



# Te Ara Mahi Māori

Māori Employment Action Plan

# Te Ara Mahi Māori

Recommendations for the Māori  
Employment Action Plan





ISBN **978-1-99-102221-9** (online)

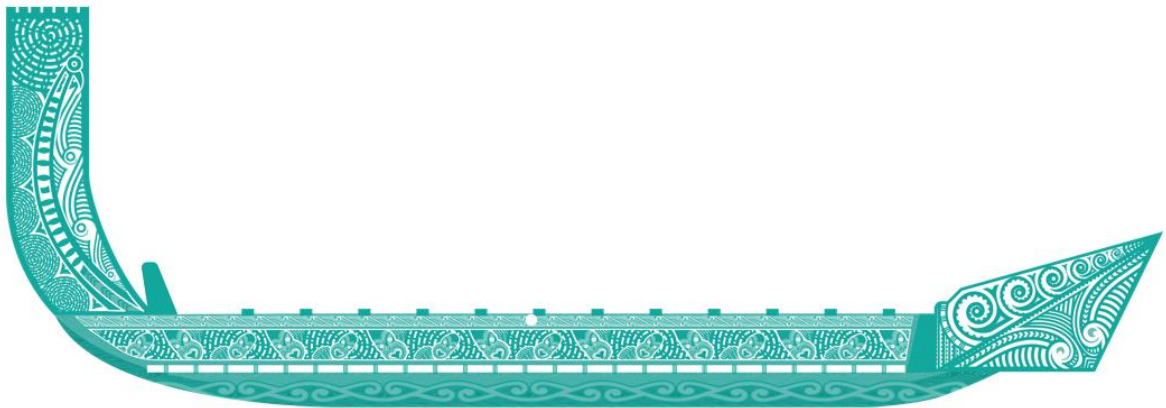
February 2022

This report was presented to the Minister for Social Development and Employment at the end of August 2021. It was largely prepared before the Auckland region moved into an extended period at Alert Level 4 on 18 August 2021 and does not consider impact of the lockdown and subsequent period of level 3 restrictions in Auckland and neighbouring regions. Lockdowns are likely to exacerbate existing disparities and inequities. The recommendations made by Te Ara Māori are focused on addressing these existing, long-term and systemic issues.



*E hara taku toa, te toa takitahi, engari he toa takitini.*

*My strength is not as an individual, but as a collective.*





## Māori Employment Action Plan Reference Group Te Ara Mahi Māori

---

### Members

Janice Panoho – Chair (Ngāpuhi, Te Rarawa, Ngāti Whātua, Ngāti Hine, Waikato-Tainui, Ngāti Manu)

Kerri Nuku (Ngāti Kahungunu, Ngāi Tai)

Grant Williams (Rongowhakaata, Ngāti Porou, Ngāti Kahungunu, Kai Tahu)

Huhana Lyndon (Ngāti Hine, Ngātiwai, Ngāpuhi, Ngāti Whātua, Waikato-Tainui)

Paul Retimanu (Ngāti Hāmoa)

Darrío Penetito-Hemara (Ngāti Hauā, Ngāpuhi, Ngāti Tamaterā)

Naomi Hughes (Ngāti Maniapoto)

Jonathan Tautari (Ngāti Wai, Ngāti Hine, Ngāpuhi, Tainui)

Theresa Rongonui (Ngāti Tūwharetoa)

We come to this group from all walks of life and different iwi, hapū and rohe. We bring a variety of experiences and perspectives including wāhine, tāne, tāngata whaikaha, rangatahi, workers and businesses.

**Te Ara Mahi Māori** is the te reo Māori name we selected for our group. It represents our aspirations for building pathways into inclusive, sustainable and productive mahi for Māori. Our tohu symbolises this vision.



The two pou point upwards, towards the heavens and the attainment of knowledge. The space in between the pou is the pathway and represents the journey we must take to ensure a better, more prosperous future for Māori.



## He Kupu Whakataki nā te Toihau

---

Ki te taha ki taku pāpā Ko Te Parawhau rātau ko Te Uriroi, ko Patu Harakeke ngā hapū. Ko Maungarongo te marae.

Nō Whatatiri ahau. Te maunga: Koia tēnei ko te whare tapu o Ngā Puhī. I tēnei o ngā maunga i te pito o te Rangi. Mai tēra pito, koia Whatitiri.

Ki te taha ki taku māmā ko Te Ngāti Ueoneone, ko Okorihī te Marae, Nō Kaikohe ahau Ngā Ngāpuhi ngā iwi.

Ko taku hoa rangatira he Ko Heremia Te Wake, E Ngāti Manawa tōku hapū, Ngāpuhi nga iwi.

E toru maua tamariki, e ono maua mokopuna.

Ko Janice Panoho tōku ngoa.

He Mihi Te Taonga o Taku Ngākau E ngā mana, e ngā waka, e ngā reo, e ngā Taonga Tuku Iho

Nōku te hōnōre nui kia noho au hei toihau mō Te Ara Mahi Māori, me ā tātou mahi ki te waihangā i ētahi tūtohunga, i runga i tā tātou, me ngā hapori e whakapono nei e pā ana ki ngā momo kaupapa e tika ana kia whakaurua ki te Mahere Māori mō te Whai Mahi.

E mārama ana Te Ara Mahi Māori, e tutuki ai te ara ki te angitū me te tōnuitanga, me rangona kē ko te reo o te iwi. I hua mai ā mātou tūtohunga i runga i te hōrapatanga o ngā hapori, ngā kōrero tuku, ngā puna mātauranga o roto i ngā whānau, ngā hapū, me ngā iwi, ā rātou wheako, ā rātou pūkenga, tae atu hoki ki ngā kete mātauranga a tēnā, a tēnā.

Kua kōrero mātou mō ngā hua ka puta i ngā āheinga ki a ngāi Māori o mohoa nei, me ngā rā hoki kei tua. Kua tonu tātou e tuohu noa ki ngā āhuatanga o te wā. Ko tā mātou hiahia, kia whakatūtaki, kia ngākau titikaha hoki te kāwanatanga ki te whakatinana i ā mātou tūtohunga. Ka tika hoki, me ōrite ngā āheinga a ō tātou mokopuna ki a ngāi tauwi e puta ake ai he oranga ki a rātou i roto i ngā huarahi e whakahihiko nei i a rātou i roto i te ao mahi.

Mātua rā, me whai tonu te kāwanatanga me ngāi Māori i ēnei mahi. Mārama kau ana te whakatau mai a ngā hapori ki a mātou, 'nā ngāi Māori, mō ngāi Māori.' E tutuki ai te oranga ki waenga i ngā whakareanga Māori, e whakapono ana mātou me whakaūtia ā mātou tūtohunga, me te kōtui tonu ki a ngāi Māori.

E tika ana kia whai āheinga a ngāi Māori kia whai mahi ai huri noa i te ao, ā, me takoto hoki he tūāpapa mō ngā mokopuna, me te toiora hoki o ngā whānau hei ngā rā ki tua. Ko te kōrero, 'kia parahia ngā huarahi mahi e tāpiti nei, e toitū nei, e whai kiko nei ki a ngāi Māori,' ka noho hei tāhū kōrero mō tātou. He huarahi te Mahere Mahi e āhei ai te kāwanatanga ki te ārahi i ngā panonitanga whānui ki ngā pūnaha hei whakaohoho ake i ngā whānau me ngā hapori, hei whakatika hoki i ngā tūkinotanga i pā mai i ngā tau ki muri kia puta ake ai ngā hua whai mahi ki a ngāi Māori whānui.

Mō te taha ki Te Ara Mahi Māori, tēnei te tuku mihi ki a koutou te hunga i tae ki ngā hui tekau mā tahi huri noa i Aotearoa mō te manaaki mai, me ā koutou whakaaro hoki. Me mihi ka tika ki te hunga rangatahi i tae mai ki te hui i Tāmaki Makaurau. Mārama ana te kite i te pitomata o ngā ākongā rangatahi Māori nei, ā nō konei ka whakahihī ai i te reanga o muri nei. Inā rā, he mana nui tō ngā kōrero katoa i hoki mai mō te hanganga o ngā tūtohunga.

E hiahia ana hoki au ki te tuku mihi ki ngā mema o te rōpū i whakawātea mai i a rātou, i whakapau kaha mai, i tuku māramatanga mai hoki ki tēnei kaupapa. Me te tuku anō i aku mihi ki te te ohu whakatipu mō ā rātou tautoko, mahi nui hoki.

Mā te huruhuru te manu ka rere.

Naku noa,

Nā Janice Panoho

Toihau, Te Ara Mahi Māori

Akuhata 2021



## Introduction from the Chair

---

Ki te taha ki taku pāpā Ko Te Parawhau rātau ko Te Uriroi, ko Patu Harakeke ngā hapū. Ko Maungarongo te marae.

Nō Whatatiri ahau. Te maunga: Koia tēnei ko te whare tapu o Ngā Puhī. I tēnei o ngā maunga i te pito o te Rangi. Mai tēra pito, koia Whatitiri.

Ki te taha ki taku māmā ko Te Ngāti Ueoneone, ko Okorihī te Marae, Nō Kaikohe ahau Ngā Ngāpuhi ngā iwi.

Ko taku hoa rangatira he Ko Heremia Te Wake, E Ngāti Manawa tōku hapū, Ngāpuhi nga iwi.

E toru maua tamariki, e ono maua mokopuna.

Ko Janice Panoho tōku ingoa.

He Mihi Te Taonga o Taku Ngākau E ngā mana, e ngā waka, e ngā reo, e ngā Taonga Tuku Iho

It has been a privilege to chair Te Ara Mahi Māori and to work together to develop recommendations on what we and our communities believe should be covered by the Māori Employment Action Plan.

Te Ara Mahi Māori acknowledges the pathway to success and prosperity can only be achieved through the collective voice of our people. Our recommendations have been built on the diversity of our communities, our history, the in-depth knowledge of whānau, hapū and iwi, their experiences, strengths and skills, and our collective kete of knowledge.

We have articulated ways to make the most of the current and future opportunities that exist for Māori. It is not acceptable to continue with the status quo. We want genuine intervention and a strong commitment by Government to implement our recommendations. Our mokopuna deserve the same opportunities as tauwi to achieve their full potential in whatever pathway they choose in their employment journey.

It is crucial the Government continues this mahi alongside Māori. Our communities clearly told us “by Māori, for Māori”. In order to create intergenerational change for Māori, we believe the Government must adopt our recommendations and continue to work in partnership with Māori.

Māori should have the opportunity to fully participate in the world of mahi, and create a solid foundation for the future of our mokopuna and the wellbeing of their whānau. We have used ‘building pathways into inclusive, sustainable and productive mahi for Māori’ as our guiding principle. The Action Plan is an opportunity for the Government to create system-wide changes to further lift whānau and wider communities and to fix historical wrongs, so that all Māori can gain the benefits of meaningful mahi.

On behalf of Te Ara Mahi Māori, I would like to thank everyone who attended the 11 hui held around Aotearoa for your manaakitanga and whakaaro. Special mention goes to the rangatahi who attended our hui in Tāmaki Makaurau. The potential of these young ākongā Māori is evident and we are so proud of our next generation. The collective feedback was valuable to guiding the formation of our recommendations.

I would also like to take this opportunity to thank the members of the reference group for the time, effort and expertise they have contributed to this kaupapa. I also thank the secretariat for their support and hard work.

Mā te huruhuru te manu ka rere. Adorn this bird with feathers to fly.

Naku noa,

Nā Janice Panoho  
Chair, Te Ara Mahi Māori  
August 2021



## Contents

---

Māori Employment Action Plan Reference Group Te Ara Mahi Māori .....	4
He Kupu Whakataki nā te Toihau.....	5
Introduction from the Chair.....	6
Contents .....	7
Background.....	9
Our brief .....	9
The approach we have taken .....	9
Why an action plan is needed.....	10
Te Tiriti o Waitangi and the Māori Employment Action Plan .....	13
Our vision.....	15
The journey.....	16
Process for developing our recommendations .....	17
Current labour market statistics for Māori.....	18
Summary of recommendations .....	19
Te Takere .....	23
Focus areas for Te Takere .....	23
Strong, positive messages.....	24
Confident cultural capability.....	27
Embed a tikanga Māori framework in employment policy .....	29
Ngā Rauawa .....	32
Focus areas for Ngā Rauawa .....	32
Flourishing Māori-medium education and opportunities at all levels .....	33
Tamariki and rangatahi Māori navigating their career pathways .....	37
The education system supports the identity of Māori students.....	41
We have identified some other areas the Government could explore .....	46
Te Taurapa .....	48
Focus areas for Te Taurapa .....	48
Employment services are successful for Māori .....	49
Māori delivering employment services.....	53
Appropriate monitoring and evaluation of employment services .....	57
Making mahi accessible to all Māori .....	59
We have identified some other areas the Government could explore .....	68
Te Taihu.....	69
Focus areas for Te Taihu.....	69
Flourishing Māori businesses .....	70
Businesses grow their Māori workers .....	80



Inclusive workplaces for Māori.....	85
Workplaces are safe, fair and flexible for Māori .....	90
Māori working in growth sectors .....	93
Māori working in the public sector.....	96
We have identified some other areas the Government could explore .....	100
Annex 1: Māori Employment Action Plan Reference Group: Revised Terms of Reference (May 2021).....	101
Annex 2: Existing government initiatives .....	104
Annex 3: Glossary.....	109
Annex 4: Summaries of hui .....	112





## Background

---

### Our brief

1. In 2019, the all-of-Government Employment Strategy was released. The Strategy sets out the Government's vision for the labour market and the changes it is implementing to improve employment outcomes for all New Zealanders. A series of action plans sit under the Strategy, which are focused on improving outcomes for specific groups who need further support. These will then enable those groups to access the labour market and improve their outcomes.
2. The Māori Employment Action Plan will set out the actions the Government will take to contribute to Māori having equitable employment opportunities and sustainable outcomes to achieve their aspirations.
3. Te Ara Mahi Māori was appointed as an independent reference group. Our role included working in partnership with officials to develop recommendations to the Minister for Social Development and Employment on what focus areas should be in the Māori Employment Action Plan.
4. Our terms of reference (**see Annex 1**) include:
  - recommending focus areas where the Government could take action to support improved labour market outcomes for Māori and address disparity
  - focusing on actions and policy changes the Government could make, with the ability to consider the role of other stakeholders (eg, social partners, iwi organisations)
  - taking a broad scope to consider the labour market and supporting systems, including education (reflecting the all-of-Government approach of the Employment Strategy).
5. A key part of our brief was to lead engagement around Aotearoa to ensure the views of Māori are reflected in our mahi. The hui were attended by representatives from mana whenua, training and education providers, and community groups including youth development and employment service providers. Representatives of local government, employers and unions attended some of the hui.

### The approach we have taken

6. Te ao Māori takes a holistic view and acknowledges the interconnectedness of the world. Our rōpū has also taken this lens. We have considered the interconnected nature of the challenges as well as intergenerational issues to provide recommendations that address both short-term and longer-term systemic challenges.
7. Our recommendations are broad within the scope of our Terms of Reference, which are focused on employment outcomes. Nonetheless there are limitations within that scope. The Government must understand Māori holistic life experiences and address the challenges they face in the labour market. In order for our vision to be fully realised, the Government will also need to address other areas including, but not limited to, transport, health, housing and the justice system. Where these challenges are addressed in conjunction with employment outcomes, we believe the Government will have greater success in making a meaningful change to the lives of Māori.
8. We acknowledge that many Māori, such as wāhine, tāngata whaikaha, rangatahi and older Māori workers, experience intersecting and persistent forms of discrimination. There are, or will be, action plans that focus on these particular groups as a whole.



The recommendations we have made for these groups are where additional actions would fill gaps or complement existing work, or where particular consideration should be given to the needs of Māori during the implementation of these action plans.

9. Most of our recommendations focus on actions that the Government can take. However, the Government should support tino rangatiratanga and move towards greater decision-making power for Māori, combined with more Māori providing services for their own communities. Our report includes recommendations on how the Government can support this kaupapa and meaningfully exercise kāwanatanga.

## Why an action plan is needed

10. We believe that good employment places Māori in a better position financially to access health care, housing, nutritious food and to contribute to the maintenance and development of whānau and wider communities cumulatively across generations. However, good employment also contributes in non-material ways to better life experiences for Māori. Meaningful mahi provides a sense of purpose, community and connection. It demonstrates to rangatahi and the wider community how successful Māori are in environments that enable them to flourish.
11. The Action Plan will support Māori to fully benefit from participation, partnership and leadership within the labour market. It should reflect and recognise the unique value Māori contribute to workplaces. Many current practices and policy settings limit Māori potential. The implementation of the Action Plan will contribute to the rebalancing of Māori participation in, and interaction with, the labour market in a way that ensures equitable access to quality mahi and improved outcomes.
12. While we have purposefully focused on the strengths and potential of Māori in this report and our recommendations, it is important to identify and highlight where inequities lie. This enables us to confront and address these inequities.
13. Education provides opportunities to develop important skills for the workforce and create a culture of lifelong learning. However, the education system has traditionally delivered poor outcomes for tamariki and rangatahi Māori. Although there has been growth in Māori educational success, significant gaps still exist between Māori and tauwi.<sup>1</sup> Poor educational outcomes limit the opportunities and pathways Māori can access.
14. Māori are over-represented in roles that involve lower pay, lower skills, fewer advancement opportunities and less job security. A high number of Māori workers are underutilised.
15. Some Māori experience difficulty in entering, or re-entering, the labour market, particularly those who experience persistent and intersecting barriers. These groups include wāhine, tāngata whaikaha, members of the LGBTQI+ and takatāpui community, and older Māori. In June 2021, 17.6 per cent of all Māori youth were not in education, employment or training (NEET); this rate is twice that of Pākehā (8.8 per cent) and 6.8 percentage points above the national rate at 10.8 per cent.<sup>2</sup> People who experience long-term spells of unemployment and non-participation in education,

---

<sup>1</sup> Ministry of Education. (2017). *Māori Education Overview*. Retrieved from <https://www.education.govt.nz/assets/Documents/Ministry/Publications/Briefings-to-Incoming-Ministers/4-1093092-Māori-Education-BIM-Annex-ABC.PDF>.

<sup>2</sup> StatsNZ. (2021). *Household Labour Force Survey, June 2021*.

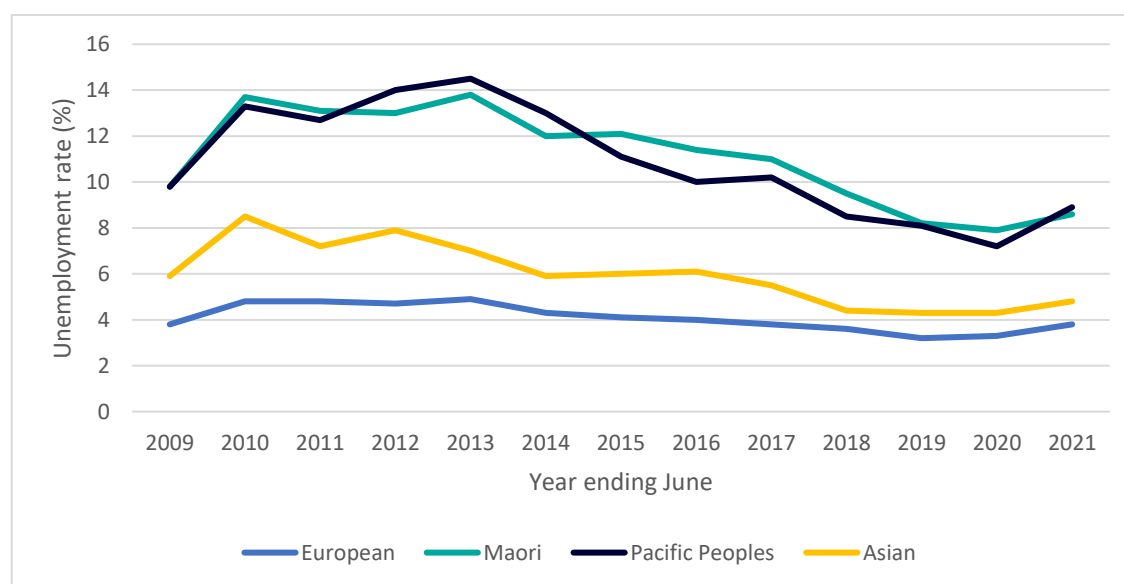


training or employment are at risk of poorer outcomes in later life including lower wages, employment levels and life satisfaction.<sup>3</sup>

16. Many Māori work in sectors or occupations that are expected to see greater disruption due to technological changes or climate change.<sup>4</sup> During economic shocks, Māori experience higher rates of unemployment and can take longer to return to pre-shock employment levels.
17. Outcomes for Māori and Pacific Peoples worsened following the recession after the Global Financial Crisis, and remain worse for than those for New Zealand European and Asian ethnicity.

**Figure 1: Unemployment rate by ethnicity, 2009-2021 years ending June**

Source: StatsNZ



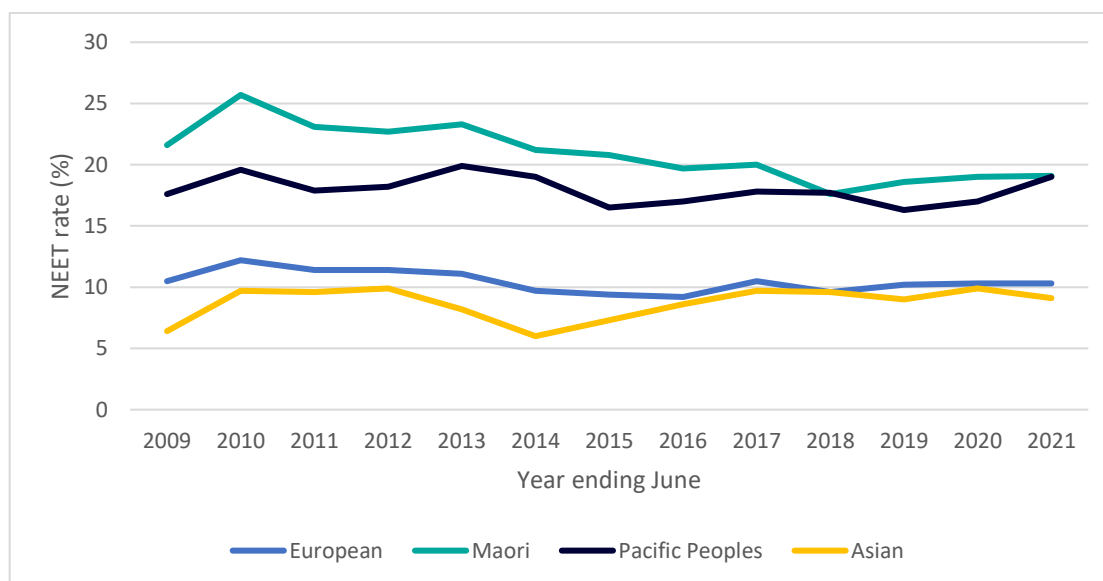
<sup>3</sup> Apatov, E. (2019). *The Drivers Behind the Higher NEET Rate for Māori*. Retrieved from <https://www.mbie.govt.nz/dmsdocument/10355-the-drivers-behind-the-higher-neet-rate-for-maori-and-pacific-youth-main-report>.

<sup>4</sup> McKinsey and Company. (2019). *The Future of Work for Māori*. [unpublished].



**Figure 2: Not in employment, education or training (NEET) rate by ethnicity, 2009-2021 years ending June**

Source: StatsNZ



18. In 2020, the labour market impacts of COVID-19 tended to affect younger and lower-skilled workers more. Māori are over-represented in these two groups and so are more likely to have been adversely impacted. Only 22 per cent of Māori reported working from home for at least some of the time, compared with 30 per cent of all workers. Overall, 62 per cent of jobs received the wage subsidy, but Māori were the lowest by ethnicity to receive the wage subsidy at 57 per cent. This may indicate that Māori were more likely to be working in essential service roles.<sup>5</sup>
19. Systemic racism remains a major barrier for Māori. These manifest in many ways, such as fewer opportunities in education or at mahi, discrimination in recruitment practices, unsafe work environments or wage disparities. A lifetime of poorer labour market outcomes means that some older Māori remain in mahi out of necessity.
20. We want to stress that the negative labour market outcomes experienced by Māori do not reflect the potential of Māori. Deficits in policies and practices have created the conditions, barriers and negative experiences faced by Māori. We also acknowledge that there are multiple intersecting problems in Government, regulatory systems and wider society that also need to be addressed to bring about meaningful and sustainable change.

<sup>5</sup> Working from home data is from StatsNZ HLFS June 2021 supplementary table 6. Wage subsidy data is based on analysis of MSD data <https://www.msd.govt.nz/about-msd-and-our-work/publications-resources/statistics/covid-19/who-received-the-covid-19-wage-subsidies-september-2020.html>.



## **Te Tiriti o Waitangi and the Māori Employment Action Plan**

---

21. Implementing our recommendations with the intention and commitment to make Aotearoa a place where the labour market is inclusive, and provides positive outcomes for Māori, is essential in actualising the Crown's Te Tiriti obligations. We believe our recommendations are designed in a way that, if implemented well, should set the Crown up to meet its obligations meaningfully.

### **Article 1**

22. The Action Plan is required to address disparate employment outcomes experienced by Māori as well as recognising that policies can affect Māori differently to tauwiwi. As such, the Crown has the opportunity to exercise kāwanatanga in both the process of designing the Action Plan as well as in the actual actions it takes. The Crown should continue to work with Māori in developing and implementing the final Action Plan. The Action Plan could also demonstrate kāwanatanga in its actions, by ensuring that places of learning and mahi within the public sector affirm Māori as tāngata whenua, and are accessible and inclusive for all Māori. Where the Government does not have direct levers, it can continue to fulfil this duty by role modelling best practice, particularly in relation to growing the cultural capability of employers and workers. This must be done with Māori by sharing power during decision-making processes that impact Māori, and ensuring communication is open, meaningful and transparent.<sup>6</sup>

### **Article 2**

23. Our report shows that Māori need to be able to genuinely exercise tino rangatiratanga over their learning and employment journeys. Our recommendations to expand the provision of Māori-medium education and careers advice for rangatahi Māori are ways for Māori to exercise choice and self-determination. Our recommendations also seek to ensure taonga, such as te reo Māori, tikanga, kawa, mātauranga Māori as well as wellbeing, are valued, celebrated and practised correctly in the employment, education and training systems.

### **Article 3**

24. Ōritetanga can be expressed in the removal of barriers and inequalities to safeguard equitable outcomes for Māori. The removal of barriers should ensure Māori benefit from education and employment in the same ways as others in Aotearoa, as well as being able to succeed on their own terms. In doing so, there should be an increase of Māori perspectives, opinions and voices being equitably represented at places of learning and mahi. We think this can be achieved, for example, by improving accessibility to meaningful mahi for all Māori. Our recommendations include ways to improve employment outcomes for groups who are systemically disadvantaged in the labour market such as wāhine Māori, tāngata whaikaha Māori and older kaimahi Māori. This recognises that Māori are not a single homogenous group and that there also needs to be equality of outcomes among Māori.

---

<sup>6</sup> CORE Education. (ND). *Te Tiriti o Waitangi in Education*. <https://core-ed.org/assets/Uploads/CORE-Education-Te-Tiriti-o-Waitangi-in-Education.pdf>



## Principles recognised by the Waitangi Tribunal

25. We have also considered how the Action Plan can breathe life into the spirit of Te Tiriti through the principles recognised by the Waitangi Tribunal. “Referencing the Treaty principles indicates it is the spirit and intent of the Treaty which is important, rather than its bare words”.<sup>7</sup> This is because we do not want the Action Plan to be limited by a legalistic focus on the literal meaning of the terms laid out in the articles of Te Tiriti.
26. We acknowledge that there are many principles. We have selected the four below because we considered that these were the most relevant to our kaupapa.

**Partnership:** the Action Plan must support Māori rangatiratanga and carry out the Crown’s kāwanatanga role appropriately by engaging in meaningful partnership with Māori. This involves working with a range of Māori organisations and entities throughout the development, implementation and evaluation of the Action Plan.

**Active protection:** the Action Plan will form part of the scaffolding that moves Aotearoa towards being a place where Māori are safe and celebrated for being Māori throughout the ara mahi. For example, our recommendations look at how the Crown can lift its performance by ensuring that agents of the Crown are culturally competent and that mātauranga Māori is promoted and taught in ways that adhere to tikanga.

**Equal status of Treaty partners:** the Action Plan should promote the Crown and Māori working together with education providers, employers, businesses, workers, learners, iwi, hapū and whānau to uphold and honour Te Tiriti in the employment, education and training systems. One way our recommendations suggest giving effect to this principle is for Māori to be kaitiaki of a tikanga-based framework for employment policy.

**Options / choice:** the Action Plan should enable and support Māori to build capacity and exercise rangatiratanga to fully participate in Te Tiriti partnerships within the employment, education and training systems. Our recommendations include increasing access to flexible working and childcare so Māori have choices in how they combine work and other commitments in the way that works best for them and their whānau.

---

<sup>7</sup> Palmer, M. (2001). *The Treaty of Waitangi in Legislation*. New Zealand Law Journal, June 2001, 207-12.



## Our vision

---



### Growing a happier, healthier, more prosperous future for Māori.

- **All Māori can flourish in their chosen mahi, now and in the future.**
- **Māori are empowered and supported to access meaningful mahi that is rewarding and sustains hauora for themselves and their whānau.**

27. Our vision has been formed from our lived experiences and the whakaaro that has been shared in our hui across Aotearoa. Our vision is the tūāpapa of this kaupapa. Our intention is that our vision and recommendations are applicable and resonate with all Māori.
28. Rangatahi have told us that they want mahi that allows them to gain respect, be financially free, positively contributes to their community, allows them to support their whānau, lets them grow, aligns with their passions, values them, and has progression opportunities.
29. The visions shared through our engagement hui include:
  - All Māori are proud of themselves, their mahi and their businesses.
  - All Māori can flourish, reflecting the hopes and dreams of their whānau, and have mana motuhake.
  - All Government intervention is hung from the frame of Te Tiriti and is well-coordinated.
  - Kaumātua and kuia are supported to influence future generations and set them on the pathway to intergenerational success.
  - Māori have all avenues available to be connected to hapū and marae, have a thriving language and access to resources to provide for a self-sustainable community.



## The journey

---

30. We believe that Māori must be empowered to achieve their aspirations at every stage of their working lives.
31. We have identified four key stages in a person's whole of life pathway, or ara, through the world of mahi. If the actions within these stages are properly designed and implemented, they will help equip Māori to succeed and flourish by empowering them to access work that is meaningful, rewarding, and supports their wellbeing and that of their whānau.
32. The four key stages of the journey are:



**Te Takere:** is the hull of the waka. It represents the starting point or foundational element of this kaupapa. This stage of the journey looks at the perceptions and aspirations that Māori hear and receive within the employment, education and training systems.



**Ngā Rauawa:** are the sideboards of the waka, which allow for the stability and confidence of the waka's ability to function. It represents the supports that nurture Māori mahi. This stage considers the experiences of Māori as they prepare for the journey and the institutions that shape the educational pathways for Māori.



**Te Taurapa:** is the stern post of the waka where the steerer for the waka sits. It represents how Māori navigate the different ara mahi and having real choice over their pathways. This stage looks at how Māori move in and out of the labour market and the information, advice and guidance that shapes these choices.



**Te Taiuhu:** is the prow of the canoe. It represents the journey of Māori through the world of work. Te taiuhu faces forward, leading the waka through the journey, representing being forward looking and our aspirations for future generations. This stage looks at creating change in the labour market so Māori and their whānau can flourish in the world of mahi, now and in the future.





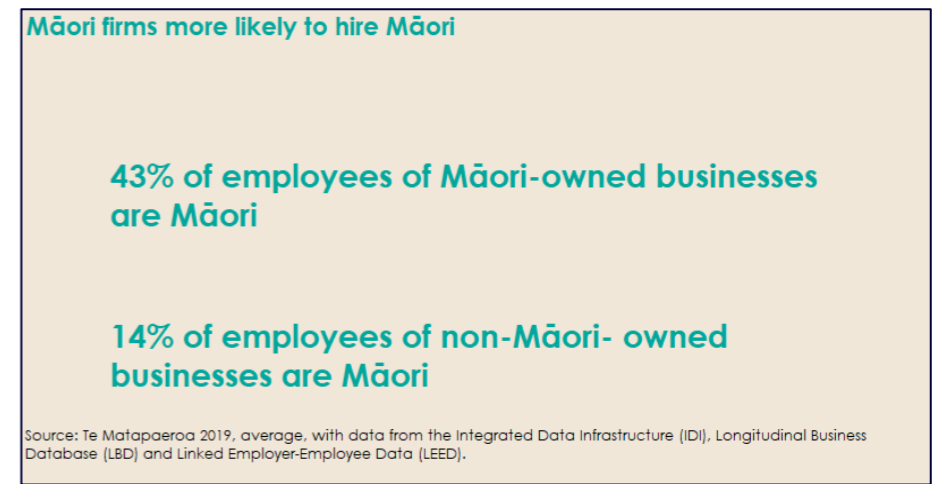
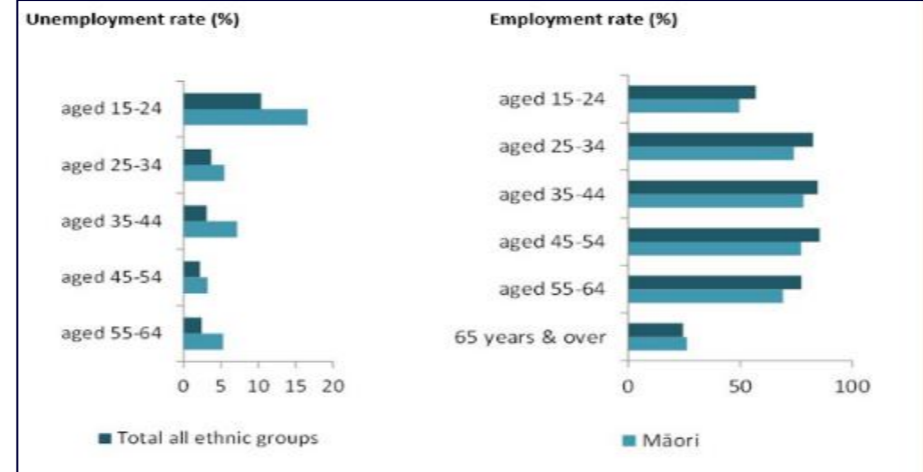
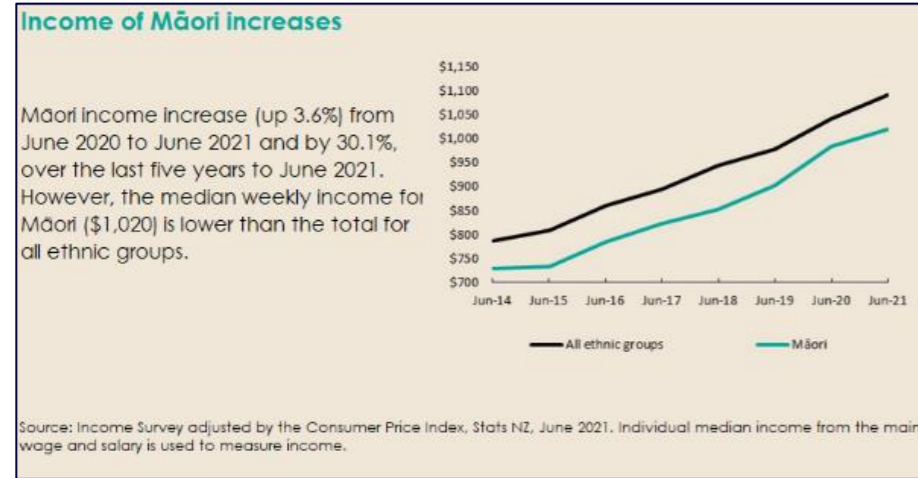
## Process for developing our recommendations

---

33. We have met regularly to develop our recommendations. To begin with, we met with key Government agencies and officials to help us identify what services and supports already exist in the education and employment space.
34. We built on our collective knowledge from our own lived experiences through research, and undertaking a deep dive into the literature and evidence for each stage of the journey. Once we identified the challenges, gaps and opportunities, our focus areas began to take shape.
35. As mentioned, we held 11 hui to test our whakaaro, and to make sure our recommendations will resonate with the hopes and aspirations of Māori all over Aotearoa.
36. We met with a wide variety of people with hui in Tāmaki Makaurau (Auckland), Te Whanganui-a-Tara (Wellington), Heretaunga (Hastings), Tairāwhiti (Gisborne), Kaikohe, Ōtepoti (Dunedin), Ōtautahi (Christchurch), Whanganui and Ngāmotu (New Plymouth). We also held a hui with rangatahi from secondary schools in Tāmaki Makaurau and the Waitomo district. An online hui was held for people who were unable to make one of the in-person, regional hui. **Annex 4** has summaries from each of the hui. We have also incorporated into our report the written feedback we received from three organisations following the hui.
37. As a result, our recommendations are a culmination of discussions with agencies, our lived experience, research and kōrero with communities.



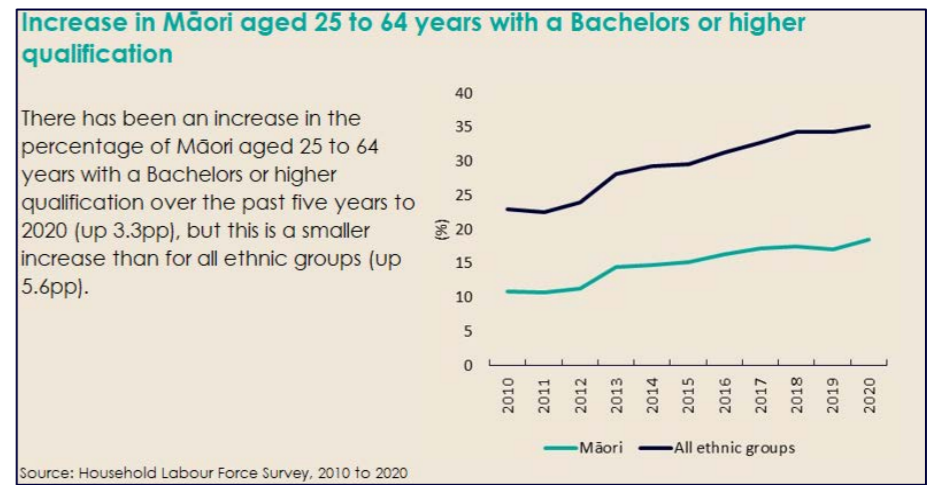
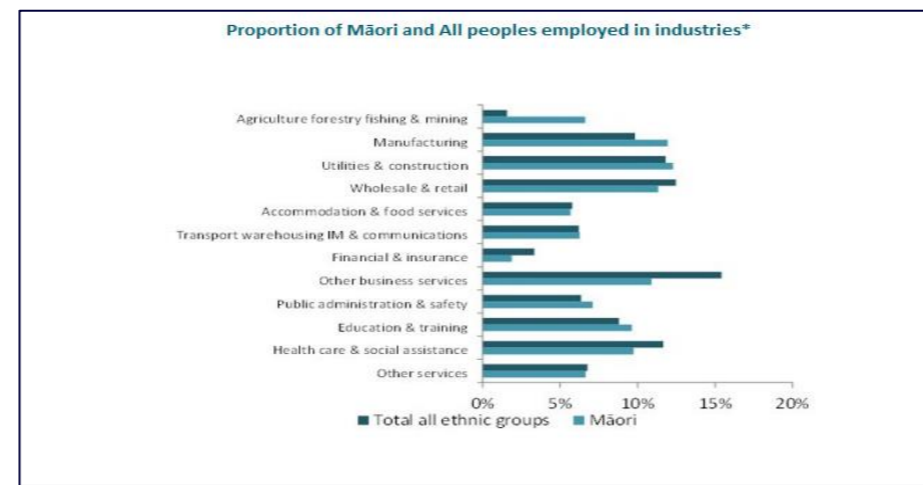
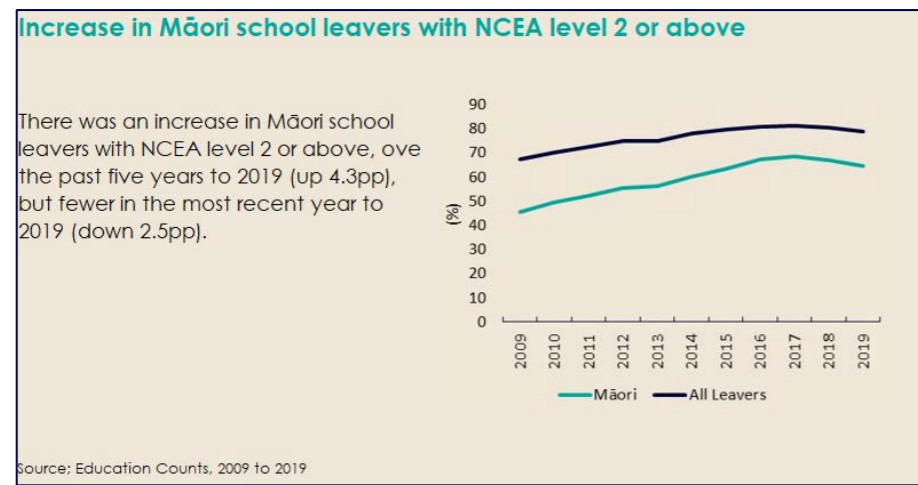
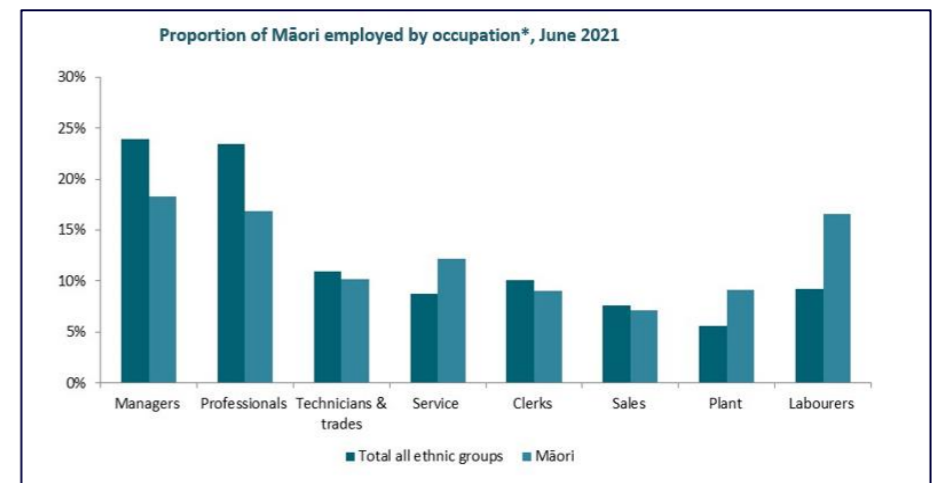
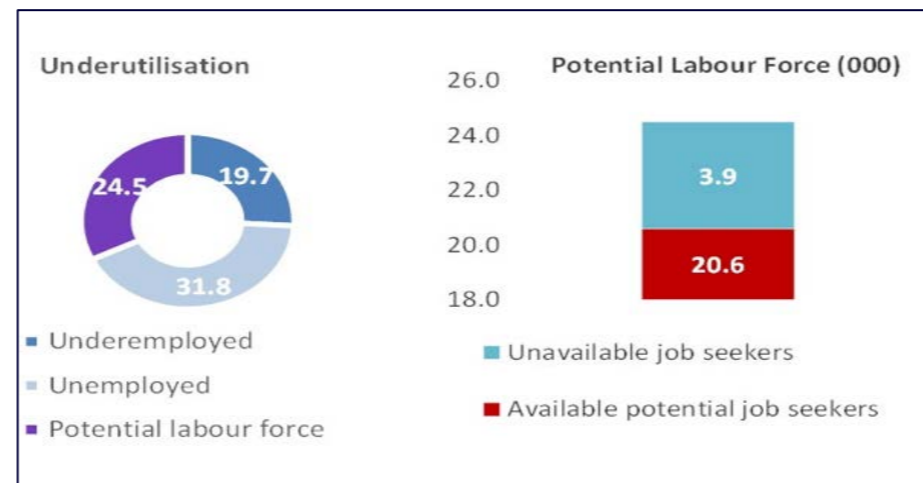
## Current labour market statistics for Māori



### Māori are more likely to do volunteer work, compared to all ethnic groups

Volunteer rate	Māori (%)	All ethnic groups (%)
All volunteer work	23.3 (116 workers)	21.5 (834 workers)
Organisation based	13.1 (65 workers)	12.4 (480 workers)
Direct volunteer	13.6 (68 workers)	11.8 (460 workers)

Source: Household Labour Force Survey, June 2018



\* IDI (Integrated Data Infrastructure) Disclaimer: Access to the industry and occupation data for Māori and all ethnic groups used in this study was provided by Stats NZ under conditions designed to give effect to the security and confidentiality provisions of the Statistics Act 1975. The results presented in this study are the work of the author, not Stats NZ or individual data suppliers.



## Summary of recommendations

This table summarises our recommendations in the body of this paper. We recommend that the Government prioritise work on the **bolded recommendations**. The **highlighted recommendations** are the ones we believe will make the biggest difference to the labour market outcomes for Māori.

Stage	Focus area	Outcome	Recommendations	Rationale	Evidence
Te Takere	Strong, positive messages	Māori surrounded by positive messages about what they can do	Continue to convene a regional rangatahi Māori leaders forum, as in the Youth Plan 2020-2022. Develop a collection of case studies (as recommended in our interim report) showcasing the success of Māori students, workers, employers and business owners. <b>Develop with Māori a strategy and initiatives to increase the use of strengths-based language and approaches in government communications. This should be supported by resources to implement the strategy.</b>	Messaging impacts on choices and perceptions. Success can be crowded out by negative messages.	Strong hui feedback about too much negative messaging. National and international research on adverse impact on wellbeing.
	Confident cultural capability	Public servants are comfortable in te ao Māori settings and value Māori culture.	Continue the Government's ongoing commitment to build the Māori cultural capability and confidence of all public servants. <b>Evaluate the work to build Māori cultural capability, including reporting on the impact it has on the experiences of Māori staff and users of public services. Findings from the evaluation should be incorporated into existing initiatives.</b>	Supports inclusion and culturally responsive practices leading to better outcomes. Recognises the importance of te Tiriti.	Strong hui feedback about low cultural capability in education, public service & workplaces.
	Embed a tikanga Māori framework in employment policy	Embed Māori values into policy development	<b>Work in partnership with Māori to embed a tikanga Māori-based framework for use in employment policy, including developing tools to give effect to the framework. Ensure that an independent Māori governance group has oversight of the tikanga framework.</b>	Embeds holistic approach, intergenerational view into policies. Better meet Tiriti obligations.	Hui feedback about importance of building values into systems.
Ngā Rauawa	Flourishing Māori-medium education and opportunities at all levels	Māori are able to learn in te reo throughout education system	Grow Māori-medium education including through ongoing investment in the expansion of existing kura and expanding availability at tertiary level. <b>Incentivise more Māori to join and stay in the teaching profession, investigate ways to remove barriers and improve working conditions to increase uptake and retention.</b> Explore what further support is needed for Māori to successfully transition from Māori-medium to English-medium education providers, including the introduction of a kaupapa Māori framework to underpin the English-medium education system. Develop a plan to expand the range of Māori-medium subjects available in secondary and tertiary education.	Better educational outcomes lead to positive mahi outcomes. Limited Māori-medium pathways in secondary and tertiary education.	NZ research that young Māori in Māori-medium education or with Māori teachers have higher educational attainment.
	Tamariki and rangatahi Māori navigating their career pathways	Early and effective careers advice and mentoring in schools	Continue work to expand early work experience opportunities and access to high quality vocational education and training pathways (as in the Youth Employment Action Plan), with priority placed on creating opportunities to build networks with employers and designing initiatives to be effective for tamariki and rangatahi Māori. <b>Pilot different delivery models for the careers education system to ensure tamariki and rangatahi Māori and their whānau receive early, quality and effective careers guidance. These pilots should be co-designed with Māori.</b> Investigate and understand the barriers to growing an effective schools career advisor workforce, and introduce a strategy to increase the number of Māori careers advisors, navigators and mentors, which may include introducing new incentives to improve participation. Evaluate the effectiveness of secondary-tertiary vocational education programmes.	Rangatahi identify career pathways and experience different types of mahi so they can plan for their future, eg inform subject choices, tertiary study.	Strong hui feedback that careers advice is inadequate, limiting or provided too late. NZ and overseas research on importance of networks and quality advice.
	The education system supports the identity of Māori students	Increase cultural capability in all education providers	Continue to develop and implement initiatives that raise the Māori cultural capability of education providers, careers advisors, navigators and mentors. <b>Introduce an evaluation system that reports on schools' implementation of cultural capability initiatives and how they are fulfilling their Te Tiriti obligations (so that whānau can see the progress being made by their education providers).</b>	Connection with identity, language and culture important for sense of belonging and successful outcomes at school.	Strong hui feedback that poor cultural capability and racism is limiting rangatahi educational success. NZ & overseas research on importance of seeing own culture being valued.
	Māori gain high level, quality tertiary qualifications	Māori have the qualifications demanded for high paying, high skilled jobs	<b>Review the funding and monitoring regimes for tertiary education so they prioritise successful employment outcomes for learners and enable adequate resourcing for learner needs.</b> Continue work to address high non-completion rates for Māori tertiary students. Continue to strengthen foundation education to improve pathways into higher levels of education and employment. Explore how the Government can further encourage providers to incorporate best practice for Māori learners and remove any barriers to participation in literacy, numeracy and digital literacy programmes.	Tertiary qualifications important for expanding labour market options.	Disproportionately high rates of Māori do not finish tertiary studies. NZ research that some foundation education may not lead to employment or further education.



Stage	Focus area	Outcome	Recommendations	Rationale	Evidence
	Early interventions to prevent rangatahi from being not in employment, education or training (NEET)	All rangatahi are engaged in education, employment or training	<p>Continue to work with schools to develop more inclusive practices, including stopping the academic streaming of students based on their perceived or actual ability.</p> <p>Identify and remedy where there are gaps in the groups of rangatahi that are targeted by the existing range of early intervention programmes.</p> <p>Consider ways to improve coordination between the different early intervention services available to improve the experience of whānau who are interacting with a number of different agencies.</p> <p><b>Analyse alternative education provision and need, region by region, to identify and prioritise areas of need. Develop an investment plan to ensure there are sufficient alternative education places available when they are needed. Consider how to ensure students in alternative education get access to the same opportunities and programmes available in 'mainstream' schools.</b></p> <p>Explore whether it is feasible to track rangatahi who are not in employment, education and training so that service providers are able to connect with rangatahi when there are services available to support them.</p>	Rangatahi will have better outcomes if interventions are in place to assist them to stay on the employment, education or training pathway they want to be on.	Hui feedback that most programmes focused on NEET. Identified potential gap in support for rangatahi aged 10-15 years. NZ and overseas research on negative impacts of streaming.
Te Taurapa	Employment services are successful for Māori	Employment services consistent with and uphold Māori values	<p><b>Ensure that employment services focused on Māori users are designed by Māori or in partnership with Māori. Continue to have te ao Māori at the centre of the design and delivery of these services.</b></p> <p>Incorporate te ao Māori into general employment services, primarily through prioritising te ao Māori values in the design and practice of services, to ensure the experience of users is mana-enhancing.</p>	Services focused on Māori should reflect the values and beliefs of users. Reflecting elements of te ao Māori in general services will ensure these services are mana-enhancing. Have choice about which service best meets needs.	Early evaluation of wraparound employment services based on Māori values indicate positive results. Hui feedback that employment services can be stigmatising, and that services need to understand users within their local context.
	Māori delivering employment services	Māori empowered to develop and deliver services for Māori	<p>Continue to deliver employment services through Māori, iwi and other community organisations.</p> <p>Address the issues raised about the funding and contracting arrangements for Māori, iwi and community service providers.</p> <p><b>Devolve employment services to Māori using a model that a) has Māori making decisions on delivery, outcome measures and funding, b) uses whānau-centred policy processes, and c) employs navigators to support whānau to access services and control their future. This should be trialled through six place-based pilots of a devolved model, for example service delivery through a holistic hub. The decisions made on which regions the pilots will be run in will be made with Māori and prioritised based on regional capability and need.</b></p>	Community-based services deliver local solutions. Adequate, long-term funding needed for sustainable, long-term interventions. Exercise mana motuhake and rangatiratanga.	Strong hui feedback about precarious nature of funding, and holistic effectiveness of locally-led services. Evaluations of existing services show flexibility and innovative approaches suit needs of users.
	Appropriate monitoring and evaluation of employment services	Ensure services are delivering good outcomes using appropriate measures	<b>Explore incorporating te ao Māori values and community-designed success measures in the monitoring and evaluation of employment services that are focused on Māori users. Ensure that there is oversight by an independent Māori governance group.</b>	Existing evaluations may not provide holistic picture of impacts or measure outcomes important to Māori. Important to know that funding is leading to good outcomes.	Strong hui feedback that it is difficult to balance practicing Māori value-based practices alongside funding criteria targets that may not be culturally appropriate.
	Making mahi accessible to all Māori	All Māori are able to participate in meaningful mahi and achieve their aspirations	<p><b>Create and implement a plan to work with employers to pilot different ways to increase flexible work in sectors that have low use of flexible work, and where increased access will benefit Māori workers, particularly parents, tāngata whaikaha, caregivers and older Māori workers.</b></p> <p>Improve access to childcare to help parents and other carers take up mahi or educational opportunities when they and their pēpē are ready.</p> <p>Explore ways to increase the capacity and capability of Teen Parent Units, including incorporating te ao Māori values.</p> <p>Explore ways to incorporate te ao Māori values into the development of Individual Placement and Support (IPS) services.</p> <p>Undertake research on how different types of caring responsibilities impact on the employment opportunities and outcomes for Māori.</p> <p>Undertake research on the barriers tāngata whaikaha Māori have in gaining meaningful and fulfilling employment opportunities.</p>	Some groups face persistent and intersectional barriers and need access to additional support so they can participate in labour market and balance mahi with other priorities. Focus on Māori with caring responsibilities, sole parents, young parents, tāngata whaikaha & older workers.	Hui feedback on need for additional support and to recognise the diversity of Māori. NZ research on challenges faced by these groups and evaluations of existing services suggest areas for improvement as well as gaps in evidence base.
	Career planning and guidance for Māori	Māori engage in lifelong career planning and have access to guidance	<p>Consider whether the provision of kanohi ki te kanohi career services (such as Direct Career Guidance Services) should become a permanent service, if evaluations continue to show it is successful.</p> <p><b>Work with iwi, hapū and urban Māori authorities to design and deliver career services, and to support different groups of Māori to access career planning tools early, including access to non-digital options.</b></p> <p>Make sure there is wide awareness of the Online Career Planning Solution when it becomes available.</p>	It's important to have a career plan to develop new skills, identify transferable skills so can be ready if need to change jobs. May need support to apply for jobs or identify choices. May help identify other opportunities if in low paid mahi.	NZ research that Māori disproportionately affected by economic, technological, climate change impacts on the labour market. Early evaluation of Direct Career Guidance Services indicates successful.



Stage	Focus area	Outcome	Recommendations	Rationale	Evidence
Te Tauihu	Flourishing Māori businesses	Māori businesses grow and lead innovation	<p><b>Develop an investment plan to address capacity and capability building for Māori businesses, as well as for Government procurement functions, so both parties are able to effectively engage in supplier diversity.</b></p> <p><b>Change the Government procurement target for Māori businesses from 5 per cent of the number of contracts to 5 per cent of the value of contracts, and commit to regularly reviewing social procurement targets and objectives for Māori businesses to ensure there is growth in both the volume and value of contracts awarded to Māori businesses over time.</b></p> <p>Continue implementing the procurement target for Government contracts for Māori businesses in a way that ensures Māori businesses throughout Aotearoa can effectively bid for, and are allocated, contracts that contribute to long-term social and economic wellbeing. This could include using indicators to track and measure success based on best practice models.</p> <p>Explore going further on social procurement, including by placing conditions on all-of-Government procurement and high value contracts that do not go to Māori businesses.</p> <p>Continue work to map existing supports and services for Māori businesses, with a view to providing greater coordination and awareness of what is available.</p> <p>Continue work to further understand and improve challenges with access to capital and funding for Māori businesses, including looking at capital requirements which can act as a barrier to securing Government procurement contracts and accessing contestable funding.</p> <p>Continue to support the maturity and uptake of the Māori business identifier in the New Zealand Business Number register and ensure consistency with the definition of a Māori business used by Inland Revenue; explore opportunities to build this identifier into surveys and monitoring and evaluation of the uptake of business support services.</p> <p>Explore continuing previously identified reforms to <i>Te Ture Whenua Māori Act 1993</i> to make it easier to utilise Māori land to support the development of Māori business, as recommended by the Productivity Commission in its report on frontier firms.</p> <p>Explore ways to ensure that wide-reaching, future-focused government initiatives on economic development are relevant to Māori.</p>	Tap into the potential of Māori businesses and support start-up of new businesses. Potential to provide better employment opportunities for Māori.	NZ research that Māori businesses linked to good employment outcomes, innovation and exporting. Overseas evaluations of successful outcomes from procurement targets.
	Businesses grow their Māori workers	Employers support employees to develop skills and engage in lifelong learning	<p>Continue to support successful in-work training or upskilling initiatives.</p> <p>Lead by example by altering Government recruitment processes to ensure they recognise a wider range of skills, attributes and experiences that contribute to one's ability to be successful in a role, and explore ways to encourage the private sector to take a similar approach.</p> <p><b>Increase social procurement activity by implementing voluntary or mandatory minimums to employ Māori, and provide upskilling opportunities as part of the further work on social procurement we recommended under Flourishing Māori Businesses.</b></p> <p>Undertake research to understand and address the incentives for employers to actively provide upskilling, lifelong learning and development opportunities for kaimahi Māori.</p> <p>Explore ways to encourage employers to take part in existing Government-funded employment programmes by demonstrating their value to employers through case studies, and consider reviewing the requirements on employers to develop their cultural competency, where appropriate.</p> <p>Review the range of existing initiatives to ensure there are programmes that support kaimahi Māori to progress to more advanced roles or higher levels in their organisation.</p>	Employers should share responsibility for developing their workforce. Māori more likely to be in low paid, temporary mahi, which is associated with fewer in-work development opportunities.	NZ and overseas research that training linked to productivity. Anecdotal concern that employers may not provide culturally responsive workplace that optimises benefits of training.
	Inclusive workplaces for Māori	Workplaces are prepared for more Māori workforce	<p><b>Co-develop with Māori a package of tools and case studies for businesses to increase their inclusiveness of kaimahi Māori, as well as support them to implement and uphold practices that support tikanga Māori.</b></p> <p>Pilot this package with large organisations and businesses and work with them to promote and spread diversity practices through supply chains.</p> <p>Undertake research on the barriers to making workplaces more inclusive for Māori.</p>	Unconscious bias and discrimination limit workers' opportunities and mean they may be in jobs that do not match their skills and abilities.	Research that inclusion positively impacts on wellbeing and productivity. Hui feedback and NZ research on discrimination at mahi.
	Workplaces are safe, fair and flexible for Māori	Māori experience safe and fair working conditions. There is flexibility to suit different needs.	<p>Continue to implement Maruiti 2025, the Māori Health and Safety Strategy.</p> <p><b>Work with the social partners to review and increase the support available to small and medium-sized enterprises to improve compliance with their employment responsibilities. This includes exploring incentives to engage professional services to improve compliance with health and safety and employment law.</b></p> <p>Continue to provide information about employment rights and responsibilities that is accessible to kaimahi Māori.</p> <p>Explore reviewing the employment relationship dispute resolution system, including looking to ensure the system is accessible and effective for Māori.</p> <p>Explore incorporating tikanga Māori into employment law more broadly. This could include, for example, considering the definition of good faith and how to enhance mana in employment relationships.</p>	Māori disproportionately work in low paid jobs, temporary employment or hazardous mahi. This is likely to make it difficult for workers to enforce their rights.	Hui feedback supported more equally balanced relationships and safe working conditions. Limited evidence on how resolution system is working for Māori.
	Māori working in growth sectors	Māori have opportunities in areas of the economy that are experiencing growth	<p><b>Work with industry partners to include actions in all Industry Transformation Plans to increase Māori participation and employment at all levels of the industry, including increasing the representation of wāhine Māori and tāngata whaikaha Māori.</b></p>	Increase participation and leadership in growth areas of the economy. Help protect against economic shocks.	Hui feedback that Māori need to lead in growth areas to avoid being left behind. Significant increase in high-skilled professions but under-represented in some sectors.



Stage	Focus area	Outcome	Recommendations	Rationale	Evidence
	Māori working in the public sector	Māori are in valued, sustainable and secure public sector careers	Explore developing a public sector-wide Māori workforce strategy that encompasses the recruitment, retention, development and promotion of Māori public servants. <b>Develop a programme to grow the number of Māori in the recruitment pool for public sector boards, including support to develop skills and experience specific to serving on leadership boards and guidance on the application process.</b> <b>Review recruitment criteria to include diversity and inclusiveness skills and experience for all candidates.</b>	Public sector is a large employer of Māori and should role model good employment practices. Public sector should reflect communities it serves. Enables public sector to better reflect and engage with priorities of Māori.	Māori under-represented in leadership positions and higher paid jobs.
	Visibility and awareness of Government services	Māori have increased visibility of government employment services	Continue work to map out all of the Government employment services available to Māori (as recommended in our interim report), and consider how to promote awareness of this resource, support access for people who may not be able to access the internet and ensure it is actively kept up-to-date.	Difficult to access services or programmes if unable to find information about them. May mean miss out on opportunities.	Hui feedback that difficult to navigate Government systems to find information.
	Measure Māori participation in Government employment programmes	Improved data collection of Māori participation in employment programmes	Explore how to improve data collection of Māori participation in employment services so the Government can accurately monitor that Māori are able to take up opportunities. Explore how to collect information about the outcomes for kaimahi Māori working for organisations who access business support services.	Difficult to know if Māori have been able to take part in services or programmes and assess their impacts if information is not collected.	Anecdotal reports that difficult to find this information.



## Te Takere

---



### Our vision

**The inherent mana of Māori is realised, uplifted and celebrated across all areas of employment, education and training**

38. Māori are the descendants and the mokopuna of navigators, strategists, educators, orators, carers, traders and chiefs with great mana and rangatiratanga.
39. The systems that Māori navigate on the ara mahi need to be reset to recognise and affirm Māori potential, aspirations and mana. In doing this, systems must acknowledge that Māori will choose many different kinds of mahi, based on differing experiences, influences, aspirations and values.
40. This stage of the journey considers ways to change these systems to magnify Māori potential and rangatiratanga in choosing which pathway to take.
41. One of the greatest challenges Māori face in realising this potential, is that from the earliest stages in life through to the end of the ara mahi, Māori aspirations and dreams can be limited by the narratives that are projected by others. These projections are just that, projections, and not a true reflection of what Māori are capable of.
42. Negative messages are insidious in nature and can permeate through to how Māori perceive their place in the world. This is especially the case where the messages have been reinforced over multiple generations.
43. We want Māori to dream big, to tap into their mana and exercise rangatiratanga over their life with the confidence and knowledge that they make valuable contributions to te ao mahi.

*“Rangatahi should know that they have sovereignty, and should have great aspirations with a wide range of opportunities available.” - Hui participant*

44. The systems that surround Māori during their ara mahi have contributed to these negative messages, and action needs to be taken to rebalance the stories and empower Māori to confidently thrive. This cannot and should not fall on Māori alone. We see the Māori Employment Action Plan as a lever to re-write some of these narratives.

### Focus areas for Te Takere

- Strong, positive messages
- Confident cultural capability
- Embed a tikanga Māori framework in employment policy



## Strong, positive messages

### What we want to see

45. Māori are surrounded by strong, positive messages about what they can do, and others recognise and celebrate their abilities.

### Why we want strong, positive messages

46. Māori are succeeding in many fields and have numerous positive role models. But sometimes this success can be crowded out by a focus on negative stories and stereotypes. Positive stories are important for empowering Māori of all ages to choose their own pathways rather than being limited by others' perceptions. Māori are active in changing this themselves, but are too often impacted by narratives outside of their control. We need the Government to actively create change to reshape how those in the employment, education and training systems understand and engage with Māori.

### Where we see opportunities for change

47. We heard that rangatahi Māori in particular are surrounded by negative messaging that reduces their beliefs about what they can achieve. There is an opportunity to support the development of rangatahi leaders through changing the narratives around them.
48. The Government should support wider cultural change through the use of positive stories and messages throughout the public service. There is the opportunity to reframe the existing negative narratives through highlighting a variety of successes and considering making greater use of strengths-based language in its public facing messages.

### Our recommendations

49. The Government should:
  - continue to convene a regional rangatahi Māori leaders forum, as in the Youth Plan 2020-2022
  - develop a collection of case studies (as recommended in our interim report) showcasing the success of Māori students, workers, employers and business owners
  - **develop with Māori a strategy and initiatives to increase the use of strengths-based language and approaches in the Government's communications. This should be supported by resources to implement the strategy.**





## Commentary on strong, positive messages

50. Māori see and hear many messages about what they can do. It starts at a young age and continues throughout their life. These messages come from everywhere - whānau, friends, peers, teachers, colleagues, employers, the media, neighbours, customers and the providers of goods and services, including public services. Some of these messages are positive and recognise Māori for their true potential. However, many of the dominant messages in the employment, education and training systems are based on negative stereotypes.

51. These messages affect the many choices Māori make in life. For example, the expectations of teachers, whānau and peers impact on educational performance and the choices rangatahi and tamariki make about what subjects to study and the careers they go into.

*"We want people to know all about all of us. Not just te reo Māori, because they only see me as being good at te reo Māori. I want them to know I am good at maths too." - Rangatahi hui participant*

52. Being surrounded by negative messages adversely impacts on someone's identity, confidence and wellbeing.<sup>8</sup> This is how one hui participant described the impact of some messaging:

*"Language such as 'shovel ready' is dehumanising, and undermines the validity and importance of low valued work. Is that all I am? The end of a shovel?" - Hui participant*

53. The same person also highlighted that the choice of language and target demographics for Government campaigns, if not fully considered, can unintentionally reinforce negative stereotypes. We heard similar concerns at other hui.

54. In our interim report, we recommended developing communications that highlight Māori role models. This collection of case studies should show Māori success in a range of different contexts, including students, workers and employers or business owners. The case studies should be easily accessible and regularly updated. They should demonstrate how Māori successfully navigate different types of challenges. Care should be taken to ensure that the narrative does not revert back to the negative in doing this. We have reinforced the importance of this work by including it as a recommendation in our final report (see above).

55. The Government could also become more aware of how it uses language and make more widespread use of strengths-based language and approaches in its public communications and reports. These two actions will make a start in reframing narratives about Māori.

56. Reframing the language and messaging that surrounds Māori has the potential to assist future Māori leaders to achieve even greater brilliance. It is important to recognise the excellence of rangatahi Māori leaders so they are offered opportunities to match their skills and knowledge. The Government's Youth Plan includes an action to convene a regional forum to develop rangatahi Māori leaders and enable their voice to be heard, captured and acted on.<sup>9</sup> This forum could enable rangatahi to identify

---

<sup>8</sup> Moewaka Barnes, A., K. Taiapa, B. Borell and T. McCreanor. (2013). *Māori Experiences and Responses to Racism in Aotearoa New Zealand*. Mai Journal 2013, vol 2, issue 2. [MAI Jrnl 2013 V2 iss2 3rd a.indd](#)

<sup>9</sup> Ministry of Youth Development. (2020). *Youth Plan 2020-2022: Turning Voice into Action – Rebuilding and Recovering*. [Youth Plan 2020-2022: Turning Voice into Action – Rebuilding and Recovering - MYD](#)



further opportunities to empower themselves and others to be leaders. If initiatives are identified from the forum, we recommend that these are adequately resourced.

57. The importance of role models and mentors for rangatahi Māori was also something that was identified at the hui. We have included recommendations on these areas under Ngā Rauawa.

### **Rangatahi Network**

A rangatahi network was suggested by a group of rangatahi Māori as a way to build connections between rangatahi Māori with mentors to build confidence and share knowledge. Each successive intake of rangatahi would eventually become mentors to the younger generations.

**Rangatahi hui**

### **Kōrero from our hui**

58. There was consensus at all of the hui that much of the language and messages that Māori, particularly rangatahi Māori, see and hear are negative, and that the dreams and aspirations of Māori are not consistently supported. There was strong enthusiasm for more positive messages and stories about Māori. Some participants said there should be a move away from deficit-based language and reframing the narrative to one of empowerment. Participants saw this focus area as being important for rangatiratanga, so Māori can feel they have the information and confidence to choose their own pathways. The importance of role models and mentors was discussed, such as kaumātua being able to influence rangatahi and setting them on the pathway to intergenerational success.

*“Rangatahi can be successful as Māori...Stand tall, be Māori.” - Hui participant*

*“Being a doctor shouldn’t be a big deal, it should be normal for us.” - Rangatahi hui participant*

59. Hui participants identified that action is needed to change the stereotypes held by non-Māori as well as raising Māori aspirations. They said that success stories need to be varied to illustrate the number of different pathways that are available and celebrate the diversity of success. Care also needs to be taken with the images and stories used to make sure they do not reinforce stereotypes, and are respectful, relatable and aspirational. For example, hui participants talked about rangatahi feeling pressure to become famous athletes, as this was the ‘success’ pathway consistently promoted to them. Participants at the rangatahi hui also shared having this experience.



## Confident cultural capability

### What we want to see

60. All public servants are comfortable in te ao Māori settings and value Māori culture, which supports greater cultural confidence throughout Aotearoa.

### Why we want to see this

61. Cultural capability helps to create inclusion and equity and leads to culturally responsive practices. It enables New Zealanders to recognise the place of Māori as tāngata whenua in Aotearoa, and understand and value how Te Tiriti and Māori shape society in Aotearoa.<sup>10</sup>

### Where we see opportunities for change

62. We heard at the hui that there is poor understanding of Māori culture and values in many settings, including educational institutions, public services and workplaces. Because we see cultural capability as being important for enabling widespread changes, we have made recommendations on building cultural capability and confidence in each stage of the journey. Under Te Takere, we have focused on where the Government has the most direct levers to create change. The Government should continue its work to build cultural capability and confidence across the public service. It is also an opportunity to role model good practice to other employers and organisations.

### Our recommendations

63. The Government should:
- continue its ongoing commitment to build the Māori cultural capability and confidence of all public servants
  - **evaluate its work to build Māori cultural capability, including reporting on the impact it has on the experiences of Māori staff and users of public services. Findings from these evaluations should be incorporated into existing initiatives.**

---

<sup>10</sup> Te Arawhiti. (2021). *Public Sector Capability*. <https://www.tearawhiti.govt.nz/tools-and-resources/public-sector-maori-crown-relations-capability/>



## Commentary on confident cultural capability

64. Users of public services should feel respected and heard. The policies and systems the Government puts in place must be free from bias and increased cultural capability and confidence will contribute to this.
65. Public sector chief executives have work under way as part of the Papa Pounamu initiative to improve the public service's cultural capability. There is also work to build the Māori cultural capability of individuals and organisations as part of the Māori-Crown relationship framework. This includes Whāinga Amorangi, a framework designed to assist with a coordinated approach to capability building across Crown agencies.
66. Building cultural capability and confidence needs genuine, ongoing commitment. Successful programmes use a variety of tools to raise awareness and develop skills and are conducted over a significant period of time.<sup>11</sup> The Government should continue its commitment to build the cultural capability and confidence of the public service.
67. The Government should also look at how it will evaluate the impact of these initiatives, and explore regularly reporting on its progress. In doing so, it should identify appropriate success measures and track the impact its cultural capability programmes are having on its Māori workforce and Māori users of public services.

## Kōrero from our hui

68. Many of the hui participants discussed a lack of cultural understanding or failure to value Māori culture by the people and systems surrounding them. This has a negative impact on Māori and their ability to grow and be themselves.
69. In the education system, participants were predominantly concerned about the impact on rangatahi and their sense of belonging at school.
70. Participants also stressed that most employers are not culturally capable, and as a result many kaimahi Māori move into mahi that does not support their connection to te ao Māori.

*"Employers don't necessarily know how to be a good employer of Māori. It's more than just pronunciation, even though they still get that wrong. It's about understanding the world view." - Hui participant*

71. Participants also emphasised the frustration of engaging with Government officials who lack cultural capability, and the inappropriateness of people without understanding of te ao Māori making decisions on behalf of Māori.

*"We are constantly interacting with people who have no cultural competency. The state sector needs to understand the reality of te ao Māori, otherwise things go nowhere." - Hui participant*

72. A potential action identified at a number of hui was increasing cultural competency and understanding of te ao Māori in the public service. They saw this as something that should happen on an ongoing basis.

---

<sup>11</sup> Bezrukova, K., C. S. Spell, J. L. Perry and K. A. Jehn. (2016). *A Meta-analytical Integration of over 40 Years of Research on Diversity Training Evaluation*. *Psychological Bulletin*, 142(11), 1227–1274.



## Embed a tikanga Māori framework in employment policy

### What we want to see

73. Government policies, services and systems reflect the aspirations of Māori and incorporate Māori values and tikanga.

### Why we want to see a tikanga Māori framework embedded in employment policy

74. Explicitly incorporating tikanga into the frameworks used by policy makers will lead to better and more robust policy.<sup>12</sup> It would create a common understanding and language, and allow for a consistent approach to the development of employment policy that includes consideration of intergenerational wellbeing.

*“Māori values should be effectively built into the systems.” - Hui participant*

### Where we see opportunities for change

75. Frameworks based on tikanga Māori have already been used to inform Government policy in areas such as living standards, the welfare system and Whānau Ora. We think there is an opportunity to embed a tikanga-based framework in employment policy, which could be based on one of the existing frameworks.
76. A tikanga Māori framework could be used to develop, design, implement, monitor and evaluate employment policies affecting Māori. It would enable Māori values to be actively considered as a part of the development and design process. Māori should be kaitiaki of the framework.

### Our recommendations

77. The Government should:
- **work in partnership with Māori to embed a tikanga Māori-based framework for use in employment policy, including developing tools to give effect to the framework. Ensure that an independent Māori governance group has oversight of the tikanga framework.**

---

<sup>12</sup> McMeeking, S., K. Kururangi, H. Kahi and E. Maurice. (2019). *Kia Piki Ake Te Mana Tāngata: Review of the Welfare Expert Advisory Group Tikanga Framework*. Aotahi: School of Māori and Indigenous Studies. [Kia-piki-ake-tikanga-framework-review-280219.pdf \(weag.govt.nz\)](https://www.waag.govt.nz/kia-piki-ake-tikanga-framework-review-280219.pdf)



## Commentary on a tikanga Māori framework embedded in employment policy

78. Wellbeing is when people are able to lead fulfilling lives with purpose, balance and meaning. A wellbeing approach based on te ao Māori would allow for a holistic view of mahi, which could include:
- utilising te ao Māori concepts and perspectives in policymaking targeted at improving labour market outcomes for Māori
  - taking a 'whole of life' approach, recognising that there are many entry and exit points into the labour market, when considering options to improve labour market outcomes for Māori
  - addressing long-term and intergenerational aspirations and goals for Māori in the labour market
  - consideration of how social, cultural and environmental factors contribute to and play a role in wellbeing for Māori in the labour market.
79. We believe that, when it comes to employment policy, the Government should be taking an intergenerational approach to wellbeing that comes from a te ao Māori perspective. A tikanga-based framework would enable this perspective to be embedded from policy development through to implementation and evaluation. This could support the creation of better employment opportunities and outcomes for Māori.<sup>13</sup>
80. Some tikanga Māori frameworks have already been developed to inform policy development and measure outcomes. It may be possible to adopt or adapt one or more of these frameworks for use in employment policy.
81. A framework should be co-designed with Māori and should include a definition of 'good work' and 'good work outcomes'. These will cover the range of dimensions that are important to Māori, including working conditions, career opportunities, skills development, collectivism, whānau, and commitments to iwi, hapū and communities.
82. Successful implementation of the framework will require practical tools being available to incorporate the framework into everyday practice. We recommend that the Government co-designs these tools with Māori. The Government should ensure that appropriate kaitiaki arrangements are put in place.
83. Under Te Taurapa, we make recommendations on the evaluation of employment services. Work on that recommendation could be incorporated into this work, if the Government accepts both of our recommendations.

### Kōrero from our hui

84. Some hui participants spoke about the importance of building Māori values into systems and using a Māori lens in employment. This was seen as a way to reduce the burden on cultural experts in supporting cultural competency and making the values Māori are taught by their kaumātua part of the social fabric in Aotearoa.

*"The New Zealand employment system, from recruitment to retention, is shaped by Western frameworks. Māori are unable to practice tino rangatiratanga or exercise their mana from Te Tiriti in these systems." - Hui participant*

---

<sup>13</sup> Above, n 12.



85. Many participants criticised Government initiatives for failing to consider the contextual factors that can act as barriers to employment for service users, such as access to transport and housing. Participants at every hui also raised the importance of taking a whole of life approach, and making sure that all Māori have access to support, not just rangatahi. This feedback ties into frustration at the lack of cultural competency in employment services, which is covered in this report under Te Taurapa.
86. Participants also spoke of the importance of long-term and intergenerational change in the labour market so Māori have access to safe, sustainable and valued career paths. This was emphasised in relation to rangatahi having options to choose from in the future, rather than having to settle for available work that does not uplift them. Participants in Tairāwhiti also spoke about the importance of career paths in environmentally sustainable industries to support Māori to progress their careers without causing harm to the local whenua.
87. One hui participant noted that using a Māori lens to look at existing systems risks upholding the status quo rather than integrating te ao Māori into the system through structural change.



## Ngā Rauawa



### Our vision

**Māori are happy, strong and equipped with the skills and confidence to exercise rangatiratanga and be successful in life on their own terms.**

88. Ngā Rauawa looks at the experiences of Māori before entering the labour market, particularly in the education system. This stage generally focuses on tamariki and rangatahi Māori.
89. The education system significantly shapes the ara mahi that are open to people and their ability to create intergenerational wellbeing for themselves and their whānau.<sup>14</sup> Positive educational experiences enable lifelong learning, which is important for success in an ever-changing labour market. Success in education inspires future generations to know that they can achieve their goals.<sup>15</sup>
90. Māori-medium education pathways are creating positive outcomes for Māori students and the proportion of Māori with tertiary qualifications has increased.

In 2018, 20.7 per cent of Māori had a level 5 diploma or higher (compared with 16.3 per cent in 2013).

In 2020, 69,730 Māori were enrolled in formal tertiary study.

Source: Stats NZ (Census 2018); Education Counts

91. However, many of the people we spoke to said that the education system is failing Māori. There is still a significant gap between Māori and tauwiwi when comparing secondary and tertiary qualification achievement. We heard that rangatahi are still experiencing direct and institutional racism and that there needs to be better integration of Māori culture, knowledge and worldviews, in line with Te Tiriti o Waitangi.

*“We want teachers to build relationships with us. This prevents them from making racist assumptions and supports us to feel like we belong in school.”  
- Rangatahi hui participant*

92. We are aware that there are existing reforms underway in the education system. The Government must continue its reforms and ensure they are successfully implemented by schools and tertiary institutions. In this section, we outline areas to enhance existing reforms or fill gaps identified through our research and kōrero.

### Focus areas for Ngā Rauawa

- Flourishing Māori-medium education and opportunities at all levels
- Tamariki and rangatahi Māori navigating their career pathways
- The education system supports the identity of Māori students.

<sup>14</sup> BERL. (2020). *Whano: Towards Futures that Work: How Māori can Lead Aotearoa Forward*. [BERL Report 2020 V23 TOC Update PostHui.indd](#)

<sup>15</sup> Education Counts. (2020). *Tertiary Participation*. <https://www.educationcounts.govt.nz/statistics/tertiary-participation>





## Flourishing Māori-medium education and opportunities at all levels

### What we want to see

93. Māori have the genuine opportunity to learn in te reo Māori throughout the education system from kōhanga reo to school through to tertiary education and training.

### Why we want to see flourishing Māori-medium education and opportunities at all levels

94. Māori-medium education works for tamariki and rangatahi Māori. Evidence shows that ākonga Māori in Māori-medium education achieve higher grades and stay in school longer compared to ākonga Māori in English-medium education.<sup>16</sup> Māori-medium education gives rangatahi language and cultural skills that are in demand in the workforce. Better educational outcomes for ākonga Māori are a driving force in creating opportunities for meaningful employment.

### Where we see opportunities for change

95. There has been strong growth in participation at Māori-medium early childhood and primary education. Yet overall Māori-medium provision is still small which means there may be unmet demand for Māori-medium education.<sup>17</sup> There is a shortage of kaiako and providers in many areas (particularly in the South Island) and few Māori-medium pathways in tertiary education. We have also heard that some ākonga Māori find the transition from Māori-medium to English-medium education difficult.
96. Research shows that ākonga Māori in English-medium schools have similar educational outcomes as their Māori-medium counterparts when there are large numbers of kaiako Māori at their school. There is an opportunity to create better outcomes for ākonga Māori by continuing to grow the Māori education workforce.

### Our recommendations

97. The Government should:
- grow Māori-medium education, including through ongoing investment in the expansion of existing kura and expanding availability at tertiary level
  - **incentivise more Māori to join and stay in the teaching profession and investigate ways to remove barriers and improve working conditions to increase uptake and retention.**
98. The Government could:
- explore what further support is needed for Māori to successfully transition from Māori-medium to English-medium education providers, including the introduction of a kaupapa Māori framework to underpin the English-medium education system
  - develop a plan to expand the range of Māori-medium subjects available in secondary and tertiary education.

---

<sup>16</sup> Hunia, R., S. Salim, S. McNaughton, R. Menzies, P. Gluckman and A. Bardsley. (2020). *Addressing Rangatahi Education: Challenges After Covid-19*. Ngāti Whātua Ōrākei and Koi Tū: The Centre for Informed Futures. <https://researchspace.auckland.ac.nz/bitstream/handle/2292/52820/Addressing-rangatahi-education.pdf?sequence=2&isAllowed=y>.

<sup>17</sup> Tomorrow's Schools Independent Taskforce. (2019). *Our School Futures: Stronger Together*. Whiria Ngā Kura Tūātitini. Page 50. <https://conversation-space.s3-ap-southeast-2.amazonaws.com/Tomorrows+Schools+FINAL+Report+WEB.pdf>



## Commentary on Māori-medium education

### What is Māori-medium education?

Māori-medium education settings deliver the curriculum in, and through, te reo Māori for at least 51 per cent of the time (immersion levels 1 and 2).

Māori-medium education is provided in a range of settings including kōhanga reo and puna reo (early learning), standalone kura (primary education) and wharekura (secondary education), bilingual rumaki units within English-medium schools and wānanga (tertiary).

Footnote: Māori-medium level 1 includes settings where learners are taught in te reo Māori between 81 and 100 per cent of the time. Māori-medium level 2 includes settings where learners are taught in te reo Māori between 51 and 80 per cent of the time.

99. Ākonga Māori in Māori-medium education have higher rates of qualification attainment compared to ākonga Māori in English-medium education and to all learners.<sup>18</sup> These successes translate into tertiary study. School leavers from Māori-medium education are more likely to enrol in a bachelor's degree or higher than Māori from English-medium schools.<sup>19</sup>
100. The benefits of Māori-medium education go beyond educational achievement. Māori-medium education plays a vital role in the revitalisation of te reo Māori<sup>20</sup> and serves the physical, emotional and spiritual needs of ākonga Māori. Te reo Māori proficiency enables ākonga Māori to engage with te ao Māori and their marae, and contribute to their whānau, hapū and iwi.<sup>21</sup>
101. International and domestic research shows that being bilingual and connected to one's culture has many career advantages, and is associated with economic, cognitive and social advantages.<sup>22</sup> Mastery of te reo Māori and expertise in te ao Māori will be increasingly demanded in many Aotearoa workplaces. The ability to speak te reo and move between cultural realms is an asset both for those working in Māori businesses and for those who want to do business with a growing Māori clientele.<sup>23</sup>
102. Kaiako Māori also play a significant role in success. Ākonga Māori in English-medium education with large concentrations of kaiako Māori achieve NCEA at similar rates to ākonga in Māori-medium education.<sup>24</sup>

<sup>18</sup> Ministry of Education. (2020). *He Whakaaro Education Insights*.

[https://www.educationcounts.govt.nz/data/assets/pdf\\_file/0003/198642/He-Whakaaro-Importance-of-Maori-identity-language-and-culture-for-akonga-Maori.pdf](https://www.educationcounts.govt.nz/data/assets/pdf_file/0003/198642/He-Whakaaro-Importance-of-Maori-identity-language-and-culture-for-akonga-Maori.pdf)

<sup>19</sup> Education Counts. (2021). *Education Indicator: Education and Learning Outcomes. Indicator-School-Leaver-destinations-2020.pdf (educationcounts.govt.nz)*

<sup>20</sup> The importance of te reo proficiency is recognised in Tau Mai te Reo the cross-agency strategy for the education sector. The strategy sets out the goals and provides a framework for coordinating programmes and services that support Māori language in Māori-medium, and English-medium education. The strategy is a part of the education sectors contribution to the whole-of-government Māori Language Strategy.

<sup>21</sup> Te Rāngai Kāhui Ako ā-lwi milestone report, Te Rūnanga o Ngāti Kuea, Ngāti Tuara, 2018.

<sup>22</sup> Canadian Heritage. (2016). *Economic Advantages of Bilingualism: Literature Review*.  
<https://www.casit.org/files/learn-languages/pch-bilingualism-lit-review-final-en.pdf>

<sup>23</sup> Ministry of Education. (2021). *Te Reo Māori in English-medium Schools*.

<https://tereomaori.tki.org.nz/Curriculum-guidelines/The-importance-of-learning-te-reo-Maori/The-benefits-of-learning-te-reo-Maori/Economic-and-career>

<sup>24</sup> Above, n 19.



- 22,391 ākonga were enrolled in Māori-medium education at 1 July 2020. This is approximately 2.7 per cent of the total school population and approximately 11.4 per cent of Māori ākonga.
- In 2020, 294 schools provided Māori-medium learning (up from 278 in 2018).

Source: Education Counts.

103. Both Māori-medium and English-medium education face workforce constraints.

In 2020, 12% of teachers and around 17% of principals identified as Māori. There has been a decrease in the number of enrolments in Māori-medium initial teacher education from a high of 695 enrolments in 2016 to 620 in 2019.

Source: Education Counts.

104. We understand that there are multiple initiatives that are geared towards growing the kaiako Māori workforce in an attempt to stimulate the provision of Māori-medium education.

- As a part of its investment guidance, the Tertiary Education Commission (TEC) has set secondary Initial Teacher Education (ITE) providers a target of increasing the proportion of Māori students in ITE from 14% in 2018 to 18% in 2028. The TEC also expects similar representation in early childhood education (ECE) and primary ITE.<sup>25</sup>
- Scholarships are available for ITE ākonga Māori and for those who are intending to teach te reo Māori in an English or Māori-medium setting.<sup>26</sup> However, a 2018 scholarship review indicated that te reo scholarships for ECE and secondary education were undersubscribed.

105. The Government is also investing in more Māori-medium schools and wānanga and increasing the rolls in those that already exist. Budget 2021 included \$91 million new funding so existing Māori-medium schools can expand, as well as a \$32 million increase in funding for wānanga. However, these recent initiatives are yet to see significant growth in the provision of Māori-medium education.

106. Māori-medium education experiences high attrition at key transition points, where ākonga Māori move from Māori-medium education into English-medium.<sup>27</sup> There are many factors for this, including whānau choice and incomplete educational pathways for Māori-medium education (from early learning through to tertiary education) in many regions. The range of subject options available through Māori-medium at a secondary or tertiary level is limited. This means, that whānau often do not have a real choice as to whether tamariki or rangatahi Māori attend Māori-medium education.<sup>28</sup>

107. We also know that English-medium education is not always very receptive for some kura ākonga, which makes the transition from Māori-medium education to English-

<sup>25</sup> Tertiary Education Commission. (2020). *Secondary Initial Teacher Education*.

<https://www.tec.govt.nz/assets/Forms-templates-and-guides/Investment-Toolkit/Investment-Brief-Initial-Teacher-Education.pdf>

<sup>26</sup> Teach NZ. (2020). *Kupe Scholarships for Māori and Pacific High Achievers*.

<https://www.teachnz.govt.nz/studying-to-be-a-teacher/scholarship/kupe-scholarships>

<sup>27</sup> Learning Environments' indicator in Te Rāngai Kāhui Ako ā-Iwi.

<sup>28</sup> Above, n 17.



medium education difficult. This means that the gains from Māori-medium education can be lost.

108. Colonial attitudes reflected in tertiary education or university structures do not facilitate a smooth transition for ākonga Māori. Currently, only the wānanga and a few small providers offer opportunities for pathways into Māori-medium tertiary education. There are only a handful of wānanga with limited spaces available. We understand the Ministry of Education and the TEC are working together to increase Māori-medium pathways in tertiary education. In the meantime, tertiary institutions and service providers should continue to build stronger relationships with whānau, hapū and iwi to successfully engage Māori communities and support success.
109. We have heard that some service providers who enter Māori-medium education spaces to deliver education-related programmes either do not change their engagement approach, or are not sure about what approaches work best in a Māori-medium setting. This limits their reach and success. We understand that in some circumstances providers have insufficient funding to adjust their delivery style. One way to address this would be to ensure that contracts provide for service providers to develop and deliver resources specifically designed for Māori-medium schools.

### **Kōrero from our hui**

110. During the hui, we heard that Māori-medium education is critical in the development of rangatahi Māori and impacts the ways in which they choose to design their lives.
111. We heard that where ākonga Māori in English-medium schools form connections with kura they allow rangatahi to form relationships “between these worlds”. Both groups get a fuller picture about how they could design their lives and the opportunities available in te ao Māori. One participant stated that:  
  
*“It is not just that the path doesn’t feel achievable, but that you can’t see the path, you can’t know to take it. Kura and wānanga work.” - Hui participant*
112. Participants also raised concerns about the adequacy of funding for Māori-medium education, emphasising that service providers generally provide wrap-around support to ākonga Māori that is not always included in funding contracts.
113. Some participants spoke about the difficulty some rangatahi face when transitioning from Māori-medium education to English-medium education, and that there should be more support available for rangatahi making the change.



## Tamariki and rangatahi Māori navigating their career pathways

### What we want to see

114. Tamariki, rangatahi and their whānau receive timely and effective careers advice so they are aware of all the possibilities ahead of them. Navigators, advisors and mentors actively engage with tamariki and rangatahi Māori early in their school careers. Tamariki and rangatahi Māori experience a range of different jobs, and gain skills and networks that help them move into the world of mahi.

### Why we want to see tamariki and rangatahi navigating their career pathways

115. Rangatahi and tamariki need to be aware of the wide variety of careers that are available to them while they are young. This enables them to identify and plan career paths that match their interests, prepare them for further education or being in the workforce. Being exposed to different types of jobs helps rangatahi to know what they like and decide on what they want to do, as well as build skills and networks in their community.

### Where we see opportunities for change

116. Careers guidance and advice should have a more prominent role in schools. There is an opportunity for younger rangatahi to explore the pathways ahead of them and for greater whānau and community involvement in this exploration. This mahi also presents an opportunity to explore different models to support students. Schools could benefit from developing their connections with workplaces to help students gain meaningful experience of mahi.

*"It is important for schools to show rangatahi what is out there." - Hui participant*

### Our recommendations

117. The Government should:
- continue work to expand early work experience opportunities and access to high-quality vocational education and training pathways (as in the Youth Employment Action Plan), with priority placed on creating opportunities to build networks with employers and designing initiatives to be effective for tamariki and rangatahi Māori
  - **pilot different delivery models for the careers education system to ensure tamariki and rangatahi Māori and their whānau receive early, quality and effective careers guidance. These pilots should be co-designed with Māori**
  - investigate and understand the barriers to growing an effective schools career advisor workforce, and introduce a strategy to increase the number of Māori careers advisors, navigators and mentors, which may include introducing new incentives to improve participation
  - evaluate the effectiveness of secondary-tertiary vocational education programmes.



## Commentary on tamariki and rangatahi Māori navigating their career pathways

118. Career guidance has positive educational, economic and social outcomes for young people.<sup>29</sup> It can help students feel more motivated about school as they can see how it is relevant to what they want to achieve.<sup>30</sup> Currently, schools must provide appropriate career education and guidance for all students in year 7 and above.<sup>31</sup>
119. However, we have heard that careers advice is often seen as an 'add-on' to education and its importance is not recognised. Concerns were raised at our hui that teachers may make assumptions about what rangatahi want to do. Rangatahi may be encouraged to move into the trades due to stereotypes or prejudiced beliefs about their abilities. We also heard that often young people do not receive careers advice until their final year of high school and the onus is placed on them to seek out careers guidance. Additionally, ākonga Māori and their whānau may not receive consistent and culturally responsive careers information and guidance.
120. The Government could review how careers advice and guidance is provided in schools. Career advisors should be given enough time to get to know the young person's strengths, interests and goals and explore a wide range of opportunities with them. The Government could also explore ways to support existing Māori-led organisations to provide navigation and career services to Māori.
121. At our hui, we heard about different models that the Government could pilot to identify what works for rangatahi at different life stages and in different regions.
- One suggestion was for schools in a city or small regional area to share dedicated Māori career advisors. These advisors would build connections with ākonga Māori, teachers and businesses. They would be experts whose time is dedicated to providing careers advice.
  - Another model could be having navigators who follow ākonga Māori through their school career and first steps into the world of work. Navigators would build a relationship with rangatahi so they can understand their strengths, interests and goals. They could help rangatahi to identify their career pathway as well as supporting them when they first start work, for example, teaching them about their employment rights and bargaining for an employment agreement. This concept is similar to the role of youth coaches used in Youth Services. Youth coaches or mentors get to know and understand rangatahi and their whānau, provide pastoral care and help young people to tailor their pathway based on their goals.
122. Important aspects identified to be a part of any model used were having advisors, navigators and mentors who understand the values and beliefs of ākonga Māori and involving their whānau.
123. Whānau and teachers should be actively involved in careers education as they significantly impact the career decisions of rangatahi Māori.<sup>32</sup> Schools should look at how they can proactively engage with rangatahi and their whānau. One suggestion

---

<sup>29</sup> European Centre for the Development of Vocational Training. (2019). *Investing in Career Guidance*. European Commission. [https://www.cedefop.europa.eu/files/2227\\_en.pdf](https://www.cedefop.europa.eu/files/2227_en.pdf)

<sup>30</sup> Ministry of Education. (2009). *Career Education and Guidance in New Zealand Schools*. <https://nzcurriculum.tki.org.nz/content/download/2767/35051/file/Career-guidelines-web.pdf>

<sup>31</sup> *Education and Training Act 2020*, section 103(b).

<sup>32</sup> Cumming-Ruwhiu, A. (2015). *Ngā Ara Manukura: An International Comparison of Indigenous Peoples' Experiences of Entering Tertiary Education*. *Mai Journal* 2015 Vol 4 Issue 1. [http://www.journal.mai.ac.nz/sites/default/files/MAIJrnl\\_V4Iss1\\_Ruwhiu.pdf](http://www.journal.mai.ac.nz/sites/default/files/MAIJrnl_V4Iss1_Ruwhiu.pdf)



was for careers advisors to attend extra-curricular school events so they can build relationships with rangatahi and their whānau.

124. Careers education should start well before rangatahi are choosing what subjects they will study for NCEA. The Inspiring the Futures programme allows students aged 7 to 13 to meet with different workers to find out about their career pathways. Schools could look at how they can build on the enthusiasm created by these events to continue tamariki and rangatahi exploration of different career pathways.
125. Work experience is a great way for young people to become familiar with workplaces, get exposure to different jobs, gain new skills and build networks that may help them find permanent employment. Young people with work experience have an advantage over their peers when it comes time for them to move into the world of mahi. Schools play a vital role in connecting their students with the businesses and people working in their community.

### **Mahi hub**

Mahi hub was suggested by a group of rangatahi Māori as a way to build connections and networks between schools, rangatahi and businesses, in recognition that 'who you know' plays a big part when it comes to getting a job.

Mahi hub would run in partnership with businesses and be available to rangatahi from Year 10 upwards. Māori careers advisors would know what rangatahi are capable of and listen to what they want to do. They could help rangatahi:

- find a job or get work experience
- start or grow their own business
- learn about their rights at work
- find out about tertiary studies and options for financial support
- connect with specialist mentors from different careers.

**Rangatahi hui**

126. There are existing programmes that allow senior secondary students to combine secondary schooling with vocational educational training such as Gateway and Trades Academies. The Government's Youth Employment Action Plan includes an action to explore expanding Secondary-Tertiary partnerships and the Gateway Programme. It would be beneficial if the Government reviewed the effectiveness of these programmes and identify if tāngata whaikaha and wāhine experience barriers to participating in these programmes. The Government could also consider other opportunities to support senior students to combine study and work experience opportunities that are not linked to vocational education.
127. Finding out more about different workplaces and gaining new connections within their community would also benefit younger rangatahi Māori. The Youth Employment Action Plan includes an action to "expand early work experience opportunities and access to high quality vocational education and training pathways". Work on this action should include ensuring that opportunities are designed to be effective for tamariki and rangatahi Māori. Where schools do not already have strong relationships with employers, they should take actions to build these relationships, including with their local Māori business network and iwi.



## Kōrero from our hui

128. Most hui participants agreed on the importance of rangatahi understanding the different career pathways available for them while they were at school, before they selected NCEA subjects. They considered it important for rangatahi to gain a wide variety of work experience, and build networks with employers and workers in different industries.
129. Participants saw peer support, mentoring and pastoral care as important ways to support rangatahi. Career advisors should also understand the relationships and commitments students have to their whānau, iwi and community. Participants at the rangatahi hui emphasised that career advisors need to be proactive, rather than waiting for rangatahi to come to them.  
  
*“They expect you to come to them with questions, which is hard for someone like me, who goes without their parents. I don’t know what questions to ask. I don’t have the confidence to ask the questions.” - Rangatahi hui participant*
130. Rangatahi also shared that they thought careers advisors should have a presence during extra-curricular activities and community gatherings, so they are visible to rangatahi and their whānau.
131. We received written feedback detailing the importance of vocational educational training being adequately funded so that it can teach trainees how to work safely when they go into the workplace.
132. We heard mixed feedback about the success of Gateway and Trades Academies. In some areas, particularly where schools have strongly invested in these programmes, they are creating positive outcomes for rangatahi. In other areas, there is concern that these programmes are being used to stream rangatahi into the trades and away from other academic achievement.
133. Additionally, we heard that there are more pathways for rangatahi than university or trades, especially in the modern day. More support to develop skills and access to flexible work enables rangatahi to study while still developing sustainable skills for the future.





## The education system supports the identity of Māori students

### What we want to see

134. We want ākonga to learn in spaces that are free from racism and unconscious bias. All education providers have systems and practices in place that effectively incorporate tikanga, te reo Māori and mātauranga Māori. We want all teachers to be confident in using te reo Māori.

### Why we want the education system to support the identity of Māori students

135. When the education system is geared towards helping ākonga Māori to succeed in their academic mahi, it also equips them with the tools needed to succeed in their chosen career paths. Connection with identity, language and culture is an important outcome allowing for a better understanding of self, relationships and values, and associated with wellbeing and other positive outcomes.<sup>33</sup>

136. Where educational environments support and affirm Māori culture, Māori thrive. This is reflected in NCEA achievement, as well as tertiary qualification completion.

### Where we see opportunities for change

137. At primary and secondary school there have been a number of changes to the education system intended to create space for Māori identity, culture and language (see below). However, we are still hearing that rangatahi Māori experience racism and discrimination in the education system.

*"Our names get butchered at almost every assembly, and it's not just our names, it's also locations. If we conform then we are letting the wrong way be the only way." - Rangatahi Hui participant*

138. Cultural change takes a long time and requires continued commitment. The evidence and our kōrero at hui indicates that there is still work to be done in addressing cultural capability throughout the education system.

### Our recommendations

139. The Government should:

- continue to develop and implement initiatives that raise the Māori cultural capability of education providers, career advisors, navigators and mentors
- **introduce an evaluation system that reports on schools' implementation of cultural capability initiatives and how they are fulfilling their Te Tiriti obligations (so that whānau can see the progress being made by their education providers).**

---

<sup>33</sup> Above, n 19.



## Commentary on the education system supports the identity of Māori students

140. When the “education system intentionally cultivates and enhances the mana, mauri and tapu of ākonga Māori it positively impacts on the wellbeing and education outcomes of these students”.<sup>34</sup> We understand that there are a range of initiatives underway at the primary and secondary school level designed to create space for Māori identity and knowledge. For example, Tau Mai Te Reo is a cross-agency strategy that provides a framework for coordinating programmes and services that support Māori language in education. Ka Hikitia – Ka Hāpaitia, the Māori education strategy, sets out the Government’s approach to better supporting Māori learners and their whānau, hapū and iwi.<sup>35</sup>
141. Connection with ākonga, identity, language and culture is recognised as an important element in many recent strategic priorities for the education system. Recent reforms relating to the Tomorrow’s Schools review have focused on the goal of building a more responsive, accessible and integrated education system that ensures success for all ākonga.<sup>36</sup>
142. At the primary school level, the curriculum has been shaped in a way that it can be implemented in te reo, and local curricula and mātauranga ā-kura are how individual schools and kura bring the national curriculum to life, making it relevant for their learners.
143. Aotearoa histories and Te Takanga o Te Wā are new content being made explicit in the curriculum. This is a rich opportunity for local mātauranga to be embedded in local curriculum. Māori have a critical part to play in ensuring curriculum content, resources and supports concerning iwi and Māori histories in Aotearoa reflect the important concepts in the curriculum, and are accurate, sensitive, culturally authentic and substantiated with the iwi concerned.
144. Mātauranga Māori and te reo Māori, marau ā-kura and aromatawai are the new priorities for Māori-medium settings. The priorities for Māori-medium settings reflect the capabilities that whānau, hapū and iwi have identified for some time as important in the progress within education as Māori.
145. For senior secondary education, the NCEA change package supports the meaningful integration of mana ōrite mō te mātauranga Māori into local curricula, and into outcome statements as part of the new ‘graduate profile’ for NCEA and in the design of achievement standards.<sup>37</sup> The NCEA change package aims to ensure equal support for ākonga Māori in all settings and equal status for mātauranga Māori. Evidence shows that a strong connection with tuakiri, te reo and tikanga also appears to have positive effects on NCEA outcomes for ākonga Māori.<sup>38</sup>
146. Additionally from January 2021, school boards are required to have plans, policies and local curriculum that reflect local tikanga, mātauranga and te ao Māori. Schools are

---

<sup>34</sup> Theodore, R., M. Gallop, K. Tustin, N. Taylor, C. Kiro, M. Taumoepeau, J. Kokaua, J. Hunter and R. Poulton. (2017). *Māori University Success: What Helps and Hinders Qualification Completion*.

<sup>35</sup> Ministry of Education. (2021). *Ka Hikitia – Ka Hāpaitia*. <https://www.education.govt.nz/our-work/overall-strategies-and-policies/ka-hikitia-ka-hapaitia/>

<sup>36</sup> Above, n 19.

<sup>37</sup> Kōrero Mātauranga. (2021). *Mana Ōrite Mō te Mātauranga Māori*.

<https://conversation.education.govt.nz/conversations/ncea-review/change-package/matauranga-maori/>

<sup>38</sup> Above, n 19.



expected to take all reasonable steps to make instruction available in tikanga Māori and te reo.<sup>39</sup>

147. New priorities for Professional Learning and Development were introduced in 2020. New national priorities for English-medium settings focus on cultural capability, local curriculum design and assessment for learning. The new set of priorities enable leaders and teachers to access support to develop local curricula that are responsive to ākonga Māori and whānau needs and aspirations, facilitates learning connections, and strengthens partnerships with whānau, hapū, iwi and community.
148. However, rangatahi Māori are still experiencing racism and discrimination in their places of learning, which is preventing them from reaping the benefits of education. Rangatahi have told us that raising the cultural capability of educators and a deeper incorporation of te ao Māori into the education system would help them to feel a sense of belonging, support and empowerment.

*“Even if they only incorporate your culture now and again, little things can signal that they [teachers] are willing to try and that the space is safe.” - Rangatahi hui participant*

149. We acknowledge that many of the reforms are recent, and cultural change can take a long time to achieve real transformation. However, in the meantime, rangatahi and tamariki Māori are being adversely impacted. The Government could look at whether further measures are needed to support schools to create change. It could also explore the monitoring and reporting on schools’ uptake of the different initiatives, to allow whānau to see how their school is progressing compared with other schools.

#### **Teacher wānanga**

Annual wānanga for teachers was suggested by a group of rangatahi as a way to increase the cultural capability of educators and to ensure that ākonga Māori felt understood in their learning environments, which in turn contributes to their success in school, tertiary education and the labour market.

The wānanga would be an opportunity for ākonga to share their culture with their teachers. The wānanga would include lessons in pōwhiri, karakia, pronunciation, waiata and kapa haka.

**Rangatahi hui**

150. At the tertiary level, the Tertiary Education Strategy, the Reform of Vocational Education, the establishment of a national polytechnic body (Te Pūkenga) and additional funding for wānanga are expected to increase the incorporation and celebration of Māori identity, culture and language in spaces of learning. We strongly encourage the Government to continue to improve the cultural capability of these institutions and their staff.
151. Yet, evidence indicates that there remains work to be done in including Māori language, identity and culture as well as lifting cultural capability at universities in particular.

<sup>39</sup> Ministry of Education. (2020). *The Education and Training Act 2020: Information for Boards*. <https://www.education.govt.nz/our-work/legislation/education-and-training-act-2020/the-education-and-training-act-information-for-boards/>



152. Māori university students' experiences and successes are positively impacted by being taught or supervised by Māori staff, and by the integration of mātauranga and te reo Māori into the curriculum. Research has found that there are recurring barriers that prevent rangatahi Māori from completing tertiary education. Many of these barriers are due to the lack of inclusion and understanding of mātauranga and tikanga in the system. The result being that universities do not cater to the needs of ākonga Māori who often feel unable or too whakamā to ask for help.<sup>40</sup> Factors contributing to this include mono-cultural, exclusive, competitive or unwelcoming environments and curricula, a lack of Māori staff and visible Māori role models, and a lack of appropriate support systems.<sup>41</sup>
153. Māori academics are severely underrepresented at universities in Aotearoa, making up about 5 per cent of the academic workforce from 2012-2017.<sup>42</sup> Wāhine Māori academics were found to be paid less and were less likely to be promoted.<sup>43</sup>
154. Our findings are supported by international research which shows that the facilitators of higher education success for Indigenous groups includes: Indigenous input into the content that is being delivered, appropriate cultural and family support, a connection to culture, community and homeland (including the importance of giving back to the tribal community), being role models and helping others.<sup>44</sup>

### Kōrero from our hui

155. We heard repeatedly that teachers are currently not confident or equipped to embed te reo Māori and tikanga in the education system. Rangatahi told us that where teachers do not demonstrate an understanding of tikanga, or cultural knowledge, it makes them feel misunderstood and as if school is not a space that is for them. To address this, teachers need to understand tikanga and history to remove institutional bias.

*"One of the relievers came into one of the classrooms and didn't understand or follow protocol, like taking shoes off and stuff - not everyone has that cultural knowledge. But that made us feel like she didn't understand us." - Rangatahi hui participant*

156. A common theme that arose is that including te reo and mātauranga in education systems can make Māori feel more comfortable and engaged in education. However, one hui participant said that the marae is where a person should learn about whakapapa, te reo and tikanga, and that school should provide an avenue to celebrate this knowledge and culture.
157. Rangatahi emphasised that while teachers having knowledge of te reo and tikanga was important, the effort teachers went to practice whanaungatanga was what impacted on them the most. Rangatahi believed that teachers who did this were less likely to make assumptions about them, and more likely to encourage them to take

---

<sup>40</sup> Above, n 35.

<sup>41</sup> Above, n 35.

<sup>42</sup> McAllister, T., J. Kidman, O. Rowley and R. Theodore. (2019). *Why Isn't my Professor Māori? A Snapshot of the Academic Workforce in New Zealand Universities*. Mai Journal, vol 8, issue 2, 31 July 2019. [http://www.journal.mai.ac.nz/sites/default/files/MAIJrnl\\_8\\_2\\_McAllister\\_FINAL.pdf](http://www.journal.mai.ac.nz/sites/default/files/MAIJrnl_8_2_McAllister_FINAL.pdf)

<sup>43</sup> McAllister, T., J. Kokaua, S. Naepi, J. Kidman and R. Theodore. (2020). *Glass Ceilings in New Zealand Universities: Inequalities in Māori and Pacific Promotions and Earnings*. Mai Journal, vol 9, issue 3, 30 November 2020. [http://www.journal.mai.ac.nz/sites/default/files/MAIJrnl\\_2020\\_V9\\_3\\_McAllister\\_FINAL\\_0.pdf](http://www.journal.mai.ac.nz/sites/default/files/MAIJrnl_2020_V9_3_McAllister_FINAL_0.pdf)

<sup>44</sup> OECD. (2017). *Promising Practices in Supporting Success for Indigenous Students*. OECD Publishing. <http://dx.doi.org/10.1787/9789264279421-en>



varied opportunities. Even small efforts by their teachers to get to know them made a difference to their sense of belonging.



## We have identified some other areas the Government could explore Māori gain high level, quality tertiary qualifications<sup>45</sup>

158. There has been a significant increase in Māori moving into skilled and high skilled jobs over the past decade. But Māori are still underrepresented in jobs with higher pay and in leadership positions in some sectors.
159. Tertiary institutions need to be able to cater for a diversity of needs and be accessible throughout all of a person's different life stages to allow for lifelong learning. This includes supporting Māori with caring responsibilities and tāngata whaikaha Māori to access and complete tertiary education. Particular attention should be paid to reviewing the funding and monitoring regimes for tertiary education so they prioritise successful employment outcomes for learners, and enable adequate resourcing for learner needs, rather than focusing on the evidencing of provider and learner inputs. This will help reduce problems associated with provider resources being diverted away from teaching, resourcing and learner support into being used instead for compliance, including the development of systems that support compliance but act as a barrier to learning for some learners.
160. Most high skilled, high paying jobs require a tertiary qualification. Participants at the hui raised the importance of accessible tertiary education for rangatahi, noting the fees-free first year of tertiary education and iwi scholarships as useful supports for rangatahi. While there has been an increase in Māori attaining tertiary qualifications, rates are still lower than the total New Zealand population, especially at degree level or higher.<sup>46</sup> Māori experience relatively high non-completion rates.<sup>47</sup> The Government should continue work to address the high non-completion rates for Māori tertiary students. This could include looking at the support available to people who transition from employment services programmes into education or training, such as the ongoing availability of pastoral care.
161. If someone does not have a secondary school qualification, foundation education is an important way for people to gain qualifications that can lead to further education or employment. Māori are highly represented in foundation education. But we have heard concerns that sometimes these qualifications do not lead to better employment outcomes. The Government should continue work to strengthen foundation education to improve pathways into higher levels of education and employment.
162. The Government should also continue to invest in literacy, numeracy and digital literacy programmes for adults. From 2021, adult and community education priorities include engaging with people whose previous learning was not successful or who are at high risk of losing their jobs due to technological or economic changes. Some people may have negative perceptions about these types of courses and be deterred from taking part. The Government could explore how it can further encourage providers to incorporate best practice for Māori learners and remove any barriers to participation.

---

<sup>45</sup> This includes qualifications from universities, wānanga, polytechnics and work-based training.

<sup>46</sup> Education Counts. (2021). *Educational Attainment in the Adult Population*. [Educational attainment in the adult population | Education Counts](#)

<sup>47</sup> Above, n 15.



## Early interventions to prevent rangatahi from being not in training, education or employment

163. We want rangatahi to be engaged at school and feel valued. Schools should put in place systems and practices that are inclusive and prevent children from becoming disengaged. The Government should continue to work with schools to develop more inclusive practices, including stopping the academic streaming of students based on their perceived or actual ability.
164. Some hui participants were concerned about a lack of interventions for tamariki and rangatahi to prevent them from being not in employment, education or training (NEET). Support for children between 10 and 15 years of age was a potential gap identified by hui participants. Existing early intervention programmes include Social Workers in Schools, the Transition Support Service, Learning Support Coordinators, Youth Services and school-based health services (Mana Ake). It can be voluntary for rangatahi to participate in these programmes. Reports we have seen indicate that these services are largely effective.<sup>48</sup> However, the hui feedback suggests that they may not be well known or available in all regions. The Government could identify and remedy where there are gaps in the groups of rangatahi who are targeted by the existing range of early intervention programmes. It could also consider ways to improve coordination between the different services available, to improve the experience of whānau who are interacting with a number of different agencies.
165. Alternative education provides educational and pastoral support for students aged 13 to 15 years who have been excluded from school. Māori rangatahi, particularly boys, make up a disproportionate number of students in alternative education.<sup>49</sup> We are concerned about reports that in some areas there can be long waiting times for students to enter into alternative education, which can increase a student's disengagement from the school system. The Government should analyse alternative education provision and need, region by region, to identify and prioritise areas of need and develop an investment plan to ensure there are sufficient alternative education places available when they are needed. The Government could also consider how it can ensure students in alternative education get access to the same opportunities and programmes available in 'mainstream' schools. Some hui participants suggested renaming 'alternative education' as there were negative connotations with the term that then reflected on students.
166. Within a region and nationally, it can be difficult to identify individual rangatahi who are not in employment, education or training. The Government should explore whether it is feasible to track rangatahi who are not in employment, education and training so that service providers are able to connect with rangatahi when there are services available to support them. We consider that this is particularly important for rangatahi who are in between school and alternative education.

---

<sup>48</sup> For example: Matheson, I. (2020). *Oranga Tamariki Early Intervention: A Synthesis of Recent Research and Evaluations*. <https://www.orangatamariki.govt.nz/assets/Uploads/About-us/Research/Latest-research/El-synthesis/Early-Intervention-A-synthesis-of-recent-research-and-evaluations/Early-Intervention-A-synthesis-of-recent-research-and-evaluations.pdf>. Oranga Tamariki. (2021). *Just Sayin': Survey of Rangatahi Eligible for a Transition Worker*. <https://www.orangatamariki.govt.nz/about-us/research/our-research/tss/>. Andrews, S., S. Appleton-Dyer, Z. Ansari, E. Masari, H. Clarke (Synergia Ltd). (2021). *Learning Support Coordinators Evaluation: Phase 1 Formative and Process Evaluation*. [Learning Support Coordinators Evaluation: Phase 1 Formative and process evaluation | Education Counts](#).

<sup>49</sup> Ākonga Māori are 2.6 times more likely than ākonga Pākehā to attend alternative education. Webber, A. (2019). *Experiences and Pathways of Alternative Education Students*, Pepa Mahi: EDK Working Paper. Ministry of Education.



## Te Taurapa

---



### Our vision

#### Māori have real choice throughout their ara mahi

167. Te Taurapa looks at how Māori experience moving between education, mahi and other life experiences, such as those that occur due to job breaks, caring responsibilities, health conditions and psychological trauma, including as a result of experiencing racism.
168. Most people do not move through the ara mahi in a straight line. Instead, over a lifetime, people move in and out of education, training and mahi and are often trying to juggle multiple commitments.
169. This stage of the ara focuses on the policies, services and systems available to help these balancing acts. One of the key navigating services available is employment services. We want to make sure that these services are effective and grounded in te ao Māori. We also want to make sure that career services equip Māori to re-enter meaningful mahi if they lose their job.
170. Some specific groups may face longer periods out of mahi or face additional challenges, and extra support could help them to navigate their ara mahi. In Te Taurapa, we have included a focus area looking at Māori with caring responsibilities, young Māori parents, sole parents, tāngata whaikaha Māori and older Māori workers.

### Focus areas for Te Taurapa

- Employment services are successful for Māori
- Māori delivering employment services
- Appropriate monitoring and evaluation of employment services
- Making mahi accessible to all Māori.





## Employment services are successful for Māori

### What we want to see

171. Employment services focused on Māori are designed to be consistent with and uphold te ao Māori values. General employment services work for Māori including having cultural capability. Te ao Māori values are incorporated into all employment services focused on Māori, delivered by Māori or where Māori make-up a significant proportion of users.

### Why we want to see employment services that are successful for Māori

172. Many of the existing employment services focused on Māori are designed to provide wraparound services that uphold te ao Māori values and concepts. Early evaluations of these services indicate they lead to positive results. We believe embedding te ao Māori values in the services Māori use is important for ensuring the services' effectiveness for achieving sustainable change for Māori.

173. We recognise that Māori who are disconnected from te ao Māori may not feel comfortable accessing services that assume cultural familiarity with Māoritanga, and that many users of general employment services are Māori. Māori should have options when determining which employment service is best for them. At the base level, general employment services should incorporate whanaungatanga and manaakitanga, and recognise that each individual has a whakapapa and is connected to their local context, including their wider community and whānau. This increases the likelihood that all users, including Māori, experience them as mana-enhancing.

### Where we see opportunities for change

174. Early evaluations of employment services that incorporate te ao Māori values, such as He Poutama Rangatahi and Pae Aronui, suggest that they are effective for Māori. There is opportunity to continue the delivery of these programmes, and to use them as best practice examples for future employment service initiatives aimed at Māori. There is also an opportunity to consider how existing and future employment services could be designed to be inclusive of Māori with varying needs (such as Māori with caring responsibilities, young Māori māmā, tāngata whaikaha and older Māori workers). Taking a whole-of-life perspective when designing employment services could ensure that Māori of all ages are able to access support when they need it.

175. General employment services are still used by Māori, and there is an opportunity to improve the way in which these services are made accessible for Māori, and include elements of a Māori worldview. The Welfare Expert Advisory Group identified the potential benefits of embedding te ao Māori values into employment services.

### Our recommendations

176. The Government should:

- **ensure that employment services focused on Māori users are designed by Māori or in partnership with Māori and continue to have te ao Māori at the centre of the design and delivery of these services.**

177. The Government could:

- incorporate te ao Māori into general employment services, primarily through prioritising te ao Māori values in the design and practice of services, to ensure the experience of users is mana-enhancing.



## Commentary on employment services that are successful for Māori

### What are employment services?

Employment services support people to find and secure mahi including:

- skills development and mahi readiness programmes
- navigation, search and information services
- case management / skills matching / brokerage services
- apprenticeships and trades training
- job creation programmes
- financial and non-financial support to get into and stay in mahi
- wrap-around services designed to give a person the support they need throughout their job search, which can include mentoring and pastoral support
- support for establishing reasonable accommodations, such as assistive technology and equipment.

178. Employment services that are focused on or targeted at Māori should be grounded in te ao Māori. Existing initiatives that incorporate te ao Māori values and concepts include:
- Te Ara Mahi – Pathways to Work
  - He Poutama Rangatahi
  - Cadetships
  - Pae Aronui<sup>50</sup>
  - Māori Trades Training Fund
  - He Poutama Taitamariki.
179. There are also regional initiatives with iwi or Māori service providers, such as an iwi-led work broker initiative with Te Taihū and Whakauruhia - Journey to Employment.
180. Many of these initiatives are focused on young people, particularly those who are at risk of not being in employment, education or training. In addition, there are employment services focusing on other groups (eg disabled people, people released from prison) that also incorporate te ao Māori values into their approach.
181. Some of these initiatives have not yet been evaluated as they are still pilot programmes or have not been running for very long. The evaluations that have been undertaken demonstrate the strengths of a te ao Māori approach and shared tikanga values. For example, the first year evaluation of Pae Aronui found that the employment and training outcomes were achieved for all 235 rangatahi that completed the programme. Successful factors included service providers prioritising te ao Māori values in their approach, prioritising building relationships and trust, leveraging whānau, hapū, iwi and community networks, and doing 'whatever it takes'.<sup>51</sup> Taking an approach where values such as whanaungatanga, manaakitanga, kotahitanga and māramatanga are incorporated into the operation of the initiatives was seen as crucial

<sup>50</sup> Pae Aronui is a time-limited programme with funding for four years.

<sup>51</sup> Te Puni Kōkiri. (2020). *Pae Aronui Evaluation: Year One Evaluation Report*.  
<https://www.tpk.govt.nz/docs/tpk-pae-aronui-yearonereport-2020.pdf>



for effective mentoring, training and pastoral care in the Cadetships programme<sup>52</sup> and He Poutama Rangatahi<sup>53</sup>.

182. These findings were reflected in engagement hui, where service providers emphasised that they often did things outside of the 'official' bounds of their programme to properly practice manaakitanga and whanaungatanga, such as picking people up to ensure they had transport to work experience opportunities, and helping them to find housing through their networks. We heard from hui participants that building relationships with people was important for achieving any sustainable change.

*“Education, housing, health, transport, all of these things are connected. None of these things are siloes for us because we don’t live our lives like that.” - Hui participant*

183. We understand that rangatahi Māori participating in these employment services are excited about the new opportunities before them. In these programmes, rangatahi are encouraged to bring their full cultural selves to mahi and are enthusiastic about training and in-work learning opportunities. However, we've heard concerns that if they are then working for employers who do not have sufficient cultural capability or understanding of te ao Māori, their experience does not match their expectations. One way to influence change could be to require the employer or direct manager to have, or upskill to have, the appropriate cultural capability needed to support their employee where employers are receiving a wage subsidy or other financial incentives from an employment service or programme focused on Māori employment.
184. Māori also make up a significant proportion of participants in other employment services that are not specifically focused on Māori. The Welfare Expert Advisory Group stated that general policies and programmes must be informed by te ao Māori, reflecting the requirement to be responsive to Māori under article 3 of te Tiriti. There is an opportunity to improve the way general employment services are made more relevant and successful for Māori by incorporating te ao Māori into their design and operations where appropriate.

### **Kōrero from our hui**

185. The people we spoke to consistently raised the lack of grounding in te ao Māori as an issue with employment services available in their region, raising the individualised approach of services, the lack of pastoral care available to users, and the stigma users experience as barriers for enacting sustainable change for Māori.
186. Participants were concerned about the limitations of employment services aimed at addressing symptomatic employment issues, such as skill level, without consideration of the wider context individuals exist within. They emphasised that addressing material barriers, such as transport, housing, access to tools and work resources, and caregiving responsibilities, is instrumental for lasting change. This tied into a general critique of the Pākehā individualised approach to employment services as it fails to recognise the connections between Māori and their local context, including their relationships to whānau, hapū and iwi, and the need for supporting the whole community to flourish for an individual to experience sustainable change.

---

<sup>52</sup> Williams, J., H. Schulze, H. Dixon and M. Roorda. (2018). *Cadetship Initiative Evaluation*. BERL.

<sup>53</sup> Mackey, R. (2020). *Review of the Implementation of He Poutama Rangatahi*.



187. One participant noted that focusing on specific age groups can mean that some Māori, especially those who do not have employment experience, maybe too old to access services aimed at rangatahi.
188. We received written feedback about the importance of employment services being co-designed with users, especially when the users are rangatahi, to increase the likelihood of sustained engagement. Stakeholders at many of the hui also shared this view.
189. Participants also consistently raised the importance of pastoral care for achieving sustainable and positive outcomes, citing this as vital for addressing the intergenerational trauma, cultural disconnection and socio-economic disadvantage some Māori most in need of support have faced. Many highlighted that those who are not connected into their culture, or part of a wider supportive community, may need more support.
- "If they don't know who they are then they are lost. If they don't have that connection to their culture, how do we help them right the way through their whole life." - Hui participant*
190. Some participants, who provide pastoral care to Māori undertaking apprenticeships, also emphasised the importance of training and services that connect users to one another, creating a cohort that acts as a community for those accessing support.
- "It's all about that social [connection]. That's how we live. These boys celebrate each other's achievements, they go to their kids' birthday parties, they play rugby together. It helps them thrive." - Hui participant*
191. Participants at multiple hui specified that they used the term 'pastoral care' because of its popularisation in the mainstream, but that they actually meant te ao Māori values of whanaungatanga and manaakitanga. Service providers present at hui emphasised the importance of these concepts to their success as providers, in supporting users to heal their wairua, build networks and positive relationships, and develop aspirations for the future.
192. Participants also stressed that accessing employment services can be stigmatising, and the lack of whanaungatanga and manaakitanga present in general services can harm the mana of those using them. They also spoke about the harm caused to vulnerable Māori by staff that lack the cultural competency to understand or practice te ao Māori values, or services that fail to recognise or address external barriers.
193. Some participants stressed that it can be difficult to access government support because users have to travel long distances in rural areas to visit offices, the offices are unwelcoming or there is a stigma associated with accessing government services. Being able to access staff on marae or in other community centres was identified as a way to better serve Māori.



## Māori delivering employment services

### What we want to see

194. Māori are empowered to develop and deliver successful employment services to Māori. This includes the Government ensuring that Māori are supported and appropriately resourced to sustainably deliver employment services, along with devolving employment services to Māori.

### Why we want to see Māori delivering employment services

195. The provision of employment services by Māori organisations and iwi is important for developing programmes that reflect te ao Māori and provide local solutions. Hui participants consistently stated that Māori-led community-based initiatives were most effective for Māori employment service users, because providers understood the local employment realities, could connect users to other supports in the community, and prioritised whanaungatanga and manaakitanga in their operations.
196. Ensuring that these service providers have access to adequate and long-term funding would support them to deliver sustainable change and move away from reactive crisis-driven short-term interventions. It also means that Māori within communities are enabled to make decisions for their community on their own terms, rather than having to fit into Government priorities.

### Where we see opportunities for change

197. Hui participants frequently raised the precarious nature of funding as one of the key barriers to success for service providers. We consider that there is opportunity to make changes to funding criteria, length, predictability and outcome measurement to ensure providers have certainty about future funding arrangements and can provide seamless service delivery to their communities.
198. There is also an opportunity for the Government to meet te Tiriti commitments through the devolution of services to Māori that see Māori exercise mana motuhake and tino rangatiratanga over the design, delivery and funding of employment services.

### Our recommendations

199. The Government should:

- continue to deliver employment services through Māori, iwi and other community organisations
- address the issues raised about the funding and contracting arrangements for Māori, iwi and community service providers
- **devolve employment services to Māori using a model that:**
  - a. **has Māori making decisions on delivery, outcome measures and funding**
  - b. **uses whānau-centred policy processes**
  - c. **employs navigators to support whānau to access services and control their future.**

**This should be trialled through six place-based pilots of a devolved model, for example service delivery through a holistic hub. The decisions made on which regions the pilots will be run in will be made with Māori and prioritised based on capability and need.**



## Commentary on Māori delivering employment services

200. Highly focused employment services are relatively high investment/lower scalability, because they often include more intensive wrap-around support and pastoral care.
201. An issue frequently raised by hui participants was the precarious funding of initiatives. This undermines the service providers' ability to test innovative approaches to service delivery, to build long-term relationships with communities and business, and to effectively employ quality staff to deliver services. Important characteristics for contracting arrangements identified included:
- a. providing adequate funding to meet the needs of different users or the requirements placed on providers (eg for reporting)
  - b. allowing flexibility to test innovative approaches and being able to pivot when needed
  - c. allowing time to build long-term relationships with communities, businesses and people at risk
  - d. giving long-term certainty so providers can employ quality staff to deliver services
  - e. allocating adequate resource to issues or communities to ensure that service providers can collaborate, rather than compete with one another for funding.
202. Flexibility in contracting arrangements allows providers to pivot and adjust their mahi to suit the needs of participants. Some participants who provide employment services emphasised that support needs vary greatly from person to person, and that they need to adjust their approach accordingly. One of the features of the six rōpū in the Pae Aronui evaluation was that they were innovative and able to push and pull in different directions to meet their rangatahi needs.<sup>54</sup> Flexibility is also an important feature of He Poutama Rangatahi, allowing providers to develop local solutions to local problems.<sup>55</sup>
203. Contracting arrangements should also provide the right incentives and performance measures for providers. We are concerned that there is a risk that poorly-designed performance indicators could incentivise or require providers to target their services at lower-need users in order to maximise outcome measures.
204. Many contracts require providers to place someone in full-time work, meaning some groups of Māori may miss out on receiving assistance. This includes Māori with caring responsibilities or tāngata whaikaha. These groups may be disadvantaged as being able to work part-time or have flexible work arrangements could support them to move into full-time employment in the future. The Government should consider whether in some situations better outcomes are created by allowing for flexible and part-time work. We discuss the importance of being able to access flexible work in the focus area on 'Making mahi accessible to all Māori'.
205. We encourage the Government to consider providing more secure funding to employment service providers and improving continuity of service, as with some current initiatives like Pae Aronui and He Poutama Rangatahi. This would give greater security to the providers that employ kaimahi to deliver services and reduce the

---

<sup>54</sup> Above, n 52.

<sup>55</sup> Above, n 52.



compliance burden for providers to repeatedly demonstrate that their kaupapa delivers success and positive outcomes for Māori.

206. The Government could also explore using funding as a means for building regional collaboration between providers, such as connecting service providers to one another, or designing collaboration requirements into the funding criteria.
207. We would like the Government to explore future opportunities for Māori mana motuhake and rangatiratanga in the design and delivery of employment services.
208. As noted by the Welfare Expert Advisory Group, the Whānau Ora approach demonstrates Māori capability and potential can be activated by strengths-based approaches providing long-term support, rather than having crisis-driven, short-term interventions from the outside.<sup>56</sup> The Government could explore an approach to the delivery of employment services which centre on whānau, give decision-making and funding control to Māori, and use a navigator workforce to support whānau to access services and take control of their needs.
209. We acknowledge that Māori organisations may need support and time to achieve capability in delivering services. That being said, there are examples of successful programmes run through existing initiatives that can act as models for service delivery, such as the Whānau Ora Commissioning Agencies and more recent localised and direct to iwi commissioning.

### **Kōrero from our hui**

210. Participants at every hui emphasised that they believed in the community's ability to determine what was needed for Māori and that the community's ability to create sustainable change was restricted by the lack of decision-making rights and funding control available to them.
211. Some participants raised the importance of being able to carry out iwi-led services, because it enables them to draw on existing relationships and ensures the people connected to an individual user are on board with their journey.

*"Aunty can ring us up and say "he's not at work" and we can make a call on how to intervene. If they're your whānau, you have that relationship already, you're already connected to them." - Hui participant*

212. Participants expressed frustration at the changing priorities of Government and the resulting shifts in available funding and expectations, as well as the short-term, output focused nature of funding available from Government. The emphasis on short-term, reactive mahi and the lack of consistency limits service providers' ability to plan into the future and restricts the extent of certainty they can give service users.

*"We have this funding now – but how do we sustain this? Manaaki is not just for two years!" - Hui participant*

*"People on the ground kill themselves to meet Government determined timeframes, and then have to get on to the next programme, and the expectations shift again." - Hui participant*

---

<sup>56</sup> Welfare Expert Advisory Group. (2019). *Whakamana Tāngata: Restoring Dignity to Social Security in New Zealand*. [Welfare Expert Advisory Group Report | Welfare Expert Advisory Group - Kia Piki Ake \(weag.govt.nz\)](https://www.waag.govt.nz)



213. Many talked about having to take financial hits, or doing extra mahi to ensure people do not experience gaps in their support in between funding cycles and to maintain trust with service users. Hui participants emphasised that this is an issue when they are given insufficient notice of how much funding they will receive so they can adjust their programmes adequately.
214. Participants also spoke of the lack of cultural competency from government agencies, and that Māori should be able to exercise mana motuhake by making decisions about how support and funding should be provided to their community, rather than having to put their needs and aspirations in terms the Crown will support. They emphasised that even if services are designed by Māori, that if the people determining their funding or implementing the initiatives do not have cultural competency, employment services will be ineffective. They also emphasised that providers having strong community relationships was important for successful employment services.
215. Some participants expressed doubt about the Government's ability to accurately assess the extent of issues for Māori in the labour market, such as unemployment. A written submission said that the Government was at risk of making assumptions about the experiences of all Māori based on high-level statistics and findings when the experiences of Māori differ significantly in different local contexts.
216. Participants want support to develop local leadership in their communities and to build capacity to meet the aspirations and needs of their communities on their own terms.





## Appropriate monitoring and evaluation of employment services

### What we want to see

217. Employment services are regularly monitored and evaluated using measures that recognise and assess whether they are delivering good outcomes for Māori. Monitoring and evaluation of employment services should have aspirational measures that account for regional distinctions and use frameworks that recognise and value the importance of te ao Māori concepts.

### Why we want to see appropriate monitoring and evaluation of employment services

218. Regular monitoring and evaluation of employment services is needed to ensure that programmes are delivering for Māori. Incorporating te ao Māori values and success measures into assessments will provide a more holistic picture of the effectiveness of these programmes.
219. During engagement hui, many service providers spoke of the difficulty in balancing te ao Māori value-based practices alongside meeting funding targets that are not always culturally appropriate. Monitoring and evaluation criteria that can recognise and assess what success looks like for Māori would support these providers to deliver their services in ways that align with their community's needs and te ao Māori values.

*"Part of an employment service's 'effectiveness' is the extent to which it addresses the complex and connected landscape below a singular symptomatic issue." - Hui participant*

### Where we see opportunities for change

220. There is an opportunity to take a more holistic approach to monitoring and evaluation, looking at a broad set of outcomes and the impacts on individuals and their whānau. Part of this will be working with Māori to better conceptualise what 'success' looks like for Māori using employment services. The Government could also look to enable Māori to define their own success contextually, such as the approach taken in Pae Aronui where rōpū are able to articulate their understanding of success for evaluations.

### Our recommendations

221. The Government should:
- **explore incorporating te ao Māori values and community-designed success measures in the monitoring and evaluation of employment services that are focused on Māori users. Ensure that there is oversight by an independent Māori governance group.**



## Commentary on monitoring and evaluation of employment services

222. Monitoring and evaluation allows the Government to make decisions about funding approaches and initiatives in a consistent way.
223. We heard concerns that monitoring and evaluation may not capture all of the aspects that are important to a programme's success. International literature on programmes aimed at Indigenous peoples raise similar concerns,<sup>57</sup> highlighting the limitations of using mainstream economic outcomes to measure success, and the inability for western frameworks for measuring other important unquantifiable factors, like self-determination and whanaungatanga.<sup>58</sup>
224. The approach taken in the evaluation of Pae Aronui allows for each rōpū to articulate its own theory of change and for assessments of their success in their own terms to be used to evaluate performance. Likewise, a broader qualitative evaluation of the Cadetships initiative found that shared tikanga values were of high value for firms involved in the initiative as employers, as well as for cadets and their whānau. This wider success may not have been identified using more Pākehā-based evaluation measures.
225. Incorporating te ao Māori values into the monitoring and evaluation of employment services could result in services that are better assessed against success measures that are relevant to Māori communities and providers.

### Kōrero from our hui

226. Participants were concerned that monitoring or evaluating may not capture all of the aspects that were important to a programme's design and success, and instead focused on outputs that are easy to measure. They emphasised the inability of quantitative methods for measuring the enactment of unquantifiable concepts like manaakitanga and whanaungatanga, and that the limited time given for achieving outputs fails to recognise the complex and interrelated context individuals exist within. They felt that the conditions placed on funding support sometimes acted as a barrier for carrying out their kaupapa.
227. Service providers believed that their performance should be assessed in ways that are appropriate for a Māori organisation and community. They expressed frustration at having to frame their operations in terms defined and valued by government, rather than having government shape their criteria around the communities' needs and aspirations.
- "The policies and governments change, we don't. Why can't they adapt to our long term vision?" - Hui participant*
228. Participants also expressed their concern that disclosure requirements and burdensome reporting processes were a barrier to funding applications. They were concerned that measuring and reporting requirements take time, energy and resources away from the kaupapa service providers are trying to support.

---

<sup>57</sup> Masters-Awatere, B. and L. Wamarie Nikora. (2017). *Indigenous Programmes and Evaluation: An Excluded Worldview*. [https://www.nzcer.org.nz/system/files/journals/evaluation-maters/downloads/EM2017\\_3\\_40.pdf](https://www.nzcer.org.nz/system/files/journals/evaluation-maters/downloads/EM2017_3_40.pdf)

<sup>58</sup> Dockery, A.M. and N. Milsom. (2007). *A Review of Indigenous Employment Programmes*. [A review of Indigenous employment programs \(ed.gov\)](#)



## **Making mahi accessible to all Māori**

### **What we want to see**

229. All Māori are able to achieve their aspirations and participate in meaningful mahi.

### **Why we want to see mahi accessible to all Māori**

230. Māori are diverse and have different experiences and circumstances, including a variety of family arrangements, whānau and community commitments. Some may have disabilities or health conditions. Accommodating the diversity of Māori will enable all Māori to carve out the lifestyles that work for them, align with tikanga and promote positive labour market experiences. This will also flow on to positively impact our individual and collective wairua and sustain hauora.

### **Where we see opportunities for change**

231. We have identified five groups of Māori who face the greatest challenges to participating in mahi and would flourish with additional support to navigate their ara mahi. These groups are: tāngata whaikaha Māori, Māori with caring responsibilities, older Māori workers, young Māori parents and Māori sole parents. We have identified four areas which we think will make a difference – increasing access to flexible work, improving access to childcare, increasing the capacity and capability of Teen Parent Units and incorporating te ao Māori values in programmes focused on tāngata whaikaha. There are some gaps in the evidence on the employment opportunities and outcomes for some of these groups for which we recommend further research.

### **Our recommendations**

232. The Government should:

- **create and implement a plan to work with employers to pilot different ways to increase flexible work in sectors that have low use of flexible work and where increased access will benefit Māori workers, particularly parents, tāngata whaikaha, caregivers and older Māori workers**
- improve access to childcare to help parents and other carers take up mahi or educational opportunities when they and their pēpē are ready
- explore ways to increase the capacity and capability of Teen Parent Units, including incorporating te ao Māori values
- explore ways to incorporate te ao Māori values into the development of Individual Placement and Support (IPS) services
- undertake research on how different types of caring responsibilities impact on the employment opportunities and outcomes for Māori
- undertake research on the barriers tāngata whaikaha Māori have in gaining meaningful and fulfilling employment opportunities.



## Commentary on making mahi accessible to all Māori

233. In our discussions about how we can support Māori navigate the pathways into the labour market and between different stages in life, we identified five specific groups of Māori to focus on:

- Māori with caring responsibilities
- young Māori parents
- Māori sole parents
- tāngata whaikaha Māori
- older Māori workers.

234. We have selected these groups as we know that they face persistent and intersectional barriers to the labour market. Our evidence base, lived experiences and feedback from hui have affirmed that these groups require additional support. If these groups have meaningful access to the labour market, we believe that they have the potential to lift entire communities.

235. As Māori, manaakitanga, including looking after whānau, is a core value that heavily influences the choices Māori make about employment, education and training. When faced with having to choose between supporting whānau and higher education or full-time employment, we know that Māori, particularly wāhine Māori, tend to prioritise whānau. Anecdotal evidence indicates that Māori whānau commonly take care of whānau members with disabilities or health conditions, and that a significant number of Māori young people are caring for other whānau members. Caring can impact on participation in school and study, as well as the transition into paid employment. This can have significant impacts on opportunities in life.

Approximately 430,000 people in Aotearoa provide care for friends, family, whānau and aiga members with a disability, health condition or illness.

Māori women are more likely to be carers than women in the general carer population and they are typically younger.

Source: Stats NZ 2018 census cited in [who-are-carers.pdf \(msd.govt.nz\)](#); MSD. (2019). *Carers' Strategy Action Plan 2019-2023* [Carers' Strategy Action Plan 2019-2023 \(msd.govt.nz\)](#)

236. Māori have a higher birth rate than other New Zealanders and tend to have children earlier in life. Young māmā should be able to stay home to raise their children if this is the right choice for them. However, it means that they may be entering the labour market or further education later than their peers and have more commitments to manage. We want to minimise the impact that choosing to care for children or other whānau members has on the long-term employment outcomes of wāhine Māori and support wāhine Māori to achieve their aspirations in the world of work.

237. One in five Māori are living with some type of disability, representing a large proportion of our whānau, hapū and iwi.<sup>59</sup> Disabled people are overrepresented in unemployment and underutilisation statistics. Tāngata whaikaha Māori have a lot to offer businesses and their community, but experience greater exclusion from the labour market.

<sup>59</sup> Ministry of Health. (2012). *Whaia Te Ao Marama: The Māori Disability Action Plan*. <https://www.health.govt.nz/publication/whaia-te-ao-marama-2018-2022-maori-disability-action-plan>



238. Older Māori are underemployed and underutilised at higher rates than those of European ethnicity. As a result, many Māori may need to continue working beyond the age of 65 due to financial need rather than preference. Many Māori, particularly men, work in physically demanding jobs that they may not be able to do as they get older, but they have valuable skills and knowledge that could be used in other jobs. Older Māori may also be combining caring responsibilities with mahi. Māori grandparents in particular are more likely to be acting in a parent role to their mokopuna than other ethnicities. The median age of grandparents raising their grandchildren is 55-59 years old. This means that Māori grandparents are more likely to be juggling mahi commitments and looking after whānau members.
239. There is a suite of mechanisms that enable Māori to balance their whānau and community commitments and to reduce challenges to gaining and remaining in employment. However, there is more that could be done. We have identified four areas where the Government could build on existing work to further support Māori in balancing multiple commitments.
- **Flexible work** arrangements, including working remotely, are an effective way of engaging people in work, particularly those who experience additional challenges in entering or staying in work. However, many Māori are unable to reap the benefits of flexible working. This is because Māori are currently concentrated in industries that typically do not provide flexible work.
  - **Childcare provision** also increases participation in mahi and training. As it stands, there are currently insufficient affordable and flexible services that are culturally responsive for Māori. Lack of affordable childcare is felt acutely by sole māmā.
  - **Teen Parent Units** can support young parents to remain in education and training, which in turn enables greater labour market outcomes. Currently, there are insufficient Teen Parent Units to meet demand, many of which do not have a kaupapa Māori approach to childcare. Teen Parent Units are also not available in tertiary education institutions meaning that the support is only available for high school ākonga Māori.
  - **Individual Placement and Support** services enable those who experience mental distress and addiction to re-enter or enter the labour market. Evidence suggests that there are not enough of these services to meet demand.

### **Flexible work**

240. Flexible work arrangements are an effective way of engaging people in mahi. They are beneficial for businesses and workers, and evidence suggests they maximise participation and opportunities for women, older workers, disabled people and carers.<sup>60</sup>
241. Flexible work can also provide a way to transition into mahi or re-enter the labour market for those who have experienced displacement or long-term unemployment.

Prior to COVID-19, the two most common flexible work practices were flexible start and finish times (56.8 per cent of firms and 66.4 per cent of workers) and part-time mahi (53 per cent of firms and 66.9 per cent of workers).

Source: New Zealand Work Research Institute. (2021). *The Future of Work in NZ: An Empirical Examination*. [Future of Work \(aut.ac.nz\)](http://futureofwork.aut.ac.nz)

<sup>60</sup> Fursman, L. and N. Zodgekar. (2009). *New Zealand Families and Their Experiences with Flexible Work*. *Family Matters*.

<http://search.ebscohost.com/login.aspx?direct=true&db=f6h&AN=37010062&site=eds-live&scope=site>



242. Flexible work can:

- make it easier for those caring for young children to remain in the workforce, including making it easier for men to work and spend more time with their children<sup>61</sup>
- enable anyone who cares for a friend, family or whānau member with a disability, health condition, illness or injury who needs help with everyday living to remain connected to the labour market
- increase employment opportunities for tāngata whaikaha, for example through later start times, job sharing, part-time mahi or working from home<sup>62</sup>
- enable older workers to stay in mahi longer if they choose to, while potentially enabling them to move into or out of employment as and when required.<sup>63</sup>

243. Where flexible work arrangements are not available, selecting paid employment that fits around caring and other responsibilities and accessibility needs can result in significant underemployment and underutilisation of skills, closing doors for future opportunities.

*“For kaimahi who are also involved with their iwi and hapū, dealing with dual obligations is really hard and depends on the employer. You have to decide who to let down, your employer or your whānau and iwi.” - Hui participant*

244. Currently, Māori are not able to reap the benefits of flexible work arrangements in the same way other New Zealanders are. Māori face a particular intersection of barriers that mean accessing flexible work is more difficult. Māori are concentrated in industries that do not typically offer flexible work, like agriculture, forestry and fishing; construction; and accommodation and retail services. Wāhine Māori especially face barriers to accessing flexible work arrangements. They are less likely to rate their work flexibility as ‘a lot’ (38 per cent compared to 42 per cent of all women respondents).<sup>64</sup>

245. The COVID-19 lockdowns demonstrated that many jobs have mahi that can be done at home for at least some of the time. Recent labour shortages have encouraged some employers to look at innovative solutions to organise their mahi more flexibly to attract new employees. Some employers may not be making greater use of flexible work because they are not sure how the range of possibilities could work for them.

### **Access to childcare**

246. Access to childcare can help parents, particularly sole parents, enter or remain in the workforce or undertake further training. Whānau play a significant role in supporting and raising Māori children. Where parents are separated from their whānau, they may be in greater need of outside support.<sup>65</sup> If there is a separation from whānau, the impacts are likely to fall most heavily on wāhine, who take on a majority of the caring responsibilities.

---

<sup>61</sup> Above, n 60.

<sup>62</sup> Ministry of Social Development. (2020). *What We Heard About Disability and Employment in New Zealand*. <https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/information-releases/report-back-on-the-disability-employment-action-plan/appendix-2-summary-of-consultation.pdf>

<sup>63</sup> New Zealand Work Research Institute. *Managing An Ageing Workforce*.

[https://workresearch.aut.ac.nz/data/assets/pdf\\_file/0015/34206/Ageing-Workforce-NZWRI\\_Feb15.pdf](https://workresearch.aut.ac.nz/data/assets/pdf_file/0015/34206/Ageing-Workforce-NZWRI_Feb15.pdf)

<sup>64</sup> Above, n 61.

<sup>65</sup> Tipene-Leach, D., S. Abel, SA. Finau, J. Park and M. Lenna (2000). *Māori Infant Care Practices; Implications for Health Messages, Infant Care Services and SIDS Prevention in Māori Communities*. Pacific health dialog: a publication of the Pacific Basin Officers Training Program and the Fiji School of Medicine 7(1):29-37 Pg 35.



247. The Government does provide a broad range supports for Early Childhood Education (ECE). But there are barriers to accessing childcare, such as:
- Parents find it harder to re-enter the workforce or training when there are a lack of services in their area.<sup>66</sup>
  - There may not be sufficient flexibility in the financial support available to parents. They may not be eligible for financial support to cover interim childcare arrangements (eg, if they are on a waitlist for childcare when an employment opportunity arises) or for unforeseen or ad hoc events (eg, to be able to pay a friend or whānau member to look after a sick child who is unable to attend childcare).
  - There may also not be sufficient flexibility for parents to choose the kind of childcare that they need, such as informal childcare arrangements because they have a child who would not normally manage a formal childcare setting.
248. There are also barriers in relation to the affordability of childcare services. UNICEF has reported that childcare services in Aotearoa are among the most unaffordable among the OECD and European Union.<sup>67</sup> In Aotearoa, a couple on an average income need to spend more than a third of one salary to pay for two children in full-time childcare.<sup>68</sup>
249. Some of the barriers to affordable childcare in Aotearoa include:
- ECE (which makes up a bulk of government support) funding does not cover full-time childcare. Primarily this is because its focus is on education access, not labour market participation.
  - Support may not be available if mothers wish to return to mahi before their pēpē turns 3 years old. The Best Start payments provide primary caregivers with \$60 per week in the first year of their child's life, but currently ECE funding is only available once their child reaches the age of 3 years.
  - The Childcare Subsidy is available for low- to middle-income families, but there may be limited awareness of this assistance and it may not fully cover the costs of all types of childcare, particularly if there are multiple pre-school aged children.
250. Lack of access to affordable childcare is likely to be exacerbated for Māori. Data indicates that parents of tamariki Māori have lower disposable income, meaning that parents will need to return to mahi earlier for financial reasons, but are also more likely to be in low paid work so it will be harder to afford childcare.<sup>69</sup> This is likely to be exaggerated in rural or regional areas such as the far North, deep South and West Coast of the South Island.
251. We know that Māori have larger families and at a younger stage in life. The number of children can also impact the affordability of parents returning to work. Having multiple children close in age can make covering childcare costs more of a challenge. Therefore, many parents choose to delay returning to mahi until all of their children are

---

<sup>66</sup> UNICEF. (2021). *Where do Rich Countries Stand on Childcare?* <https://www.unicef-irc.org/publications/pdf/where-do-rich-countries-stand-on-childcare.pdf>

<sup>67</sup> Above, n 66.

<sup>68</sup> Stuff. (2021). *NZ Childcare: Quality Rated Highly but near Bottom in Other Areas, UNICEF says.* <https://www.stuff.co.nz/national/education/125484203/nz-childcare-quality-rated-highly-but-near-bottom-in-other-areas-unicef-says>

<sup>69</sup> For example, Stats NZ recently reported that while children from all ethnic groups live in households with relative low income and in material hardship, the rates for Māori and Pacific children in the year ended June 2020 were higher across all measures compared with New Zealand overall. Stats NZ. (2021). *Latest Release of Child Poverty Statistics.* <https://www.stats.govt.nz/news/latest-release-of-child-poverty-statistics>



school age, which increases the risk of long-term unemployment because they have been out of the workforce for an extended period.

252. Childcare is also a gendered issue. Wāhine Māori on lower incomes may find it harder to re-enter the workforce if they are unable to find suitable childcare at a cost that makes returning to mahi worthwhile. Wāhine Māori are more likely to be the main caregiver for tamariki, and wāhine also typically earn less than tāne. This can mean that where childcare costs more than what a lower income wāhine could expect to make, childcare is no longer a financially sound option and it is more affordable for the lower earner to remain at home with the children.
253. Wāhine Māori, particularly sole māmā and young māmā, are particularly disadvantaged by the current childcare settings. They are more likely to need to return to mahi to continue to meet day-to-day living costs, but face high in-work costs of childcare for their young children. Other factors that increase their disadvantage is the likelihood of having lower pay because of limited experience, education or relevant qualifications, and pay inequity. Taken together these factors all contribute to childcare remaining out of reach for many wāhine Māori.
254. Where people are accessing financial support from the Government, it is disproportionately by sole female parents (91.5 per cent of the recipients of the Sole Parent Support Payment are women). Recipient data also tells us that there are more Māori receiving the Sole Parent Support compared to Pākehā (29,690 compared to 18,430), indicating that sole wāhine Māori parents experience significant challenges in balancing work, education and childcare.<sup>70</sup>
255. Additionally, incomes for those sole parents who are employed are on average lower than two-parent families who have one parent working.<sup>71</sup> Data from the Household Labour Force Survey suggests that lower rates of employment for sole parents may be partially due to greater difficulty in accessing childcare.<sup>72</sup>

*“More support is needed for the whole whānau not just the worker, for example childcare.” - Hui participant*

### **Teen Parent Units**

256. We have seen a great success in Teen Parent Units (TPU). There are 25 TPUs nationwide, most of which have early childhood education facilities attached to them for the teens’ infants. Nearly 60 per cent of attendees at TPUs are Māori. A survey found that 64 per cent of TPU parents were planning on undertaking either more education or training or seeking employment after leaving the TPU.<sup>73</sup>
257. The Children’s Commissioner reported that “a number of mothers in Teen Parent Units told us their children are their biggest motivation for achieving. They said that where

---

<sup>70</sup> Ministry of Social Development. (2017). *Sole Parent Support – March 2017 Quarter*. Retrieved from <https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/statistics/benefit/2017/sole-parent-support-benefit-fact-sheet-mar-2017.doc>

<sup>71</sup> Whiteford, P. and W. Adema. (2007). *What Works Best in Reducing Child Poverty: A Benefit or Work Strategy?* OECD Social, Employment and Migration Working Papers No. 51 [Microsoft Word - OLIS DELSA ELSA WD SEM 2007 6.doc \(oecd.org\)](https://www.oecd.org/elsa/ELSA_WD_SEM_2007_6.doc)

<sup>72</sup> Krassoi Peach, E. and J. Cording. (2018). *Multiple Disadvantage Among Sole Parents in New Zealand*. Social Policy Evaluation and Research Unit, Wellington.

<sup>73</sup> Johnson, R. and S. Denny. (2007). *The Health and Wellbeing of Secondary School Students Attending Teen Parent Units in New Zealand*. <https://www.fmhs.auckland.ac.nz/assets/fmhs/faculty/ahrg/docs/teen-preg-unit-july08.pdf>





their school environment supports them to support their children, then it also supports their own ability to achieve in education.”<sup>74</sup>

258. We also know that a number of Māori-specific TPUs are succeeding in supporting ākongā Māori.<sup>75</sup>
259. Recent research indicated that there are insufficient TPUs to meet demand and that under-resourcing and support for staff could be impacting on the learning of TPU students.<sup>76</sup> Furthermore, the support that works and is available for teen parents at secondary schools (such as free onsite childcare facilities) is not available at the tertiary level, which could be a barrier to parents continuing their educational journey.<sup>77</sup>
260. The Children’s Commissioner has also reported that there is a lack of te ao Māori values and use of te reo in some TPUs.<sup>78</sup>

“When you leave a full unit in Māori you lose stuff. Doing hāngī and performances for tourists is stuff we already know. Our kaiako are white. So [they] don’t know tikanga and reo.” (Ākongā Māori in teen parent unit).

For tamariki and rangatahi, not being understood in the context of their own culture can present significant barriers to their sense of belonging, engagement and achievement. Tamariki and rangatahi told [the Children’s Commissioner] that, except in kura kaupapa settings, they do not see themselves or their culture reflected back to them in their school.

Source: Children’s Commissioner (2018).

261. We acknowledge that there are some initiatives happening in the education system that will impact the cultural competency of teachers including in TPUs. However, we think that the demand for culturally responsive-based TPU provision warrants further investigation. There is an opportunity to look at the kinds of support Māori māmā need and to draw from the initiatives that are working to increase opportunities and to help them into education or mahi when they and their pēpē are ready.

### **Individual Placement and Support services**

262. Mental distress and addiction create major barriers to both entering and retaining employment. Given Māori experience both disproportionately at a higher rate than other ethnic groups, there is a place for targeted support and action in this report.

<sup>74</sup> Children’s Commissioner. (2018). *Education Matters to Me: Experiences of Tamariki and Rangatahi Māori*. <https://www.occ.org.nz/assets/Uploads/Experiences-of-Maori.pdf>

<sup>75</sup> Massey University. (2019). *New Research on Teachers of Teen Parents*. [https://www.massey.ac.nz/massey/about-massey/news/article.cfm?mnarticle\\_uid=A336E8B2-6660-4772-9401-9429FF94E798](https://www.massey.ac.nz/massey/about-massey/news/article.cfm?mnarticle_uid=A336E8B2-6660-4772-9401-9429FF94E798)

<sup>76</sup> Above, n 75.

<sup>77</sup> Above, n 75.

<sup>78</sup> Above, n 75.



Māori experience significantly higher rates of mental illness and a greater prevalence of addictions.

Māori are 30 per cent more likely than other ethnic groups to have a mental illness undiagnosed.

Source: Mental Health Foundation. (2020). *Submission on the Draft Disability Employment Action Plan*.

263. Individual Placement and Support (IPS) services are internationally used, evidence-based approaches to employment support for people with severe mental illness and addiction. It involves specialists co-locating and working in an integrated way with a publicly-funded specialist mental health or addiction team.
264. There is an intention to expand IPS to all areas of Aotearoa as outlined in *Working Matters*, the Disability Employment Action Plan.
265. We see an opportunity to incorporate te ao Māori values in the expansion of IPS to expand their reach and ensure that Māori who require the service to enter or re-enter employment, experience the services in a way that relates to their world view, lived experiences and unique support needs. We encourage the Government to continue looking at strengthening capacity for a te ao Māori approach.

#### **Areas for further investigation**

266. We found limited information about the lived experiences of tāngata whaikaha Māori and the barriers they face in seeking and staying in work. There is a benefit in furthering understanding of the unique circumstances and challenges facing tāngata whaikaha Māori to be able to design and deliver policies and programmes tailored for them.
267. There is limited information about the other kinds of care provided by Māori and the ways that this impacts on employment opportunities. There is an opportunity to better recognise, describe and quantify the experiences of people who are caring for people other than their own children, such as an elderly parent or a whānau member with a health condition or disability.
268. Accessibility to government supports for whāngai parents needs greater attention. As mentioned above, Māori grandparents in particular are more likely to be acting in a parent role while still working.<sup>79</sup> Limited access to support may either act as a barrier to employment or mean that older Māori workers may have to remain in mahi for longer to support their whānau. Whāngai parents do not have legally recognised parental rights and responsibilities toward whāngai tamariki. The *Adoption Act 1955* explicitly states that adoptions according to Māori custom don't have legal effect. As a result, whāngai parents may have trouble accessing government, educational or medical assistance for tamariki.<sup>80</sup> The proposed legislative changes to the *Adoption Act* are expected to address these concerns. For these changes to have a beneficial impact on access to childcare, there may need to be work to ensure that the definition of whāngai

<sup>79</sup> Gordon, L. (2016). *The Empty Nest is Refilled: The Joys and Tribulations of Raising Grandchildren in Aotearoa*. <https://www.grq.org.nz/What+we+do/Publications/Research/2016+Research+Report.html>

<sup>80</sup> Ministry of Justice. (2021). *Discussion Document: Adoption in Aotearoa New Zealand*.

<https://www.justice.govt.nz/assets/Documents/Publications/Adoption-in-Aotearoa-NZ-Discussion-doc.pdf>



is sufficiently broad to include other kinds of care arrangements Māori use, such as shared parenting.

269. Further information is needed on impacts of older Māori needing to work for longer, later in life. For example, it would be beneficial to better understand and address the degree to which working later in life might be impacting the community roles that older Māori would otherwise be contributing to like, caring for others, acting as leaders and passing on knowledge.

### **Kōrero from our hui**

270. Our hui revealed that workplaces need to support the diverse lives of Māori and that Māori of all ages and stages of life are in need of support to achieve a sustainable balance of responsibilities, commitments and mahi.
271. Hui participants discussed that full-time employment is not the aspiration of all rangatahi and that many want a future where they can stay home with the whānau and spend time with their tamariki.
272. There was an emphasis on supporting older workers who sometimes need additional support and flexibility when transitioning into 'second careers' which may require upskilling or retraining. Participants also discussed the fact that older Māori may have more significant caring responsibilities.
273. Some participants stressed that education and whānau are becoming further and further apart, especially as living costs rise and caregivers have to work more hours. There needs to be a focus on how to bridge these gaps.



## **We have identified some other areas the Government could explore**

### **Career planning and guidance for Māori**

274. Career planning is something we should do over our entire lifetime. In the Ngā Rauawa stage of the journey, we made recommendations on school-based career services and pathways for tamariki and rangatahi. This focus area considers post-school career services.
275. Career services cover a wide range of activities from information about current and future jobs, help to identify how a person's skills could be used in other jobs, assistance to apply for jobs or prepare for interviews, and career coaching. Career services can help people look for a new job if they are unable to do their existing job, for example, due to redundancy, an accident, or a health condition means they need to find different types of work. They can also help people to re-enter the workforce if they have taken a break, for example for caring or other whānau commitments. Career services can help people to plan ahead for career changes into different jobs or sectors. This is important where existing jobs are at risk from climate or technology changes, or to help people move into higher paid work.
276. Māori are more likely to be negatively affected in a recession or be based in smaller towns and rural areas. They are disproportionately represented in jobs that may be impacted by climate or technological changes. People in low-paid jobs or older workers may have fewer workplace-based opportunities to be supported to navigate these changes.<sup>81</sup>
277. While there are currently online tools available, people may not be aware of them or feel comfortable in a digital environment. Doing things kanohi ki te kanohi is important for Māori. We understand that the recent introduction of direct career guidance services, as part of the Government's COVID-19 recovery strategy, are showing promising results. This initiative includes working through iwi and other Māori organisations to deliver careers services designed and targeted at Māori. We understand that this initiative has recently been extended for a further 12 months. We recommend the Government consider whether this provision of kanohi ki te kanohi career services should become a permanent service, if evaluations continue to show it is successful. The Government should continue to work with iwi, hapū and urban Māori authorities to design and deliver career services. We recommend that this work focuses on supporting different groups of Māori to access career planning tools early, including access to non-digital options.
278. We understand the Government is developing a new careers solution – Online Career Planning Solution (working title Tiro Whetū). The first iteration of the solution was Skill Net, a tool designed to help displaced workers identify their transferable skills and understand work opportunities. The wider Online Career Planning Solution is now in design phase. We encourage the Government to make sure that there is wide awareness of the Online Career Planning Solution when it becomes available.

---

<sup>81</sup> Above, n 3.



## Te Taihokaitiaki

---



### Our vision

**Māori create intergenerational wellbeing for their whānau, hapū and iwi through sustainable education, employment and enterprise.**

279. Te Taihokaitiaki looks at how Māori experience mahi in a way that supports overall wellbeing and sustains wairua throughout their ara mahi, as well as creating growth and a sense of belonging in workplaces.
280. We want our recommendations to ensure that the scaffolding is in place to support Māori potential and capability in a way that leads to success.
281. Te Taihokaitiaki covers a broad scope, so we have focused on six areas.
282. The growth and sustainability of Māori businesses is important because these businesses are more likely to employ Māori, and growing the Māori economy is important for intergenerational success.
283. Most Māori work in non-Māori businesses so we have also considered other aspects necessary for Māori success. It is important for Māori to be able to participate in lifelong learning so they have opportunities for personal development, and higher wages and positions. It is also important that the places where Māori work are safe, fair, flexible and practice cultural capability.
284. We have also considered mahi in specific sectors. First, we look at increasing the participation and representation of Māori in those sectors that significantly contribute to the economic growth of Aotearoa. Second, we look at the public sector, which is important for Māori as workers and as users of public services.

### Focus areas for Te Taihokaitiaki

- Flourishing Māori businesses
- Businesses grow their Māori workers
- Inclusive workplaces for Māori
- Workplaces are safe, fair and flexible for Māori
- Māori working in growth sectors
- Māori working in the public sector.



## Flourishing Māori businesses

### What we want to see

285. We want to see Māori businesses growing and flourishing, leading to more employment for Māori and innovation in new and existing business areas. There has been considerable growth in the Māori economy in the last decade. We want to see Māori businesses succeed even further.

### Why we want to see flourishing Māori businesses

286. Flourishing Māori businesses are linked to good employment and overall outcomes for Māori. The Māori economy will become an increasingly larger driver for the Aotearoa economy as a whole, particularly as Māori make up a larger share of the workforce.
287. Pre-colonial Māori communities operated their own economies and there was much trade between tribes and hapū. Māori were successful traders during early contact with Europeans. Māori later ran successful enterprises in shipping and flour production. However, collapsing markets resulted in the decline in economic circumstances for Māori by the late 1850s. Throughout the rest of the century, Māori land acquired by the Crown through purchase, confiscation and the Native Land Court resulted in Māori being dispossessed of a significant asset base.<sup>82</sup>
288. The lower levels of asset ownership among Māori than the overall population resulting from colonisation have meant that, historically, there has been reduced opportunity to start businesses and grow assets. In the last 25 years, Treaty settlements have become the foundation of a renewed asset base with around \$2.2 billion transferred from the Crown to Māori authorities, mostly in land assets. However, these assets are typically concentrated among Māori authorities, and barriers to accessing finance to start and grow businesses remain, particularly for smaller Māori businesses.
289. A te ao Māori approach in business includes being guided by values such as manaakitanga, kaitiakitanga and whanaungatanga. Māori businesses often have 'multiple bottom lines' as they have social, cultural and environmental considerations alongside generating profits.<sup>83</sup> Māori businesses often take a longer-term view, with an eye on improving intergenerational outcomes for their whānau, hapū and iwi. Māori businesses can also have strong links to their local areas making them less likely to shift employment to other areas. These factors mean that growing Māori businesses has the potential to provide better employment opportunities for Māori throughout Aotearoa, including in smaller towns and rural areas, potentially leading to better-paid, sustainable jobs that allow for skill development and growth.

### Where we see opportunities

290. There are opportunities in the strength of Māori businesses, and the potential to build on this success to increase Māori employment in higher paid, higher skilled and sustainable work. Māori businesses often plan for the longer-term, take a te ao Māori approach to their organisation and operations and are ambitious, investing more in research and development (R&D) and innovation than businesses as a whole in Aotearoa. There is an opportunity to support this success and encourage Māori

---

<sup>82</sup> Consedine, B. (2007). *Historical Influences – Māori and the Economy*.

<https://www.tpk.govt.nz/documents/download/102/tpk-histoicinfluence-2007-eng.pdf>

<sup>83</sup> BDO. (2020). *Māori Business Survey Report 2020*. <https://www.bdo.nz/en-nz/industries/maori-business/maori-business-survey>



business growth and development by removing barriers identified by Māori businesses.

## Our recommendations

291. The Government should:

- **Develop an investment plan to address capacity and capability building for Māori businesses, as well as for government procurement functions, so that both parties are able to effectively engage in supplier diversity. This includes exploring options to reduce barriers to entry for Māori businesses, ensuring rural areas are adequately resourced to provide this support, as well as providing resourcing to support government and other organisations through their initial supplier diversity contracts.**
- **Change the government procurement target for Māori businesses from 5 per cent of the number of contracts to 5 per cent of the value of contracts, and commit to regularly reviewing social procurement targets and objectives for Māori businesses to ensure there is growth in both the volume and value of contracts awarded to Māori businesses over time.**
- Continue implementing the procurement target for government contracts for Māori businesses in a way that ensures Māori businesses throughout Aotearoa can effectively bid for, and are allocated, contracts that contribute to long-term social and economic wellbeing. This could include using indicators to track and measure success based on best practice models.
- Explore going further on social procurement, including by placing conditions on all-of-government procurement and high value contracts that do not go to Māori businesses. This could include exploring implementing supply chain diversity requirements. Any changes should be backed up with accessible and appropriate information and training for Māori businesses, procurement staff and other businesses.
- Continue work to map existing supports and services for Māori businesses with a view to providing greater coordination and awareness of what is available. This could include establishing or designating a 'one-stop shop'. Mapping of supports should be kept up-to-date and be clear when funding is time limited.
- Continue work to further understand and improve challenges with access to capital and funding for Māori businesses, which has been identified as a key barrier to Māori businesses growing and succeeding. This includes looking at capital requirements which can act as a barrier for Māori businesses to secure government procurement contracts and access contestable funding, as well as looking at collaborative supplier models to overcome barriers.
- Continue to support the maturity and uptake of the Māori business identifier in the New Zealand Business Number (NZBN) register and ensure consistency with the definition of a Māori business used by Inland Revenue. Also explore opportunities to build this identifier into surveys, such as the Business Operations Survey, and the monitoring and evaluation of the uptake of business support services (eg, Regional Business Partner Network) to learn about the number of Māori businesses that are able to access government services and resources.



292. The Government could:

- explore continuing previously identified reforms to *Te Ture Whenua Māori Act 1993* to make it easier to utilise Māori land to support the development of Māori business, as recommended by the Productivity Commission in its report on frontier firms
- explore ways to ensure that wide-reaching, future-focused government initiatives on economic development are relevant to Māori, such as Just Transitions Partnerships, the Emissions Reduction Plan, the National Adaption Plan and Industry Transformation Plans (ITPs).





## Commentary on flourishing Māori businesses

293. There are multiple ways to define Māori businesses. They can be businesses that are operated and/or controlled by people or organisations of Māori ethnicity or descent. Some definitions also count Māori businesses by the good or service they produce, or if they employ a high proportion of Māori. Recent efforts to identify Māori businesses include:

- Māori enterprises, which are businesses that are majority owned and controlled by people of Māori ethnicity or descent.
- Businesses, assets and holdings that are collectively governed and/or managed by Māori authorities and Trusts. This can include iwi, Post-Settlement Governance Authorities, Māori Freehold Land Incorporations and Trusts, and other Trusts.
- Self-employed owner operators of Māori ethnicity or descent.

294. Data on the number of Māori businesses differs due to varying ways of collecting and reporting on information about Māori businesses. Tatauranga Umanga Māori, produced by StatsNZ, reported around 1,600 Māori businesses in 2019 across Māori authorities and small and medium-sized enterprises (SMEs).<sup>84</sup> However, research commissioned by Te Puni Kōkiri in 2020 identified a further 8,800 businesses and 14,700 Māori sole traders using administrative data sets.<sup>85</sup>

There are around 10,000 economically significant Māori-owned businesses.

Māori businesses make up around 6 per cent of identified businesses with an active shareholder.

Source: Te Puni Kōkiri (2020).

295. Māori-owned businesses make up around 6 per cent of total businesses.<sup>86</sup> They are more likely to employ Māori, with 43 per cent of the employees of Māori businesses being of Māori ethnicity or descent, while staff size and turnover rates are similar to non-Māori businesses.<sup>87</sup>

296. We know that the Māori economy is growing and has diversified in recent years. Analysis from BERL<sup>88</sup> found that in 2018, total GDP in the Māori economy grew to \$17 billion from \$11 billion in 2013, a growth rate of 37 per cent. This is faster than the rate of growth of the total Aotearoa economy over the same period, which was 20 per cent. Total assets held by Māori in 2018 were \$68.7 billion. Assets in the primary sector and real estate services made up the largest shares by industry, owing in part to Treaty settlements, where land holdings are a primary component.

<sup>84</sup> StatsNZ. (2020). *Tatauranga Umanga Māori – Statistics on Māori Businesses: 2019 (English)*.

<https://www.stats.govt.nz/information-releases/tatauranga-umanga-maori-statistics-on-maori-businesses-2019-english>

<sup>85</sup> Te Puni Kōkiri. (2020). *Te Matapaeroa 2019 – Looking Toward the Horizon: Some Insights into Māori in Business* <https://www.tpk.govt.nz/en/a-matou-mohiotanga/business-and-economics/te-matapaeroa-2019>

<sup>86</sup> Total businesses with active shareholders, which is around 162,000 businesses out of a total 618,000 identified in the Linked Employer-Employee Database (LEED), as well as Māori businesses identified by StatsNZ.

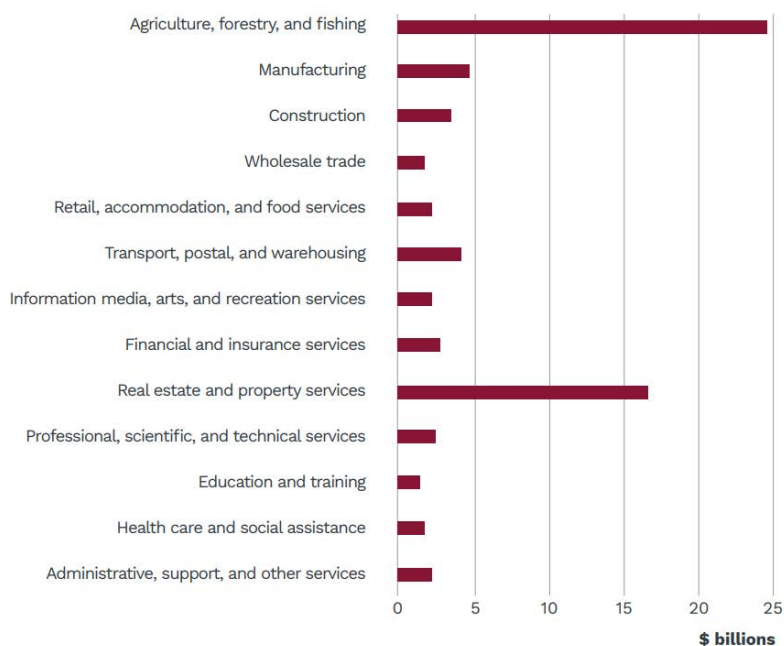
<sup>87</sup> Above, n 86.

<sup>88</sup> BERL (2020). *Te Ohanga Māori 2018: The Māori Economy 2018*. <https://berl.co.nz/our-mahi/te-ohanga-maori-2018>



**Figure 3: Financial asset base of Te Ōhanga Māori by sector, 2018**

Source: BERL (2020), p. 15



297. Māori businesses were also diversifying and moving up the value chain in primary industries. Value-add in the Māori economy was more evenly spread across sectors, with strong contributions from manufacturing, construction, education and training, and retail, accommodation and food services.

**Figure 4: Value added of Te Ōhanga Māori by sector, 2018**

Source: BERL (2020), p. 17





298. The Productivity Commission's report on productivity diffusion among frontier firms discussed the unique opportunities for Māori businesses growth.<sup>89</sup> It identified a number of strengths of Māori businesses:
- The Māori economy exhibits many of the characteristics needed for firms to innovate, grow and support higher living standards and improved wellbeing.
  - Māori firms were more likely than New Zealand firms generally to export, and had higher rates of innovation and R&D. This is partly due to high expectations among shareholders to meet multiple objectives, and resulted in an appetite for innovation and experimentation, provided underlying assets were not put at risk.
299. However, despite the considerable growth in the Māori asset base, much of this is concentrated in businesses owned or controlled by Māori authorities. Other Māori businesses, particularly smaller businesses, still face obstacles to funding to start or grow their operations. Māori have lower rates of home ownership than the total population, which is often a source of funding for new small businesses in Aotearoa.<sup>90</sup>
300. Access to funding and capital is cited by Māori businesses as one of the largest barriers to business growth and development. There is work underway within government to look at this issue. The Reserve Bank of New Zealand has an ongoing work programme to look at ways to improve access to capital for Māori businesses.<sup>91,92</sup> This work aims to further develop the quantitative assessment of Māori access to capital, and will also assess whether any issues arising in capital access either constitute a potential market failure or highlight gaps in the Aotearoa lending market. This assessment will guide policy and regulatory interventions, if and where necessary.
301. Compatibility of lending systems with the ownership structure of Māori land is another challenge to growing Māori business. The asset base of the Māori economy is underpinned by land-based assets, owing in part to Treaty settlements over the past 25 years. The Productivity Commission identified that continuing reforms to the *Te Ture Whenua Māori Act* would help to allow Māori authorities and businesses to utilise land more effectively, while recognising the importance of retaining land in the hands of its owners, whānau and hapū.
302. There are a range of services and supports from across government to help Māori businesses grow and thrive. A recent analysis by the Ministry of Business, Innovation and Employment (MBIE) identified at least 17 separate enterprise initiatives and funding across central government agencies that were either directly targeted or available to Māori. These generally cover funding for research, small business advice and training, and networking. Funding to assist with small business start-up costs is very limited. A number of workforce training supports are also linked to Māori businesses. These initiatives are in varying stages of development and establishment.
303. As with employment services, many of the services and supports offered by government to help Māori businesses grow are short-term and reactive, which can leave Māori businesses unsure of who to talk with to receive support, or which

---

<sup>89</sup> Productivity Commission. (2020). *New Zealand Firms: Reaching for the Frontier*.

<https://www.productivity.govt.nz/inquiries/frontier-firms/>

<sup>90</sup> Above, n 89.

<sup>91</sup> Hawkesby, C. and E. Truong. (2021). *The Future is Māori: Panel Remarks Delivered to the Institute of Directors New Zealand Leadership Conference in Tāmaki Makaurau*. <https://www.rbnz.govt.nz/research-and-publications/speeches/2021/speech2021-05-06>

<sup>92</sup> Reserve Bank of New Zealand Te Pūtea Matua. (2021). *Kimihia te Mea Ngaro – Māori Access to Capital* <https://www.rbnz.govt.nz/financial-stability/financial-stability-report/fsr-may-2021/kimihia-te-mea-ngaro-maori-access-to-capital>



services are most applicable to their business. Around 55 per cent of surveyed Māori businesses in 2020 did not feel they receive adequate support from the Government.<sup>93</sup> There is an opportunity to achieve better coordination of services by designating or creating a new function to help Māori businesses navigate and access what is available. Consideration needs to be given to the continuity of business support services to create a cohesive system and improve awareness of the support that is available.

304. The initiative with arguably the largest potential to support Māori business growth, and within the most direct control of Government, is social procurement, including through the Government's 5 per cent procurement target.
305. Social procurement is when organisations use their buying power to generate social and public value beyond the value of the goods, services or works being procured. Examples of social and public value in procurement include economic, social, cultural and environmental outcomes that are generated as part of the delivery of the goods, services or works being delivered. There is a variety of different kinds of social procurement. The main three are: supplier diversity (providing supplier contracts to targeted businesses), targeted employment (increasing the number of employment opportunities for targeted groups of people) and workforce development (providing upskilling opportunities for targeted groups within the workforce). The Government's 5 per cent procurement target is an example of supplier diversity.
306. Supplier diversity initiatives were first developed in the United States in the 1960s and have shown considerable success in supporting the growth of Indigenous businesses and employment. Australia and Canada have implemented similar schemes. Evaluations from these examples suggest that ensuring Māori businesses are effectively supported to build their capacity and capability to bid for high-value, long-term contracts are key to enabling Māori businesses to achieve wider goals to provide quality, sustainable employment. There is also a role for procurement providers to develop internal capacity and capability in partnering with Māori businesses.

The Government spends approximately \$42 billion a year on the procurement of goods and services.

In 2020, Māori businesses reported access to capital, funding, and people capacity and capability as the top three barriers to achieving their planned outcomes.

Source: Ministers for Economic and Regional Development and Māori Development (2020) *Increase to Supplier Diversity Through New Procurement Target for Māori Businesses*. Beehive; BDO (2020).

307. The Government's progressive procurement policy contains elements of social procurement. The policy has the following key features:
  - The definition of a Māori business is a Māori Authority (as classified by Inland Revenue) or a minimum of 50 per cent Māori ownership.
  - A target of 5 per cent of the total number of procurement contracts for mandated government agencies are awarded to Māori businesses.
  - Intermediary organisations to act as a broker - matching and connecting buyers and suppliers to realise procurement opportunities.

<sup>93</sup> BDO. (2020). *Māori Business Survey*. <https://www.bdo.nz/en-nz/industries/maori-business/maori-business-survey>



- Support for sustainable long-term behavioural change of government agencies and businesses.
308. There are already some initiatives to support Māori businesses to access the government procurement process. Te Kupenga Hao Pāuaua is the project team led by Te Puni Kōkiri (TPK) and MBIE. Its purpose is to prototype approaches to reduce barriers for Māori businesses to engage in government procurement processes and assist government agencies to implement the progressive procurement policy.
  309. TPK has contracted Amotai to act as an intermediary to verify suppliers are a Māori business for the purposes of the policy, and act as a broker.
  310. However, further resourcing and support is needed to ensure both Māori businesses and government agencies are ready to fully engage in supplier diversity. This includes support for organisations, such as Amotai or other providers, to work with Māori businesses nationwide to inform them about the opportunities and prepare them to be able to engage with government agencies as well as organisations in the private sector.
  311. Support is also needed for government and private organisations to effectively engage in supplier diversity activity. An important element of successful supplier diversity is 'staying in' the project to build capacity for both parties: the procuring party needs to learn how to work with businesses that have previously not engaged with corporates or government entities, and vice versa. Without this support, there is a risk of causing more harm than good to the supplier – for example, contractual requirements can result in cashflow issues that smaller businesses cannot support, or issues may arise through the contract that neither party are properly equipped to deal with.
  312. The procurement targets and objectives for Māori business should be reviewed regularly to ensure there is growth in both the value and volume of contracts over time.
  313. Along with supplier diversity, sub-targets could be set to support the growth of Māori businesses. This could involve whether to require businesses bidding for large government contracts to commit to using Māori businesses in their supply chains. Social procurement also has the potential to address other barriers for Māori businesses, including access to capital. Long-term procurement contracts for Māori businesses may have the potential to be used to demonstrate viability to lenders.
  314. There are also information barriers that have an impact on the quality and targeting of services and supports for Māori businesses, owing to definitional and data collection challenges. There is not a clear estimate of the number, size and types of Māori businesses, although data is becoming better. The recent work commissioned by TPK identified additional Māori businesses by looking at businesses with active shareholders and Māori sole traders. Due to data limitations, it was unable to identify Māori businesses among those that do not have active shareholding or are operating under other arrangements, such as partnerships and incorporated societies.
  315. MBIE has recently created a Māori Business Identifier for the NZBN register, allowing Māori businesses to self-identify. There is an opportunity to continue to improve the data on Māori businesses to refine and better target support to particular business types, sizes and owner demographics such as wāhine Māori. This includes ensuring there is consistency in the definition of a Māori business that is used across government, including for the NZBN. Whilst it is up to the business to self-identify as Māori for the NZBN, the guidance given on factors to consider are much broader than the definition used by Inland Revenue, and are not limited to ownership. Consequently, a business that does not have any Māori ownership may choose to self-identify as Māori based on other factors such as branding, staff members or philosophy. This



adds to the challenge of targeting services and supports to Māori business owners, and may potentially cause confusion in the application of the Government's 5 per cent procurement policy.

316. Māori business resilience is also important to ensure that the employment benefits of flourishing Māori businesses can be maintained during economic downturns, shocks and shifting markets over time. Stepping up efforts to ensure Māori business resilience will help to provide stable foundations for employment for whānau, hapū and iwi. This presents both challenges and opportunities:
- While Māori businesses are diversifying, a large share of assets are in the primary sector, which may be more exposed to climate change mitigation policies and the physical effects of a changing climate. The Government will need to partner with Māori businesses on the Emissions Reduction Plan, National Adaption Plan and other initiatives such as Just Transitions Partnerships.
  - Māori businesses are already moving up the value chain in the primary sector and in other industries. However, effective engagement by Government on initiatives, such as Industry Transformation Plans (ITPs), provides the opportunity to push moves up the value chain even further. The Government should take steps to ensure the ITP process is relevant and accessible to Māori businesses.

### **Kōrero from our hui**

317. A common theme in the engagement hui was that Māori business is a powerful way for whānau, hapū and iwi to create value and employment opportunities for their communities.
318. It was noted in some areas that their rangatahi are employed in dangerous industries due to limited local employment opportunities, and developing Māori businesses in new industries would help provide safe, secure and sustainable mahi for communities. Participants also thought that Government should be supporting communities to develop managerial and leadership capability in rangatahi to support the future of Māori business.
319. Hui participants raised issues about the wide array of government supports and services for Māori businesses and that it was not always clear what support was available and who to talk to. Eligibility requirements and outcome measures were cited as barriers to getting effective support. Participants raised frustration at the changing priorities and people of government. The former affects what services are available to businesses and the latter makes it difficult for them to form ongoing relationships with government funders.
320. Stakeholders were aware of the target for 5 per cent of Government contracts to be awarded to Māori business. They considered that Government can play a strong role in helping Māori businesses grow and thrive through the procurement of goods and services.
321. Kōrero in many of the hui stressed the need for Government to support capacity and capability building for Māori businesses to ensure they can successfully bid for contracts that will allow for good social and employment outcomes. Participants also raised the issue that Māori start-ups face barriers to progression, and that Government should use procurement to support Māori start-ups to overcome these barriers.
322. It was noted that there is a risk that Māori businesses are mainly allocated lower value and/or short-term contracts, which prevent them from planning for the long-term, taking on permanent staff, and investing in skills and training to build capacity and capability.



Along with building capacity with businesses directly, participants felt the Government could educate and encourage big companies that subcontract to provide opportunities to Māori contractors and support them to upskill to eventually do their own tender.

323. Hui participants also wanted to see government procurement benefitting local areas as much as possible. This could be done by ensuring that project pipelines stay open as long as possible, that large projects source their supply chains from the area they are operating in, working with existing community and iwi initiatives that support supplier diversity activities, and increasing resourcing in the regions to help Māori businesses build capability to engage in supplier diversity activities.



## Businesses grow their Māori workers

### What we want to see

324. Employers proactively build the capability and resilience of the Māori workforce through better planning for the skills they require now and in the future, and taking greater responsibility in ensuring Māori have access to lifelong learning. Employers create pathways so that the Māori workforce is distributed through all levels of organisations, including in managerial positions.

### Why we want to see businesses grow their Māori workers

325. Lifelong learning benefits Māori workers, their whānau and their employers. Upskilling and lifelong learning sets Māori up to progress in mahi by opening up new opportunities, promotions and higher wages, which flow onto greater wellbeing for whānau, hapū and iwi.<sup>94</sup> Lifelong learning can increase resilience and reduce susceptibility to being placed in insecure employment, as well as prepare Māori for changes in the nature of work. When businesses actively grow their Māori workforces they see a return on investments through, for example, increased productivity, innovation, employee engagement and cultural capability. Investment in their workers helps employers to fill skills shortages.

### Where we see opportunities

326. Māori are still disproportionately concentrated in roles that are lower skilled, lower paid, insecure and more susceptible to disruptions caused by new technologies, climate change and economic shocks.<sup>95</sup> Such roles offer fewer opportunities for development and upskilling.<sup>96</sup>
327. We see the potential for Māori to move into higher skilled, more sustainable mahi by businesses taking greater responsibility in growing their Māori workforces. The Government, in partnership with industry, has various levers to grow the Māori workforce, including through social procurement to set targets for employment and workforce development. These mechanisms will need to be leveraged to meet this opportunity.
328. There are a number of Government-subsidised initiatives that stimulate the development of kaimahi, some of which are focused on Māori. However, there could be the opportunity to upscale these initiatives by increasing resourcing and capacity as well as raising awareness of the initiatives that are available. There also opportunities to consider how these initiatives can support workers to grow and develop in the business, such as leadership training.
329. More work is needed to understand and address the incentives for employers to provide upskilling opportunities for their kaimahi Māori.

---

<sup>94</sup> Te Puni Kōkiri. (2020). *Cadetships*. <https://www.tpk.govt.nz/en/whakamahia/cadetships>

<sup>95</sup> Ministry of Business, Innovation and Employment. (2020). *Māori in the Labour Market June 2020 quarter*. <https://www.mbie.govt.nz/dmsdocument/11844-maori-in-the-labour-market-june-2020-quarter-pdf>

<sup>96</sup> PWC. (2019). *The Lost Workforce: Upskilling for the Future*. <https://www.pwc.com/m1/en/world-government-summit/documents/wqs-lost-workforce.pdf>





## Our recommendations

330. The Government should:

- continue to support successful in-work training or upskilling initiatives
- lead by example by altering its recruitment processes to ensure they recognise a wider range of skills, attributes and experiences that contribute to one's ability to be successful in a role, and explore ways to encourage the private sector to take a similar approach
- **increase social procurement activity by implementing voluntary or mandatory minimums to employ Māori and provide upskilling opportunities, as part of the further work on social procurement we recommended under Flourishing Māori Businesses**
- undertake research to understand and address the incentives for employers to actively provide upskilling, lifelong learning and development opportunities for kaimahi Māori.

331. The Government could:

- explore ways to encourage employers to take part in existing government-funded employment programmes by demonstrating their value to employers through case studies, and consider reviewing the requirements on employers to develop their cultural competency, where appropriate
- review the range of existing initiatives to ensure there are programmes that support kaimahi Māori to progress to more advanced roles or higher levels in their organisation.



## Commentary on businesses growing their Māori workers

332. We know that full-time employees are more likely to receive upskilling or in-work training opportunities than those who are in part-time mahi (70 per cent compared to 17.5 per cent).<sup>97</sup> Employers are also less likely to provide development opportunities for people in lower paid jobs or fixed-term employment. This will disproportionately impact kaimahi Māori. Given wāhine Māori, tāngata whaikaha, rangatahi Māori and older workers experience poorer labour market outcomes, we can assume that there are also fewer training opportunities for these groups.
333. There are a wide variety of Government-subsidised initiatives with the overarching aim of increasing the capability of the Māori workforce. The initiatives range from apprenticeships and traineeships to wage subsidies for employers and industry-specific training opportunities. We know that these initiatives are a valuable investment and are working for Māori. This presents an opportunity to further support initiatives that are successful, and change the labour market experience for the next generation of kaimahi Māori.

### Uptake in training development initiatives

- 2.7 per cent of the total Māori working population are participating in an apprenticeship.
- 100 per cent of participants in the Cadetship initiative are Māori. Cadetships are explicitly targeted to growth sectors.
  - The proportion of wāhine participating in the Cadetships initiative increased from 18 per cent in 2017 to approximately 50 per cent in 2021.
  - 27 per cent of reported outcomes for cadets are achievements towards or completions of formal training and 9 per cent reported promotion or moving into a different role.
  - Māori-owned SMEs make up approximately 85 per cent of Cadetship employers.

Source: Education Counts (2019); Te Puni Kōkiri (2020).

334. However, there are limited resources and delivery mechanisms, which reduces the scope and reach of the initiatives. Further, many Government initiatives are geared towards developing rangatahi, meaning there are limited opportunities for those at later stages in life. The Cadetships programme is focused on supporting older people into the workforce, not just rangatahi. However, it is only resourced to support 1,200 cadets. This is after a significant Budget increase in 2020 (which saw funding increase from \$4.5 million to \$11.5 million), which is set to go back to baseline in 2023.
335. The Government should continue with successful initiatives that support in-work training. It should also consider if greater employer awareness of these initiatives is needed to encourage employers to participate, or if other conditions need to be set on employers to ensure workers have successful outcomes, such as developing their cultural capability where appropriate, as discussed under Te Taurapa.
336. The Government should also consider how it can use its procurement levers to grow kaimahi Māori. Under Flourishing Māori Businesses, we recommended undertaking

<sup>97</sup> Motu. (2020). *Characteristics of Adults Undertaking Education and Training in New Zealand*. <https://www.motu.nz/assets/Documents/our-work/productivity-and-innovation/education-and-skills/Characteristics-of-Adults-undertaking-Education-and-Training-in-New-Zealand-42.pdf>



further work on social procurement. This work could include exploring the use of voluntary or compulsory minimum employment targets for businesses contracting with Government, as well as requirements to provide training and other professional development opportunities.

337. We think employers have a responsibility to develop their employees and support their lifelong learning. It is also in their best interests to do so. This development could be through the provision of in-work training, or external education and development providers.
338. Upskilling and providing lifelong learning opportunities for kaimahi Māori benefits businesses in many ways including from increased productivity and better workplace culture. On the Cadetships programme, Downer commented that their reputation within the community as an employer who values and invests in Māori means that they have a recruitment advantage within a competitive skills shortage environment.<sup>98</sup>
339. There are a number of challenges that need to be confronted to ensure that businesses are willing and able to develop their kaimahi Māori.
340. There can be a mismatch in hopes and expectations between employers and young employees. Young workers tend to hope for more opportunities to develop their skillsets and to progress through the firm. In some instances, where rangatahi Māori have lower expectations, they may not have the confidence to self-advocate for more development opportunities. Firms may be reluctant to upskill and train young people as this is seen as costly and young people are considered to be a particularly high-risk investment.<sup>99</sup>
341. Where upskilling or development training is offered within the workplace, the most commonly provided training is in health and safety. However, this is not sufficient to empower Māori to flourish, as it may not develop broader transferable skills or contribute to progression opportunities.<sup>100, 101</sup>
342. Many firms are concerned they will not be able to recover the costs of their investment in an employee's training or development (especially if a newly trained employee takes up employment elsewhere).<sup>102</sup> In some situations, employers require support to see the holistic benefit of developing their employees.<sup>103</sup>
343. We are also aware that firms may require extra support in identifying the skills they will need in the future. There appears to be a highly variable understanding about the skills that will be needed in some firms and industries, which translates to a variable commitment to training.<sup>104</sup>

---

<sup>98</sup> Above, n 96.

<sup>99</sup> The Co-design Lab. (2020). *The Attitude Gap Challenge*. <https://www.aucklandco-lab.nz/attitudegap>

<sup>100</sup> Hurt-Suwan, CJP. and M. Mahler. (2021). *Social Procurement to Reduce Precarious Employment for Māori and Pasifika Workers in the Construction Industry*.

<http://eds.a.ebscohost.com/eds/pdfviewer/pdfviewer?vid=7&sid=74eefca-e844-4d6e-8668-c5e033fe55f1%40sessionmgr4006>

<sup>101</sup> Lazear, E. (2009). *Firm-Specific Human Capital: A Skill-Weights Approach*.

[https://www.jstor.org/stable/10.1086/648671?seq=2#metadata\\_info\\_tab\\_contents](https://www.jstor.org/stable/10.1086/648671?seq=2#metadata_info_tab_contents)

<sup>102</sup> Ministry of Education. (2018). *Education Report: What do Learners and Employers Need from the VET System?*

<sup>103</sup> Above n, 103.

<sup>104</sup> Above, n 103.



344. SMEs experience additional barriers in providing upskilling opportunities to kaimahi Māori. Research has indicated that SMEs may lack the time, knowledge and resources to adequately anticipate, plan for and provide training.<sup>105</sup>
345. One way employers could support their workers' upskilling is by enabling their kaimahi Māori to undertake work-related courses during mahi hours. Further, where capacity or capability is an issue for organisations, we see opportunities for them to form greater links with organisations such as Te Pūkenga, which could help them provide work-based learning programmes. ITPs could be a way to develop industry-wide approaches to training and upskilling.
346. Where firms have expressed a desire to implement upskilling or development opportunities, they have said that they don't know how beneficial it will be for their business or how to implement opportunities in a way that is meaningful.<sup>106</sup>
347. Case studies could help demonstrate the different ways that this can be done successfully. This could include examples relevant to te ao Māori values, such as using tuakana-teina relationships for mentoring. More work is needed to understand and address the incentives for businesses to take a more active role in the development of their kaimahi Māori.

### **Kōrero from our hui**

348. Across Aotearoa there was an overwhelming sentiment that Māori businesses are the best at growing and supporting Māori employees and that many employers in the wider labour market are not adequately supporting kaimahi Māori to grow and flourish.
349. We heard calls for greater awareness of and incentives for employers to develop their kaimahi Māori.
350. Many participants said a package of training materials are needed for employers, which could outline the benefits of developing Māori staff and include case studies and practical ways to do this in their businesses. It is important that this information is presented in a simple and user-friendly way, and is promoted to employers to ensure its visibility.
351. Hui participants also suggested that the Government should encourage employers to establish recruitment practices that are inclusive of knowledge and experience outside of educational qualifications or similar industry experience. We heard that many Māori who have the skillset, experience and drive to succeed and provide valuable contributions to an organisation are not being recognised during recruitment, because recruitment processes are often highly prescriptive in regards to qualifications and the types of experience required.

*"There needs to be a change in the way we understand people's strengths - it shouldn't be 'where you have worked' but 'what do you value and want to bring to the table'." - Hui participant*

352. Participants at hui noted that there was a lower presence of employers than other representative groups, and that future mahi on developing this Action Plan should include further engagement with employers to ensure their perspectives are considered.

---

<sup>105</sup> Above, n 104.

<sup>106</sup> Above, n 101.



## Inclusive workplaces for Māori

### What we want to see

353. We want employers and workers to be fully prepared for and to embrace a multi-cultural (and more Māori) workforce. In doing this, we want Māori beliefs and culture to be protected and valued in the workplace in a way that affirms their place in Aotearoa and honours Te Tiriti.

### Why we want to see more inclusive workplaces

354. A greater number of rangatahi Māori will be moving into the world of mahi in the near future. We want employers to be well equipped and supported to receive kaimahi Māori and to embrace all the attributes they bring with them. Creating more inclusive workplaces has many benefits for both kaimahi Māori and businesses.

### Where we see opportunities for change

355. Māori continue to experience high incidents of discrimination and racism in the workplace. Some groups of Māori experience amplified and intersecting layers of discrimination such as wāhine, tāngata whaikaha, older Māori workers, and takatāpui and Māori LGBTQI+ community members. This discrimination is exacerbated where businesses do not have, or give effect to, diversity and inclusion policies in their workplaces. While there have been some moves to include tikanga and te reo in workplaces around Aotearoa, it is largely inconsistent.<sup>107</sup> This means that the level of inclusion experienced by kaimahi Māori largely depends on the individual firm where they are working.

356. The Māori Employment Action Plan provides the opportunity for the Government to ensure that businesses are supported to develop and implement more inclusive practices to draw on the many strengths kaimahi Māori bring to mahi.

### Our recommendations

357. The Government should:

- **co-develop with Māori a package of tools and case studies for businesses to increase their inclusiveness of kaimahi Māori, as well as to support them to implement and uphold practices that support tikanga Māori**
- pilot this package with large organisations and businesses and work with them to promote and spread diversity practices through supply chains.

358. The Government could:

- undertake research on the barriers to making workplaces more inclusive for Māori.

---

<sup>107</sup> Haar, J., T. Ka'ai, K. Ravenswood, and T. Smith. (2019). *Ki te Tahatū o te Rangi: Normalising te Reo Māori Across Non-traditional Māori Language Domains*. Auckland: Te Taura Whiri i te Reo Māori. [https://workresearch.aut.ac.nz/data/assets/pdf\\_file/0006/287691/Te-Reo-Subjective-Motivation-Report.pdf](https://workresearch.aut.ac.nz/data/assets/pdf_file/0006/287691/Te-Reo-Subjective-Motivation-Report.pdf)



## Commentary on inclusive workplaces for Māori

359. Being in mahi that enables people to use their skills and to work the number of hours they want to are important contributors to job satisfaction and productivity. Inclusion is a key ingredient in creating workplaces that support workers to do this. An inclusive workplace culture is key to workers feeling valued, wanting to remaining in the role and generating engagement and innovation.
360. Currently, Māori have relatively high rates of under-utilisation and frequently report experiencing discrimination. This implies that workers are not able to contribute to their workplace to the best of their abilities. Māori will make up a larger proportion of the future workforce.<sup>108</sup> Employers will need to ensure they have inclusive workplace cultures in place to be able to attract and retain kaimahi Māori to productive and sustainable jobs.

Māori currently make up 15 per cent of the workforce in Aotearoa, and are expected to make up nearly 20 per cent by 2040. We expect this growth to be young Māori entering the workforce for the first time. The Māori workforce is expected to contribute 29 per cent of the economy's growth by 2030.

Source: StatsNZ (2020).

361. Racism is still prolific in Aotearoa and finds expression in the workplace. Research has shown that Māori can be excluded from the workplace by way of overt discrimination, through interactions with individuals or feeling culturally unsafe in the mahi environment. Among Māori who have ever experienced racial discrimination, 31.9 per cent of survey respondents said that this was happening in mahi settings, making it the second most common place for Māori to experience racism after education.<sup>109</sup>
362. Some groups of Māori experience amplified and intersecting layers of discrimination:
- Gender discrimination is amplified for wāhine Māori. Wāhine Māori report approximately three times more gender discrimination than Māori men in their life time (16.7 per cent compared to 5.6 per cent).<sup>110</sup>
  - Tāngata whaikaha Māori experience significant inequities in labour force participation, employment rates and income due to factors such as employer bias, inaccessibility and inflexible support policies. Labour force participation is 24.3 per cent compared to 72.1 per cent for non-disabled people.<sup>111</sup> These outcomes are compounded for tāngata whaikaha. In 2013, 17 per cent of tāngata whaikaha were unemployed compared to 11.4 per cent of all disabled workers.<sup>112</sup> Among Māori who experience discrimination on the grounds of disability or health, 32.3 per cent experienced it in a mahi setting.<sup>113</sup> Disabled rangatahi Māori have talked about

<sup>108</sup> Stats NZ. (2020). *Māori population estimates: At 30 June 2020*. <https://www.stats.govt.nz/information-releases/Māori-population-estimates-at-30-june-2020>.

<sup>109</sup> Cormack, D., R. Harris and J. Stanley. (2020). *Māori Experiences of Multiple Forms of Discrimination: Findings from Te Kupenga 2013*. *Kōtuitui: New Zealand Journal of Social Sciences Online*, 15:1, 106-122, DOI: 10.1080/1177083X.2019.1657472.

<sup>110</sup> Above, n 109.

<sup>111</sup> Stats NZ. (2020). *Labour Market Statistics (Disability) June Quarter*. <https://www.stats.govt.nz/information-releases/labour-market-statistics-disability-june-2020-quarter>

<sup>112</sup> Stats NZ. (2013). *He Hauā Māori: Findings from the 2013 Disability Survey*. Retrieved from <https://www.stats.govt.nz/assets/Uploads/Retirement-of-archive-website-project-files/Reports/He-haua-Maori-Findings-from-the-2013-Disability-Survey/he-haua-maori-disability-survey.pdf>.

<sup>113</sup> Stats NZ. (2021). *Household labour force survey, September 2021*. Retrieved from <https://www.stats.govt.nz/information-releases/labour-market-statistics-september-2021-quarter>.



being routinely excluded from employment opportunities. We are aware that employers sometimes try to justify this on health and safety grounds.

- Older Māori workers also face overlapping labour market disadvantages which excludes them from work. Māori unemployment and under-utilisation rates for older workers are consistently higher than those of European ethnicity.
- Takatāpui and Māori LGBTQI+ community members also experience intersecting forms of discrimination in the workplace. A recent survey has demonstrated that of this population group, participants reported experiencing discrimination based on race (54 per cent), gender (43 per cent) and sexual identity (60 per cent) at work.<sup>114</sup> It is concerning that 55 per cent of the takatāpui and Māori LGBTQI+ survey respondents reported that they did not have enough income to meet their everyday needs<sup>115</sup> compared to 10 per cent of the general population.<sup>116</sup> Factors such as workplace discrimination may act to prevent takatāpui and Māori LGBTQI+ people from securing an income that meets their everyday needs.

*“Work can be a source of mana, but equally it can be a place that diminishes mana.”  
- Hui participant*

363. The Government currently draws upon two main tools to combat discrimination in the workplace:
- All people are protected from unlawful discrimination in Aotearoa. These rights are protected in domestic legislation under the *Employment Relations Act 2000* and the *Human Rights Act 1993*.
  - Diversity Works is the national body for workplace diversity and inclusion. They exist to help organisations to be inclusive through increasing the depth of knowledge on issues relating to diversity, equity and inclusion; connecting stakeholders to create a movement for change; and enabling businesses to unlock the value of diversity. Diversity Works could expand its reach by providing Māori-specific resources.
364. Feeling included and accepted in the workplace creates an environment where kaimahi Māori feel valued and safe. This is a key ingredient for a person’s holistic wellbeing, which is important when so much time is spent at work.
365. Research has shown that the more included people feel in the workplace, the better the business reports their performance.<sup>117</sup> Where kaimahi Māori feel comfortable and confident in themselves and their worldviews, they are more willing to offer differing perspectives, challenge the status quo, build connections with local iwi and share knowledge with tauwi, lifting the cultural capability of all staff. This in turn can also create the opportunity to attract a more diverse workforce which is particularly beneficial for smaller businesses who we know struggle to recruit employees from a range of backgrounds.
366. There is a real opportunity for employers to work with staff to develop diversity and inclusion practices.

---

<sup>114</sup> Pihama, L., A. Green, C. Mika, M. Roskrudge, S. Simmonds, T. Nopera, H. Skipper and R. Laurence. (2020). *Honour Project Aotearoa*. <https://tewhariki.org.nz/assets/Honour-Project-Aotearoa-Final-Report.pdf>

<sup>115</sup> Above, n 114.

<sup>116</sup> Stats NZ. (2013). *Te Kupenga*. <https://www.stats.govt.nz/information-releases/te-kupenga-2013-english>

<sup>117</sup> Deloitte. (ND). *How Inclusive do New Zealand Workplaces Feel?*

<https://www2.deloitte.com/content/dam/Deloitte/nz/Documents/about-deloitte/gw-inclusive-workplaces-in-nz-report.pdf>



367. By working alongside their kaimahi to make workplaces culturally safe and inclusive, firms have the opportunity to develop programmes and systems that genuinely enhance, affirm and support the mana and tikanga of mātauranga Māori.

***Businesses need support to develop and implement diversity and inclusion practices***

368. We know that some businesses are leading in their industries in instituting diversity and inclusion practices through campaigns, internships and graduate programmes.

369. Although the place of Māori in mahi should be affirmed in their own right, we know that Māori face barriers to inclusion where firms have not implemented diversity and inclusion policies. While there have been some moves to include tikanga and te reo in workplaces around Aotearoa, it is largely inconsistent.<sup>118</sup> We have heard that some workplaces struggle to understand the status, relevance and application of tikanga within a broader context beyond a meeting or ceremonial setting. The fear of getting it wrong is preventing some organisations from attempting to incorporate Māori customs into their workplace culture.<sup>119</sup>

Less than 46 per cent of organisations have a formal policy or initiative to support ethnic diversity. 44 per cent reported that Māori were under-represented in their organisations and 23.1 per cent of survey respondents said their organisations lack ethnic diversity. Only 13.9 per cent of firms surveyed said that ethnicity is a focus in their recruitment and retention policies.

Source: Diversity Works NZ (2021).

370. We have heard that some Māori employees who maintain their tikanga in the workplace experience being stigmatised, resented or overlooked for progression. We have also heard that workplaces fail to value cultural skills as remunerable. Māori are often expected to act as the in-house cultural advisor on top of the normal contractual responsibilities associated with their role.

371. It can be complicated and expensive for firms to develop and implement their own diversity and inclusion practices and there is a risk of unintentionally perpetuating stereotypes or misinterpreting mātauranga. Co-designing guidance and resources with Government and iwi could ensure that information on inclusion is guided by Māori and accessible to anyone who wants it. The Government could also work with large business to spread diversity and inclusion practices through their supply chains.

***There is limited information on the issues***

372. Our research and whakaaro has shown us that there are some information gaps. These relate to:

- recruitment processes and how they affect Māori seeking employment specifically
- the effects of unconscious bias in employment, specifically relating to Māori, and the effectiveness of mitigation strategies
- comprehensive examination of Māori experiences of discrimination, particularly in relation to multiple forms and sites of discrimination remains limited (including disaggregated data)

<sup>118</sup> Haar, J., Ka'ai, T., Ravenswood, K., & Smith, T. (2019). Ki te tahatū o te rangi: Normalising te reo Māori across non-traditional Māori language domains. [Te-Reo-Subjective-Motivation-Report .pdf \(aut.ac.nz\)](#)

<sup>119</sup> Above, n 118.





- measurement or evaluation of diversity initiatives, including combatting workplace bias.<sup>120</sup>

373. To address the issues and barriers that preclude Māori inclusion in the labour market from being fully realised, we need to have a better understanding of the underlying causes and the impacts of solutions. We encourage the Government to consider undertaking further research into the topics mentioned above.

### **Kōrero from our hui**

374. We heard from hui participants that many Māori experience bullying, racism and harassment in the workplace as well as high levels of stress. What is interpreted as 'disengagement' from employment can also be Māori prioritising their mental health and wellbeing over employment.
375. We have also heard that there appears to be a demand for Māori skill sets in workplaces around Aotearoa, but upon entering the role many find that there is no tikanga Māori in the workplace. These participants stressed that there also needs to be an emphasis on recruiting and nurturing Māori who can learn the skills associated with te ao Māori, rather than requiring them to already possess them. Otherwise there is the risk of re-entrenching racism and trauma for Māori who have lost touch with their language and culture due to colonisation.
376. Hui participants also stressed that employers should be supported by Government to develop workplaces that are inclusive of Māori employers and uphold tikanga Māori. They emphasised that there is little guidance for employers on how to do this, and that resources, such as case studies and workplace policy advice, could support employers to be more inclusive.
377. More broadly, participants raised that the world of mahi is often not mana-enhancing, and that the power dynamic between employers and employees create relationships where employees are undervalued or valued solely for their employment outputs rather than as full human beings.

*"Employment relationships that foster and uphold rangatiratanga, whakawhanaungatanga and manaakitanga support Māori to flourish. In an ideal world, Māori employees (and employees in general) would be treated as equals in employment relationships, with recognition that each individual carries their own knowledge, mana, mauri and whakapapa." - Hui participant*

---

<sup>120</sup> Diversity Works NZ. (2021). *NZ Workplace Diversity Survey 2021*.  
<https://diversityworks.nz/media/4750/0521-diversity-survey-report-final.pdf>



## Workplaces are safe, fair and flexible for Māori

### What we want to see

378. Māori have fair and safe working conditions and experience collective whakawhanaungatanga with their workmates. Workplaces are flexible to suit people with different needs and circumstances.

### Why we want to see safe, fair and flexible workplaces for Māori

379. Workplaces can be enriching and rewarding but can also undermine mana and a sense of independence when there are unfair conditions. Māori disproportionately work in low paid jobs, work in insecure or temporary employment and do hazardous mahi. Having safe, fair and flexible workplaces contributes to good jobs for Māori.

### Where we see opportunities for change

380. It can be difficult for some employees to exercise their rights at mahi particularly if they are in low paid or temporary employment. The Government could explore whether the existing employment relationship dispute resolution system could be more accessible and effective for Māori. The Government recently introduced legislation to celebrate Matariki as a public holiday. There is an opportunity for the Government to explore whether there are aspects of tikanga Māori that could be reflected in employment law.

### Our recommendations

381. The Government should:

- Continue to implement Maruiti 2025, the Māori Health and Safety Strategy.
- **Work with social partners to review and increase the support available to small and medium-sized enterprises to improve compliance with employment responsibilities. This includes exploring incentives to engage professional services to improve their compliance with health and safety and employment law.**
- Continue to provide information about employment rights and responsibilities that is accessible to kaimahi Māori.

382. The Government could:

- explore reviewing the employment relationship dispute resolution system, including looking to ensure the system is accessible and effective for Māori
- explore incorporating tikanga Māori into employment law more broadly. This could include, for example, considering the definition of good faith and how to enhance mana in employment relationships.



## Commentary on workplaces are safe, fair and flexible for Māori

383. Employers, employees and unions are required to act in good faith and agree on employees' terms and conditions of mahi, either on a collective or individual basis. These conditions cannot be below any minimum standards, for example for pay and leave. The introduction of fair pay agreements will support employees in the private sector to have better terms and conditions. The Government should continue work to introduce fair pay agreements as we consider they will contribute to lifting the working conditions of many Māori in low paid, insecure and unsafe work.
384. Knowing about employment rights and obligations is important for ensuring both employers and employees can meet their responsibilities and enforce their rights. This is particularly important for rangatahi Māori starting their careers who may be less familiar with employment law or the hazards in their workplace. Information about employment rights is already available from a number of sources, and in a variety of formats and languages. This information needs to be accessible for Māori. The Government should continue to support other organisations, including unions, business groups, community law centres and iwi, to provide employment relations education to ensure this information reaches a wide audience and different groups of Māori.
385. All employment agreements are required to have an explanation setting out the process for resolving any problems that may arise in the employment relationship.<sup>121</sup> Some workplaces already include a resolution process based on tikanga Māori in their collective agreement. The Government could assist workplaces who want to use a tikanga-based process by including examples in the online employment agreement builder.
386. The early resolution mediation service provides a no-cost entry to dispute resolution for employment problems, providing a generally more accessible resolution service for Māori.
387. If problems cannot be resolved in the workplace, then mediation and then the Employment Relations Authority are available to help employers and employees. However, there is little information about the accessibility and effectiveness of the dispute resolution system, particularly for kaimahi Māori and Māori businesses. There is an opportunity for the Government to build its evidence base about how the system is working and identify potential reforms, including exploring the feasibility of introducing a te ao Māori problem resolution process.
388. There is also an opportunity for the Government to review the framework for employment law with a view to reflect tikanga Māori. It has been suggested that this could support the mutually beneficial resolution of problems and facilitate employers, employees and unions meet their good faith obligations.<sup>122</sup>
389. Māori are over-represented in health and safety at work statistics, so we want to see the continued implementation of the Māori Health and Safety strategy, Maruiti 2025. Given the reported negative impacts of COVID-19 on mental health, particular attention could be paid to addressing psychosocial risks. The Government should also continue its review of the systems and processes in place to prevent and respond to bullying and harassment.

---

<sup>121</sup> *Employment Relations Act 2000*. Parts 5 and 6.

<sup>122</sup> Green, M. (2020). *Are Current Employment Laws Upholding Tikanga Māori in the Workplace?*

<https://www.laneneave.co.nz/are-current-employment-laws-upholding-tikanga-maori-in-the-workplace/>



## Kōrero from our hui

390. At the hui where this focus area was discussed, participants agreed that they wanted workplaces to be safer, workers should have more agency and workplaces should adopt more employee engagement practices. Employers and employees should have more equal power so that employment relationships are relationships of mana.
391. Some participants said that Māori may not understand their rights or the rights of their whānau at work. Rangatahi were likely to ask their whānau for advice but they may not be able to help them. One participant suggested exploring innovative leave approaches, for example being able to pool or gift leave entitlements, to help keep people in work. Another felt that more should be done to address the precarious nature of mahi so more Māori can move into stable and sustainable work.
392. Participants also spoke of the grief experienced by many in their communities due to losing their whānau and rangatahi to workplace accidents. They made it clear that each workplace accident statistic represented a person and a community who were still grieving.
- “We want our people to come home every night to feed their kids.” - Hui participant*
393. Many participants spoke of rangatahi they knew who were working in hazardous workplaces due to the higher pay, and lamented the lack of other pathways visible to them. They want their rangatahi to have access to career pathways that are safe.
394. A focus on wider wellbeing was also identified as being important. Some participants suggested that employers should be incentivised to implement wellbeing initiatives, such as by getting discounts on their ACC levies.



## **Māori working in growth sectors**

### **What we want to see**

395. We want Māori to flourish as leaders in growth industries, particularly in high-skilled roles, and to ensure that Māori workers are not disproportionately impacted by future economic shocks.

### **Why we want to see Māori working in growth sectors**

396. Māori must be protected against future economic shocks through growth opportunities and sustainable employment. As we discussed earlier, evidence shows Māori disproportionately experience the negative effects of economic shocks and downturns, and recovery to pre-shock employment levels takes longer than for some groups.

397. High growth sectors are those which are experiencing higher-than-average growth due to new technologies or other factors. Many of these sectors are the subject of ITPs, which aim to lift the productivity of industries in transition. Empowering Māori to realise opportunities in these sectors will continue growth and sustainability for the future.

398. Māori have unique skill sets and are continuing to embrace change. With this comes the opportunity for Māori to be key agents and partners in technological advancements, globalisation and climate change response. This will further build resilience and future-proof against economic shock. Laying the groundwork now for long-lasting, sustainable employment in growth sectors is key for future success.

### **Where we see opportunities for change**

399. The future of mahi is changing, with advancements in high growth sectors bringing new opportunities and challenges. There is a range of existing work across Government aimed at boosting the resilience of kaimahi Māori and supporting them into high-skilled, high growth employment. We consider that the development of ITPs provides further opportunities to explore pathways into recruitment, participation and employment in growth sectors.

### **Our recommendations**

400. The Government should:

- **work with industry partners to include actions in all ITPs to increase Māori participation and employment at all levels of the industry, including increasing the representation of wāhine Māori and tāngata whaikaha Māori.**



## Commentary on Māori working in growth sectors

401. Māori are not evenly represented through the economy – they are over-represented in the primary, manufacturing and construction industries and substantially under-represented in professional, scientific and technical services.
402. The fastest growing occupations for Māori are skilled and high-skilled occupations. These numbers are encouraging and we want to continue this growth by empowering Māori to realise opportunities in high-skilled professions.

As of December 2020, 53.6 per cent of Māori were employed in skilled occupations (197,900 Māori), up 2.5 per cent from December 2019.

Source: MBIE (2020).

403. Some industries have grown substantially, while others have remained constant or decreased. One example of a growth sector is the technology sector. In 2019/20, this sector's revenue rose by nearly a billion dollars (8.9 per cent) and it is the third largest contributor to the GDP of Aotearoa.<sup>123</sup>

The professional, scientific and technical services industry has grown rapidly, with growth being particularly strong since 2015. In just three years, an additional 20,000 full-time equivalents (FTEs) of employment entered the industry.

Source: BERL (2019). *The Future Māori Workforce – Part 4*. [https://berl.co.nz/our-mahi/future-maori-workforce-part-four\\_](https://berl.co.nz/our-mahi/future-maori-workforce-part-four_)

404. This rapid growth provides opportunities for Māori. However, in 2018 only six percent of this workforce was Māori.
405. We know that kaimahi Māori are disproportionately impacted by economic shocks. This impact is even greater for rangatahi Māori, older Māori and wāhine Māori. Such changes can entrench disparities between Māori and tauwiwi. Māori can build their resilience to economic shocks by continuing to move into high growth sectors and high-skilled jobs.
406. Māori have a lot of value to bring to high growth sectors, especially with a te ao Māori lens that places central importance on sustainability and green investment. But they need clear pathways into these sectors.
407. ITPs are an important part of shifting New Zealand's economy and creating a productive, sustainable and inclusive Aotearoa. The Government has identified seven initial sectors to work with to develop ITPs (Forestry and Wood Processing, Agritech, Digital Technologies, Advanced Manufacturing, Tourism, Food and Beverage, and Construction). These plans will be developed in partnership with Government, businesses, workers and Māori.
408. We see these plans as playing an important role in increasing the number of Māori workers, leaders and businesses in these sectors. The Government and industry partners should explore how to increase Māori participation and employment in each industry. This should include looking at how to:
  - encourage and support more Māori to start a business in the industry

<sup>123</sup> Technology Investment Network. (2020). *2020 TIN Report Snapshot*. <https://tin100.com/2020-tin-report/>



- work with career advisors, mentors and navigators so rangatahi are aware of the opportunities available and able to experience what it is like to work in that industry
  - attract more Māori to work in the industry, including looking at support to get industry-relevant qualifications and increasing job opportunities in rural areas to support Māori connections to whenua and whānau
  - provide more promotional, leadership and other development opportunities for Māori working in the industry.
409. Each partnership should also specifically consider how they can increase the representation of wāhine Māori and tāngata whaikaha Māori.
410. For sectors where Māori are over-represented in low-skilled mahi (for example, construction and forestry), ITPs should focus on exploring how Māori can be a part of the scaling-up of highly productive and internationally competitive clusters.
411. Working in partnership with Government, industry and workers will promote long-term and sustainable employment for Māori.

### **Kōrero from our hui**

412. Hui participants expressed anxiety about Māori being “left behind” in the future of mahi. Many stated that Māori should be supported to be leaders in growth industries to secure a sustainable and prosperous future for Māori. Participants also stressed the importance of building confidence and leadership capacity in rangatahi now to support them to become leaders in the future.
413. Participants were critical of Government initiatives that push Māori into short-term, reactive work, stressing the need for services that support Māori towards higher-value, higher-paid roles in sustainable and growing industries.
414. There was a particular focus on technology, with many hui participants seeing this as a key part of the future of mahi. Many saw digital and technological industries as a way for Māori to have more flexibility and control over their working arrangements.
415. There was considerable concern that Māori are not being equipped or supported into digital and technology-based industries, or given opportunities to develop leadership expertise in this area. Hui participants also raised that, because technology is evolving so fast, it is essential that rangatahi are equipped to adapt to it in the future.

*“Because technology is evolving so fast, much of the efforts to teach digital curriculum in schools are based on skills that will be obsolete by the time tamariki enter the workforce. There should be effort to develop literacy with learning and adapting to technology, rather than just concrete skillsets.” - Hui participant*

416. Participants raised that it can be difficult for service providers to direct and support Māori into growth sectors if they do not have good industry information to strategise around, or awareness of what the Government’s priorities for the future are. Additionally, they highlighted that whānau often give advice and support to rangatahi based off their own experience and may not always have a good understanding of what pathways will be available for future generations.



## Māori working in the public sector

### What we want to see

417. We want Māori to have access to valued, sustainable and secure career paths in the public service. The public sector should be a workplace where Māori can flourish while fully embracing Māoritanga. We want Māori to be able to pursue their aspirations and progress into leadership positions in every area of the public service.

### Why we want to see Māori working in the public sector

418. Māori make up 15.9 per cent of the public sector<sup>124</sup> and creating better mahi outcomes for Māori would directly impact the experiences of this group. We know that Māori sometimes face additional pressure in employment<sup>125</sup> and face barriers to advancement.<sup>126</sup> Making changes to address these issues is key to ensuring that the public sector is a place where Māori can flourish.

419. The public service should reflect the communities it serves, including ensuring there is representation of Māori at all levels. Increasing the proportion of Māori in highly valued occupations, and strategic and influential positions would enable the public service to better reflect and engage with the priorities of Māori and serve them effectively.

### Where we see opportunities for change

420. The development of a Māori workforce strategy could bring together, accelerate and build on existing work, helping to fulfil the *Public Sector Act 2020*'s requirement for public service employers to recognise the need for greater involvement of Māori in the public service. This work could be informed by the recent public service census, and quantitative and qualitative data on the lived experiences of past and present public servants. The Government also has the opportunity to be a role model to encourage broader uptake of best practice.

### Our recommendations

421. The Government should:

- Explore developing a public sector-wide Māori workforce strategy that encompasses the recruitment, retention, development and promotion of Māori public servants. This could include a Māori leadership strategy and developing entry level opportunities for all Māori that flow onto sustainable and valued career pathways, including flexible, part-time, regional and remote roles.
- **Develop a programme to grow the number of Māori in the recruitment pool for public sector boards, including support to develop skills and experience specific to serving on leadership boards and guidance on the application process. Review recruitment criteria to include diversity and inclusiveness skills and experience for all candidates.**

---

<sup>124</sup> Public Service Commission. (2020). *Maturing the Public Service as a Diverse and Inclusive Employer*. <https://www.publicservice.govt.nz/assets/SSC-Site-Assets/Proactive-Releases/Maturing-the-Public-Service-as-a-diverse-and-inclusive-employer.pdf>

<sup>125</sup> Harr, J and W. Martin. (2021). *He Aronga Rakirua: Cultural Double-Shift of Māori Scientists*. Human Relations. <https://journals.sagepub.com/doi/full/10.1177/00187267211003955>.

<sup>126</sup> Reid, L. (2011). *Looking Back to Look Forward: Māori Cultural Values and the Impact on Career*. International Journal for Educational and Vocational Guidance. <https://link.springer.com/article/10.1007/s10775-011-9209-0>; Haar, J. (2019). *Exploring the Ethnic Pay Gap in the Public Services: Voices from the Rito*. <https://www.mpp.govt.nz/assets/Reports/Exploring-the-Ethnic-Pay-Gap-in-the-Public-Services-Voices-from-the-Rito-Report.pdf>





## Commentary on Māori working in the public sector

In 2020, Māori made up 15.9 per cent of the public sector (compared with 12.6 per cent of the total labour force).

Source: Public Service Commission (2020).

422. The recent reform of the public sector legislation has strengthened the expectation on the public service to support the Crown in its relationships with Māori under Te Tiriti.<sup>127</sup>
423. There are a variety of existing actions aimed at improving the recruitment, retention and promotion of Māori in the public service, including Papa Pounamu (the Chief Executive governance group for diversity and inclusion in the public sector),<sup>128</sup> the development of a te ao Māori-based leader's programme for Māori early in their public service career,<sup>129</sup> the Māori Crown Relations Capability framework,<sup>130</sup> and the availability of Māori focused graduate programmes in some agencies.<sup>131</sup>
424. Some of the opportunities and challenges that a public sector-wide Māori Workforce Strategy could aim to address are outlined below.

### **Attracting and recruiting Māori to new and different roles**

425. The public service needs to ensure it is visible to Māori as a viable and rewarding career path.<sup>132</sup> The low representation of Māori in some parts of the public sector could mean that many Māori may not be aware of all of their potential options. As discussed earlier in this report, role models, peers and whānau play an important part in helping rangatahi see what is possible.<sup>133,134</sup>
426. There are existing programmes that act as explicit pathways for rangatahi Māori into employment in the public service, but there are not similar bridging mechanisms to support other groups of Māori, such as older Māori or tāngata whaikaha.<sup>135</sup> There are also barriers that may prevent Māori from accessing job opportunities in central agencies, such as location, whānau commitments, experience and familiarity with application processes.

<sup>127</sup> Public Service Commission. (2020). *Public Service Act 2020 Fact Sheets*.

<https://www.publicservice.govt.nz/our-work/reforms/public-service-reforms-factsheets/?e5920=5923-factsheet-1-an-overview-of-the-changes>

<sup>128</sup> Public Service Commission. (2020). *Papa Pounamu - Driving Diversity and Inclusion Across the Public Service*. <https://www.publicservice.govt.nz/our-work/diversity-and-inclusion/papa-pounamu-driving-diversity-and-inclusion-across-the-public-service/>

<sup>129</sup> Public Service Commission. (2020). *Kei te Kūao Tonu i Runga i tō Ara Mahi - Early in your Career*.

<https://www.publicservice.govt.nz/resources/early-in-your-career/>

<sup>130</sup> Above, n 10.

<sup>131</sup> Above, n 129.

<sup>132</sup> Haar, J. (2019). *Exploring the Ethnic Pay Gap in the Public Services: Voices from the Rito*.

<https://www.mpp.govt.nz/assets/Reports/Exploring-the-Ethnic-Pay-Gap-in-the-Public-Services-Voices-from-the-Rito-Report.pdf>

<sup>133</sup> Māori are overrepresented in the public service but they are more likely to be in occupations like social, health and education workers, inspectors or contact centre workers. Pākehā public servants are more likely to be managers, policy analysts or in the legal, human resources or finance professions. Public Service Commission. (2020). *Ethnic Diversity*. <https://www.publicservice.govt.nz/our-work/workforce-data/ethnic-diversity/>

<sup>134</sup> Hui participants spoke of the opportunities Māori businesses create for rangatahi, which could be explored further by the government as a model for supporting rangatahi in the public sector.

<sup>135</sup> While there are not available statistics on the representation of tāngata whaikaha Māori in the public service, the general proportion of disabled people in the public service is 16%, which is lower than that for the overall workforce (19%). The rate of disabled representation in leadership is also lower than similar roles in the overall workforce. State Services Commission. (2017). *Public Service Workforce Data*.



427. Literature from both Aotearoa and overseas identifies that unconscious bias can manifest in multiple ways across different stages of recruitment processes,<sup>136</sup> such as biased recruiters, the underlying design principles of the recruitment processes, how skills and experiences are articulated and mapped to job descriptions, and where these advertisements are targeted.<sup>137</sup>
428. A Māori workforce strategy would need to address these challenges, to ensure that the public service successfully attracts and recruits Māori from a variety of backgrounds into pathways to highly valued roles in the public service.

### ***Retaining Māori employees and supporting them to flourish***

429. A Māori workforce strategy should include making changes in the public sector so that it also provides a supportive workplace where Māori can flourish and advance, and feel comfortable practicing Māoritanga. This includes the development of high value and influential regional, remote, part-time and flexible mahi opportunities and career pathways,<sup>138</sup> and increasing the public sector's capability to work in and across these contexts.
430. It is important that the responsibility for making change to the culture of the public service does not fall on individual Māori employees.<sup>139</sup> To avoid this, there should be a focus on shifting the attitudes and behaviours of those in influential roles, such as senior leadership and management,<sup>140</sup> in addition to clear requirements and guidance for agencies to follow. Some of the existing leadership development processes and programmes in the public sector already have a focus on cultural competency, and could contribute to shifting attitudes in public sector leadership.<sup>141</sup>
431. Building cultural competency (as recommended under Te Takere) and creating a culture that is truly inclusive of Māori will take expertise and time, and should be resourced accordingly. Agencies should recognise and compensate Māori employees who are already active in building cultural competency and practicing Māoritanga, and include them in relevant decision-making processes.

### ***Supporting Māori into leadership opportunities***

432. The strategy should also look at building on existing work to improve leadership opportunities, and how the public sector can support the existing Māori workforce to develop skills or qualifications that will allow them to shift into other types of jobs to

---

<sup>136</sup> The Public Service Commission's guidance on removing gender bias in the recruitment process could be used when developing Māori-specific attraction and recruitment guidance.

<sup>137</sup> Roxburgh, E. and K. Hansen. (Undated). *Bias in Recruitment and Selection*.

[https://www.wgtn.ac.nz/data/assets/pdf\\_file/0008/1816604/bias-in-recruitment-and-selection.pdf](https://www.wgtn.ac.nz/data/assets/pdf_file/0008/1816604/bias-in-recruitment-and-selection.pdf)

<sup>138</sup> Moving to urban centres where the majority of influential and highly valued roles exist in the public service draws Māori away from important connections to their whānau, iwi, and whenua. Full-time, in-office work is also not always suitable for those with caregiving responsibilities and tāngata whaikaha.

<sup>139</sup> Māori already face high levels of burnout because of the demands they face to carry out Māori cultural roles and provide a "Māori voice" in a sea of non-Māori perspectives. From Harris et al. (2016). *Māori Values in the Workplace - Investing in Diversity*.

[http://www.journal.mai.ac.nz/sites/default/files/MAI\\_Jrnl\\_Vol5\\_Harris\\_final.pdf](http://www.journal.mai.ac.nz/sites/default/files/MAI_Jrnl_Vol5_Harris_final.pdf); The pressure of this responsibility may be especially stressful for rangatahi Māori at the beginning of their careers, and Māori who belong to other marginalised groups who may face pressure to represent multiple communities.

<sup>140</sup> The degree to which workplaces genuinely adopt and practice te ao Māori is often dependent on the attitude and actions of individual leadership within organisations and teams. From Harris et al. (2016). *Māori Values in the Workplace - Investing in Diversity*. [http://www.journal.mai.ac.nz/sites/default/files/MAI\\_Jrnl\\_Vol5\\_Harris\\_final.pdf](http://www.journal.mai.ac.nz/sites/default/files/MAI_Jrnl_Vol5_Harris_final.pdf).

<sup>141</sup> For example, the Public Service Commission's Common Core development programmes provide system-wide resources for developing leaders as they undertake key transitions into leadership (becoming a people leader, a new leader of leaders, and a new senior system leader). These programmes already have cultural competency as an explicit and implicit focus and could be a vehicle for encouraging leaders to actively contribute to a public sector where Māori can thrive.



reduce occupational segregation, disproportionately low representation in leadership and pay inequities.

As of June 2020, Māori make up 12.4 per cent of Public Service Senior Leadership (Tiers 1-3), compared to making up 15.9 per cent of the public sector workforce.

Source: Public Service Commission (2020).

433. Representation on public sector boards also plays an important part in increasing Māori participation in the public sector and ensuring Māori perspectives are incorporated into the governance of public sector entities. Māori overall make up 22.3 percent of public sector board membership, but this representation fluctuates significantly across agencies.<sup>142</sup> The Government should explore how it could grow the possible pool of candidates and increase the number of Māori who apply for and take up these roles in a variety of agencies. The Government could also explore how the principles underpinning this strategy could be used more broadly to support Māori leadership development in the public sector.

### Kōrero from our hui

434. We heard that the public sector could be a sustainable and secure employer for Māori, but that there needs to be more genuine consideration of how the public sector can support and uphold tikanga and whanaungatanga with Māori employees to avoid tokenism. This tied into a wider issue expressed by participants regarding the lack of value placed on te ao Māori by the Crown and the poor cultural competency of its workforce.
435. Participants also spoke of pressure on Māori frontline government staff to “leave their whakapapa at the door”. More generally, participants at some hui noted that working as Māori in government was often isolating and challenging because the systems are not designed to support Māori employees or allow Māori employees to support other Māori through a te ao Māori lens.
436. While participants were interested in the potential of the public sector as an employer for Māori, some also raised concerns about Māori, especially rangatahi Māori, who pursue public service careers being pulled away from their iwi and having less time and energy to contribute to iwi interests and work. This highlights the importance of flexibility in location and mahi hours for creating sustainable and supportive mahi opportunities for Māori in the public sector.

*“I also don’t like the ‘brown and crown’ – taking all of our qualified people, putting them in government organisations, when we need them at home, in our organisations. They are responsible to home, to their people, not the Crown.” - Hui participant.*

<sup>142</sup> Ministry for Women, Ministry for Pacific Peoples and Office of Ethnic Communities. (2021). *2020 Stocktake of Gender, Māori, Pacific, and Ethnic Diversity on Public Sector Boards and Committees*. [https://women.govt.nz/sites/public\\_files/4573\\_MFW\\_Gender%20and%20Ethnicity%20Stocktake%202021\\_FINAL%203\\_web.pdf](https://women.govt.nz/sites/public_files/4573_MFW_Gender%20and%20Ethnicity%20Stocktake%202021_FINAL%203_web.pdf)



## **We have identified some other areas the Government could explore**

### **Visibility and awareness of government services**

437. It can be difficult to navigate all the different government websites to find information about the services and programmes available to Māori people and businesses. In our interim report, we recommended increasing the visibility and awareness of these services by mapping out all of the government employment services available for Māori. We recommend that the Government continues work to implement this recommendation. The Government should then consider how it can promote awareness of this resource as well as how to support access to this information for people who may not be able to access it on the internet. The Government should allocate resources to ensure that this resource is actively kept up-to-date, such as introducing processes to capture when new services and programmes are put in place or when contracts with providers are signed.

### **Measure Māori participation in government employment programmes**

438. It is not always easy to find information about the number of Māori people or businesses who have participated in a government-funded or provided employment programme. The Government should consider how it can improve its data collection of Māori participation in employment services so it can accurately monitor that Māori are able to take up opportunities. The Government could also explore collecting information about the outcomes for kaimahi Māori working for organisations who access business support services. Any new data collection requirements should be reflected in the contracting arrangements with providers to ensure there is funding to meet any additional obligations.

439. If it agrees to progress this recommendation, the Government should work with Māori on its development, as we understand that some people may be reluctant to provide identifying information, including about their ethnicity or iwi. Data collection should be done in a way that does not reduce participation in these services or programmes.



## **Annex 1: Māori Employment Action Plan Reference Group: Revised Terms of Reference (May 2021)**

---

### **Purpose**

1. The Māori Employment Action Plan reference group (the reference group) has been established to partner with officials to develop recommendations on the Māori Employment Action Plan. The reference group is to design and lead the engagement with communities to inform the development of its recommendations.

### **Background**

2. The all-of-government Employment Strategy (the Strategy) was published in mid-2019, and focuses on how the government will support New Zealand's labour market to be more inclusive.
3. The Strategy highlighted that Māori require specific labour market attention. Headline figures indicate that there is a significant disparity in labour market outcomes for Māori, that demographics point to Māori making up an increasing proportion of New Zealand's labour market, and that there are opportunities to capitalise on Māori strengths and aspirations.
4. Additional opportunities are presented by the changing Treaty settlement environment to partner with iwi and hapū on employment and labour market outcomes, and contribute to a positive post-settlement relationship between Māori and the Crown.
5. The Government has committed to develop a Māori Employment Action Plan in a way that involves genuine partnership with Māori, due to the significance of this kaupapa for Māori interests. This is consistent with the government's guidelines for partnering and engaging with Māori on important pieces of policy work.
6. A genuine partnership will support a strengthened relationship between Māori and the Crown, and ensure that Māori voices are integral in the design and implementation of actions that directly affect Māori outcomes and can support Māori ambitions.

### **Objectives**

7. The former Minister of Employment established a Māori reference group to partner with officials on the development of an Action Plan.
8. Under these revised Terms of Reference, the reference group will work with relevant agencies, led by the Ministry of Business, Innovation and Employment (MBIE), to:
  - a. design and develop themes and focus areas for the Action Plan
  - b. design and lead engagement with communities, iwi and other organisations to test the themes and focus areas identified
  - c. provide regular updates to the Minister for Social Development and Employment, who will keep the Employment, Education and Training Ministerial Group informed of progress
  - d. provide recommendations to the Minister for Social Development and Employment on the areas that the final Action Plan should focus on.



9. It is important that the reference group includes a range of Māori perspectives to shape and inform their recommendations, and that appropriate and relevant views are sought throughout the process.

### Scope and parameters

10. The reference group has a broad scope to consider the labour market and supporting systems (such as education).
11. The focus of the Action Plan is on government actions that can be agreed to by Ministers across a range of portfolios. The scope of the reference group's recommendations is limited to government actions and policy changes, although consideration should be given to the role of other stakeholders (such as social partners or iwi organisations).
12. Under the revised Terms of Reference, the reference group is to identify focus areas where the government could take action to support Māori aspirations for improved labour market outcomes and address disparity. The reference group is not expected to develop detailed actions or prepare a draft Action Plan. The reference group may make recommendations on actions at a broad or high level or identify further work the government could take in progressing the reference group's recommendations.
13. The reference group is also to consider the following areas when developing its recommendations:
  - a. consolidating employment services and ensuring Māori can access what is already available
  - b. monitoring the effectiveness of the Māori Employment Action Plan
  - c. the availability of data about Māori and the labour market
  - d. improving employment outcomes for tāngata whaikaha and wāhine Māori.
14. The reference group is expected to provide their recommendations to the Minister for Social Development and Employment by 31 August 2021.

### Membership

15. The reference group will comprise the following members:

Janice Panoho (Chair)	Kaihautū Māori, Public Service Association Te Pūkenga Here Tikanga Mahi
Huhana Lyndon	Raukura CEO, Ngātiwai Trust Board
Grant Williams	Co-convenor, CTU Rūnanga
Paul Retimanu	Managing Director, Manaaki Management Ltd
Kerri Nuku	Kaiwhakahaere, NZNO Rūnanga
Darrio Penetito-Hemara	CEO, Toi Tangata
Naomi Hughes	Managing Director / Lead Editor / Programme Manager, Aotahi
Theresa Rongonui	Principal Consultant and Workforce Development Lead, Skills Consulting Group
Jonathan Tautari	Pou Arahi, CCS Disability Action Northern Region



16. In addition to coordinating a network of cross-agency officials to partner with the reference group, officials from MBIE will support the reference group as secretariat.

### **Process and timeframes**

17. The reference group, in partnership with officials, is expected to take time to consider and test possible themes for the Action Plan, before developing and consulting with the public on recommended focus areas. The exact process and timeframe (for instance, whether the work programme should be phased) may be adjusted in discussion with the Minister (and officials on the Minister's behalf).
18. The reference group will stay engaged with the government throughout the development process. A partnership approach requires open communication and regular contact in good faith between the various parties to the development of the Action Plan.
19. The group is expected to provide their recommendations to the Minister for Social Development and Employment by 31 August 2021, which provides time for the development and testing of themes, and community engagement on focus areas. It is important that proper time be given to engagement and genuine consultation.
20. The recommendations can then be used by officials and the Minister for Social Development and Employment as a basis for developing the final Action Plan. The Action Plan will be considered by Cabinet prior to publication.
21. This partnership model will include the reference group seeking the agreement of the Minister to proceed with public engagements and the release of public documents (eg a discussion document or presentation). Timeframes and deliverables may be varied with the consent of the Minister for Social Development and Employment.
22. Members of the reference group are expected to honour the confidentiality of the group's discussions and any confidential material provided to them by officials. Members may be required to report to their relevant stakeholders in order to test ideas, in accordance with the group's agreed approach to communications.
23. The reference group will meet as and when required, and officials from MBIE and other agencies will support the organisation and preparation for these meetings, and the work of the reference group.



## Annex 2: Existing government initiatives

440. The table below provides a brief description of the key government initiatives, services and programmes referred to in the body of the report.

Initiative, service or programme	Description
<b>Alternative education</b>	Alternative education provides educational and pastoral support for students who have been disengaged from mainstream schooling. As a short-term intervention, alternative education re-engages students in a meaningful learning programme targeted to their individual needs and supports them to transition back to mainstream school, further education, training or employment.
<b>Cadetships</b>	Cadetships is a flexible employer-led labour market programme, administered by TPK, that supports employers to train, develop and mentor Māori staff of all ages, to improve their employability and move to senior leadership roles within organisations.  Employers receive up to \$10,000 for each cadet they recruit (they can be new or existing employees) but they must commit to their structured and tailored mentoring, training and development. This should be above and beyond 'business as usual' training for employees. There is a strong focus on pastoral care provided by the employer and, ideally, there should be an element of tikanga Māori within Cadetships programmes.
<b>Caring/Carer</b>	Anyone who cares for a friend, family or whānau member with a disability, health condition, illness or injury who needs help with everyday living.
<b>Childcare Subsidy</b>	The Childcare Subsidy is a payment that helps families with the cost of pre-school childcare.
<b>Direct Career Guidance Services</b>	As part of its COVID-19 recovery response, the Government set up time-limited career guidance services to provide tailored support to individuals. This support could include helping people understand their existing and transferable skills, develop a career plan, and prepare CVs and job applications. The services are available over the phone, online and in person at Connected sites.
<b>Diversity Works</b>	The national body for workplace diversity and inclusion.
<b>Emissions Reduction Plan</b>	An emissions reduction plan contains policies and strategies to reduce emissions and increase removals to meet the emissions budget. The Government has until 31 December 2021 to set the first three emissions budgets out to 2035 and release the country's first emissions reduction plan detailing the policies it will use to achieve the budgets.
<b>Employment strategy</b>	Presents the Government's vision for the labour market.
<b>Fair pay agreements</b>	The fair pay agreement system will bring together employers and unions within a sector to bargain for minimum terms and conditions for all employees in that industry or occupation. Legislation to introduce fair pay agreements is expected to be introduced later in 2021.
<b>Gateway</b>	Gateway is designed to support school students' (Year 11 to Year 13+) transition into the workforce by offering them workplace learning while at secondary school. It is designed to strengthen the pathway for students to progress from school to workplace learning, build workplace experience and lead to nationally recognised qualifications.





<b>Government progressive procurement target</b>	A new progressive procurement policy requires all mandated agencies to ensure that at least 5% of their total annual procurement contracts are awarded to Māori businesses.
<b>He Poutama Rangatahi</b>	He Poutama Rangatahi provides funding for community driven programmes to resolve barriers to employment, education and training for young people with a focus on rangatahi Māori. It aims to do this by supporting communities to develop pathways for young people (aged 15-24) not currently in employment, education or training (NEETs) and therefore most at risk of long-term unemployment.
<b>He Poutama Taitamariki</b>	In Northland, He Poutama Taitamariki supports MSD clients aged 15 to 24 years who are NEET to find their passion and get ready for employment, education or training. Once the young person has been placed, they continue to receive support through manaakitanga or pastoral care.
<b>Individual Placement and Support service (IPS)</b>	A well-specified approach to the provision of employment support developed for people with severe mental illness that integrates employment support services with mental health and addiction treatment and care.
<b>Industry Transformation Plans (ITPs)</b>	ITPs bring together all relevant parties around an industry to agree a long-term vision for the industry and identify the actions that can be taken by industry, Government and others to realise this vision.
<b>Inspiring the Future</b>	Project to connect students (aged 7-13) with role models from the world of work to broaden students' horizons about future work possibilities and tackle unconscious career bias.
<b>Just Transitions Partnerships</b>	The Government working in partnership with iwi, communities, regions and sectors to manage the impacts and maximise the opportunities of the changes brought about by the transition to a low emissions economy.
<b>Ka Hikitia – Ka Hāpaitia</b>	A cross-agency strategy for the education sector. The strategy includes education provision within the context of whānau, discrimination and racism, understanding the diverse aspirations and lived experiences of Māori, emphasising identity, language and culture, and empowering Māori to exercise agency in education.
<b>Learning Support Coordinators</b>	<p>Learning Support Coordinators' role is to make sure that children and young people with mild-to-moderate, neurodiverse, or high and complex learning support needs receive appropriate help when they need it. Learning Support Coordinators:</p> <ul style="list-style-type: none"> <li>• build the capability of kaiako and teachers</li> <li>• identify and plan for the learning support needs of all children and young people in the school or kura, including those with moderate needs</li> <li>• are available to support learners, and their parents and whānau.</li> </ul> <p>The intention is that they will simplify the system, so it's easier to access services.</p>
<b>Māori Crown Relations Capability Framework</b>	The objective of the Māori Crown Relations Capability Framework is to build capability to better support the Māori Crown relationship. It aims to support a significant culture change across the public service. The Framework has two components looking at individual capability and organisational capability. They allow individuals and organisations to identify their current capability level and provides ideas to increase capability. There is also a survey for agencies to measure their staff confidence in Māori Crown relations skills.



	The organisational capability component of the framework looks at six areas where agencies can build their organisational capability: governance; relationships with Māori; structural capability; workforce capability; environment; and policy development and service delivery.
<b>Māori Trades Training Fund</b>	The Māori Trades Training Fund is a flexible and contestable, grant-based initiative that partners with Māori communities to provide employment-focused training opportunities, designed and delivered by Māori for Māori. It was created through the Government's COVID-19 Response and Recovery Fund.
<b>Māori-medium education</b>	Māori-medium education refers to settings which deliver the curriculum in, and through, te reo Māori for at least 51 per cent of the time (immersion levels 1 and 2). Māori-medium education is provided in a range of different settings including Kōhanga reo and puna reo (early learning), standalone kura (primary education) and wharekura (secondary education), bilingual rumaki units within English-medium schools and wānanga (tertiary).
<b>Maruiti 2025</b>	WorkSafe's Māori health and safety strategy aims to reduce the gap between Māori and non-Māori workplace injury, health and fatality impacts, and increase WorkSafe's cultural capabilities. An advisory group was established to be kaitiaki of the strategy.
<b>National Adaption Plan</b>	The National Adaptation Plan will outline the Government's response to national climate change risk assessment, which will identify where the Government needs to prioritise action.
<b>National Certificate of Educational Achievement (NCEA)</b>	New Zealand's NCEAs are national qualifications for senior secondary school students.
<b>New Zealand Business Number (NZBN)</b>	The NZBN is a globally unique identifier, available to every New Zealand business, including sole traders, with a single, searchable register for all New Zealand businesses.
<b>Online Career Planning Solution (Tiro Whetū)</b>	Online Career Planning Solution will be an integrated, free, online career planning solution that provides targeted, quality, personalised career guidance for people aged 7-70+.
<b>Pae Aronui</b>	Pae Aronui is a time-limited programme administered by TPK to test innovative approaches for rangatahi Māori (aged 15-24) who are NEET or are at risk of becoming NEET, to achieve employment and education outcomes. Contracts are limited to 12 month periods and focused in South Auckland, West Auckland, Hamilton, the Hutt Valley and/or Porirua.
<b>Papa Pounamu</b>	Papa Pounamu sets a work programme for the public service to consistently grow its diversity and inclusion capability. The 2020/21 work programme has five priority areas of focus. These are: building cultural competence; addressing bias; inclusive leadership; building relationships; and supporting employee-led networks. Progress is to be reported in agencies' annual reports.
<b>Regional Business Partner Network</b>	The Regional Business Partner Network is a gateway that connects small-to-medium business owners to advice, people and resources to help grow and strengthen their business.
<b>Regional Skills and Leadership Groups (RSLGs)</b>	Regional Skills Leadership Groups were formed to identify and support better ways of meeting future skills and workforce needs in our regions and cities, through the provision of local intelligence and improved regional coordination. The groups will develop Regional Workforce Plans, which will project labour supply needs, to ensure the regions have the right skills and workforce planning to seize local economic opportunities. RSLGs include two co-chairs, one of which is



	endorsed by the region's iwi, as well as membership which includes local industry leaders, economic development agencies, and iwi, worker and Government representatives.
<b>Social Workers in Schools (SWiS)</b>	SWiS is a school-based community early support social work service. SWiS social workers are available to support selected primary, intermediate and kura kaupapa Māori, working primarily with children in years one to eight (ages 5 -12). There are SWiS social workers across over 700 schools with the service delivered by 48 NGOs.
<b>Sole Parent Support Payment</b>	The Sole Parent Support Payment is a weekly payment that helps single parents find part-time work or get ready for future work.
<b>Tau Mai te Reo</b>	Tau Mai te Reo is the cross-agency strategy for the education sector. The strategy sets out the goals and provides a framework for coordinating programmes and services that support Māori language in Māori-medium, and English-medium education. The strategy is a part of the education sectors contribution to the whole-of-government Māori Language Strategy.
<b>Te Ara Mahi – Pathways to Work</b>	Established in 2019, Te Ara Mahi is administered by Kānoa at MBIE. Programmes support local people to overcome barriers in accessing regional employment opportunities and equip them with skills and experience to find work and build a career. Māori are a focus cohort, and some of the programmes used tikanga Māori and te ao Māori to support participants.
<b>Te Taihu - Iwi-led work broker initiative</b>	MSD has funded iwi-led kaupapa Māori work brokers in Te Taihu (Nelson Tasman and Marlborough) to address barriers to whānau training and employment, allow direct interventions to be scoped and increase accessibility for Māori job seekers to move into or return to the workforce.
<b>Teen Parent Unit</b>	A teen parent unit provides secondary education for teenage students who are pregnant or already students. It provides wraparound services including early childcare education onsite or nearby.
<b>Trades Academies</b>	Trades Academies are partnerships between schools, tertiary education organisations and employers. They combine both secondary and tertiary education and can include relevant work experience. They aim to keep young New Zealanders engaged in education and training by creating a clear path between school and further education, training or employment.
<b>Transition Support Service</b>	The Transition Support Service has been available since 1 July 2019 to support rangatahi as they transition from long-term care or youth justice residential placement, including: <ul style="list-style-type: none"> <li>• relationship-based support</li> <li>• practical and emotional support</li> <li>• advice and assistance</li> <li>• brokerage to services</li> <li>• help to find accommodation.</li> </ul>
<b>Wānanga</b>	Aotearoa has three wānanga (state-owned Māori teaching and research institutions). They teach according to āhuatanga Māori (Māori tradition) and tikanga Māori (Māori custom). They offer certificates, diplomas and degrees. Some teach in specialised areas up to doctorate level.
<b>Welfare Expert Advisory Group (WEAG)</b>	The Welfare Expert Advisory Group (WEAG) was established by the Government in May 2018, to advise them on the future of the social security system in Aotearoa. In February 2019, WEAG completed its report: <i>Whakamana Tāngata – Restoring Dignity to Social Security in</i>



	<p><i>New Zealand</i>. The report included recommendations for overhauling the welfare system through embedding a new basis for social security, restoring trust in the system, and ensuring people can live in dignity and participate meaningfully with their families and communities.</p>
<b>Whāinga Amorangi</b>	<p>Whāinga Amorangi - Transforming Leadership is a framework designed to assist with a coordinated approach to capability building across Crown agencies and to support Public Service Chief Executives meet their Māori Crown relations responsibilities under the <i>Public Service Act 2020</i>.</p>
<b>Whakauruhia - Journey to Employment</b>	<p>This initiative in Auckland is delivered by a kaupapa Māori provider to provide tailored support to rangatahi tāngata whaikaha including vocational profiling, job matching, supported employer engagement and on-going pastoral care, based on their capabilities and aspirations. Each rangatahi has a kai-uru (cultural inclusion) mentor, who intensively works with rangatahi on a one-to-one basis.</p>
<b>Whānau Ora</b>	<p>Whānau Ora is an approach to the delivery of social and health services that is whānau-centred. It was introduced in 2010, and TPK contracts with three Commissioning Agencies, who in turn invest in initiatives and services across the country. There is a high degree of autonomy for the Commissioning Agencies, who determine their own criteria for assessing and evaluating service providers. In recent years, Whānau Ora has grown beyond just the Commissioning Agency approach, including through localised commissioning and direct to iwi commissioning.</p>
<b>Workforce Development Councils (WDCs)</b>	<p>WDCs will provide industry with greater leadership across vocational education and training. WDCs will have a forward, strategic view of the future skills needs of industries; set standards, develop qualifications and help shape the curriculum of vocational education; moderate assessments against industry standards; and, where appropriate, set and moderate capstone assessments at the end of a qualification. They will also provide advice to the TEC on investment in vocational education, and determine the appropriate mix of skills and training for the industries they cover.</p>



## Annex 3: Glossary

Below we have listed the words we have commonly used throughout the report. We acknowledge that te reo Māori is a rich language, and most words have multiple meanings depending on the context they are used within. We have limited 'defining' the words below to the meanings that we have intended for them to be used in this report. These have also been based off the Māori dictionary, due to its wide acceptance.

Te reo Māori	English meaning
<b>Ākonga Māori</b>	Student, learner, pupil. We have used ākonga Māori throughout the report to differentiate between ākonga who are Māori and those who are tauwi.
<b>Hapū</b>	Kinship group, clan, tribe, subtribe - section of a large kinship group and the primary political unit in traditional Māori society. It consisted of a number of <i>whānau</i> sharing descent from a common ancestor. A number of related <i>hapū</i> usually shared adjacent territories forming a looser tribal federation ( <i>iwi</i> ).
<b>Hauora</b>	Health, vigour.
<b>Hui</b>	Gathering, meeting.
<b>Iwi</b>	Extended kinship group, tribe, nation, people, nationality, race - often refers to a large group of people descended from a common ancestor and associated with a distinct territory.
<b>Kaiako</b>	Teacher, instructor. Throughout this report we have used the term kaiako Māori to differentiate between kaiako who are Māori and those who are tauwi.
<b>Kaimahi</b>	Worker, employee.
<b>Kaitiaki</b>	Trustee, minder, custodian, guardian.
<b>Kaitiakitanga</b>	Guardianship, stewardship, trusteeship.
<b>Kanohi ki te kanohi</b>	Face to face, in person.
<b>Kaumātua</b>	Adult, elder, elderly man - a person of status within the <i>whānau</i> .
<b>Kaupapa</b>	Topic, policy, matter for discussion, plan, subject.
<b>Kāwanatanga</b>	Government, dominion, rule, authority, governorship.
<b>Kete</b>	Basket, kit.
<b>Kōrero</b>	Speech, narrative, story, discussion, conversation.
<b>Kotahitanga</b>	Unity, togetherness, solidarity, collective action.
<b>Kuia</b>	Elderly woman, female elder.
<b>Kura</b>	School, education.
<b>Mahi</b>	Work, job, trade (work).
<b>Māmā</b>	Mother, mum.
<b>Mana</b>	Prestige, authority, control, power, influence, status, spiritual power, charisma. Mana is a supernatural force in a person, place or object.
<b>Mana motuhake</b>	Separate identity, autonomy, self-government, self-determination, independence, sovereignty, authority. Mana through self-determination and control over one's own destiny.



<b>Manaakitanga</b>	Hospitality, kindness, generosity, support - the process of showing respect, generosity and care for others.
<b>Māoritanga</b>	Māori culture, Māori practices and beliefs, Māoriness, Māori way of life.
<b>Māramatanga</b>	Enlightenment, insight, understanding, light, meaning, significance, brainwave.
<b>Mātauranga Māori</b>	Māori knowledge - the body of knowledge originating from Māori ancestors, including the Māori world view and perspectives, Māori creativity and cultural practices.
<b>Mauri</b>	Life principle, life force, vital essence, special nature, a material symbol of a life principle, source of emotions - the essential quality and vitality of a being or entity.
<b>Mokopuna</b>	Grandchildren, grandchild - child or grandchild of a son, daughter, nephew, niece, etc and descendant.
<b>Ōritetanga</b>	Quality, equal opportunity.
<b>Pou</b>	Post, pillar.
<b>Rangatahi</b>	Younger generation, youth.
<b>Rōpū</b>	Group, party of people, committee, organisation.
<b>Takatāpui community</b>	Takatāpui is a traditional Māori term meaning 'intimate companion of the same sex.' It has been reclaimed to embrace all Māori who identify with diverse sexes, genders and sexualities. <sup>143</sup>
<b>Tamariki</b>	Children.
<b>Tāngata whaikaha</b>	Disabled people.
<b>Tangata whenua</b>	Local people, hosts, indigenous people - people born of the whenua, ie of the placenta and of the land where the people's ancestors have lived and where their placenta are buried.
<b>Tapu</b>	A supernatural condition. A person, place or thing is dedicated to an <i>atua</i> and is thus removed from the sphere of the profane and put into the sphere of the sacred. It is untouchable, no longer to be put to common use.
<b>Tauīwi</b>	Foreigner, European, non-Māori, colonist.
<b>Te ao Māori</b>	Māori world.
<b>Te reo Māori</b>	Māori language.
<b>Tikanga Māori</b>	Correct procedure, custom, habit, lore, method, manner, rule, way, code, meaning, plan, practice, convention, protocol - the customary system of values and practices that have developed over time and are deeply embedded in the social context.
<b>Tino rangatiratanga</b>	Self-determination, sovereignty, autonomy, self-government, domination, rule, control, power.
<b>Tuakana-teina relationship</b>	The tuakana-teina relationship, an integral part of traditional Māori society, provides a model for buddy systems. An older or more expert tuakana (brother, sister or cousin) helps and guides a younger or less

<sup>143</sup> Takatāpui NZ. [Takatāpui | A Resource Hub \(takatapui.nz\)](https://www.takatapui.nz/)



	expert teina (originally a younger sibling or cousin of the same gender). <sup>144</sup>
<b>Tūāpapa</b>	Platform, foundation.
<b>Wāhine</b>	Women.
<b>Wairua</b>	Spirit, soul - spirit of a person which exists beyond death. It is the non-physical spirit, distinct from the body and the <i>mauri</i> . To some, the <i>wairua</i> resides in the heart or mind of someone while others believe it is part of the whole person and is not located at any particular part of the body.
<b>Wānanga</b>	Tertiary institution that caters for Māori learning needs (see Annex 2).
<b>Whakaaro</b>	Thought, opinion, understanding, idea.
<b>Whakapapa</b>	Genealogy, genealogical table, lineage, descent.
<b>Whakawhanaungatanga</b>	Process of establishing relationships, relating well to others.
<b>Whānau</b>	Extended family, family group, a familiar term of address to a number of people - the primary economic unit of traditional Māori society. In the modern context the term is sometimes used to include friends who may not have any kinship ties to other members.
<b>Whanaungatanga</b>	Relationship, kinship, sense of family connection.
<b>Whāngai</b>	Fostered, adoptive, foster.
<b>Whenua</b>	Land.

Source: Māori dictionary.co.nz unless referenced otherwise.

---

<sup>144</sup> Ministry of Education. (No date). *Curriculum Guidelines. [The concept of a tuakana-teina relationship / Aspects of planning / Teaching and learning te reo Māori / Curriculum guidelines / Home - Te reo Māori \(tki.org.nz\)](#)*



## **Annex 4: Summaries of hui**

---





## **Key information gathered at hui in Tāmaki Makaurau by Te Ara Mahi Māori**

### **Broad overview of the hui**

On Wednesday, 28 April 2021, Te Ara Mahi Māori held their first engagement hui on the Māori Employment Action Plan at Te Mahurehure Marae in Tāmaki Makaurau. Janice Panoho (Chair) and Paul Retimanu presented on behalf of the reference group, and officials from the Ministry of Business, Innovation and Employment also attended to capture the kōrero and observe.

Key stakeholders from the region attended, including representatives from community groups, advocacy groups, local council, mana whenua, employers, training and education providers, and social enterprises.

Below is a summary of the main points raised by attendees.

### **Stakeholders had a range of perspectives regarding potential recommendations from Te Ara Mahi Māori to the Government**

- Employment initiatives should support Māori to get on pathways where they can build skills and progress their careers, rather than offer low paid job opportunities that don't go anywhere.
- Māori of all ages should have opportunities to build skills for the future, to make sure they are not left behind as the world of work changes, such as the rise of technology and the gig economy. While young people need guidance as they enter the world of work, many older Māori also need support transitioning into their new careers over time.
- Words matter. Calling projects things like “shovel-ready” undervalues the contribution and potential of Māori in related industries. “Is that all I am? The end of the shovel?” “We want to be making the shovels, not be at the end of them.”
- Māori know what works for them, and what doesn't. Any initiatives created by the Government need to be grounded in te ao Māori and informed or led by the community, otherwise nothing will change. The success of initiatives should also be measured and monitored by Māori.
- Issues need to be approached holistically. Government should not try to address something in isolation or through a singular provider, because everything is connected, eg, education and employment, housing and transport accessibility etc.
- The Government can do more as an employer of Māori, including ensuring more opportunities for Māori at all levels of the public service, and valuing expertise in te ao Māori in its recruitment priorities.



## **Stakeholders also had specific insights on the strengths, opportunities and limitations for Māori in Tāmaki Makaurau**

- Māori businesses are the best employers of Māori, and there are lots of Māori-owned businesses in Tāmaki Makaurau. There could be more initiatives to support Māori to become business owners, and connect them with one another for peer support.
- Having knowledge of te ao Māori is an asset for many jobs. It would be useful to make work opportunities related to te ao Māori more visible to those looking for work, and to young Māori planning their career.
- COVID-19 has had a massive impact on Māori in Tāmaki Makaurau, causing many to struggle with their mental health, and with making enough money to meet the needs of their whānau.
- There is stigma related to getting government support, and many of the existing services are not grounded in te ao Māori, as they are individualistic and not mana enhancing. Having initiatives designed by Māori, delivered by Māori would help address this.
- COVID-19 has highlighted some potential opportunities for Māori moving forward, such as opportunities in “pandemic industries”, and innovative community initiatives, like Tāmaki 10,000, and using marae for flexible working and co-location.



## **Key information gathered at hui in Whanganui-a-Tara by Te Ara Mahi Māori**

### **Broad overview of the hui**

On Thursday, 3 June 2021, Te Ara Mahi Māori held their second engagement hui on the Māori Employment Action Plan at Te Wharewhaka Function Centre in Te Whanganui-a-Tara. Paul Retimanu, Naomi Hughes and Darrio Penetito-Hemara presented on behalf of the reference group, and officials from the Ministry of Business, Innovation and Employment also attended to capture the kōrero and observe.

Key stakeholders from the region attended, including representatives from training and education providers, youth development services, community and advocacy groups, and union representatives.

Below is a summary of the main points raised by attendees.

### **Government needs to ensure that it actively values te ao Māori**

- Initiatives should be developed and grounded in te ao Māori rather than adapting mainstream approaches to Māori, and should have collective wellbeing as an underlying principle. Empowering Māori to maintain connections with their whānau, hapū and iwi supports them to generate wellbeing for themselves and their wider community.
- The Government should actively use procurement to benefit Māori, such as supporting new Māori start-ups who face barriers in progression. The public sector should actively support Māori businesses to meet procurement criteria.
- There should be explicit action by the Crown to upskill its workers so the Government can effectively engage with and support Māori, such as through yearly decolonisation workshops. This would also make the public sector a better employer of Māori.

### **The Government needs to change its approach to funding to ensure it does not act as a barrier to Māori creating change on their own terms**

- Māori need to be able to define success for themselves, and there needs to be recognition that this may look different to mainstream “outcome” based success, rather than forcing Māori-led initiatives to fit themselves into mainstream programmes and funding criteria that don’t properly fit.
- Funding availability needs to become more predictable and sustainable, as at present many providers are reliant on insecure and unpredictable government funding, which limits their ability to think strategically and provide consistency and certainty to Māori accessing their services.



### **Aspirational and accessible messages and role models for rangatahi are integral to supporting them to “see the pathways” they could take for themselves**

- Many rangatahi, especially those in the mainstream schooling system, are exposed to racism that erodes their self-esteem. Ensuring rangatahi from mainstream education and from kura are connected with one another in positive and aspirational settings can support them to see a fuller picture of how they could shape their own lives.
- Relationships are key to empowering rangatahi, and the erosion or disconnection from these relationships limits employment opportunities, especially in small communities. If their community is supported to flourish, rangatahi will be surrounded by positive representation and support.
- Messaging needs to be bilingual and grounded in te ao Māori. This supports those who have been disconnected from te ao Māori to engage, while also reaching the cohort of Māori that grow up speaking te reo.

### **Initiatives aimed at Māori need to account for diverse aspirations, needs, and strengths, to support Māori to design their own futures**

- Work is a source of mana, but equally can be a place that diminishes mana. What is interpreted as “disengagement” can also be Māori prioritising their mental health and wellbeing over harmful employment experiences, or choosing other pathways, such as caring for whānau.
- Mental health support grounded in te ao Māori is integral to uplift the mana and support the wairua of each person accessing services, so they can develop their own aspirations and flourish.
- Training, employment and education initiatives that have multiple entry points to them (as opposed to being tightly targeted) recognise that Māori have diverse needs from one another, and will need different supports, at different times.
- Full-time employment is not the aspiration of all rangatahi, or all Māori, and many want a future that allows them flexibility in making employment work for their life aspirations (eg, spending time with their tamariki). Services need to embrace modern day pathways (such as supporting Māori to develop skills in tech).



## **Key information gathered at hui in Heretaunga by Te Ara Mahi Māori**

### **Broad overview of the hui**

On Friday, 11 June 2021, Te Ara Mahi Māori held their third engagement hui on the Māori Employment Action Plan at the Education Department at Hawke's Bay District Health Board in Heretaunga (Hastings). Kerri Nuku, Naomi Hughes and Grant Williams presented on behalf of the reference group. Officials from the Ministry of Business, Innovation and Employment also attended to capture the kōrero and observe.

Key stakeholders from the region attended, including representatives from community groups, social enterprises, local council, education and training providers, and mana whenua.

Below is a summary of the main points raised by the attendees.

### **Messages and initiatives aimed at Māori should be grounded in Māori values and aspirational and affirmational**

- Māori should be empowered to achieve with positive affirmations and confidence.
- Rangatahi should know that they have sovereignty and are able to guide their own journey. Māori aspire to a wide range of opportunities with wraparound services available to them along the way.
- Looking at employment through a te ao Māori lens insinuates that the system has a good understanding of te ao Māori to begin with. The Māori perspective needs to be defined and understood first so that institutions can follow.
- Increasing “wealth” means increasing whanaungatanga, connections to the community, sustaining whenua, increasing the presence of te reo Māori and so forth. Employment should be about creating this “wealth”, in addition to economic outcomes.

### **The employment system needs to have Māori values embedded in it**

- The New Zealand employment system, from recruitment to retention, is shaped by Western frameworks. Māori are unable to practice exercise rangatiratanga in these systems.
- Māori values should shape the entire employment system, not just guidelines for employers. This involves moving away from traditional employer-employee relationship where employees must prove their skills to employers. Māori already possess value, which should be celebrated.
- Employers should be encouraged to expand their thinking beyond the Western ‘9-5’ employment model, eg job descriptions should be more values-based to support Māori, rather than focussing on credentials and criteria.



## **The education system should celebrate Māori culture and support rangatahi to engage and learn in ways that work best for them**

- The world has changed for rangatahi, and is much more complex. To engage them early, we need the right type of leadership, learning from the failures of other movements, with early engagement with rangatahi on what they need.
- The education system has an important role to play in engaging rangatahi early. Only recently the education system has begun to acknowledge the history of whenua, and Te Tiriti. Indigenous knowledge in science and technology should also be respected and Māori culture should be better integrated into mainstream schooling. Māori students in mainstream schooling should be encouraged and supported to engage with their marae and whakapapa.
- There is an area of disengagement among 10-15 year olds that services cannot or do not currently provide for. Intervention earlier in a young person's life is more successful. There should be a greater focus on the disengagement on this group, as they are not included in programmes that are targeted towards NEET.

## **The education system should develop skills for future employment and support rangatahi to explore what they want to get from their journey into the world of work**

- Schooling provides an opportunity to develop skills for employment. Rangatahi should also learn about industries, career paths, gain work experience and learn about employment rights.
- Learning institutes are economised, with a focus on monetary outputs over quality of training and development opportunities. There is an opportunity to build skills earlier and save money through foundation courses at schools.
- We should balance skills and values-based learning with the more enjoyable intrinsic-based aspects. Rangatahi should be shown how work is fun, and is more than a paycheque.
- However, schooling is not the only education rangatahi receive. Life experience is education, and more emphasis should be placed on values learnt through other experiences.

## **Employment services should be more accessible for Māori**

- Training programmes can be impersonal and distanced from Māori values. Case Managers, for example, need to be more approachable and provide rangatahi with confidence.
- Administrative requirements are barriers to many Māori accessing wraparound services. The burden of proof is described as 'exhausting', and needs to be better joined-up across government.
- The old Māori Trades Training Scheme is an example of the system empowering Māori skills and values, with its emphasis on whanaungatanga over Western learning. The Māori and Pacific Trades Training Scheme and Māori Trades and



Training Fund are examples of schemes currently operating with similar structures.

- There are also differences in employment systems between regions and urban areas. Māori in the regions who move into the cities to find employment are met by uncertainty.

### **Government agencies need to change to ensure they support Māori, rather than create barriers for them**

- Government agencies require Māori to 'leave their whakapapa at the door'. Cultural experts should not be bearing the burden of employers' cultural competency. Māori values should be effectively built in to the systems.
- Empowering Māori means taking a Te Tiriti framework to support and encourage people on the frontline.
- Government departments need to be better organised and work together.
- For government agencies, hapū should be involved in interviewing if Māori are likely to be impacted by the position.
- Recruitment and HR in government should be educated in te ao Māori and acknowledge the values that Māori bring.

### **Community and iwi-lead initiatives provide the best opportunities for creating sustainable change, which should be recognised in funding criteria**

- The Māori community is diverse, and we know that 'for Māori, by Māori' is effective. We should be supporting initiatives targeted at local communities, for localised change.
- Iwi have an important role in providing opportunities for rangatahi. Not only can they provide funding and employment opportunities, iwi-based learning and training allows rangatahi to develop connections with their whakapapa and iwi. This provides a greater sense of meaning than the mainstream system allows.
- Māori should be able to exercise mana motuhake in funding and decision-making. Services (especially employment, notably MSD) that are targeted to Māori should be devolved to Māori/Iwi/hapū to make decisions about the support that should be provided and how funding should be allocated. This could be modelled on the new Māori health authority.
- There are many hoops for Māori organisations to jump through in procurement processes. Structured funding agreements require permission to be gained from multiple organisations. Co-ordination between organisations is difficult. Meeting certain requirements of proof can also be difficult for Māori businesses.
- Channelling funding into a 'one-stop shop' and filtering it out would help remove barriers to funding for Māori employers/employees.



## **Key information gathered at hui in Tairāwhiti by Te Ara Mahi Māori**

### **Broad overview of the hui**

On Monday, 14 June 2021, Te Ara Mahi Māori held their engagement hui on the Māori Employment Action Plan at the Waikanae Surf Club in Tairāwhiti. Grant Williams presented on behalf of the reference group, and officials from the Ministry of Business, Innovation and Employment also attended to capture the kōrero and observe.

Key stakeholders from the region attended, including representatives from education and training providers, mana whenua, employers, community networks and advocacy groups.

Below is a summary of the main points raised by the attendees.

### **Stakeholders emphasised that the community knows what works for them, and needs Government to enable them to develop and progress their own plans**

- Government can best support the employment aspirations for Māori in Tairāwhiti by enabling the region to drive change in the community by supporting local leadership, local resourcing and local decision-making. The community understands the needs of their people best, and there was discussion of the need to devolve decision-making and funding to the region to support this.
- People need to be given support to become leaders in their own community, and drive change at home, rather than have initiatives planned elsewhere and then applied to the region. There needs to be more meaningful co-design arrangements for any initiatives in Tairāwhiti, to ensure it is community-led.
- Iwi are great leaders within the community. Tairāwhiti wants to start developing managerial and leadership capability now, especially in rangatahi, so there is a future of Māori managing Māori business and organisations.

### **Employment initiatives should understand te ao Māori, the interconnectedness of how Māori experience employment, and the need for on-the-ground action**

- A strong point of feedback was that the public sector needs to increase its cultural competency and understand the on-the-ground reality of te ao Māori (such as iwi composition and diverse needs within Māori), otherwise government-led initiatives are going to be limited in their effectiveness.
- There are some things, like housing shortages, access to driver's licences, limited internet access and numeracy/literacy, which directly impact rangatahi access to education, employment and training in the region.





- There is a shortage of on-the-ground services (such as driver licence certifiers) that limit the change Tairāwhiti can achieve for their community, regardless of how much they develop their high and medium level strategies.
- Support needs to be aimed at meeting the primary needs of the whole whānau, rather than just trying to improve an individual's employability/skill level.

### **Tairāwhiti would benefit from central government improving its coordination of action in the region and ensuring its alignment to community needs**

- The community takes a connected and holistic approach to supporting its people. The experience in Tairāwhiti is that government departments are siloed and have different strategies from one another, there is pressure on the community to coordinate and split themselves into the different moving parts.
- Government needs to improve coordination across departmental priorities, delivery and strategies so that these do not act as a barrier to the region progressing and achieving their own plans. Attendees encouraged Government to align to what the community already has, rather than trying to get the community to align to their new plans.

### **Funding and procurement requirements should be designed to support the community to meet their own needs**

- Measuring and reporting requirements from the Government should not be burdensome, as this takes energy and resources away from delivery. Similarly, disclosure requirements can discourage people from seeking support.
- The “success” of a project should be measured from the regions or whānau's perspective, not the Government's. Outcomes are different from outputs, and the community of Tairāwhiti is best placed to identify what a successful outcome is.
- Investment timeframes and expectations need to be sustainable and long-term, and resilient to changes in government priorities. Having expectations change with government changes, and short investment timeframes can limit the ability to provide continuous and predictable support.
- Government should provide resources and support for Māori businesses to raise their capacity and capability to meet procurement requirements, otherwise the criteria risks locking out those who would benefit most.

### **Tairāwhiti wants their rangatahi to be able to dream big, be safe, and have control over their future**

- Rangatahi need to see themselves not limited to being employees working for someone else, but as someone who can develop and pursue their own aspirations and dreams, as descendants of their tīpuna.



- Many Māori, especially male rangatahi, are employed in dangerous work in the region. Tairāwhiti wants to invest in sustainable industries that are safe for their people, so that their rangatahi have future career paths that are safe and valued.
- Many rangatahi do not have an awareness of how much they would need to earn or how to get to an income that would allow them to flourish. Rangatahi need support to build an economic understanding and financial literacy so they can understand how to design and plan their own futures.



## **Key information gathered at hui in Kaikohe by Te Ara Mahi Māori**

### **Broad overview of the hui**

On Friday, 18 June 2021, Te Ara Mahi Māori held their fifth engagement hui on the Māori Employment Action Plan at Kohewhata Marae in Kaikohe. Janice Panoho, Huhana Lyndon and Jonathan Tautari presented on behalf of Te Ara Mahi Māori. Officials from the Ministry of Business, Innovation and Employment also attended to capture the kōrero and observe.

Key stakeholders from the region attended, including representatives from education and training providers, community groups, advocacy groups, employers, and mana whenua.

Below is a summary of the main points raised by the attendees.

### **Māori should be empowered to achieve success on their own terms and have their strengths recognised in the world of work**

- Māori should be empowered to dream big and aim higher, towards tertiary qualifications and high-skilled, high-paid work.
- Messaging should identify what is strong within Māori to build communities, whānau and rangatahi (moving away from deficits-based language).
- Not all rangatahi want to engage in mainstream employment. There needs to be programmes to support these rangatahi.
- The value that Māori offer to the world of work is not always recognised, and many Māori hold low paid or volunteer positions that are important to society. The value of this should be better recognised by the employment system.

### **Initiatives aimed at Māori need to address the wider context that individuals exist in, including their connections to whānau, hapū and iwi, as well as the tangible barriers some face**

- Whānau, hapū and iwi are key to Māori empowerment. There needs to be structural change to ensure that whānau, hapū, and iwi are materially enabled to support one another. More funding is required to develop hapū to support Māori employment, as whānau and hapū will set the future.
- Some rangatahi don't know their connections to their whakapapa, and some face administrative and financial barriers. Pastoral care needs to be funded to support rangatahi and whānau to break cycles of intergenerational trauma that act as barriers to employment. Examples of types of pastoral care that work in Northland are free breakfasts, transport, and forestry planting programmes.
- Few people can afford not to earn while they learn. Low paid employment becomes more attractive than training or education. There should be more paid training opportunities at the living wage.



- Career advice and pastoral care could be delivered on marae, through kaumātua, hapū and iwi, in addition to schools.

### **Employment services should be visible and accessible, and operate in a way that emphasises manaakitanga**

- There currently is no clear on-ramp for whānau to navigate employment services in a manaaki way. Employment services should emphasise manaakitanga and relationships.
- Approaching MSD is not always useful as the jobs that MSD offers are not sustainable or quality employment.
- Disability and health concerns can be a barrier to employment, so employment services need to be accessible.

### **Contracting and funding of employment services and employment initiatives run by government need to be sustainable and long-term**

- The Government should create sustainable employment for Māori. In the Midland region, only seasonal work is available. This means people have to find seasonal work across the whole year working for multiple employers. The Kaikohe community does not have enough infrastructure to help people be in a job for at least a year.
- The time given in funding contracts is not enough time to gain traction, roll out strategy, and achieve operational goals. Providers have to survive on little in order to continue to provide decent services.
- It is difficult to navigate the structures of work brokerage contracts. In most cases, for Māori organisations to receive funding, they have to have done the mahi. These structures should be made more accessible.
- There is a constraint that only operational funding, and no capital funding, is provided for Māori employment programmes.

### **Procurement and funding should be more equitable and enable connections between providers to benefit the community**

- Distribution of funding for Māori organisations needs to be more equitable, and spent where it is needed in Māori communities (ie, organisations that are truly operating 'for Māori'). There needs to be methods for measuring and evaluating these providers by the community to ensure their effectiveness.
- Funding should ensure that the employees associated with the provider (any one they employ to support the programme) are paid the living wage.
- We know that locally-specific services work for Māori in Kaikohe. However, there are also Tamaki-based services off-shooting into the regions. Government should support the community to network and understand what these services provide, as there may be benefits to local services.



## **Employers should support their employees to grow and prepare for the future of work**

- Employers should aim to make their employees competitive. They should look to transition people across various workforces once they have identified where they want to be in the next stage of their life. This includes creating links across industries, similar to a group training model. This also allows flexibility for rangatahi to try multiple career paths.
- Employers should have obligations to support workers in skills development – including literacy and numeracy skills, financial skills.



## **Key information gathered at hui in Ōtepoti by Te Ara Mahi Māori**

### **Broad overview of the hui**

On Wednesday, 30 June 2021, Te Ara Mahi Māori held their sixth engagement hui on the Māori Employment Action Plan at the Dunedin Art Gallery. Paul Retimanu, Naomi Hughes and Darrio Penetito-Hemara presented on behalf of the reference group. Officials from the Ministry of Business, Innovation and Employment also attended to capture the kōrero and observe.

Key stakeholders from the region attended, including representatives from education and training providers, workforce networks, community groups, and mana whenua.

Below is a summary of the main points raised by the attendees.

### **The future vision for Māori is one of flourishing self-determinant communities, connected to their hapū and proud of their culture with appropriate intervention from government**

- Māori are proud of themselves, their mahi, and their businesses. Māori ‘can be successful as Māori...Stand tall, be Māori’ and are connected to their hapū and marae, with a thriving language and the resources to provide a self-sustainable community.
- All Government intervention should be “hung from the frame of Te Tiriti” and be well-coordinated.
- Kaumātua should be supported to influence rangatahi and set them on the pathway to intergenerational success.
- It should be ensured that “systems fit Māori, rather than exceptions in the systems being made for Māori that don’t fit”.

### **Stakeholders emphasised the importance of the education system in empowering rangatahi and providing opportunities for the future**

- Rangatahi should be empowered, and know that they can do anything they set their minds to. However, the narrative placed onto rangatahi is largely negative, and the education system does not support their aspirations.
- A wholesale review of the framework used to teach and assess in education is needed to ensure that rangatahi are not having to compete with each other, are supported to develop soft skills and make decisions for their future, can form relationships with their educators, and do not face negative stereotypes. Innovative changes should be considered, such as changing school times and locations to make things more flexible for rangatahi.
- Better and more localised career advice is needed in schools. The Government could look into an itinerant travelling career advice workforce visiting schools in regions, who can build relationships with teachers and businesses.



- Recent changes in teaching New Zealand history are a good sign, but this needs to be taught by local mātauranga or by travelling specialist teachers.

### **Employment and career services should be devolved to Māori communities, with a focus on Māori values and Whānau Ora navigation**

- The underpinning value for all employment and career services should be mana motuhake and self-determination.
- MSD is insufficiently trained to work with Māori communities. Their resources should be devolved to communities to be self-determining in life outcomes.
- An option is to use a village approach, where wānanga, kura, housing, enterprise is all co-located in one area. This creates more options for Māori to create collective impact.
- Whānau Ora navigation works well and there should be more of this – employment navigators go the extra mile already (eg, will do some babysitting to get people to work), and the model works well for employers too (eg, they will phone the navigator to check in on an employee, rather than just dismissing them).
- We should explore innovative leave approaches to help keep people in work (eg, more leave for solo parents, use shared pools of leave, gift leave from one employee to another).

### **Māori have unique strengths, and upcoming industrial changes provide opportunities to take advantage of now**

- There are massive changes upcoming (eg, technology, adapting to COVID-19), but it is important to share the benefits of change across generations (eg, not leaving older workers behind through the use of technology). Older workers have unique perspectives and could be brought into businesses as mentors for younger kaimahi.
- The population is ageing and businesses are concerned about what will happen to their older workers (particularly in relation to mental health when they retire).
- It's not all about qualifications – many Māori have “amazing attitudes” and this should be valued rather than dismissed as being unqualified.
- Iwi have the resource to invest in the wellbeing and vision of a future Kai Tahu nation – they are getting on with having much more “skin in the game”, rather than waiting for others to do the work.

### **Procurement for Māori should be expanded to local government and made more sustainable**

- Procurement requiring support for Māori businesses needs to be rolled out to local government. The Amotai model hasn't worked in Dunedin. Other groups have had to step in and streamline procurement with Māori businesses.
- Short-term contracts are no good for providers – a one- or two-year contract can't sustain growth/community.



- The Government should better facilitate access to capital for Māori, as banks don't want to lend to Māori. The Government may be able to direct banks to invest in Māori businesses.





## **Key information gathered at hui in Ōtautahi by Te Ara Mahi Māori**

### **Broad overview of the hui**

On Thursday, 1 July 2021, Te Ara Mahi Māori held an engagement hui on the Māori Employment Action Plan at Addington Raceway and Events Centre in Ōtautahi. Theresa Rongonui presented on behalf of the reference group, and officials from the Ministry of Business, Innovation and Employment also attended to capture the kōrero and observe.

Key stakeholders from the region attended, including representatives from training and education providers, youth development services, and mana whenua.

Below is a summary of the main points raised by attendees.

### **Messaging from Government needs to be varied, aspirational and inclusive, to effectively connect with, reflect and respect te ao Māori**

- Language like “shovel-ready” continues to push Māori into manual labour and comes from a deficit perspective.
- The Government needs to avoid enforcing a Pākehā world view in terms of prioritising “success” and “progression” in its messaging and initiatives, which does not recognise the role that every person has to play in the world of work, or that failure and career movement are natural parts of life.
- While rangatahi need to hear pragmatic messages about how money and jobs work, they also need to receive messages based around rangatiratanga and know that they add value regardless of their job.

### **Rangatahi experiences, aspirations and needs are varied, complex and connected to their whānau and wider communities**

- Some rangatahi may need extra mentoring and advice and many may have health and social needs that are not properly addressed through the education system. Providing additional systems to deliver extra support, such as independent advisors in schools who offer mentorship and pastoral care, would help these rangatahi to thrive.
- Whānau need to be included in the educational journeys of rangatahi for schooling to be effective. The NCEA whānau workshops are an example of this working well, because there was no lingo used, and were directed by whānau.
- Whānau expectations will influence the career paths that rangatahi take, and they will give advice based on their own experiences. Establishing employer connections to rangatahi will help them to broaden their horizons, but whānau need to be looped in too.



## **Flexible mentorship is key to support Māori who are early on in their careers, but should avoid being prescriptive**

- Mentorship is key to supporting rangatahi and Māori early in their careers, especially when they enter into industries where they do not already have connections. It is difficult to find flexible mentorship, so initiatives which build it in, such as internships and cadetships, can be life-changing for rangatahi and Māori early in their careers.
- Mentorships and post-employment support are equally as important as pre-employment support.
- While connecting rangatahi to potential career pathways early on is important, the Government needs to avoid initiatives that lock rangatahi onto specific pathways too early. The focus should be more on rangatahi having opportunities to discover and practice the skills they enjoy, as well as exploring and learning about careers that suit their strengths and aspirations.
- Cadetships, internships, education and training might all be aimed at people at the beginning of their career, but this does not mean that these opportunities should only be available to rangatahi. Māori are working longer, and having more career changes, and programmes should be inclusive to reflect this.

## **Funding needs to recognise the reality of what service providers need to function successfully and sustainably**

- There needs to be sustainable long-term funding that supports providers to create long-term change. It is impossible to be transformational when providers have to spend time and resources reapplying for funding, which means that resourcing is focused on more transactional work, rather than on transformation.
- Procurement criteria should consider the wellbeing of workers within companies and have targets related to this.
- “Alternative education” and Māori-medium education should provide wrap around services, which is what makes them successful. This work should be recognised in their funding and the resources provided to them.

## **Workplaces should be safe, inclusive and rewarding spaces for Māori, which requires shifting the way employers understand their relationship to kaimahi Māori**

- The world of work is not always inclusive of te ao Māori, and there needs to be a shift in the messaging employers receive regarding their relationships with kaimahi Māori.
- There needs to be legislative change and/or incentives to encourage employers to implement positive employer practices for Māori; it is not enough to rely on goodwill. An example is tangihanga attendance. In the mainstream workplace, the tangihanga must be for an immediate family member, which makes kaimahi Māori reliant on the discretion of their employer’s individual policies, which are variable.



- Government should be supportive of employees leading from the bottom, and provide education on the rights of employees in the workplace.
- Recognition of transferable skills would support Māori to move between different careers and help rangatahi have their skills recognised by potential employers. Micro-credentials can recognise skills, but can be complex and expensive to implement. There needs to be simple and cheap ways for employers to upskill their workers, to encourage employers to do so.

### **The Government should recognise that iwi have their own strategies and plans for their people and support the realisation of these plans**

- When designing initiatives that target Māori, Government needs to ensure there is time for meaningful engagement, and avoid pressuring iwi to speak for “Māori”, as iwi have different priorities and perspectives.
- Government also needs to make sure it is engaging with diverse groups of Māori, such as rangatahi, expansively, to avoid making assumptions about what all Māori need.
- Although the push from Government towards increasing the presence of Māori in the public service provides a beneficial career pathway, it can also result in removing people and their expertise away from iwi, where they are needed.
- The employment action plan should be mindful of the fact that not all Māori want to keep climbing the rungs of an organisation, which is a western approach to employment. The employment action plan should consider ways to develop kaimahi horizontally as well as vertically.
- Government should support local responses to global issues, and recognise that local leadership holds more mana and expertise than the Crown does on what works best for their community.



## **Key information gathered at hui in Ngāmotu by Te Ara Mahi Māori**

### **Broad overview of the hui**

On Monday, 5 July 2021, Te Ara Mahi Māori held an engagement hui on the Māori Employment Action Plan at Plymouth International in Taranaki. Paul Retimanu and Naomi Hughes presented on behalf of Te Ara Mahi Māori, and officials from the Ministry of Business, Innovation and Employment also attended to capture the kōrero and observe.

Key stakeholders from the region attended, including representatives from training providers, youth development services, education providers, local business, and mana whenua.

Below is a summary of the main points raised by attendees.

### **Government needs to consider the implications of how they communicate with Māori**

- Government sends messages in many spaces, not just employment, and these influence the way rangatahi understand themselves, for example anti-smoking campaigns that feature all Māori in their promotions can make rangatahi feel like all Māori smoke.
- When the Government runs campaigns that celebrate success, the stories featured need to be varied, otherwise it implies that you need to have lots of achievements to be successful, or places limitations on what pathways rangatahi believe are available to them. For example, Māori sportspeople are profiled and celebrated more so than Māori in technology jobs. There needs to be narratives that are inclusive of Māori on lots of different pathways, so Māori know that they are credible and valued regardless of what pathway they choose.
- Promotion around education, training and employment needs to communicate that education can happen no matter the gender and age, and that it does not lock you into that pathway forever.
- “Alternative education” is deficit-based, as it implies that it is a secondary option to the “mainstream” rather than a valid pathway. A better term could be “flexible education”.
- It’s not just about having Māori education, or Māori-medium education, but also about having Māori teachers in all schools. Rangatahi do better with Māori teachers because it reduces their risk of exposure to racism and the negative messages they receive.
- There is also significant consultation fatigue, and Government needs to ensure there is communication between Ministers, departments and agencies to avoid unnecessary consultation duplication.



## **Creating sustainable change for Māori requires more than just focusing on rangatahi as individuals, or education as a standalone area**

- Networks need to be between whole whānau and employers, service providers, schools and iwi, not just between rangatahi and employers. That way when a rangatahi isn't doing well, advice can be sought about who can help them and where they need to go.
- Having good networks contributes a lot to the opportunities available to us. We need to look at how we can create good networks for rangatahi and others who do not have these.
- There are increasing barriers for whānau to engage with the education of rangatahi, especially as living costs rise and caregivers work more hours. There should be focus on how to bridge this gap. Early Childhood Centres and kōhanga reo are the most engaged with whānau, and the rest of the education system should look to them as a model.
- Cultural and identity support in education is key, "if they don't know who they are, then they are lost". Without this, none of the other initiatives can make lasting change.
- There are many people falling through the cracks, especially people older and younger than the 18-25 year old range that Government initiatives seem to focus on. The reality is that people younger than 18 are leaving school, and would benefit from support into employment.
- The benefit and work brokerage system is stacked against people who want to get work. For example, if a new job does not work out, a stand down period applies before someone can receive the benefit. This increases the risk associated with going into work and limits the opportunities people are willing to take, particularly if they are nervous about whether the employer will like them.

## **Funding needs to be sustainable in order to enable providers to reliably deliver support to those who need it**

- Contracts are too short, and there isn't enough notice given to providers as to whether they'll have funding or not. "It undermines our ability and credibility if we're out promoting pastoral care and then at the last minute have to say 'sorry, our funding has dried up'."
- Many providers prefer to access philanthropic funding because they don't have timelines and output criteria to the same extent that government funding has. This has the disadvantage of these providers not being able to access the accompanying support and services that sometimes accompany government funding.
- There can be competition between funding streams, which increases the barriers to collaboration. Ministers should also coordinate to ensure they are aligned in how they are engaging and supporting a community - potentially connecting providers with one another.



- KPIs of funding do not adequately measure the outcomes for Māori, and instead force providers to focus on trying to achieve things that aren't always key to their community.
- There needs to be a pastoral care element included in initiatives that support people into mahi and, due to the nature of pastoral care, this funding needs to be stable. When a provider offers pastoral care, this is a long-term commitment.

### **Employers should be given support and guidance on how to be good employers of Māori**

- Employers need to participate more in conversations on Māori employment to help them feed into how Government can incentivise and support them in this area.
- Being a good employer of Māori is more than just pronunciation, it's about understanding the te ao Māori perspective. Employers not having this can put kaimahi in positions where they have to manage dual obligations and expectations between their employer and their iwi, such as not getting leave for tangihanga.
- Consideration should be given to recruitment processes, including the content of job descriptions, person specifications and job advertisements. At present, we have a tendency to write recruitment documentation that excludes people who lack particular qualifications or experience but have the personal attributes needed to be successful in the role.
- There is interest and acknowledgement from employers that wellbeing is important, but many don't know how to implement it in meaningful ways. "There are resources for building productivity, but nothing for pastoral care. We need to give them a vehicle to provide that."
- Government should be providing business case studies, tools and packages to walk employers through what te ao Māori is, what their obligations are under Te Tiriti, what the benefits of embracing te ao Māori are, and how to attract and support Māori staff. There should be focus on investigating and then communicating the commercial value of upskilling to business.
- The Government should also consider what incentives could be put into place to get employers to implement wellbeing practices, such as tax relief, or ACC discounts. Similarly, incentives and support for upskilling employees should also be considered.

### **Careers support needs to be integrated into schools**

- Careers advice needs to begin at a younger age. We need to be providing options and pathways to people at Year 9 or younger, instead of focusing on Years 12 and 13 alone.
- Careers advisers need to play a more central role in schools. Government could look at how to grow capacity and resourcing. Using regional careers pathway



advisors could be a good idea. Adequate resourcing will help avoid situations where careers advisors are also responsible for tasks which have a negative association (eg, supervising detention).

- A wider range of career pathways need to be visible to rangatahi, as many are only aware of a handful of traditional career choices.



## **Key information gathered at hui in Whanganui by Te Ara Mahi Māori**

### **Broad overview of the hui**

On Monday, 5 July 2021, Te Ara Mahi Māori held an engagement hui on the Māori Employment Action Plan at Cooks Gardens Event Centre in Whanganui. Darrío Penetito-Hemara and Theresa Rongonui presented on behalf of the reference group. Officials from the Ministry of Business, Innovation and Employment also attended to capture the kōrero and observe.

Key stakeholders from the region attended, including representatives from education and training providers, employers, local government, and mana whenua.

Below is a summary of the main points raised by the attendees.

### **The information rangatahi hear and receive is critical to determining their future**

- The ceiling needs to be lifted for rangatahi. Rangatahi should be told that the ‘world is their oyster’ and that anything is possible. We need to change how we talk to and work with our rangatahi and provide them with effective role models within their whānau.
- In the education system especially, we need to distinguish between the aspirations of rangatahi and their teachers.
- The vision is not just about pathways, it’s about the choices rangatahi make beforehand. The information that rangatahi receive is critical to determining their future. For example, to move into a pathway in health sciences, special knowledge in science is needed. Not all rangatahi are aware of this.
- There is also the challenge of resourcing. For example, most kura Māori don’t have sufficient science teachers, or provide science as a subject, for tamariki to flourish early on.
- Transitions into, during and out of schooling provide achievement challenges for rangatahi.

### **The mainstream education system should be underpinned by Māori values, with teachers playing an important role in valuing te ao Māori**

- Education should effectively ‘plant the seed’ for future success. However, the mainstream education system has been created for a ‘particular type of person’. We need to ensure that Māori feel comfortable in their classrooms and other spaces by incorporating te ao Māori.
- Whanaungatanga should be the centre of the education system. We need to take a closer look at how whānau can be supported and brought along the education journey.
- The education system should be ‘for Māori, by Māori’. This could include individual action plans for each student.





- Teachers should be better trained to understand tikanga, local history (including the history of the local rohe) and the effects of colonisation.
- Furthermore, teachers should be upskilled in career services. Most teachers do not have the skills required to support rangatahi into employment.

### **Māori values should underpin the journey of employment**

- Traditionally, everyone has their role to input into the collective. Whakapapa and mātauranga should be the foundation of all action, but applied to a modern context.
- Te ao Māori is valuable and brings a point of distinction. Māori should be able to carry their tikanga and values with them through their employment journey.
- What is meaningful to one might not be meaningful to another. Employment should be what's most meaningful to you, what suits your vision and your needs.

### **Other social factors should be addressed by government services prior to entering employment**

- Before rangatahi begin their employment journey, we need to address their whānau relationships and possible barriers, eg drug and alcohol addictions.
- Housing and driver licensing are significant barriers to employment for rangatahi.

### **Employment services, employers and appropriate funding should work together in the community to provide long-lasting sustainable employment**

- Employment services are not accessible to all. Funding, timing of and support from employment services is too short-term. Furthermore, community employment services running on stringent funding are threatened with funding removal.
- Employment services should work with whānau, who are inherently distrustful of government, to provide wraparound support for rangatahi entering the workforce.
- Most businesses don't know how to support Māori in employment. Businesses should develop induction plans to on-board Māori into employment, and create an environment that supports their needs.
- Funding for initiatives should not overlap. Designating funding should be a collaborative effort within the community, rather than competitive.
- Furthermore, outcomes and metrics for community initiatives should be designed by the community.



## **Key information gathered at Rangatahi Symposium in Tāmaki Makaurau by Te Ara Mahi Māori**

### **Broad overview of the hui**

On Friday, 9 July 2021, Te Ara Mahi Māori held a rangatahi symposium on the Māori Employment Action Plan at Hatchbox in The Grid in Tāmaki Makaurau. Theresa Rongonui and Darrio Penetito-Hemara presented on behalf of the reference group, and had facilitative support from the Skills Consulting Group. Officials from the Ministry of Business, Innovation and Employment also attended to capture the kōrero and observe.

Twenty rangatahi from Tāmaki Makaurau and the Waitomo district attended and participated in a series of workshops, culminating in the rangatahi presenting their ideas to the Minister for Social Development and Employment.

Below is a summary of the main points raised by the rangatahi who attended.

### **Rangatahi want educators who are equipped to support them to reach their potential on their own terms, and do not want to be defined by stereotypes**

- Rangatahi want their educators to support and encourage them to be aspirational, and to create spaces where rangatahi feel comfortable to be themselves.
- Rangatahi Māori often encounter stereotypes, biases and racism from their educators, especially in the mispronunciation of names and assumptions about rangatahi potential and capability.
- Teachers sometimes make assumptions about what opportunities students could be interested in, which limits the exposure that rangatahi have to potential career paths.
- When teachers connect with rangatahi and put energy into creating bonds with them, rangatahi feel a stronger sense of belonging and excitement for the future. While having Māori educators is important, it is also important that all teachers are equipped to support whakawhanaungatanga in their classrooms.
- Many teachers don't have the cultural understanding to properly uphold tikanga Māori in classrooms, which can burden rangatahi with having to advocate for themselves or educate their teachers, and can result in them feeling like they don't belong.
- Teachers should have regular and mandatory opportunities to build their cultural competence and understanding of te reo Māori. The Government could consider funding annual wānanga where teachers learn about history, pronunciation, karakia, waiata, kapa haka and other parts of te ao Māori.



## **Rangatahi want opportunities to learn about, consider, and explore meaningful career paths alongside their educational journey**

- Rangatahi Māori have a variety of characteristics that they consider as important to “meaningful work”, such as the ability to support one’s whānau, financial security and freedom, space to give back to one’s community and iwi, inclusive environments that are either connected to their whānau and/or prioritise whakawhanaungatanga, and employment that allows them to grow and progress in their career.
- There are limited role models for rangatahi to look to when imagining their futures. Greater visibility of role models in a wider variety of industries would help them be more aware of potential career paths, especially role models in “new” industries, like technology, or industries where Māori aren’t as represented. The Government could coordinate and support a network of rangatahi leaders to go back to schools and speak and connect with Māori students, increasing the visibility of role models.
- Engagement and education on future career paths should start early, otherwise rangatahi may end up limiting their options unintentionally when choosing school subjects.
- There should be opportunities for rangatahi to explore work alongside school. Work experience that contributes to NCEA credits could support rangatahi to gain experience, while still meeting their schooling responsibilities.
- Opportunities where rangatahi can meet business leaders, and learn about what running a business would entail, can help them broaden their aspirations for the future.

## **Careers advisors and educators need to be proactive in the support they offer rangatahi Māori**

- Careers advisors should take the initiative to set up meetings, as rangatahi might not know how to organise it or what questions to ask. “We don’t know what we don’t know.”
- Careers advisors should also have a presence at school community events that rangatahi and their whānau attend, to better connect with rangatahi that might be disengaged in other parts of school.
- There should be opportunities to build financial literacy in regards to pathways after high school, so rangatahi can make informed decisions about what they want to pursue (eg, advice on the costs of papers and student loans).
- Often people gain access to opportunities and work experience through their whānau and social connections. There needs to be lots of opportunities in schools for rangatahi to learn about other potential career paths and programmes, to make sure that all rangatahi have equitable access to information and advice. A “Mahi hub” where rangatahi can get exposure to different work options from people in these industries, and build connections and ask for advice, could support this.



- There should be a mechanism, which could be through careers advisors, that educates rangatahi on their employment rights, such as understanding employment agreements.



## **Key information gathered at virtual hui by Te Ara Mahi Māori**

### **Broad overview of the hui**

On Friday, 16 July 2021, Te Ara Mahi Māori held a virtual engagement hui on the Māori Employment Action Plan over Zoom. Janice Panoho and Darrio Penetito-Hemara presented on behalf of Te Ara Mahi Māori. Officials from the Ministry of Business, Innovation, and Employment also attended to capture the kōrero and observe.

Key stakeholders from around the Aotearoa attended, including representatives from iwi, training providers, youth development services, education providers, and regional councils.

Below is a summary of the main points raised by attendees.

### **The employment, education and training world needs to be more inclusive and supportive of te ao Māori**

- The majority of the world of work is tauwiwi owned and operated, so a Māori environment is an exception, not the rule. For most kaimahi Māori, there are trade-offs between employment and their mana Māori.
- Government should develop equitable relationships with mana whenua, but there needs to be work on what this looks like, and how it can be measured. Māori need to be in control of how 'equitable' is defined.
- Many of the systems that rangatahi engage with, such as ITOs (Industry Training Organisations) and Trade Academies, are predominantly Pākehā. These institutions should be shaped to be more inclusive and supportive of te ao Māori and rangatahi.
- The definition of employment needs to be reclaimed and redefined by Māori, with processes changing to fit that definition.
- Navigators, especially Whānau Ora navigators, are supporting whānau well, and there should be more resources put into this space. However, navigators can't fix systems. There needs to be processes alongside them to take action on barriers for Māori, and holding government accountable for fixing racist systems.
- Kaumātua hold knowledge that should be passed on to the younger generations. There should be mentoring opportunities to connect kaimahi of any age with kaumātua who have lived well and had long careers, to ensure that their knowledge capital is captured (similar to cultural intergenerational transmission kaupapa).

### **The digital sector is growing, and action needs to be taken to ensure Māori are not left behind and can take hold of the opportunities technology offers**

- Rangatahi should be supported with digital pedagogy, otherwise they'll be left behind as the school system digitises. Because technology is evolving so fast, much of the efforts to teach digital curriculum in schools are based on skills that will be obsolete by the time tamariki enter the workforce. There should be effort



to develop literacy with learning and adapting to technology, rather than concrete skillsets.

- There are shortages of Māori in specific sectors that are high growth, such as technology. The Government should be supporting Māori to move into these areas, and investing in creating pathways to high value jobs.
- Education starts in the home, and when the child is in the womb. There should be more digital apps for whānau to educate tamariki on what flourishing and struggling looks like.

### **The education system needs to change to be more flexible and simpler, to be more inclusive of Māori**

- The education system needs to be more flexible to make it more accessible for Māori. There is too much focus on policing learning hours, rather than focusing on the learning outcomes the programme is meant to provide. The learning hours are not realistic, and not necessary to achieve the learning outcomes. This can be a barrier for Māori entering into the programmes, because the programmes require too much commitment along with their other responsibilities.
- Micro-credentials are an opportunity for Māori, and could help those who do not have the time to give to full courses. Qualifications and the tertiary education system need to be simple and accessible.
- The NZQA should have an accreditation system that enables Māori training centres by established iwi Māori Health and Social Service providers.
- Learning is a lifelong process, and initiatives should not be focused on rangatahi alone.
- While there are significant efforts to change the education sector from government, the current education system does not support Māori to flourish as Māori. There should be less dependence on institutions allowing or enabling change for Māori taura, and more opportunity for iwi, hapū, and whānau to design and develop their own education pathways (Te Hurihanganui is an example of this).

### **Employers should be involved in supporting Māori along high value career pathways**

- Employers should be equipped to support their employees to learn, and provide career pathway opportunities.
- Employers should be highly engaged with secondary schools and tertiary sectors, especially the Māori-medium sector, to ensure there are visible pathways for rangatahi.
- The Ministry of Education should have more contextualised learning opportunities for students, with employers involved.



- The Regional Skills Leadership Groups should be supportive of creating positive change for Māori in employment, including encouraging employers to offer further learning opportunities. Any workforce development strategies need to have iwi and hapū engaging throughout the process.
- Government should be supporting businesses to build and value cultural competency.
- Māori entrepreneurs should be supported to connect with their local iwi.

### **Iwi, hapū, and whānau are already active in developing their own education and employment programmes, and Government should support this**

- Government procurement targets are not enough, and there needs to be deliberate effort by Government to support Māori businesses to build capacity.
- There needs to be more support for Māori businesses in the regions. There needs to be innovative approaches to education and employment, along with locally designed actions in rural areas, as locals have a true understanding of regional needs.
- Many hapū around Aotearoa are developing their own social enterprises and employment opportunities to address racism in the labour market, and ensure their members have access to training and employment.
- Some examples of success that the Māori Employment Action Plan could draw on are:
  - Te Puna Mātauranga - an iwi led education support programme in Porirua.
  - Te Reanga Ipurangi in Ōtaki and Te Mana o Kupe in Porirua East as model for whānau digital learning.
  - Te Hoe Ākau - an iwi led career development centre in its infancy with positive result.
  - Pūhoro Stem Academy.
  - Te Rau Mahi - Employment Portal connecting job seeking tribal members to industry partners and their opportunities.
  - Puna Paakihi - Tribal owned business directory of Waikato Tainui.
  - Te Waharoa - an earn as your learn programme (Gateway to the trades) delivered and partnered with BCITO.
  - Te Pari Manaakitanga - Pastoral Care: a “mahī ready/work readiness programme” delivered and tailored specifically for Waikato Tainui tribal members.

