLECTIVE

“A recent example (when submitting a bid) [was that] the expertise of our rongoā expert wasn’t accurately captured in the MBIE CV format because they assess impact as peer reviewed publications, commercial outcomes etc. To improve the likelihood of receiving funding we had to include members in our research team who had academic and commercial ‘impact’, which is a falsehood when the mana and expertise for this specific project was from our rongoā expert.”

COLLECTIVE

MĀORI WANT TARGETED KAUPAPA MĀORI RESEARCH FUNDING AND WILL NO LONGER TOLERATE UNDERINVESTMENT IN MĀORI LED RESEARCH

Generally, Māori want mātauranga and Kaupapa Māori research to be well funded, with built-in support mechanisms to allow relationships between kaupapa Māori research and Māori communities to flourish. They felt that as mātauranga Māori contributes to unlocking Māori economic potential, and to general innovation, it should be funded to a greater degree than currently.

Targeted funding for Māori appeared as a top priority for many participants who defined the current problems in detail and offered solutions regarding processes for attaining funding and research evaluation metrics.

Participants universally asserted that current funding policy and processes stand in the way of Māori research excellence and recommended significant changes to RSI funding processes. To address this, many submissions called for significantly upscaled funding, with some suggesting at least half of the funding envelope could be used to support mātauranga Māori and kaupapa Māori or Māori led research. The rationale provided by some participants was the need to appropriately remunerate Māori for the unique skills, experience, and services they provide within the science system, and to make good on historical underfunding and barriers.

“There must be provision in the new system for adequate investment in Kaupapa Māori research, research that is led by Māori, for Māori and informed by tikanga and mātauranga Māori. This includes research that is tohunga-led and designed in ways that focus on community aspirations rather than research outputs.”

COLLECTIVE

“The new system should not encourage Crown research entities to consume the space that Kaupapa Māori researchers and research entities are struggling to hold already. The system must work to protect Māori to be leaders in their own research.”

COLLECTIVE

“It is essential that decision-making regarding the use of funding sits with Māori. Funding that embeds Te Tiriti must enable Māori to undertake RSI according to their own values and priorities.”

COLLECTIVE

“Can we please stop naming funds after Captain Cook and his death ship as it is a constant reminder about who the fund is for (i.e., not Māori) and is a reminder of the deeply embedded colonialism in the research sector.”

INDIVIDUAL

“Māori research is significantly underfunded in our RSI sector. This lack of funding suggests that Māori research is not valued. We need significant changes in funding structures and how projects are selected to alter this trajectory.”

INDIVIDUAL

BASE GRANT FUNDING WOULD HELP SUSTAIN ORGANISATIONAL OPERATIONS AND DRIVE PRODUCTIVITY ACROSS THE SECTOR

Participants generally expressed support for base grant funding for RSI entities, including any Māori entities. They also identified benefits for organisational resilience, employee retention, infrastructure maintenance, job security, research quality, and research impact.

Many submissions considered base grant funding a critical opportunity to resource relationship-building and drive productive collaboration across the RSI sector, particularly for iwi and hapū. Some submissions stated that base grant funding should spread beyond large institutions such as CRIs, to reach regional, community-based organisations.

One submission made the point that for Iwi research institutes, the research revenue is iwi-based but the research undertaken ultimately benefits the nation, illustrating the inequity in the system. This submission called for parity with Crown research entities. However, a few submissions indicated they did not receive sufficient information to comment on base grant funding. This topic received relatively less attention than other topics.

“If base grants could help hire more people or provide greater income for those who regularly work outside their usual work requirements, then we could see more retention and more uptake in the scientific field.”

COLLECTIVE

“[We] need to think about equity across the whole RSI system, and not privileging CRIs and inadvertently disadvantaging other potential contributors to the RSI system. i.e. Iwi, community researchers etc.”

INDIVIDUAL

MĀORI WANT FUNDING STRUCTURES TO SUPPORT MORE COLLABORATION OVER COMPETITION

Participants maintained that funding should encourage collaborative research with Māori, which could be achieved through the development of Te Tiriti-based RSI Funding guidelines. Participants considered that this would also help address funding barriers that excluded non-academic or traditional knowledge holders from submitting bids or entering into tender processes.

Many submissions noted that funding structures are inaccessible and favour institutions over iwi and hapū groups. Participants emphasised the link between collaboration and achieving research outcomes and sought for more funding programmes to encourage collaboration between research institutions, government agencies, business & Māori communities.

Some submissions noted that competitive funding arrangements do not enable collaborations across institutions, which in some instances limits access to the right expertise in other organisations. There was general agreement that competitive processes to date have disadvantaged Māori. Whilst some wanted to see the elimination of competitive processes altogether, others felt that there was a place for them in a new system to grow Māori research excellence.

In addition to a more collaborative approach, some participants felt that performance metrics could be introduced to monitor policy effectiveness alongside a commitment to review the model at five- and ten-year periods. Beyond strengthening the role of Māori in the existing system participants considered a strategic reset would explore ways to re-build a funding system in support of autonomous Māori-centric science activity and leadership that creates equitable wellbeing outcomes.

“The biggest roadblock to creating collaborative and agile research institutes is the needless competition rampant within the scientific community. To generate more collaboration, it needs to be incentivised or the competitive aspect needs to be removed. Adaptive environments are created when new people enter the space and new knowledge/ideas are allowed to flourish. Making it easier for research teams to hire a diverse crew would enable the flexibility and adaptability desired by the green paper.”

COLLECTIVE

RESEARCH INSTITUTIONS

THERE IS A STRONG APPETITE FROM MĀORI FOR THE ESTABLISHMENT OF A NEW INDEPENDENT MĀORI-LED RSI ENTITY

Overwhelmingly, participants called for Tiriti-led and enabled institutions to drive Māori RSI interests. They referenced the need for a dedicated, independent commission for mātauranga Māori that would sit at arm’s length from the public service, with its own baseline funding, along the lines of what has been advocated in the Te Pūtahitanga report. Submissions also pointed to existing models and examples to adapt or replicate, such as the Māori Health Authority, the Māori Language Commission, and Te Mātāwai. Whilst the approach or functions of what this would include varies, their discussions emphasised that any new entity must be Māori led and Government enabled, including ring-fenced funding, to reflect a true partnership approach.

Submissions sought innovation and system disruption informed by Te Tiriti to empower Māori to leverage opportunities and lead their own solutions. They viewed whānau, hapū and iwi rangatiratanga over their research including strategic decision making and operational research roles as critical to driving productivity and innovation.

“Embedding Te Tiriti requires a true partnership approach to the design and development of every stage of the RSI reform. Importantly, while co-design, co-development and co-governance are essential, to embed Te Tiriti there must also be separate spheres that recognise and enable “by Māori” RSI.”

COLLECTIVE

“We envisage that in 10 years’ time Māori are equal partners in an RSI sector that is Tiriti-based, and that Māori success is embedded at all levels, both in mainstream institutions and an independent Māori-led institutions.”

COLLECTIVE

“Embrace intergenerational knowledge and utilise iwi/hapū who are willing to be teachers and providers of knowledge. Research institutions should act as and enabler of this transfer of knowledge through the aforementioned structures of allowing Māori to be Māori and providing facilities for this purpose.”

COLLECTIVE

MĀORI FAVOUR COLLABORATIVE RESEARCH INSTITUTIONS THAT CAN DELIVER ADAPTIVE AND AGILE RESEARCH PROGRAMMES

Some participants contended that the omission of references to Te Tiriti o Waitangi in RSI related legislation resulted in 30 years of underinvestment in Māori. Participants discussed how poor recognition of Māori rights and interests impacted the pace at which Māori RSI development occurred. They were clear that these issues are well traversed in existing reports and called for urgent action from the government.

As part of this change, submissions saw fresh opportunities for funding new research institutions that would shift from knowledge transfer to engaging in knowledge exchange. They felt that this could be complemented by greater investment in PhD training to incorporate a broader range of skills to fill the gaps between science, delivery, knowledge exchange, and policy.

Further areas to improve collaboration included: ensuring the right leaders were in key positions for longer periods of time for whanaungatanga to occur, Te Tiriti and cultural competency training for all staff in organisations that receive public money across all science and research disciplines, and designated funding support for this to occur in any new models.

“The opportunity to collectively explore transformative ideas holds enormous promise for the generation of a blueprint for a Tiriti-led sector that is equitable by design and underpinned by both Western and Māori knowledge.”

COLLECTIVE

MĀORI BELIEVE IMPLEMENTATION OF REPORTING REQUIREMENTS FOR PUBLICLY FUNDED RESEARCH INSTITUTIONS WILL IMPROVE MĀORI OUTCOMES

Participants generally advocated for research institutions to implement monitoring, reporting, and auditing, to ensure accountability to policy set in legislation and by MBIE, and to deliver on Māori outcomes. They felt that funding should be aligned to these metrics and standards as an important driver of behavioural change and improved outcome. Some submissions highlighted that the act of investment in Māori research centres and Māori aspirations itself could be viewed as an indicator of Crown endorsement of tino rangatiratanga in research. Participants also considered that it was important that, alongside incentives, there must also be consequences, enabled through legislation, or authorising environments, to facilitate positive Tiriti enabled institutions.

“We want to see expectations on reporting, monitoring and auditing of Tiriti partnership are significantly raised and accountability processes implemented to ensure that the whole sector responds i.e., at institutions, funding streams and project levels.”

COLLECTIVE

MĀORI CONSIDER THE PHYSICAL DESIGN OF AN INSTITUTION WILL PROMOTE GREATER MĀORI INCLUSION

Some submissions referenced the physical design of future Research, Science and Innovation institutions and highlighted the importance of designing institutions to attract people of diverse perspectives into a place of knowledge creation. They also noted how design can influence Māori participation in the sector. Participants pointed to examples like Te Papa as a sound design and emphasised the importance of future RSI institutions allowing for dynamic, colourful, inquisitive learning environments. These submissions discussed designing a fit for purpose, welcoming institution conceptualised and designed through early and meaningful engagement with Māori, and other relevant stakeholders and communities.

“Te Whare Nui o Tūteata, Scion in Rotorua is an example of beautiful design (architectural). However, it is inaccessible for Māori as the atmosphere is Pākehā inside and out.”

INDIVIDUAL

“Create warm, inviting places where people want to study and learn. Carry out a survey that asks what will attract you to this place.”

INDIVIDUAL

WORKFORCE

Māori are deeply invested in developing pathways into research, science and innovation for their mokopuna

Participants universally agreed that the RSI sector desperately needs an onboarding pathway and process that is Māori epistemology-based to attract and retain more Māori to the sector and viewed this as an enabler for connecting Māori science leadership with Māori communities to support wellbeing to thrive. Pūhoro STEMM Academy was promoted as an example of that pathway, where the epistemology was key to the development of rangatahi entering the workforce. Participants recommended that the government provide greater capability base funding to support Pūhoro with its mission as they considered it critically important that rangatahi Māori had pathways into RSI while maintaining their connections to their iwi, hapū and communities.

Participants also sought more capacity building support for Māori scholars starting in high school, and access to more secondments and placements that would enable diverse skill development. In addition, participants called for more early to mid-career development awards, and various forms of internships and relationship agreements between Māori and RSI entities, to partner with iwi, hapū and hāpori Māori to grow rangatahi, strengthen collaborations, and to ensure shared benefits of that growth and collaboration. From the commercial sector, peak bodies called for the development of Māori connectors and Māori chief technician officers to drive their own research and innovation priorities and aspirations.

Rangatahi participants advocated for more discretion for young people in RSI to enable them to follow their own ideas and methodologies in accordance with their values and ethics.

However, some participants expressed dissatisfaction with the environment and curriculum of educational institutions as not being inclusive of Māori worldviews, Māori needs, and Māori knowledge. As such, the pathway into the workforce is disconnected from the everyday lives of rangatahi, and participants called for more rangatahi-focused initiatives to enable tamariki (children) to see themselves as the futures researchers, scientists, and innovators. Some participants also encouraged the inclusion of Tagata o le Moana epistemology to enable a fair, equitable and just representation for Māori and Pasifika in the workforce, which would help drive the funding and strategic direction of Aotearoa’s RSI sector.

“Pūhoro gave me the confidence to be in the science space and be Māori at the same time.”

COLLECTIVE

Māori want urgent action to address bias, racism, inequity, precarity, and mobility in the RSI workforce

RACISM & BIAS

Overwhelmingly, participants stated that a Tiriti-led and enabled RSI system must be free of racism, and called for research institutions to decolonise and shift their approach to mātauranga and tikanga Māori, to elevate these forms of knowledge where they have traditionally been suppressed.

Several submissions called for the immediate elimination of barriers including racism and bias across the sector by way of an independent review. Some participants provided examples of experiences of racism and bias, while others drew on a body of knowledge, sharing stories of racism, exclusion, and marginalisation in the RSI system.

Participants uniformly reported continued bias and racism as a barrier and discussed how the RSI sector is a difficult sector to work in for Māori because of precarity of employment and systemic racism.

“On top of systemic racism, pay inequities, and other well-documented barriers to advancement, Māori scientists often pull a ‘cultural double shift’, performing duties as cultural navigators and connectors, in addition to their research and teaching.”

COLLECTIVE

“Racism directly results in Māori leaving the RSI sector. Māori have been telling our stories of racism, exclusion, and marginalisation for decades, yet nothing has changed.”

INDIVIDUAL

“In 2020, 37 Māori professors from New Zealand Universities signed an open letter calling for a nationwide review into racism in the tertiary sector. I support this ongoing call but extend it to the entire RSI sector, including an investigation into structural racism at both MBIE and the Royal Society of New Zealand. A national review would help pave the way forward and lead to transformational change in the research sector. To move forward collectively we must confront the past and the present.”

INDIVIDUAL

INEQUITY, PRECARIITY AND MOBILITY

Many participants advocated for preferential employment, scholarships, and internships, among other levers, to grow Māori research capacity. Some participants spoke specifically to the inequity experienced by wahine Māori and the expectations of consistently having to prove their right to be in the room. Participants also highlighted that racism and bias underpin inequities, such as Māori researchers being paid less and promoted less than non-Māori, demonstrating the devaluation of Māori skills and expertise in RSI. Some also raised concerns around Māori being thrust into leadership roles too early in their career, limiting the rangatiratanga they can exercise as researchers in their professional journeys.

Participants placed a high priority on mobility, relationships, and connection to home. Many of them described recommendations that could provide opportunities to work across RSI organisations, business, and government, and offered ways of guaranteeing Māori RSI workers could pursue their career without trading off their ability to live in and work in their communities.

Some submissions also emphasised the socio-economic benefits of re-locating or setting up new national facilities with high tech infrastructure in the regions, to attract talent to these areas. They noted how that could provide communities with equitable access to expertise and inspire local people to train in new ‘unheard of’ jobs. Some participants also wanted to see more pathways that bring more Māori and Tagata o le Moana practitioners into RSI that do not require assimilation to be successful.

Several submissions described potential benefits of establishing a Māori workforce association, such as advocacy, support, mentoring, and networking. They felt this was needed because of the current scarcity and isolation of Māori distributed across RSI. Many submissions cited the phenomenon of the cultural double shift and advocated for appropriate remuneration and recognition of cultural work, including the expansion of the definition of an RSI worker to include members of the Māori community who are knowledge holders and currently fulfil underappreciated labour.

“Fundamental principles of the new science system are equitable research outcomes for Māori, free from bias and racism, research that does no harm to Māori and Māori receive an equal share of the benefits.”

COLLECTIVE

“Our elders, our experts in the field [. .] don’t necessarily have Masters or PhD’s but are well respected in our families and communities and are central to creating research with impact.”

COLLECTIVE

MĀORI WANT THE RSI SECTOR TO EMBED MANAAKITANGA TO BETTER SUPPORT MĀORI CAPABILITY AND CAPACITY DEVELOPMENT AT ALL STAGES OF THEIR RSI CAREERS

Generally, participants requested targeted support to build the capability and capacity of Māori researchers in institutions, developed alongside meaningful monitoring metrics to ensure Māori are valued in all fields. They stated that the sector must also do more to recognise and appropriately support the expertise and relationships held by Māori community researchers. Some submissions noted that Tiriti partnership will require a significant increase in Māori postgraduates in the next 20 years, also reflective of the changing demographic of the country. Submissions promoted the need to prioritise opportunities that support Māori researchers to develop their skills and expertise including broader skill development to expedite their leadership growth. In general, participants considered that a wider skill range is needed in postgraduate research training to include a broader suite of research skills, knowledge translation and exchange, and cultural skills (including cultural competency and safety).

Some submissions were concerned about the lack of understanding around the needs and experiences of PhD students and queried whether they occupied a training or workforce position. They felt the distinction is important because it implies different expectations of the student and commitments from the host. They also raised concerns about the societal and personal costs experienced by PhD students and want to explore those and other ramifications in more detail. Some participants called for a requirement that host institutions hire fellowship recipients as permanent faculty halfway through their tenure. Some submissions noted the need for capacity-growth of Māori researchers, to secure research positions and address the fragmentation of Māori FTEs across research institutions.

Early career researchers observed that funding barriers stifle opportunities to support and grow Māori and Pasifika students and advocated for a greater focus on promoting and supporting ECRs who innovate and create partnership opportunities that invite engagement.

Participants sought the creation of more opportunities for Māori postgraduates to gain mātauranga Māori capability through training outside of mainstream institutions alongside developing support mechanisms for Māori postgraduate scholars reclaiming their whakapapa.

“Improved pastoral care of Kairangahau Māori is needed, too many demands leads to burnout, the double shift can be draining.”

COLLECTIVE

“A unified, well supported Māori research workforce will be a workforce nurtured by processes and structures that are consistent with te ao Māori.”

COLLECTIVE

MĀORI WANT MĀORI LEADERSHIP VISIBLE IN ALL RSI SECTOR ORGANISATIONS AT ALL LEVELS, INCLUDING GOVERNANCE AND MANAGEMENT

Participants stated that the sector would benefit from greater recognition and embedded Māori leadership positions across the whole RSI system. Some said this could include Māori Chief Science Advisors (CSAs) appointed in key government agencies, as well as selecting Māori co-chairs and members from Māori leaders across sectors. Participants felt that this would benefit the quality of organisational performance and the relevance of research to Māori, other communities, as well as to te taiao.

Although submissions agreed about the need for Māori leaders at all levels and in all places, some suggested that, given a relative scarcity of candidates for now, prioritising Māori leadership on CRI and other governance boards could be an initial step toward the bigger goal. Some participants noted that often Māori academics are required to take leadership roles within institutions – sometimes without the appropriate formal recognition.

Several submissions also advocated for leadership training programmes that either preferentially target promising Māori leaders, or provide for Māori leadership cultivation, given there is not a shortage of potential Māori leaders across the sector.

“There is also a paucity of Māori in senior RSI leadership within universities, CRIs, and key public service agencies including MBIE. This reflects both a lack of commitment to enacting Tiriti-based leadership and accepting different modes of Māori leadership, rather than a dearth of suitably Māori candidates.”

COLLECTIVE

“Change comes from the top. There are good models of co-leadership in the RSI sector. . . All Centres of Research Excellence, Universities (including schools, departments and faculties) and CRIs should have Māori leadership or at the very least co-leadership. A sector that truly valued te Tiriti o Waitangi would nurture Māori leadership.”

INDIVIDUAL

MĀORI VIEW BASE GRANT FUNDING AS A MEANS TO DIRECTLY ADDRESS WORKFORCE ISSUES

Generally, submissions considered workforce funding as critical to meet the RSI needs of the community and considered any base grant funding allocations need to be consistent with a Tiriti approach. To enable this, some participants stated that Māori should determine how to invest base grant funding inside institutions. They viewed this investment in Māori as benefitting all Aotearoa and as a step toward achieving greater outcomes. Participants were concerned about significant risks for workforce development and suggested mitigating those risks through base grants to cross subsidise other areas and outcomes.

“We advocate that there should be no place for “time-only” contributions in any funding contract. The current system disguises the true costs of research. Grant proposals often include unrealistically low full-time equivalent (FTE) commitments, and even “time only” commitments where the researcher is doing work at 0 FTE.”

COLLECTIVE

RESEARCH INFRASTRUCTURE

MĀORI CONSIDER THAT SYSTEM CHANGE REQUIRES A COORDINATED APPROACH
ACROSS GOVERNMENT AND COMMUNITY

Overall, participants agreed with the need to develop a shared vision of the RSI system and emphasised the importance of Māori community inclusion in any discussion concerning research infrastructure. They also cautioned against the assumption that infrastructure was purely physical, because in some disciplines such as social science or health, people could be considered infrastructure.

Generally, participants asserted that effective system change will require Government to address all aspects connected to Research, Science, and Innovation (RSI) policy and legislation. However, many participants were disappointed with the absence of reference to Te Pae Tawhiti – the all-of-government response to WAI 262, and urged the Government take a coordinated rather than isolated approach to RSI sector transformation.

“Formalising channels for directly connecting research findings with policy making is critical to ensuring that Te Tiriti plays a vital role; this is much less likely to occur when influence is limited to informal avenues.”

COLLECTIVE

“Reform of the RSI system represents an opportunity but also carries inherent risk. These risks are in large part due to the fact the Government is attempting to undertake reform in a range of related areas (i.e., IP and RSI) in isolation from each other (notwithstanding their inherent connection).”

COLLECTIVE

INVESTMENT IN AND MAINTENANCE OF RESEARCH INFRASTRUCTURE SHOULD BE UNDERTAKEN
IN PARTNERSHIP WITH MĀORI

Generally, participants felt that government should ask Māori specifically what infrastructure will best respond to their priorities. Participants expressed a clear desire for increased investment in both hard (built or physical infrastructure), and soft (services, codes of conduct) research infrastructure that meets the needs of ngā Māori katoa, to drive productivity. They requested robust mechanisms that clarify the definition of infrastructure and illustrate how investment outside of traditional RSI infrastructure can occur.

Some submissions highlighted the need to consider risks of damage and disruption in the establishment and maintenance of infrastructure, especially where it is centralised, and advocated for its decentralisation with consideration given to risks of disaster rather than the usual location of the hosting institution.

Their overarching concern was that the current approach favours traditional RSI entities that have already failed Māori. Participants noted that iwi could be interested in co-investment but are not informed of those opportunities and plans. They felt with greater representation at the national level, Māori would be better positioned to have conversations about building or managing infrastructure and exploring procurement opportunities across the sector.

“For the past century, the majority of investment in science infrastructure has supported Western approaches. In Tiriti partnership, balance will need to be restored in the coming decade. Consequently, significant investment will be needed in infrastructure that supports rangahau Māori.”

COLLECTIVE

MĀORI VIEWED TRANSPARENCY AND ACCOUNTABILITY AS IMPORTANT FOR ENSURING TE TIRITI COMPLIANCE

Some submissions strongly recommended a national audit on infrastructure, including accounting for how existing institutions are being resourced and managed. They also sought greater transparency regarding the connections those institutions have to mana whenua and mātauranga Māori kaitiaki in governance, management, and access. Submissions noted that mainstream RSI infrastructure offers great resources and connections but is difficult to engage with.

“[We] must reduce and remove barriers for Māori to develop a Māori-led infrastructure including reducing and removing the barriers within the mainstream research infrastructure.”

INDIVIDUAL

“Māori tend to look for cultural safety, partnership modelling and inclusivity, as is their collectivism and desire to pave a better future for their mokopuna.”

COLLECTIVE

ANNEX ONE: OVERVIEW OF MĀORI INDIVIDUALS AND GROUPS WHO MADE SUBMISSIONS

Submission #	Name of individual / organisation	Representation	Organisation Type
163	Supplementary submission from Manaaki Taiao of Manaaki Whenua Landcare Research	Manaaki Taiao, the internal Manaaki Whenua Landcare Research rūpū of kairangahau Māori. The rūpū includes some 13 Māori scientists and researchers ranging from early career through mid and late stage science and research practitioners.	Crown Research Institute
177	Alex Hickman, Georgia Patching, Alice Boyd, Rose Kuru	4 Rangatahi Māori between 18 – 24 years old.	Independent
203	Whakauae Research Services	Whakauae Research Services is mandated by Ngāti Hauiti and is the only Iwi-owned Māori health research centre in Aotearoa New Zealand At the time of submission, Whakauae Research Services comprised a staff of 7 researchers (Māori and non-Māori), and four support staff.	Iwi-owned health research centre organisation, Independent Research Organisation
186	Tara McCallister	Māori Early Career Researcher	University
211	Te Taumata – Māori Trade Advisory rūpū to Government	Submission represent views of 25 individuals and 7 businesses	Māori Trade Advisory rūpū
215	Nga Hapū e Toru Trust	2 Māori who represent Ngāti Hurungaterangi, Ngāti Taeotu and Ngāti Te Kahu	Māori led Organisation
244	Rauika Māngai	Māori Advisory Group of the National Science Challenges 16 Māori leaders across the National Science Challenges Supported by 8 Chairs across the National Science Challenges	Crown Research Organisation, Universities

245	Te Korenga	Te Aparangi – Royal society rūpū of Māori and Tagata o le Moana Early Career Researchers Forum 42 Māori 12 Tagata o le Moana	Crown Research Organisation, Universities
246	Individual submitter	–	–
255	Supplementary submission from Māori Strategy, Partnerships and Enterprise Group of Plant and Food Research (PFR)	Submission represent 70+ staff who deliver PFR's Māori strategy (Māori and non-Māori)	Crown Research Institute
280	Te Ara Pūtaiao	7 Māori General Managers across Crown Research Institutions	Māori Advisory rūpū, Crown Research Institute
282	Supplementary Submission from Kāhui Māori rūpū of the Bio Protection Aotearoa	Submission represent 5 Māori	Centre of Research Excellence
327	Auckland University of Technology (AUT)	Submission represent Ngā Kaimahi Māori o AUT	University
335	Taumata Aronui, the Māori Ministerial Advisory board for the Ministry of Education	9 Māori representing Education, music, arts, Māori business and economic development	Ministerial Advisory Board, Ministry of Education
337	Vision Mātauranga rūpū of the Deep South National Science Challenge (Supplementary submission to the Deep South National Science Challenge)	The Vision Mātauranga programme is advised by a Kāhui Māori with the leadership of a Programme Lead, and staffed by two Kaitakawaenga	Crown Research Institute, University
345	Te Ao Māori team of Scion (Supplementary Submission to Scion's submission)	Scion's Te Ao Māori team comprises members from corporate, research and support functions, and is also diverse in experience, age groups, cultures, knowledge and exposure to Te Ao Māori and Te Reo Māori, range of science disciplines and mātauranga Māori. The diversity of voices is reflected in this submission.	Crown Research Institute

347	Māori Health Committee of the Health Research Council of New Zealand	10 Māori research and science practitioners	Māori Advisory rūpū of the Health Research Council of New Zealand
363	Indigenous Genomics Institute	6 Māori research and science practitioners	Māori Advisory rūpū of the Health Research Council of New Zealand
368	Wakatū incorporation	A Māori Incorporation pursuant to Te Ture Whenua Māori Act 1993. Based in Nelson, New Zealand, Wakatū has over 4,000 shareholders who are those families who descend from the customary Māori land owners of the Nelson, Tasman and Golden Bay Regions – Te Tau Ihu.	Māori led organisation
380	Ngāi Tahu Research Centre – Kā Wamaero	The Ngāi Tahu Research Centre (NTRC) was founded for the purpose of being a leader in indigenous scholarship and to provide a centre for the intellectual capital and development of Ngāi Tahu, the principal Māori iwi of the southern region of New Zealand. The NTRC was established in August 2011 as a joint initiative between Ngāi Tahu and the University of Canterbury	Iwi- Māori led organisation, University
410	Takarangi Research Group	Submission made by Takarangi Research Group Ltd Board, Māori Research Associates, and Māori PhD students	Independent Research Organisation
424	Toihuarewa rūpū of Te Herenga Waka – Victoria University of Wellington	Toihuarewa is a forum for Māori academic interests and is made up of Māori academics, Māori students, general staff, and community representatives.	University
430	Terence Hikawai	Individual	n/a

431	Ngāti Whatua Orakei: Whai Maia Ltd	Submission made by Kahui Rangahau o Ngati Whatua Orakei: established to support Ngāti Whātua Ōrākei and its entities to implement appropriate, effective research policy and practice for the creation and utilisation of knowledge to inform and impact all areas of the iwi, including governance and leadership, as well as cultural, social, economic, educational and innovative development	Iwi –Māori led Organisation
432	Māori Business Research and Development Team within Cawthron University	Submission represents views from mātauranga experts, Māori scientists, policymakers and kaitiaki.	Independent Research Organisation
434	Te Pūtahitanga	This submission represents Nationwide collective of 42 Māori researchers and scientists in the RSI sector	Māori Advisory Rūpū, Whare Wānanga, Universities, Crown Research Organisations, CoRE's, Māori-led Organisations.
437	Te Tira Whakamataki	Submission represents views from mātauranga experts, Māori scientists, policymakers and kaitiaki.	Māori-led organisation (Indigenous environmental not for profit)
438	Te Kahui Amokura	Te Kahui Amokura represents Deputy and Assistant Vice-Chancellors of the eight universities in Aotearoa. The submission reflects the views of its members, a sub-committee of Te Pōkai Tara New Zealand Vice Chancellors Committee (NZVCC).	Māori Universities Advisory Rōpū, University
442	Mātai Medical Research Institute	Mātai empower people and the collective aspirations of vitality with a goal of improving health and social outcomes in Te Tairāwhiti. Submission made by Māori co-founder of organisation.	Independent Research Organisation, Not for Profit Research Organisation
443	Tāne Mahuta NZ Ltd	Māori led organisation that uses a kaupapa Māori approach to train and employ rangatahi to work on their own whenua (land).	Māori led Organisation

447	Federation of Māori Authority (FOMA)	FOMA represent a diverse cross section of Māori Business including forestry, fisheries, agriculture, tourism, energy, property and investments.	Māori Authority, Māori Led Organsiation
454	Te Hunga Rōia Māori o Aotearoa Māori Law Society	Representing a significant membership of legal practitioners, judges, parliamentarians, legal academics, policy analysts, researchers and Māori law students.	Professional Māori Association
338	Ngāti Rangiwewehi	Iwi	Iwi Organisation
	Kahui Māori for Science Technological Innovation National Science Challenge	9 Māori	Māori Advisory Rōpū for the Science Technological Innovation National Science Challenge
	David Eccles	Rangitāne o Wairau	Independent Research Organisation
	Waipaina Awarau	Ngāti Porou	Crown Research Institute
	Erina Watene-Rawiri	Waikato, science and research practitioner	Crown Research Institute
	Ariana Estoras	Ngāti Maniapoto, Manager	Crown Research Institute

ANNEX 2: NOTABLE REPORTS & FRAMEWORKS REFERENCED

Reports

Kukutai, T. et al. (2021). *Te Pūtahitanga: A Tiriti-led Science-Policy Approach for Aotearoa New Zealand*. Available online at: <http://www.maramatanga.co.nz/publication/te-p-tahitanga-tiriti-led-science-policy-approach-aotearoa-new-zealand>

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Te Puni Kōkiri. (2019). *Te Pae Tawhiti: Wai 262*. Available online at: <https://www.tpk.govt.nz/en/a-matou-kaupapa/te-ao-maori/wai-262-te-pae-tawhiti>

Frameworks / Strategies / Models

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Ministry of Health. *New Zealand Health Research Strategy 2017-2027*. Available online at: <https://www.health.govt.nz/publication/new-zealand-health-research-strategy-2017-2027>

Pūhoro STEM Academy. See more online at: <https://www.puhoro.org.nz/>

University of Otago. *Mirror on Society Selection Policy*. Read more online at: <https://www.otago.ac.nz/healthsciences/students/professional/otago686979.html>

Te Oru Rangahau Research and Development Conference, Massey University, 1998 – Journey of ngā whare wānanga (Raukawa, Aotearoa, Awanuiarangi)

International Instruments

United Nations Declaration on the Rights of Indigenous Peoples

Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from their Utilization to the Convention on Biological Diversity

Convention on Biological Diversity

Karakia Whakakapi

Ka hiki te tapu
Kia wātea ai te ara
Kia turuki ai te ao mārama
Hui ē, Tāiki ē

