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# KAITAKA PAEPAEROA

Māori Workforce Development Plan  
for Construction and Infrastructure



**WAIHANGA ARA RAU**

Construction and  
Infrastructure

Workforce Development Council

## KAITAKA PAEPAEROA: MĀORI WORKFORCE DEVELOPMENT PLAN FOR CONSTRUCTION AND INFRASTRUCTURE

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### MĀORI DATA SOVEREIGNTY

All information compiled within this report was conducted in full support of tribal sovereignty, and the realisation of Māori and Iwi aspirations towards Mana Motuhake. The kaupapa of this mahi is to assist Te Iwi Māori towards Mana Motuhake. The Privacy Act 2020 reaffirms New Zealand's commitment to protecting the privacy of individuals and regulating the collection, storage, and use of personal data.

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# Rārangi ūpoko

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We would like to thank the Māori business owners, Iwi and Industry leaders who offered their time and whakaaro (expertise) in contribution to Māori development within the Construction and Infrastructure sector. It has been an honour and privilege getting to know each of you during this process.

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**This research project is for Māori, by Māori, with Māori, and to Māori.**

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# Whakarāpopototanga matua

## Executive summary

In 2022, Waihanga Ara Rau identified a significant gap within their Workforce Development Council. While quantitative data was accessible for Māori, the absence of Māori industry voice within the Construction and Infrastructure industry was obvious and not likely to be captured within the current Strategic Reference groups that had been established. Therefore, the development of a Māori Workforce Development Plan was proposed, approved by Waihanga Ara Rau Council in October 2022, and Kaitaka Paepaeroa was born.

As the first Māori Workforce Development Plan developed by Waihanga Ara Rau, the project was not only designed to capture Industry voice of Māori within the Construction and Infrastructure industry, but also a deliberate endeavour to acknowledge and uphold Te Tiriti principles and Te Tiriti partnership.

Five key themes were identified from the analysis:

1. **Workforce wellbeing**
2. **Pathways**
3. **Training**
4. **Nurturing Māori leaders**
5. **Collaboration and procurement**

Kaitaka Paepaeroa Māori Workforce Development Plan (MWDP) is a qualitative research project which captures the voice of Māori Industry. The research was conducted using a mixed method approach under the framework of Kaupapa Māori research principles.<sup>1</sup>

Sixty Māori industry stakeholders (Māori SMEs, Māori leaders and Private Training Establishments) were interviewed kānohi-ki-te-kānohi throughout the country from the far North to the far South of

Aotearoa-New Zealand. Data from the 60 interviews was analysed and is referred to as 'Industry Voice,' throughout the report. Research and analysis provides recommendations for a way forward.

Kaitaka Paepaeroa MWDP also consists of an Iwi Environmental Scan (completed in 2023-2024). The Iwi Scan was an online research project used specifically to inform the MWDP and support Kaimahi Māori with their Iwi engagements. The report contains information to identify key outcomes and priorities for Te Iwi Māori within the areas of construction, infrastructure, education and employment throughout Aotearoa. With Mana Motuhake<sup>2</sup> being the ultimate expression of cultural survival, the journey towards Mana Motuhake<sup>3</sup> can vary significantly among Iwi, with some Iwi navigating their way towards their aspirational goals effectively.

I te tau 2022, i tautohu a Waihanga Ara Rau i tētahi āputa nui i tōna Ohu Ahumahi Workforce Development Council. Ahakoa ka taea te toro atu ki ngā raraunga tatau mō te iwi Māori, e kore tonu e rangona te reo ahumahi o ngāi Māori i roto i te ahumahi hangahanga, anga hoki, ā, ko te āhua nei e kore e rangona i roto i ngā Rōpū Whakamahere Rautaki (Strategic Reference groups) kua whakarewatia. Nā tērā i marohitia ai tētahi Mahere Whakawhanake Hunga Kaimahi (Māori Workforce Development Plan), ka whakaaetia e te Kaunihera o Waihanga Ara Rau i te marama o Whiringa-ā-nuku 22, ā, ka whānau mai te Kaitaka Paepaeroa.

Hei Māori Workforce Development Plan tuatahi mō Waihanga Ara Rau, i hoahoatia tēnei kaupapa ki te hopu i te reo ahumahi o ngāi Māori kei roto i te ahumahi hangahanga, anga hoki, waihoki rā ko te whāinga ko te whakanui me te whakatinana i ngā mātāpono o Te Tiriti, me te pātuitanga Tiriti.

E rima ngā tāhuhu matua i tautohua mai i te tātari, arā:

1. **He toiora ringarehe**
2. **He ara rau**
3. **Kia whakangungua koe**
4. **He pārekereke rangatira**
5. **He mahitahi, he whiwhinga**

Ko Kaitaka Paepaeroa – Waihanga Ara Rau Māori Workforce Development Plan (MWDP) tētahi kaupapa rangahau inekounga e hopu ana i te reo ahumahi o ngāi Māori. Ko te aronga i tēnei rangahau, ko tētahi aronga matarau, kei raro i te anga mātāpono rangahau Kaupapa Māori.<sup>1</sup>

E ono tekau ngā kaiwhaipānga Māori (SME Māori,

kaiārahi Māori, rōpū whakangungu tūmataiti/PTE) i uiuia, kanohi-ki-te-kanohi puta noa i te motu, mai i Te Hiku o te Ika, ki Te Taurapa o te Waka. I tātaritia ngā raraunga mai i ngā uiui 60, ā, ka kīia ko te 'Reo Ahumahi,' (Industry Voice) kei roto i te pūrongo. Nā te rangahau me te tātaritanga, ka puta he tūtohu mō te kōkiri whakamua.

Kei roto hoki i te Kaitaka Paepaeroa Māori Workforce Development Plan tētahi Iwi Environmental Scan (i oti i te tau 2023-2024). Ko te Iwi Scan tētahi kaupapa rangahau ā-Ipurangi ko te aronga kia whakamōhio i te MWDP, kia tautoko hoki i ngā Kaimahi Māori i ā rātou whakapāpātanga ki ngā Iwi. Kei roto i te pūrongo he pārongo hei tautuhi i ngā hua matua me ngā whakaarotau mō te iwi Māori kei roto i te mahi hangahanga, anga hoki, mātauranga hoki, whakawhiwhi mahi hoki puta noa i Aotearoa. Nei rā, ko te Mana Motuhake<sup>2</sup> te tino whakaaturanga o te tūturutanga o te ahurea, ka tino rerekē te ara ki te Mana Motuhake<sup>3</sup> mō tēnā iwi, mō tēnā iwi, ā, ka whaikiko hoki te rapuara a ētahi ki ō rātou wawata.

<sup>1</sup> Smith, G.H., Hoskins, T. and Jones, A., 2017. Kaupapa Māori theory: Indigenous transforming of education. Critical conversations in Kaupapa Māori, pp.70-81.

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

<sup>1</sup> Smith, G.H., Hoskins, T., Jones, A., 2017. Kaupapa Māori theory: Indigenous transforming of education. Critical conversations in Kaupapa Māori, wh.70-81.

<sup>2</sup> I taua wāhi anō.

<sup>3</sup> I taua wāhi anō.

# Te Tiriti o Waitangi

## Te Tiriti o Waitangi

The inauguration of Kaitaka Paepaeroa Māori Workforce Development Plan endeavours to uphold Te Tiriti partnership.

A good Te Tiriti Partnership exists when Te Tiriti principles are integrated into an organisation's culture. It is demonstrated by actively engaging with Māori staff, communities and industry stakeholders including hapū and Iwi to build meaningful relationships. It is being entrusted with their knowledge and ensuring that their voice and concerns are acknowledged and developed towards tangible outcomes that continuously honour Te Tiriti partnership.

In 2022, Waihanga Ara Rau identified that the voice of Māori in industry was unlikely to be captured within their established Strategic Reference groups. As a result, a project proposal was put forward to the Waihanga Ara Rau Council to consider allocating funding to this project. In October 2022, Council approved the proposal for the development of a Māori Workforce Development Plan, and Kaitaka Paepaeroa was born.

We are committed to supporting Māori learners as they contribute to skills-based industries within their businesses and workplaces, including Māori, Iwi, hapū and industry. New Zealand's Workforce Development Councils (WDCs) are committed to reimagining vocational education through leading and building a system that honours Te Tiriti o Waitangi.

### Purpose of the Education and Training Act 2020

The purpose of the Education and Training Act 2020 (the Act) section 4(d) highlights honouring Te Tiriti o Waitangi and supporting the Māori Crown

relationship. Te Tiriti o Waitangi provides the framework that guides how these aspirations will be enabled:

- Kāwanatanga: Governance
- Tino Rangatiratanga: Sovereignty
- Mana Ōrite: Full citizenship and rights of Māori

By embedding 'honouring Te Tiriti o Waitangi' and 'supporting the Māori Crown relationship', the Orders in Council echo section 4(d). This legislation portends a new era and approach to vocational education and how that will be achieved in te ao Māori.

The aspirations of this legislation are echoed in the following government strategies:

- Tertiary Education Strategy
- Ka Hikitia – Ka Hāpaitia, the Māori education strategy
- Tau Mai te Reo, the Māori language in education
- Maihi Karauna, the Crown's Strategy for Māori Language Revitalisation 2019 – 2023
- He Kai Kei Aku Ringa, the Crown–Māori Economic Development Strategy.

Ko te whāinga o te whakarewatanga o Kaitaka Paepaeroa Māori Workforce Development Plan ko te hāpai i te pātuitanga Tiriti.

He pai te Pātuitanga Tiriti ina ū ngā mātāpono o Te Tiriti ki te ahurea o te hinonga. Ka whakaaturia, mā te ngoi o te mahi tahi me ngā kaimahi Māori, ngā hapori me ngā kaiwhaipānga, tae ana ki ngā iwi me ngā hapū ka whakawhanake i ngā hononga whitake. Kia riro mā mātou hei tiaki o rātou mātauranga, kia ū rawa ka rangona o rātou reo, ā rātou take hoki, ā, ka whakawhanakehia hei hua ōkiko e whakamana tonu ai i te pātuitanga Tiriti.

I te tau 2022, i tautohua e Waihanga Ara Rau, e kore pea e hopukina te reo ahumahi o ngāi Māori e ngā Rōpū Whakamahere Rautaki (Strategic Reference groups). Nā tērā i i tukuna ai tētahi marohi kaupapa ki te Kaunihera o Waihanga Ara Rau, kia whaiwhakaaro ai mō te tuku pūtea ki tēnei kaupapa. I te marama o Whiringa-ā-nuku 2022, i whakaae te Kaunihera ki te marohi kia whanakehia tētahi Māori Workforce Development Plan, ā, ka whānau mai ko Kaitaka Paepaeroa.

E ū ana mātou ki te tautoko i ngā ākongā Māori i ā rātou e tāpae ana ki ngā kaupapa ahumahi i o rātou hinonga me o rātou wāhi mahi, o ngāi Māori, o ngā Iwi, o ngā hapū, o te rāngai ahumahi hoki. E ū ana ngā Ohu Ahumahi (WDCs) kia wawatatia tētahi rāngai mātauranga ringarehe hou, mā te ārahi me te waihanga i tētahi pūnaha e whakamana ana i Te Tiriti o Waitangi.

# Kupu whakataki

## Introduction

This report presents the findings of Kaitaka Paepaeroa: Māori Workforce Development Plan.

The preceding Iwi Environmental Scan report was completed to inform Kaitaka Paepaeroa Māori Workforce Development Plan and contains information to identify key outcomes and priorities for Te Iwi Māori within the areas of construction, infrastructure, education, and employment.

The findings focus on key priority areas and recommendations identified from the analysis of qualitative research provided from 'Industry Voice' (whakaaro collated from 60 interview participants in 2023). The research themes and report were endorsed by 15 Māori Advisory Group members who met in March and June 2024.

### Project mission

The Project will ensure Māori industry voice, perspectives and strategies are captured to inform industry plans, policy and advice that are reflective of Māori business owners, Iwi and hapū within the C&I and wider industries.

This project seeks to answer three questions:

1. What are the themes in Iwi strategic plans relating to construction, infrastructure and education that Waihanga Ara Rau can support and enable through advice and brokerage within the vocational education ecosystem?
2. What actions are critical to the implementation of the identified strategies and system changes, and who has a role in implementing them?
3. What strategies and system changes do employers and Iwi believe would assist them to enhance enablers and break down barriers to the participation, success and progression of Māori in the Construction and Infrastructure sector?

### Project management

Kaitaka Paepaeroa: Māori Workforce Development Plan (MWDP) was a collaborative project led by Waihanga Ara Rau—Workforce Development Council for Construction and Infrastructure. Kim Te Awhi Jones (Te Whatu Taketake—Senior Māori Research Analyst) led the project, with Petra Fieten (Te Whatu Kōkiri —Senior Strategy Advisor) as co-lead.

Mary Te Kuini Jones and Jen Takuira (Kaupapa Māori Researchers – Wahinetwork Limited) were commissioned to write the Iwi Environmental Scan, and to provide research support and guidance throughout the Kaitaka Paepaeroa project. Mary and Jen are research consultants who specialise in Kaupapa Māori research, evaluation, Māori governance, education, and business advisory services.

# Tikanga Methodology

This section sets out the methodology employed for Kaitaka Paepaeroa Māori Workforce Development Plan.

## Research design

A mixed method approach was used to achieve the research purpose of this project which consisted of the following stages:

- Interviews with Māori industry leaders, business owners and Iwi leaders.
- A desktop literature review (Iwi Environmental Scan Database and Report).
- Establishment of Kaitaka Paepaeroa Māori Advisory Group.
- Creation of Kaitaka Paepaeroa Māori Workforce Development Plan Report.

## Research approach

A kaupapa Māori approach<sup>4</sup> was utilised throughout the research process and the establishment of question sets and data was always considered through a Māori lens. A Kaupapa Māori approach asserts subjectivity or methodology and theory, and how Māori contexts and realities are not only important but essential to interpreting Māori ideals and theory.<sup>5</sup>

## Iwi Environmental Scan database and report

The Iwi Scan Database was completed in August 2023, and the Iwi Scan report was completed in March 2024. The Iwi scans contained Iwi strategic goals, regional partnerships and collaborations to identify key outcomes and priorities in the areas of construction, infrastructure and vocational education as well as cyclone recovery work. The purpose of the Iwi scans was to inform the Māori Workforce Development Plan report, Māori Engagement Plan and prepare Waihanga Ara Rau staff for engagement with Iwi.

## Qualitative research

Qualitative research was conducted by Kim Te Awhi Jones and Petra Fieten with the support of project sponsors Garyth Arago-Kemp (General Manager-Māori) and Robbie Paul (Poumatua). 60 interview participants from throughout the country were selected to conduct kānohi ki te kānohi interviews. Interviews were conducted within a kaupapa Māori context with tikanga integrated wherever possible, and participants were encouraged to share their whakaaro of professional and personal experiences within the Construction and Infrastructure sectors.

## Kaitaka Paepaeroa Māori Advisory Group

In 2024, Waihanga Ara Rau inaugurated 'Kaitaka Paepaeroa Māori Advisory Group'. The Advisory Group was comprised of 20 Māori industry members from Māori SME business owners, operators, and

private training establishments. They met in March and June 2024 to wānanga for endorsement of Kaitaka Paepaeroa Māori Workforce Development Plan 2024.



**Figure 1** Kaitaka Paepaeroa Māori Advisory Group

<sup>4</sup> Above, n.1.

<sup>5</sup> Smith, L., "Decolonising Methodologies: Research and Indigenous People's" Otago University Press (1999).

## Research need

The purpose of Kaitaka Paepaeroa (MWDP) was to identify and provide a set of key priorities and recommendations that would support the development of Te Iwi Māori within the Construction and Infrastructure sectors. The purpose of the Iwi Environmental Scan was to inform Kaitaka Paepaeroa (MWDP) by identifying key outcomes and priority areas for Te Iwi Māori within the areas of construction, infrastructure, education, employment and cyclone recovery.

## Research ethics

Research ethics involve considering various ethical principles and guidelines to ensure that the rights, dignity and well-being of participants are protected throughout the research process.

Waihanga Ara Rau does not have a formal research committee or ethics policy. However, their current research working group are working towards establishing both and Kelly Van Marrewijk and Carina Meares provided ongoing ethics guidance throughout this project.

The project required an extensive number of qualitative interviews with interview participants consisting of Māori business owners, Iwi and Industry leaders who offered their time and whakaaro (expertise) in contribution to Māori development within the Construction and Infrastructure sector. Kaitaka Paepaeroa project interview information and consent forms, processes and collation of information was established in line with professional ethical standards.

The research reveals a number of key priorities, and also that as Iwi groups receive redress of their treaty settlements and achieve a sustainable economic base, it enables them to move closer towards Tino Rangatiratanga (self-determination), and aspirations of investing in the building, construction, infrastructure industries.

It is important to emphasise the importance of collaborating with experienced Māori researchers during the design phase. They provide valuable insights and guidance on ethical considerations, research methodologies and potential implications of the research findings. More importantly, their input can provide realistic expectations of timelines and workloads for cost estimation of research projects (especially in the preliminary stages of the research design process).

Incorporating these practices into future research projects can help ensure that research is conducted in a manner that is both timely and ethical, ultimately enhancing the credibility and impact of the findings to ensure that the research is conducted with integrity.

## Kaitaka Paepaeroa

'Kaitaka Paepaeroa' has been thoughtfully chosen as the ingoa for this Kaupapa by matatau in Kairaranga, Hana Wainohu of Ngāti Kahungunu, Ngāti Pāhauwera, Ngāi Tāmanuhiri and Ngāti Tūwharetoa.

The term 'Kaitaka' signifies a prestigious cloak that serves as the kaitiaki of this kaupapa, embodying protection, prestige and cultural identity. The word 'Paepaeroa' refers to the paepae, Māori orators' bench. Symbolising the collection Māori industry voice gathered within this report. This name honours both the Kaitiakitanga and eloquence of Māori traditions and wisdom.

Kaitaka Paepaeroa cloaks were worn by early Māori, woven from the finest quality muka or whitau (flax fibre). The cloaks are noted for their intricately patterned tāniko borders, crafted from traditional dyes such as paru, tānekaha, hinau and raurēkau. In later times, Māori incorporated other fibres such as wool and fur. This demonstrates the weavers' readiness to incorporate new materials as they became available, showcasing their adaptability and innovation while maintaining traditional practices.

**Kaitaka Paepaeroa**  
is the kākahu that keeps  
the voice of the people warm.



# Summary of themes and recommendations

## Te tuku ihotanga o te mātauranga ringarehe Māori The heritage of Māori trades education

The Māori Affairs Trade Training scheme stood as a major point of discussion during the interview process, as several participants throughout the country had been participants of the Māori Trades Training themselves. It was evident that the scheme was a pivotal time not only in their lives, but also their whānau, children, and for all Te Iwi Māori.

Despite the Māori Trades Training scheme having been disestablished over 20 years ago, its legacy has carried on through mainstream and Iwi trades development.



**Figure 2** He Toki Māori Trade Training representatives.

# 1.

## He toiora ringarehe Workforce wellbeing

Māori business owners integrate kaupapa Māori values and principles into their everyday work life. They signify the importance of creating a whānau-centric workplace that is culturally, physically, and spiritually safe for the wellbeing of their employees and whānau.

Interviewees express challenges they face when recruiting from diverse demographics and the need for further financial support to retain and upskill their employees. Despite these challenges, Māori in industry are striving to progress their workers towards sustainable careers in the industry.

The genuine care and effort demonstrated from those interviewed exemplify their dedication and commitment to providing opportunities for their employees, whānau and hapū to flourish.



### Recommendations:

1. Update the definition of 'pastoral care' nationwide.
2. Update 'pastoral care' provisions for Māori holistic workplace wellbeing.
3. Promote wāhine Māori workplace conditions.
4. Increase Ministry of Social Development (MSD) funding.
5. Expand social procurement to be specifically inclusive of tāngata whaikaha.
6. Collaborate with Māori communities.

# 2.

## He ara rau Pathways

Recognising the strengths and barriers experienced by Māori in education is key for developing successful and progressive career pathways. The deciding factors that guide Māori learners in making career decisions continue to be a values-based system of beliefs, confidence in their abilities, and access to the right information supported by their whānau and peers.

Collaboration and explicit pathway planning by schools, industry, whānau and Iwi are needed to address recruitment, increase retention, and progress Māori in the Construction and Infrastructure industry. This theme is set out to provide clarity of the Career Progressions for Primary and Secondary students in the New Zealand Curriculum, with signposts for engagement from industry.

### Recommendations:

1. Update Career Progressions Framework in the New Zealand Curriculum.
2. Develop a Careers Progression Framework in Te Marautanga o Aotearoa (Māori-medium based curriculum) for Kura Māori.
3. Promote Culturally Responsive Pedagogies.
4. Design integrated unit plans specific for Construction and Infrastructure for years 1-13.
5. Support Māori Trades Training initiatives.



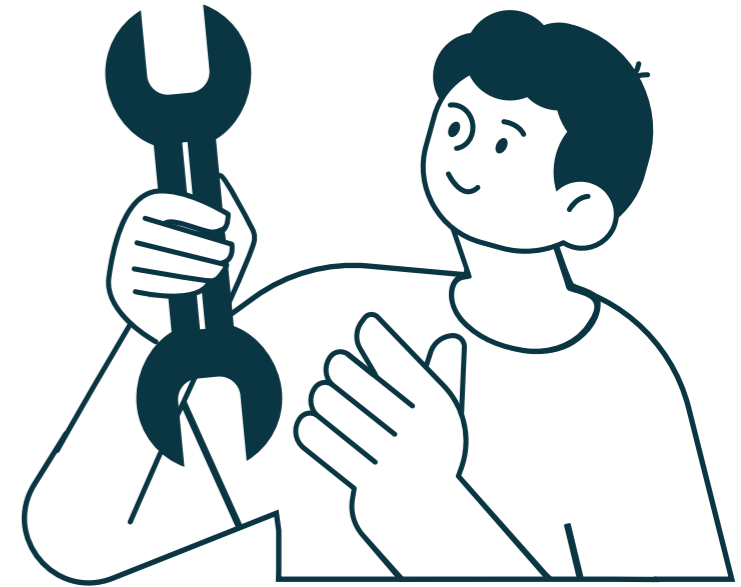
# 3.

## Kia whakangungua koe Training

Positive changes are underway to enhance support for Māori learners in apprenticeship training, with initiatives that include visual aids and flexible assessments designed to improve accessibility. While employers appreciate the value of micro-credentials in developing job skills, they voice concerns about the fragmentation of qualifications.

Comprehensive support from employers, whānau, and training advisors is essential for fostering success. The tuakana-teina relationship stands out as an effective mentoring model, promoting valuable knowledge exchange among learners. Māori businesses highlight the necessity for practical and pastoral assistance that resonates with Māori values.

Financial support initiatives, such as Fees Free and the Apprenticeship Boost, provide significant benefits, although challenges regarding their management remain. Moreover, there is a rising demand for industry-driven and culturally responsive training methods that effectively address the unique needs of Māori learners.



### Recommendations:

1. Increase hands-on learning with theoretical knowledge to engage Māori learners better and cater to their strengths.
2. Integrate Māori cultural values into training to create inclusive environments and boost learning outcomes. Authentic and from the beginning and throughout.
3. Customise course content for Māori learners, focussing on practical learning, cultural understanding, and plain language where possible.
4. Consult with training providers to match course delivery with industry needs, considering micro-credentials for better learning outcomes.
5. Ensure ongoing financial aid for employers helping Māori learners, guaranteeing stability in training programmes beyond current initiatives.

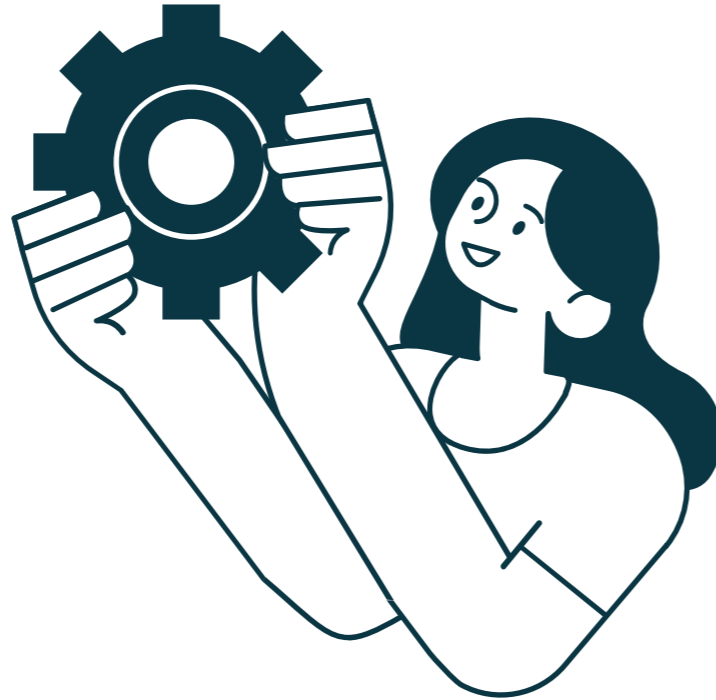
# 4.

## He pārekareka rangatira Nurturing Māori leaders

What achieves great outcomes is the collaborative workmanship of technical knowhow and the development of strong leadership within the construction and infrastructure industry. Addressing leadership challenges is a challenge and this process of thought would require common sense practices, innovative ideas and the desire to take on board what the industry leaders are saying.

Māori leadership has evolved and continues to do so to address the constant changes, making great head ways in preparedness for future challenges that have arisen. What is extraordinary here is Kotahitang: doing what is right for the people in their communities.

Trade apprenticeships in the 21st Century have evolved from just learning about a trade to a more extensive entry level of skills to which leadership, project management and general management competencies is incorporated, coupled with an interest of a Trade towards a future ambition of landing a higher management role inspired by leadership aspirations.



### Recommendations:

1. Cultural inclusion into everyday practice.
2. Adopt the tuakana/teina model of knowledge transfer.
3. Update systems and processes to suit the needs of Māori.
4. Leadership qualities for aspiring leaders – Competencies Framework
5. Develop a training register with a level of entry according to the year of their trade.
6. Recognition of prior learning and attained leadership skills from a Te Ao Māori perspective.

# 5.

## He mahitahi, he whiwhinga Collaboration and procurement

Collaborations between the New Zealand Construction and Infrastructure industry, government and Māori organisations have become increasingly significant. Aimed at fostering economic development and social equity, these partnerships leverage the strengths of Māori communities, including their land holdings, economic assets, cultural knowledge, and values, to benefit all parties.

Building collaborative partnerships between Māori, Iwi, and industry stakeholders promotes the acknowledgement of Treaty partnerships and cultural integration into construction projects. Such collaboration provides space and opportunity to reconcile cultural and historical disparities by engaging in social and cultural procurement practices.



### Recommendations:

1. Design procurement qualifications and micro-credentials to suit the needs of Māori and their communities.
2. Review 'Progressive Procurement Policy'.
3. Develop an 'Indigenous Procurement Policy'.
4. Support implementation of an 'Indigenous Procurement Policy'.
5. Establish Iwi-based procurement models.





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