

**To:** Ministry of Business, Innovation and Employment (MBIE)

**Submission on:** *Te Ara Paerangi – Future Pathways Green Paper*

**Submission from:** Whakauae Research Services Ltd (Whakauae)

---

## Introduction

1. Whakauae welcomes the opportunity to make this submission to MBIE on *Te Ara Paerangi – Future Pathways Green Paper*. We concur with the Crown that the time to revitalise the research, science and innovation (RSI) sector and secure our future wellbeing and prosperity as a nation is now. 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***.
2. Whakauae, established in 2005, is mandated by Ngāti Hauiti and is the only Iwi-owned Māori health research centre in Aotearoa New Zealand (Whakauae Research Ltd, 2022a). We are a recognised independent research organisation (IRO) and conduct a wide range of Kaupapa Māori health research that includes a comprehensive five-year Health Research Council-funded research programme grant awarded in 2021. Our research team is made up of seven researchers including senior and intermediate RSI leaders through to early career researchers. We are supported by a business management and administrative team of four. We maintain strong collaborative relationships with Kaupapa Maori and other researchers across a wide spectrum inclusive of those working within other IROs, wānanga and universities as well as in Crown Research Institutes.
3. Ngā tikanga o Whakauae inform our submission (Whakauae Research Ltd, 2022b). Ngā tikanga include acknowledging that knowledge, encompassing academic achievement, excellence and Mātauranga Māori, is the key enabler of Māori growth and development and; upholding the right of Māori to determine our own aspirations and pathways for achieving them.
4. The key focus of our submission is that contemporary Aotearoa New Zealand is inseparable from its genesis in Te Tiriti o Waitangi. The rights of Māori to be self-determining, to equitable wellbeing outcomes and to partnership at every stage of this nation's journey are guaranteed under Te Tiriti. ***It is imperative that Te Tiriti principles drive implementation across our RSI sector*** rather than largely only being referenced in policy. Through the embedment of the principles of Te Tiriti in all elements of the sector, both the sector and Aotearoa will be better positioned to flourish.
5. Before we propose approaches to strengthening the RSI sector, it is important to highlight that whilst the sector has delivered benefits for Aotearoa New Zealand, it has resulted in few improved outcomes for whānau, hapū, iwi and Māori communities. The extremely limited opportunities for whānau, hapū, iwi and Māori communities to influence the sector reflects inequity and explains

why it has largely failed to contribute to improved outcomes. ***Lack of equitable investment and lack of equitable priority setting are just two components of an outmoded RSI sector.***

## Our Recommendations

An Aotearoa New Zealand research system that is truly resilient, connected and future focused will ***prioritise full and explicit integration of the principles of Te Tiriti o Waitangi across all its attributes including design and delivery.***

We therefore recommend that:

### 6. Te Ara Paerangi Section 3: Ngā Whakaarotau Rangahau (Research Priorities)

*The research priorities for Aotearoa New Zealand be determined consistent with the principles of Te Tiriti o Waitangi.*

Tiriti principles continue to evolve as practicing in ways congruent with Te Tiriti shift with the demands of new contexts and developments (Waitangi Tribunal, n.d.). The setting of research priorities for Aotearoa New Zealand demands first the clarification of our collective vision for the future; a future in harmony with the spirit of Te Tiriti o Waitangi.

As Te Tiriti is a living agreement, ***how it is applied to the process*** of determining our research priorities is critical. As a beginning point, there is a need for a dedicated and resourced space for Māori to independently kōrero and wānanga around (i) research priorities for Aotearoa New Zealand and (ii) a process for determining joint research priorities. Te Tiriti principles-driven processes and relationships are the bedrock of an evolving, modern, 'fit for purpose' RSI sector.

Research to an extent informs health and wellbeing policy and services decision making. Without research information that is genuinely inclusive however, decision making is poorly placed to drive equitable outcomes across the Aotearoa New Zealand population (Tumilty, 2017). It is therefore critical that how research is prioritised and generated is inclusive of Māori interests and consistent with the principles of Te Tiriti o Waitangi.

The current essentially universal approach to determining research priorities, funding and structuring the RSI sector does not significantly contribute to equitable health and wellbeing outcomes. To address Māori social and health inequities, an RSI sector that reflects Mātauranga Māori and enhances rangatiratanga is necessary. To give practical expression to Te Tiriti o Waitangi, Māori have a strategic role to play including in setting research priorities, and as research commissioners, to ensure a responsive and 'fit for purpose' RSI sector is co-created.

A Mātauranga Māori entity to drive the RSI interests of the Māori Te Tiriti partner is critical. The entity would need to be resourced to operate autonomously, independent of the public service. Alongside that initiative, it is equally important that public sector RSI entities reflect Te Tiriti partnership through, for example, including fully resourced and connected Māori Chief Science Advisors and demonstrating effective relationships with iwi and Māori communities.

## **7. Te Ara Paerangi Section 4: Te Tiriti, Mātauranga Māori, me ngā wawata o Te Māori (Te Tiriti, Mātauranga Māori and supporting Māori aspirations)**

*Mātauranga Māori must be Māori world view-determined, and Māori led. Kaupapa Māori research prioritised, planned and implemented must be led, controlled and driven by Māori and by a Māori world view. Pivotal to Mātauranga Māori is long-term aspirational thinking, design and practice.*

The RSI sector can protect and support the flourishing of Mātauranga Māori in innumerable ways. These primarily include through co-creating an RSI ‘architecture’ that is responsive to Māori RSI aspirations; an architecture that puts Māori, rather than the Crown, universities and the science sector alone, at the centre.

The establishment of a fully and equitably resourced Mātauranga Māori RSI entity, with its own governance structure and ability to determine its own research agenda, is just one critical example of an evolved architecture congruent with a re-visioned, Te Tiriti principles-driven RSI sector. Multiple and thriving Kaupapa Māori research entities, wherein emerging researchers can be appropriately nurtured are another. Therein, whānau and Māori community-identified research needs can best be identified and prioritised. Whānau and Māori community input and mana, in terms both of research process and benefits, sit at the centre. Multiple and thriving Kaupapa Māori research entities that work in this way may include communities funded and otherwise resourced to drive their own health and wellbeing research agenda outside Western institutions, and to build their own RSI infrastructure.

As referenced in *Te Ara Paerangi Green Paper*, Kukutai et al. (2021) propose and describe regionally based Māori knowledge hubs. We strongly support the establishment of such hubs. To be fully effective, they need to be supported by statute, Māori-led and driven, and positioned to directly influence national level RSI policy settings. Regionally based Māori knowledge hubs would be most effectively placed to facilitate a close relationship between whānau, hapū and Iwi and Māori communities and research, strengthening the likelihood of research delivering real benefits for them.

The concept of regional hubs is inextricably connected to that of a Mātauranga Māori RSI entity with the former driving the RSI agenda and strongly connected with Māori Chief Science Advisors across the public sector.

## **8. Te Ara Paerangi Section 5: Te Tuku Pūtea (Funding)**

*RSI sector funding decisions must be consistent with the principles of Te Tiriti.*

Using Tiriti-based requirements to steer RSI funding body decision-making is a starting point (Kukutai et al., 2021). In the autonomous space, a Mātauranga Māori commissioning entity, is best positioned to directly and autonomously commission the research prioritised by Māori. In

the partnership relational space (Māori-Tauīwi), authentically addressing Tiriti-based requirements includes developing and implementing policies to allocate equitable funding to te ao Māori-determined and led research.

There is an urgent need to significantly increase dedicated funding and other resources, consistent with Te Tiriti commitments, to support building Māori research, engagement, connections and leadership across the RSI sector. Integral here is the development of a funding model/s with a focus on research process and impact, or outcomes, for whānau, hapū, iwi and Māori communities rather than a focus primarily on outputs. Such a model/s would contribute to creating a more even playing field, supporting greater Māori participation in the RSI sector. A much stronger focus is needed on the expectation that any proposed research will address inequities, in particular for Māori as Te Tiriti partner. As a matter of course this focus would privilege research that is Māori driven, designed and led.

Our aspiration for te tuku pūtea (funding) is therefore that such ***funding be equitably vested in the te ao Māori research space with a rightful emphasis on generating positive outcomes for whānau, hapū, iwi and Māori communities.***

Ideally, equitably assigned funding would include a longer-term base grant to support security along with the meaningful opportunity to consolidate comprehensive programmes of research.

## 9. Te Ara Paerangi Section 6: Ngā Hinonga (Institutions)

*The design and organisation of Aotearoa New Zealand's research-related institutions will be fit for modern purpose when they fully reflect the principles of Te Tiriti o Waitangi primarily, and of sound design as a secondary concern.*

***Research must deliver equitable benefits for both Tiriti partners and thereby all the peoples of Aotearoa New Zealand;*** it will be best placed to do that when research-related institutions are tailored to our unique position as a Tiriti-based nation. That point of difference will be a key driver too in consolidating our place in global research and economic contexts.

In the autonomous space, a Mātauranga Māori research commissioning entity or entities, funded in line with Te Tiriti obligations and operating independently of the public service, would be best positioned to lead Mātauranga Māori. Consistent with that approach, commissioners would necessarily be Māori appointed rather than Crown appointed.

Sitting alongside this entity, regional te ao Māori policy hubs would be charged with connecting whānau, hapū, iwi and Māori communities, Kaupapa Māori research, Māori researchers, community-based Māori experts and policy makers. The hubs would have a key role to play in identifying iwi, hapū and Māori community policy needs and aspirations and in connecting that information with the mechanisms for making change happen including public sector strategic planning and implementation.

In the partnership relational space (Māori-Tauiwi), and in the short term, research funding agencies would be expected to clearly demonstrate funding decisions congruent with Tiriti-based guidelines. The appointment of Māori Chief Science Advisors across the public service, fully resourced to work cross-agency, would additionally contribute to strengthening the RSI sector.

For Māori Chief Science Advisors (CSAs) to be effective in these roles, Tauwiwi will need to actively uphold Tiriti responsibilities on behalf of the Crown. Equally Tauwiwi, both individually and organisationally, will need to be accountable for promoting Māori cultural safety (Curtis et al., 2019) across the public sector. Māori CSAs must not be expected, directly or indirectly, to be responsible for the cultural competency development of their Tauwiwi colleagues. Equally Māori researchers within the public sector, at all stages of their development, must not be expected to be responsible for Tauwiwi cultural competency development. Responsibility for promoting Māori cultural safety rests with Tauwiwi.

A far greater emphasis on the monitoring of Māori RSI investment and activity across the public service is additionally critical. A co-developed approach to guiding departments on evaluating how, and if, the work that they do actually makes a valid contribution to positive outcomes for Māori would support that emphasis.

## **10. Te Ara Paerangi Section 7: Te Hunga Mahi Rangahau (Research Workforce)**

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

Far greater opportunities across the RSI sector for 'by Māori for Māori' research institutions are required for effective research workforce development; inclusive of opportunities to exert research evidence-based influence on policy making and to secure dedicated research funding.

In addition, far greater opportunities across the RSI sector are critical for Māori, as Te Tiriti partners, to flourish in 'mainstream' settings. Such opportunities include formalising and enabling collective cultural support for Māori researchers within and across institutions, as well as tailored, Kaupapa Māori mentoring and guidance programmes to awhi early career Māori researchers. Enhanced opportunities to flourish require full integration within the RSI sector rather than being 'add-ons,' expecting the participation of Māori researchers over and above the usual mahi expected of them as researchers.

Equally, these opportunities must be supported by the explicit recognition that Tauwiwi, both individually and organisationally, are accountable for promoting Māori cultural safety across RSI institutions and agencies. Māori researchers, at all career stages, cannot continue to be expected, directly or indirectly, to be responsible for the cultural competency development of their Tauwiwi colleagues.

The research workforce will better reflect diversity, and attract the people we need, when the research environment is broadened beyond privileging Western bodies of knowledge;

individualistic, competitive and siloed approaches to research; and particular disciplinary foci. A research environment that supports Mātauranga Māori; Māori equity in relation to opportunities as well as outcomes; co-created research; flexibility, innovation, connectedness; the building of enduring research relationships; collaborative as well as multi-disciplinary approaches; and which emphasises research impacts for social wellbeing, will be invaluable in contributing to research workforce diversity.

Recognising and accepting that working in ways consistent with te ao Māori includes valuing research and researchers who are inextricably connected with the Māori communities they conduct research alongside is necessary. A Māori ontology will differ from the Western perspectives paramount within the RSI sector and more broadly. It will extend to how the researcher positions themselves in identifying and interpreting Māori health and wellbeing inequities (Curtis, 2016). A different lens is thereby brought to seeing and understanding social realities; a lens that is pivotal to generating research that can better inform systematically addressing inequity in Aotearoa New Zealand.

### **11. Te Ara Paerangi Section 8: Te Hanganga Rangahau (Research Infrastructure)**

*In line with Te Tiriti principles, the benefits of research – and of evidence-based decision making – must equitably accrue to Māori, whānau, hapū and iwi.*

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. Strengthening the influence of research findings on policy making is key to a robust research infrastructure positioned to deliver greater value for all of Aotearoa New Zealand. A formal mechanism, or structure, which brings together policy makers, researchers, practitioners and ‘people on the ground’ could effectively champion evidence-based decision-making. The mechanism would provide a forum for taking policy briefs directly to respective ministers. It would necessarily operate from within an independent Te Tiriti-led agency reporting directly to the Prime Minister. The strengthening of high-level connections between researchers and policy makers, to enhance politicians understanding of science issues in relation to policy, can then more usefully occur.

### **12. For further information**

Thank you for the opportunity to make this submission on *Te Ara Paerangi – Future Pathways Green Paper*. Should you require any additional information regarding this submission please contact Whakauae Director, Dr Amohia Boulton at Privacy - 9(2)(a).

## References

- Curtis, E. (2016). Indigenous positioning in health research: The importance of Kaupapa Māori theory-informed practice. *AlterNative: An International Journal of Indigenous Peoples*, 12(4), 396-410. <https://doi.org/10.20507/AlterNative.2016.12.4.5>
- Curtis, E., Jones, R., Tipene-Leach, D., Walker, C., Loring, B., Paine, S.J. & Reid, P. (2019). Why cultural safety rather than cultural competency is required to achieve health equity: a literature review and recommended definition. *International Journal for Equity in Health*, 18 (174). <https://doi.org/10.1186/s12939-019-1082-3>
- Kukutai, T., McIntosh, T., Boulton, A., Durie, M., Foster, M., Hutchings, J., Mark-Shadbolt, M., Moewaka Barnes, H., Moko-Mead, T., Paine, S-J., Pitama, S. & Ruru, J. (2021). *Te Pūtahitanga: A Tiriti-led science policy approach for Aotearoa New Zealand*. Auckland: Ngā Pae o te Māramatanga.
- Scott, N., Bennett, H., Masters-Awatere, B., Sarfati, D., Atatoa-Carr, P., & Harris, R. (2020). Indigenous cancer research: Reflections on roles and responsibilities. *JCO Global Oncology*, (6), 143–147. <https://doi.org/10.1200/jgo.19.00124>
- Tumilty, E. (2017). *When the numbers do not add up: Health research and health disparities in Aotearoa New Zealand* [Doctoral dissertation, University of Otago]. <http://hdl.handle.net/10523/7076>
- Waitangi Tribunal. (n.d.). *A Guide to the Principles of the Treaty of Waitangi as expressed by the Courts and the Waitangi Tribunal*. <https://waitangitribunal.govt.nz/assets/Documents/Publications/WT-Principles-of-the-Treaty-of-Waitangi-as-expressed-by-the-Courts-and-the-Waitangi-Tribunal.pdf>
- Whakauae Research Services Ltd. (2022a). *Kainga Home*. <https://www.whakauae.co.nz/page/about-whakauae-research-services/7/>
- Whakauae Research Services Ltd. (2022b). *Mātou About Whakauae Research Services* <https://www.whakauae.co.nz/page/about-whakauae-research-services/7/>