Te Pae Tawhiti

Insights into Te Tiriti o Waitangi and Māori Equity practices in the Business Divisions of Te Pūkenga Work Based Learning (WBL)

Mahuru | September 2022

Te Pūkenga

I te puāwaitanga o te harakeke,
he rito whakakī whāruarua

A flourishing flax plant where the rito – the new, innermost leaves –
are supported by the outer leaves to become strong and
then contribute to the growth of the entire plant

This statement likens young people to the rito;
that if supported well, they will continue to contribute
to the development of strong Māori futures.

Matakōrero | Foreword

Mihia te rangi e tū iho nei
Mihia te papa e takoto ake nei
Tangihia ngā mate huhua kua riro ki te pō
Nō hea te aroha e mutu
Mihia te ariki taungaroa, a Kīngi Tūheitia me tōna kāhui
Nō hea ngā mihi e oti
Mihia ngā maunga whakahī, ngā awa tūpuna
Mihia ngā kuratini o te motu me ngā kōrero
Nau mai rā e te iwi
E kai ō mata ki te pae tawhiti
Tēnei te pae ka rapua
Tēnei te pae ka whāia
Ka whakamau ai kia tīna
Haumi ē hui ē, taiki ē!

Te Pūkenga aspires to achieve Te Tiriti o Waitangi excellence. Our first step on this developmental journey was to understand our current Te Tiriti o Waitangi and Māori-Crown relations practice, and our capability and capacity to deliver to that aspiration. A self-reflective assessment tool – Te Pae Tawhiti: Te Tiriti o Waitangi Excellence Framework – was commissioned to influence and guide our planning, activities and reporting and, importantly, how we self-reflect and review ourselves when undertaking those tasks, ensuring that they are agreed to in collaboration and partnership with Māori communities.

In late 2020, the subsidiary network of Te Pūkenga utilised Te Pae Tawhiti to embark on an inaugural self-reflective exercise to understand how we are tracking towards practices that deliver inclusivity and equity for and with Māori, and how meaningful and authentic our partnerships are with Māori. This was the first time a comprehensive Te Tiriti o Waitangi practice analysis had been undertaken across the Institutes of Technology and Polytechnics (ITPs) of our network. In July 2021, Te Pūkenga published a comprehensive, condensed overview of the insights carefully gleaned from these self-reflective reports – Te Pae Tawhiti: Insights into Te Tiriti o Waitangi and Māori Equity practices throughout our network – along with a summary video.

Now the Business Divisions of Te Pūkenga Work Based Learning (WBL) – BCITO, Competenz, Connexis and MITO – have followed the lead of the National Office by undertaking their own self-reflective assessment. This report identifies current practices with potential from our work-based training providers that can be shared across the network to amplify impact for Māori. It also highlights challenges and opportunities for improvement as we co-design an organisation that will deliver inclusion and equity for and with Māori.

Sharing information, data, practices, initiatives and innovations as well as working together to improve outcomes for Māori has been transformative for the entire Te Pūkenga network. Collectively, we are establishing a strong Māori learner-informed and Te Tiriti o Waitangi-led foundation for network transformation. Embedding Te Tiriti o Waitangi excellence is a continuous activity, therefore, Te Pūkenga intends to report annually on progress made across our network to achieve better outcomes for Māori learners, their whānau and wider Māori communities.

Ngā ihirangi | Contents

Kupu whakataki | Introduction

Te tāhuhu kōrero | Background

The New Zealand Institute of Skills and Technology, Te Pūkenga, was established in 2020 to create a unified, sustainable network of regionally accessible vocational education and training – on campus, on-the-job and online.

In accordance with Te Tiriti o Waitangi, Te Pūkenga is focused on ensuring our services work well and respond with excellence to the needs of Māori learners and their whānau, and to the aspirations of hapū, iwi and Māori communities throughout Aotearoa New Zealand. This objective is driven by our Charter, legislative mandate and regulatory guidance as well as the will of our governing Council and Leadership team.

In March 2021, Te Pūkenga Work Based Learning (WBL) subsidiary was established following approval from the Minister of Education. Four Transitional Industry Training Organisations (TITOs) – BCITO, Competenz, Connexis and MITO – signed Letters of Intent to transition some or all of the arrangement of work-based training functions to Te Pūkenga by the end of that year.

These four TITOs have since become Business Divisions of the WBL subsidiary. The timing of the self-reflective reporting process, Te Pae Tawhiti, coincided with the transitioning of MITO at the end of 2021. It also followed a similar self-reflective exercise undertaken by the subsidiary network with their inaugural Te Pae Tawhiti reports and 2021-2022 action plans which were submitted in early 2021.

This report represents the first comprehensive Te Tiriti o Waitangi practice analysis undertaken across the four Business Divisions of Te Pūkenga WBL. It captures the work that is currently underway as well as the mahi that is in development as we collectively prepare to transition to one vocational education and training network from 1 January 2023.

Horopaki | Context

This overview report of Te Pūkenga Work Based Learning (WBL) is a key deliverable in response to the duties charged of Te Pūkenga in our Charter which includes giving effect to the Māori-Crown partnership in order to:

- ensure that our governance, management and operations give effect to Te Tiriti o Waitangi
- recognise that Māori are key actors in regional social, environmental and economic development
- respond to the needs of and improve outcomes for Māori learners, whānau, hapū, iwi and (Māori) employers.

Te Pae Tawhiti: Te Tiriti o Waitangi Excellence Framework provides Te Pūkenga with internal guidance to achieve Te Tiriti o Waitangi excellence. It is centred on a combination of continuous obtainment – whakamaua – and pursuit – whāia – of two major outcomes and five associated goals as represented in the following graphic.

Inclusivity and equity for Māori

More equitable outcomes

Stronger responsive practices

Greater relevance of provision

Better equitable access

Stronger Māori participation

Demonstrable Te Tiriti o Waitangi partnerships
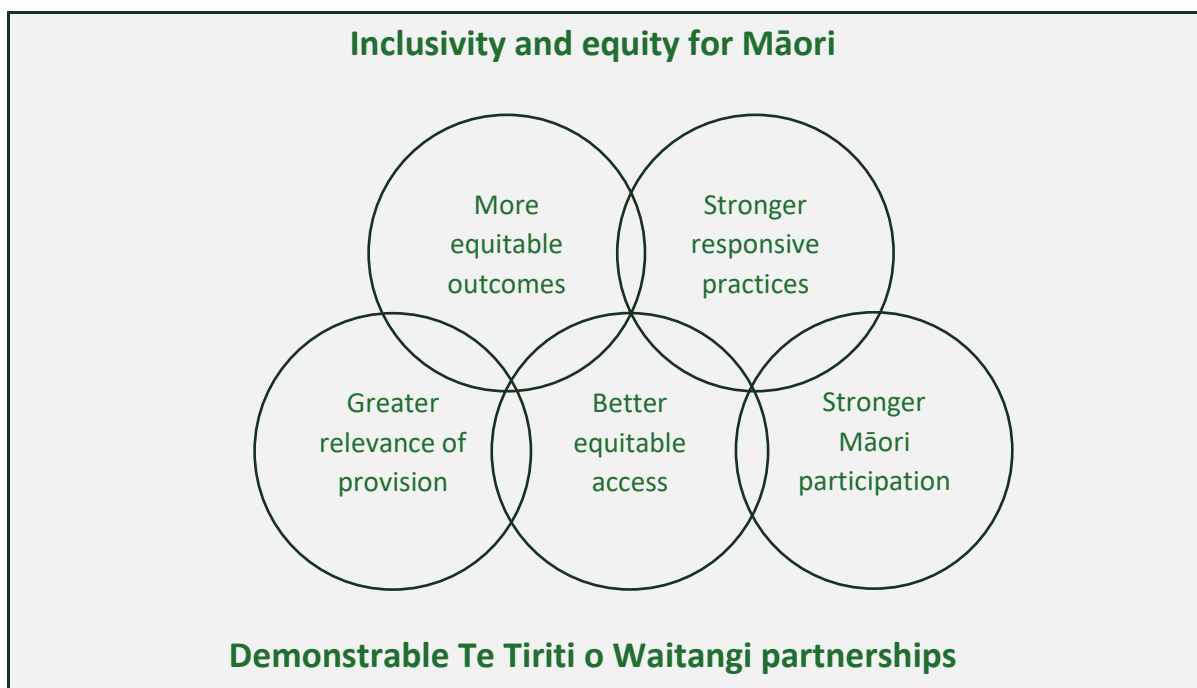
For each objective and goal, there are leading self-reflective questions. The self-evaluation reports determine how well each Business Division is tracking towards Te Tiriti o Waitangi excellence – 'te pae tawhiti' – in the achievement of our objectives and goals.

Pūtake | Purpose

The purpose of this report is to:

- provide an initial view of progress being made by Te Pūkenga Work Based Learning (WBL) towards meeting our Charter duties, as well as the outcomes and goals of Te Pae Tawhiti: Te Tiriti o Waitangi Excellence Framework
- highlight key projects from the WBL work plan that are making progress in achieving Te Tiriti o Waitangi excellence, and ensuring service inclusivity and equity for Māori
- highlight and share practices with potential as well as challenges and opportunities for improvement as we collectively prepare to transition to one vocational education and training network from 1 January 2023.

Tikanga mahi | Methodology

In late 2021, the Business Divisions of Te Pūkenga WBL were asked to prepare self-reflective assessment reports detailing how they were responding to the outcomes and goals of Te Pae Tawhiti: Te Tiriti o Waitangi Excellence Framework. The four Business Divisions are:

- Building Construction Industry Training Organisation (BCITO)
- Trade Apprenticeships New Zealand (Competenz)
- Infrastructure Industry Training Organisation (Connexis)
- MITO – which partners with the automotive, transport, logistics, gas and extractive industries.

Acknowledging their differing WBL transition timeframes, each training provider was given four months to determine the methodology, gather evidence, source information and submit a final report by 30 April 2022.

As part of this self-reflection, the Business Divisions were also asked to provide a line of sight on what actions, activities or changes they were planning in pursuit of Te Tiriti o Waitangi excellence as outlined in Te Pae Tawhiti.

A mana-enhancing approach was utilised in this process and a kaupapa Māori researcher used a kaupapa Māori approach in the review and analysis of each report.

This analysis was framed by mātauranga Māori – relating to the analogy of te pā harakeke – and informed by te ao Māori values and principles. It followed the same values, procedures and processes previously undertaken during the analysis of the overview report of subsidiary network insights (June-July 2021) and National Office insights (May-June 2022).

Numerous direct and indirect quotes that support the collective insights of WBL have been collated and summarised in the section of this report called 'Ngā rau | Enablers'. These quotes have been sourced directly from Te Pae Tawhiti self-reflective reports of each division; however, minor changes have been made to some to allow a better fit with the report structure and to uphold a plain English writing style. When making changes, a mana-enhancing approach has been maintained by ensuring the 'wairua' of each statement has remained intact.

This overview report of WBL insights provides Te Pūkenga with an understanding of the current state of Te Tiriti o Waitangi practice within each of the four divisions as well as examples of current practices that support the transformational work occurring throughout the entire network. It also identifies opportunities for further development and improvement as the organisation continues to mature.

This report summarises the findings over three sections:

Section	Purpose
Awhi rito Summary of insights	Executive summary of the key insights from the kaupapa Māori analysis of the self-reflective reports of the four Business Divisions of Te Pūkenga WBL in respect of our Charter duties, and outcomes and goals of Te Pae Tawhiti: Te Tiriti o Waitangi Excellence Framework.
Ngā rau Enablers	Full analysis using Te Pae Tawhiti key reflective questions to inquire into the nature and practice of the Business Divisions in respect of our Charter duties, and outcomes and goals of Te Tiriti o Waitangi Excellence Framework.
Te korari Insights for growth	Summary of Te Pūkenga WBL practices with potential and insights for consideration to support further growth.

Awhi rito | Summary of insights

This section contains a summary of key insights from the kaupapa Māori analysis of the self-reflective assessment reports of the four Business Divisions of Te Pūkenga Work Based Learning (WBL) in respect of our Charter duties, and the outcomes and goals of Te Pae Tawhiti: Te Tiriti o Waitangi Excellence Framework.

Te whakamana i Te Tiriti o Waitangi | Give effect to Te Tiriti o Waitangi

Te Tiriti o Waitangi partnerships

- Te Tiriti o Waitangi partnerships are established to enable Māori to exercise authority over their educational futures. Partnerships with Māori to progress projects that concern Māori is critical.

Te Tiriti o Waitangi-based leadership

- Leadership in the Business Divisions of Te Pūkenga WBL are being actively supported to promote Te Tiriti o Waitangi excellence.

Te Tiriti o Waitangi-based systems

- The Business Divisions of Te Pūkenga WBL are progressing Te Tiriti o Waitangi excellence and equity for Māori in a range of ways.

- Māori cultural capability development is crucial for staff in the Business Divisions of Te Pūkenga WBL to operationalise Te Pae Tawhiti and improve outcomes for Māori.

He wāhi nui tō te Māori ki ngā kaupapa whakawanake ā-rohe | Māori as key actors in regional development

Regional development

- The Business Divisions of Te Pūkenga WBL are building relationships with hapū, iwi and Māori organisations with the aim of improving social and economic outcomes.

Te whai wāhi ki te whakatau tōritenga Māori | Improve Māori outcomes

Greater relevance of provision

- The Business Divisions of Te Pūkenga WBL are developing relationships with hapū, iwi and Māori communities to ensure our activities and services are well matched to the needs of Māori learners.

Better equitable access

- Technology is being utilised by the Business Divisions of Te Pūkenga WBL – through new services and equipment – to support more equitable access for Māori learners.

Stronger Māori participation

- Business Divisions of Te Pūkenga WBL are creating the conditions required for Māori learners to participate and succeed as Māori in a range of ways.

More equitable outcomes

- Targets are being set by the Business Divisions of Te Pūkenga WBL to improve educational outcomes for Māori learners.

- Kaimahi Māori in the Business Divisions of Te Pūkenga WBL are being supported to develop initiatives aimed at achieving more equitable outcomes for Māori learners.

Stronger responsive practices

- Business Divisions of Te Pūkenga WBL are developing strategies in order to be more culturally responsive and to improve outcomes for Māori.

Ngā rau | Enablers

This section contains insights that align with the following three Charter expectations of Te Pūkenga in relation to Māori:

- Ensure that Te Pūkenga governance, management and operations **give effect to Te Tiriti of Waitangi.**

- Recognise that **Māori are key actors** in regional social, environmental and economic development.

- Respond to the needs of and **improve outcomes for Māori** learners, whānau, hapū, iwi and employers.

Tā Te Tūtohinga Manako 1: Te whakamana i Te Tiriti o Waitangi | Charter Expectation 1: Give effect to Te Tiriti o Waitangi

He Whakaputanga o te Rangatiratanga o Nu Tireni | Declaration of Independence 1835, Te Tiriti o Waitangi and the principles of Te Tiriti o Waitangi inform and guide what 'giving effect to Te Tiriti o Waitangi' means at all levels – practically, operationally, strategically and philosophically.

Outcome 1 of Te Pae Tawhiti considers how Te Pūkenga can demonstrate that it works in collaboration with hapū, iwi and partners as it pertains to its legislative requirements.

Te Pūkenga recognises that Te Tiriti o Waitangi excellence, equity for Māori and Māori success requires meaningful and authentic partnerships as well as Māori leadership at operational, management and governance levels.

The following section details the work that the Business Divisions of Te Pūkenga WBL have been undertaking to give effect to Te Tiriti o Waitangi.

Whakahoatanga ā-Te Tiriti o Waitangi | Te Tiriti o Waitangi partnerships

Outlined below are work-related insights and evidence that have enabled the Business Divisions of Te Pūkenga WBL to meaningfully partner with Māori and ensure a Māori voice has been included in their work programmes.

> Te Tiriti o Waitangi partnerships are established to enable Māori to exercise authority over their educational futures.

Each Business Division has existing partnership agreements with iwi. The aim is to actively build partnerships that enable Māori to exercise authority over their educational futures and achieve equitable outcomes, allowing learners to achieve success in education as Māori.

According to one Business Division:

> "Our partnerships with Māori should therefore tell the story of collaboration, co-design and empowerment in the governance, design and delivery of education solutions, services and products for Māori educational success."

Another stated:

> "The signing of the Waikato-Tainui Kawenata [Agreement] by the Chief Executive was a very proud occasion – a visible commitment to partnering with iwi to help learner success."

Within their self-reflective reports, each Business Division reflected on its existing partnerships with iwi. The following formal agreements with iwi were identified:

- Formal kawenata with Waikato-Tainui and 11 (former) ITOs.
- Formal kawenata with Ngāi Tahu to facilitate initiatives for improved iwi outcomes.
- Formal kawenata with Te Pou Oranga o Whakatōhea to support hapū programmes.
- Ngāti Toa Apprenticeship Programme.

One Business Division stated:

> "A commitment to Māori success through active and meaningful partnerships is demonstrated through our co-designed systems and services, which aim to facilitate Māori succeeding as Māori throughout their learning journey."

They gave an example of a pilot mentor programme which was a direct result of the formal kawenata with Waikato-Tainui.

In addition to tangata whenua kinship-based organisations – such as hapū and iwi – one of the Business Divisions outlined how they were actively building partnerships with national Māori organisations such as the Māori and Pasifika Trade Training Consortium and the National Urban Māori Authority.

They were also working with Crown agencies including the Ministry of Social Development and Te Puni Kōkiri to enable Māori to exercise authority over their educational futures.

The Business Divisions acknowledged the partnerships established between the National Office of Te Pūkenga and hapū, iwi and Māori. One training provider stated:

> "As part of a bigger delivery structure (and with the current blueprint work happening), the organisation looks to Te Pūkenga to hold the partnerships and direct us on how we need to adapt to support the partnerships."

Te arataki ā-Te Tiriti o Waitangi | Te Tiriti o Waitangi-based leadership

This section focuses on the work-related insights and evidence which have created the conditions for leaders within the Business Divisions of Te Pūkenga WBL to meaningfully engage with Te Tiriti o Waitangi partners and Māori stakeholders.

Leadership in the Business Divisions of Te Pūkenga WBL are being actively supported to promote Te Tiriti o Waitangi excellence.

Te Tiriti o Waitangi excellence and equity for Māori must continue to be supported and led by the Executive and Senior Leadership Teams of the Business Divisions. To achieve this, WBL leadership must be actively supported to promote Te Tiriti o Waitangi excellence.

The four Business Divisions understand this:

> "SLT and People managers are responsible and accountable for a cohesive, organisational approach to give effect to Te Tiriti o Waitangi … all SLT leaders have been supported to be innovative and lead their respective business groups."

One of the Business Divisions detailed how it has established a joint Māori decision-making structure. This group was well embedded in the organisation with all teams – not just leadership – actively engaging with them when designing and developing initiatives which have a clear correlation to Māori:

> "The purpose of Ngā Kaiurungi is to provide a joint Māori decision-making arm to the SLT and provide advice for all things that impact Māori."

Another Business Division stated:

> "SLT, together with the Kaitohutohu [Advisor], will continue to drive sustained improvements in the number of leaders setting and reaching cultural capability standards on Te Arawhiti frameworks. This includes a demonstration of organisational leadership where [the] SLT collectively demonstrate their own improvements in this space."

The following are further examples of work which have supported WBL leadership to activate Te Tiriti o Waitangi excellence:

> "We established a new role: Workforce Development Advisor (Kaikōkiri Ōritetanga). Key result areas of this position include supporting the Senior Leadership Team to achieve obligations to Te Tiriti o Waitangi."

"Te Korowai Manaaki[1] will work with leaders to continually weave Te Tiriti o Waitangi understanding and expectations into our systems."

"Recent discussions and initiatives at the ELT level have elevated the focus on Te Tiriti o Waitangi resulting in a renewed focus on organisational cultural capability to fulfil obligations resulting from it."

Ngā pūnaha ā-Te Tiriti o Waitangi | Te Tiriti o Waitangi-based systems

This section provides work-related insights and evidence by the Business Divisions of Te Pūkenga WBL which have created the structures and systems to operationalise giving effect to Te Tiriti o Waitangi.

The Business Divisions of Te Pūkenga WBL are progressing Te Tiriti o Waitangi excellence and equity for Māori in a range of ways.

The four Business Divisions named elements of their work or projects – as well as different forums that they have contributed to – as a demonstration of their commitment to build systems which progress Te Tiriti o Waitangi excellence and equity for Māori.

"We have undertaken to honour and uphold Te Tiriti o Waitangi in all [that] we do."

Embedding Te Tiriti o Waitangi excellence across the organisations has required investment, leadership and commitment. One Business Division stated:

"[We are] committed to ensuring a system of accountability and ownership of Tiriti obligations and equitable outcomes for Māori is implemented across every team. Engagement with Māori and partnerships will underpin our new ways of working, dismantling existing structures that are inconsistent with our Tiriti views."

The same training provider reflected on its participation in Hūtia te Punga in 2019, a two-year collaborative partnership with Ako Aotearoa, Te Tapuae o Rehua, Otago Polytechnic and Taratahi Agricultural Training Centre:

"The research sought to drive systems-level change to improve the educational experience and outcomes for Māori learners. While the findings of the report held a broad focus on culturally responsive professional learning development, they experienced some success with the research programme in terms of upskilling training advisors."

This Business Division was still working to utilise the findings of the research and turn it into:

" … an operational strength."

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[1] Te Korowai Manaaki is a kaupapa Māori team comprising the Principal Advisor Māori and six Kaitohutohu within Te Kāhui Whakawhitinga of one of the Business Divisions.

It cited another example:

> "Te Korowai Manaaki will continue to moderate our tools and resources against developments to ensure alignment with the wider strategies, planning and monitoring frameworks. We want to ensure a consistent and measurable approach, a significant shift in practice and transformational change."

All four Business Divisions highlighted many projects – both planned and already underway – which demonstrated how they were investing in the creation of conditions to introduce and apply Te Pae Tawhiti outcomes and goals throughout their organisations.

Some of these included:

- Māori Engagement Strategy
- Te Waharoa programme
- Te Kāhui Whakawhitinga
- Pou Tangata Network
- Te Rautaki
- Te Wānanga o Aotearoa partnership
- Responsiveness Strategy
- scholarship programmes
- mini apprenticeship scheme
- Cultural Capability Plans
- Digital Māori Data Sovereignty
- learner support framework.

The Business Divisions recently invested more resources into boosting the cultural capability of their kaimahi as a way to support the development of systems which recognise and embed Te Tiriti o Waitangi excellence.

The following roles have been established within some of the training providers to progress Te Tiriti o Waitangi excellence through demonstrable Te Tiriti o Waitangi partnerships and inclusivity and equity for Māori:

- Kaitohutohu Matua | Principal Advisor Māori role.
- Six additional Kaitohutohu (Advisor) roles.
- Eight Training Advisors – to work with Māori learners.
- Kaikōkiri Ōritetanga | Workforce Development Advisor.

> Māori cultural capability development is crucial for staff in the Business Divisions of Te Pūkenga WBL to operationalise Te Pae Tawhiti and improve outcomes for Māori.

The network of Te Pūkenga – subsidiaries, WBL and National Office – require leadership and support for staff at all levels to develop and demonstrate strong Māori cultural capabilities.

The Business Divisions are aware that Māori cultural capability development is crucial for their kaimahi to operationalise Te Pae Tawhiti:

> "The development of cultural awareness must also continue across the organisation to ensure collective responsibility for improving outcomes for Māori."

Operations, management and leadership need to work together to support the Māori cultural capability development of all staff.

According to one Business Division, strong cultural capability takes significant time and investment to develop as it requires a deep understanding of many things including tikanga Māori, reo Māori, mātauranga Māori, application of Te Tiriti o Waitangi and effective engagement with Māori communities.

It noted that there were currently very few staff in its organisation with sufficiently high levels of cultural capability which limited what initiatives could be implemented.

The following includes some further reflections related to Māori cultural capability development:

"Recent discussions and initiatives at the ELT level have elevated the focus on Te Tiriti o Waitangi, resulting in a renewed focus on organisational cultural capability to fulfil obligations resulting from it."

"Human Resource systems and practices are being reviewed to give effect to Te Tiriti o Waitangi which is now being reflected in functions like recruitment and performance management."

"Work is underway to ensure that their Training Advisors, their core whānau group that have that face-to-face presence with Māori learners, are culturally competent and confident."

"ELT have commenced embedding cultural practices into the organisation to develop and model the cultural capability required to assist in engagement with Māori. This includes not only day-to-day activities but also events such as the Annual Connection Event and Excellence Awards. In addition, we have translated the company values into te reo Māori and clearly display them in the boardroom, and in 2022, all employees have had Te Pūkenga values added as a KPI."

"It is important for senior leadership capability to continue to be built in this space to enable wider leadership engagement."

The Business Divisions highlighted a number of initiatives that have been making headway in increasing Māori cultural capability within their respective organisations including:

- the introduction of Te Akoranga, a cultural capability programme designed to increase understanding of Te Tiriti o Waitangi commitments, historical breaches of Te Tiriti o Waitangi and a Māori worldview
- working with mana whenua to implement a cultural capability development plan
- the introduction of reo Māori programmes at a beginners level
- the introduction of measures within individual KPIs which will assess cultural capability
- new job listings being advertised with the integration of key Māori words and a commitment to Te Tiriti o Waitangi
- working closely with Te Pūkenga Kaitohutohu (Advisor), Māori Cultural Capability, to design employer cultural capability training that can be rolled out across different sectors
- development and use of an organisational waiata
- regular incorporation of karakia and mihi at hui
- the creation of Ngā Rauemi or Resources page on the intranet.

Tā Te Tūtohinga Manako 2: He wāhi nui tō te Māori ki ngā kaupapa whakawanake ā-rohe | Charter Expectation 2: Māori as key actors in regional development

The Charter of Te Pūkenga clearly states that Te Pūkenga must recognise Māori as key actors in regional social, environmental and economic development.

The Business Divisions of Te Pūkenga WBL recognise the important role of hapū, iwi and Māori in regional development. They see their role as enabling and supporting existing partnerships and helping to facilitate opportunities for these partnerships to prosper and flourish.

Whakawanake ā-rohe | Regional development

The Business Divisions of Te Pūkenga WBL are building relationships with hapū, iwi and Māori organisations with the aim of improving social and economic outcomes.

The Business Divisions are aware of the need to collaborate regionally with Māori with the aim of improving social outcomes for ākonga Māori and their whānau. These relationships are still developing but some good initiatives have already been progressed.

One Business Division reflected on how its staff have been maximising relationships with Māori learners, iwi, businesses and other Māori stakeholders to organically support better Māori outcomes.

It also highlighted that some of their business relationships have led to the development of reo Māori resources and te ao Māori solutions. Examples included:

- partnerships with kaupapa Māori organisations to produce marketing campaigns aimed at rangatahi Māori
- collaboration with kura kaupapa Māori to develop reo Māori resources for Gateway programmes
- partnering with iwi to deliver regionally contextualised cultural capability training.

Another Business Division demonstrated its commitment to Māori success and improved social outcomes by co-designing systems and services aimed at facilitating Māori succeeding as Māori.

It has also launched a Mentor Pilot Programme which provides iwi-led cultural mentoring and additional pastoral care.

> "Based on feedback and evaluation, this model is being refined and extended beyond Waikato-Tainui."

Another Business Division is building relationships with Māori communities and businesses to provide support for Māori apprentices from Ngāti Toa as well as ākonga Māori in Taranaki. Yet another is directly promoting learner pathways to sectors in their strategy by following their Active Engagement Plan for kura, iwi, Māori trusts and other entities.

Tā Te Tūtohinga Manako 3: Kia pai ake ngā otinga Māori | Charter Expectation 3: Improve Māori outcomes

Te Pūkenga acknowledges that it is not Māori learners or communities that need to change, rather, it is the existing approaches that need to change.

It is the responsibility of Te Pūkenga to ensure improved outcomes for ākonga Māori, whānau, hapū, iwi and employers, and to support the work of the network to empower diversity, belonging and wellbeing.

Kei te hāngai | Greater relevance of provision

The services provided by the four Business Divisions of Te Pūkenga WBL need to be well matched to the needs of its Māori communities.

This section documents examples of work that the training providers have been undertaking to understand and respond to the needs of Māori communities and stakeholders in relation to vocational education and service provision.

> The Business Divisions of Te Pūkenga WBL are developing relationships with hapū, iwi and Māori communities to ensure their activities and services are well matched to the needs of Māori learners.

The need to reflect on service provision and respond to the needs of its Māori stakeholders was aptly captured by one Business Division:

> "Māori achieve at lower rates to non-Māori because current services do not match the needs of Māori communities."

The same Business Division confirmed that it was taking greater responsibility to ensure learning environments were conducive to Māori learners:

> "Within a work-based learning programme, learners engage in a range of learning environments which include the workplace, block courses via [the] ITP, online e-learning and on-job assessments. It was identified through our last Te Pae Tawhiti assessment that we can take greater responsibility to influence these learning environments so they are more conducive to Māori engagement."

The Business Divisions are well aware that their relationships with Māori communities and stakeholders are dependent on their staff, and the willingness of the employers who they work with.

One Business Division described its efforts to connect with iwi and build collaborative relationships with Māori communities. Time was spent listening, negotiating and trying to understand how best to meet the needs of their learners.

It also confirmed that it was undertaking an Integration Project specifically focused on one industry pathway:

> "[The project will be] the first step in formally bringing together work-based and campus-based learning to better support learners and employers. The governance structure of the project will have Māori representation."

Another Business Division stated:

> "Many relationships with Māori and Māori communities throughout New Zealand and gather evidence through interactions."

HJowever, it also acknowledged that:

> " … this work is yet to develop into a cohesive system to support broad analysis and identification of needs for Māori."

One Business Division detailed its active role in Te Rautaki Whakarōpū – a group of senior Māori leaders from each of the work-based training providers:

> "Te Rautaki Whakarōpū Māori is a representative Māori network created to strengthen a sector-wide approach to the development of strategies to support Māori learners in their spaces of work, study, whānau, kura kaupapa Māori, marae and iwi development."

Te Rautaki Whakarōpū provides advice, information and cultural engagement to support its members to more effectively engage with ākonga Māori learners in their work and study spaces as well as in the context of their whānau, kura kaupapa Māori, marae and iwi.

Kei te wātea | Better equitable access

This section details the work that the Business Divisions of Te Pūkenga WBL are undertaking to create and support the conditions reqiuired for equitable access by ākonga Māori and their whānau to their services.

> Technology is being utilised by the Business Divisions of Te Pūkenga WBL – through new services and equipment – to support more equitable access for Māori learners.

To improve outcomes, the Business Divisions are conscious that Māori must have equitable access to their services, no matter no matter where they live. A fundamental component and enabler of the training provided by the training providers is technology.

One Business Division stated:

> "[We] ensure access to services is equitable for Māori learners through online provision and training advisors that engage in workplaces across all of Aotearoa … [and that they are able to] provide all their products and services wherever learners, including Māori, are based."

Another Business Division elaborated on their programmes – purchasing off-the-job training courses from 29 different providers across the country with more than 4,000 learners having accessed the training to date:

> "[They are} increasingly being made available via e-Learning."

Furthermore, they have:

> " … instigated a loan device scheme to improve access for learners with no device … The range of off-job training course types helps ensure the training environment is suitable for all learners – Māori learners were more likely to attend day release courses and fewer Māori learners attended evening classes. Understanding this helps us ensure the pastoral care we provide is right for Māori learners."

It also reflected on its scholarship programme which included specific scholarships for Māori to support better access.

One Business Division stated:

> "Block course learning and collective group learning have proven successful in the past. Moving to a cohort-based enrolment could provide more support especially for Māori learners who are used to learning in a communal environment.
>
> "It is accepted that on-job verification and collection of naturally occurring evidence should be used more to recognise learners' on-job ability so that they do not have to complete every workbook …
>
> " … This can be through verification of on-job work via supervisors and utilising technology like apps on phones to provide evidence and record what the learner is doing onsite."

This Business Division also runs a programme that distributes IT devices such as laptops to learners for the duration of their courses as well as Wi-Fi netware for internet access:

> "A lot of learners do not have access to appropriate technology i.e. laptops, cell phones, internet and Wi-Fi coverage."

However, they noted that funding for this service was not sustainable.

Kei te whai wāhi | Stronger Māori participation

This section details the involvement of the Business Divisions of Te Pūkenga WBL in initiatives to create conditions – such as systems, structures and services – for Māori learners to participate and succeed as Māori.

Business Divisions of Te Pūkenga WBL are creating the conditions required for Māori learners to participate and succeed as Māori in a range of ways.

The Business Divisions acknowledge that a range of initiatives need to be developed in order to increase Māori participation.

One training provider explained that its learners and employers were consistently informed of progress and have the ability to access online progress reports through their portals at any time.

> "These reports assist in establishing the practical and theory assessment goals for a learner to achieve in their workplace."

Goals are mutually agreed upon between the learner, employer and Training Advisor. The Business Division referred to this embedded practice as kotahitanga, which for them reflected a learning environment conducive to the needs of Māori learners.

The same Business Division stated:

> "The Workforce Development Advisor (Kaikōkiri Ōritetanga) contributes to the development and implementation of strategies designed to address the needs of under-represented groups."

Another Business Division shared their project:

> "Actively developing community solutions to support Māori learners through te reo classes."

This initiative includes the provision of extra tutorial support, night classes and connecting individuals who are passionate about supporting Māori with ākonga to form solid relationships.

This work is underway to ensure that the Training Advisors – their core whānau group that have face-to-face interactions with Māori learners – are culturally competent and confident as a way to support stronger Māori participation.

Another Business Division outlined how they were offering high schools students – through the Gateway programme:

> " … a taste of the infrastructure career paths through qualifications."

High school students complete a micro credential which is based on unit standards and the results go towards their NCEA results. However:

> "This is not specific for Māori but Māori students can access this Gateway programme."

The training provider also utilises current Māori trainees as ambassadors so that they can reach out to other Māori to promote industry pathways and careers.

One of the Business Divisions reflected on a new programme in development:

> "Our careers team has developed a Māori engagement plan to target kura kaupapa Māori and high-density Māori schools in highly concentrated Māori communities.

> "This plan is ambitious and in its infancy but if successful, [it] would create greater engagement in Māori communities which are often overlooked as these communities tend to sit outside of larger cities.

> "Feedback has been given to the careers team to consider how this project will be resourced as kura kaupapa Māori engagement will require greater understanding of te reo Māori me ōna tikanga."

The Business Divisions also highlighted other strategies to support learners who may be struggling with their studies in addition to mahi:

- Regular communication with their learners and employers such as visits, emails, calls and text messages.
- Literacy and numeracy assistance.
- Additional off-the-job training industry mentors.
- Kaiwhakamanawa – engagement, encouragement, enhancement.
- Māori study groups.
- Māori mentoring.
- Exploring opportunities to develop the cultural capability of employers.
- Cultural capability development for assessors.

Kei te whakatutuki huanga | More equitable outcomes

This section provides an overview of how the Business Divisions of Te Pūkenga WBL report on outcomes and if they are satisfied with their overall Māori course and qualification outcomes as well as the economic, social and cultural outcomes.

> Targets are being set by the Business Divisions of Te Pūkenga WBL to improve educational outcomes for Māori learners.

The four Business Divisions are confident that the targets and actions set out in their strategies will contribute to an increase in Māori learner success.

One Business Division reflected on its target to remove any parity gaps between Māori and Pasifika participation and achievement compared with non-Māori and non-Pasifika learners:

> "Strategies to improve outcomes for Māori learners are making a difference with credit achievement parity of 96 per cent achieved in 2021 … first-year apprentice retention rate over the past five years has also been strong."

Another Business Division, together with industry:

> " … has set further workforce targets through its 2018 Workforce Development Strategy. The vision for the strategy is for industries where Māori aspire to meaningful, sustainable and rewarding careers at all levels of the sector and are equipped with the skills and opportunities to make these a reality."

It believes that 'people' – including whānau, the workforce of the Business Divisions, iwi and employers – are key to successfully achieving the targets set out in this strategy.

The training provider's vision and commitment for progression pathways for Māori to higher qualifications and employment outcomes is also captured in its Māori Engagement Strategy. They acknowledge, however, that there is:

> " … some way to go to ensure these programmes support Māori to achieve cultural requirements or aspirations."

In addition, it does not currently collect data related to social and cultural outcomes post-qualification.

Another Business Division has developed metrics for 2022 and beyond that aim to incrementally close achievement gaps for Māori learners.

The target decrease in achievement gaps is between 2 to 2.5 per cent per annum which will reduce credit achievement gaps for Māori from 10 per cent in 2019 to three per cent in 2023.

With significant investment from the Tertiary Education Commission (TEC) in 2022, it reported that it:

> " ... has the financial resource to develop some great initiatives and needs to [now] look at how this will be appropriately people resourced, as Māori capability is very low in the learner support and field teams."

Kaimahi Māori in the Business Divisions of Te Pūkenga WBL are being supported to develop initiatives aimed at achieving more equitable outcomes for Māori learners.

All of the Business Divisions recognise that they must work to support their culturally capable staff and employers in order to create more equitable outcomes for Māori learners.

One training provider is in the process of establishing a programme to enhance Māori learner achievement by working with a network of Kaiwhakamanawa from across the motu.

This is a newly created role which aims to bring iwi and cultural mentoring support in-house.

Kaiwhakamanawa staff will support Māori learners in the development of their cultural capability, values and tikanga.

Their work will be kanohi ki te kanohi (face-to-face), providing mana-enhancing support and guidance to Māori learners so they are empowered to more effectively engage with their learning.

Under the programme, this Business Division is striving to enhance the experience of Māori learners and increase their likelihood of completing their studies by utilising:

> "Pai Rawa Atu Kaupapa – Good, Better, Best – and the Hawthorne Effect – more attention lifts performance."

Another Business Division detailed the formation of Te Kāhui Whakawhitinga.

This group comprises staff who are dedicated to improving outcomes for Māori. The aim of Te Kāhui Whakawhitinga is to transform educational approaches across the sector:

> "One of its pivotal functions is bringing about transformative beneficial change for all learners.
>
> "Within the group, the design of education programmes, learning resources, quality assurance and equity leaders share the same kaupapa."

Further examples of key insights from the Business Groups included:

- Māori employers supporting Māori apprentices as an excellent learning arrangement for Māori success
- dedicated Māori Training Advisors supporting Māori learners as a positive move towards increasing Māori outcomes
- the need to upskill all the people the learner engages with to successfully complete their programme. This includes their training advisor, employer and assessors who all play a critical role in whether or not learners will achieve.

Mahi whakaataata | Stronger responsive practices

The Business Divisions of Te Pūkenga WBL recognise the need to lead or support changes in practices that are responsive to the needs of Māori. This section outlines the work they are undertaking to ensure their practices are becoming more culturally responsive and inclusive.

> Business Divisions of Te Pūkenga WBL are developing strategies in order to be more culturally responsive and to improve outcomes for Māori.

The Business Divisions reflected on the need for their strategies to convert knowledge of cultural capabilities into transformative practice. A dedicated team of experts to support the development and execution of this transformation was also a requirement.

One of the training providers shared their approach to achieve this:

- An organisation-wide, holistic workforce strategy to ensure that all staff have an understanding of culturally responsive and inclusive practice.
- A strategy and action plan to roll out cultural capability training.
- Multiple cultural capability training sessions that have been successfully delivered over the past five years.
- Evidence of increasing staff understanding of the importance of culturally responsive and inclusive practice.

This Business Division has a clear set of goals and understands what it needs to achieve over the short to medium term in order to continue to develop responsive practices. They reflected on their need to work in partnership with Māori to develop and embed a tikanga Māori-based framework for use in its employment policy.

The need to evaluate the impact of increased Māori cultural capability amongst its staff was also recognised:

> " ... including reporting on the impact it has on the experiences of Māori staff and users of their services, with the goal of being more responsive to the needs of Māori."

One Business Division reflected on both the national and regional focus of their Responsiveness Strategy which outlines its commitment to the educational aspirations of Māori and Pasifika learners. The strategy employs four key steps to address any parity gaps between Māori and Pasifika participation and achievement compared with non-Māori and non-Pasifika learners:

1. Engagement at both a regional and national level to identify and respond to opportunities.
2. Regionalised activity as the catalyst for supporting learner success.
3. Active promotion and encouragement for on-going engagement in industry training as a pathway to achieving tertiary education success.
4. Building mutually beneficial relationships with hapū, iwi, Māori and Pasifika communities and/or organisations that assist them to achieve their tertiary education aspirations through industry training.

This Business Division also highlighted its scholarship programme – part of the training provider's Responsiveness Strategy – which encourages educational achievement within Māori communities by specifically targeting Māori learners.

Te korari | Insights for growth

Ngā mahi tēra e whai hua | Practice with potential

Practice with potential identified by the subsidiary network in the 2021 Te Pae Tawhiti insights report are being used to inform Te Tiriti o Waitangi excellence and equity with projects in development across all parts of Te Pūkenga.

This section details several practices with potential approaches that are occurring across the four Business Groups of Te Pūkenga WBL.

1. **Intentional engagement with kura kaupapa Māori to develop Māori medium resources and provide greater opportunities for ākonga Māori.**	Intentional engagement with kura kaupapa Māori to develop Māori medium resources and provide greater opportunities for ākonga Māori is occurring across the Business Divisions. One of the Business Divisions reflected on their ambitious Māori engagement programme with its focus on kura kaupapa Māori as well as Māori schools in areas of high Māori population. While it is still in its infancy, the initiative has potential to greatly increase engagement with Māori communities who tend to be located outside of the larger cities and are often overlooked. Other examples included: • an active engagement plan for kura, iwi, Māori trusts and other entities • collaboration with kura kaupapa Māori to develop reo Māori resources for Gateway programmes.
2. **Meaningful partnerships with iwi that deliver on mutually beneficial aspirations have the potential to improve outcomes.**	Some of the Business Divisions understand that partnerships with iwi that deliver on mutually beneficial aspirations have the potential to improve outcomes. One Business Division reflected on a Mentor Pilot Programme as the result of its Memorandum of Understanding (MoU) with Waikato-Tainui: "The pastoral care support was the key link between [the Business Division], Waikato-Tainui, whānau and the employers. Learning environments conducive to rangatahi Māori participation, progression into earn-while-you-learn opportunities, course completion and finding success without having to leave their identity at the door." Another Business Division produced evidence of their partnership apprenticeship programme with Ngāti Toa.

Ngā taonga whakaaro mō te tipu | Reflections for further growth

The reflective statements of the four Business Divisions of Te Pūkenga WBL have provided a number of key insights – some for further growth – as to how they are currently embedding Te Tiriti o Waitangi excellence and equity for Māori.

This section summarises the key reflections and recommendations that these training providers should consider in their work plans to ensure that we continue to track towards Te Tiriti o Waitangi excellence in the achievement of our objectives and goals.

1. **Focus on implementing programmes of work which address the unique needs of Māori learners.**	The Business Divisions reflected on the 'national reach' or 'regional spread' of their qualifications. However, they noted that this comes with its own challenges. Location, programme design and engagement with kura kaupapa Māori are some of the initiatives that they have identified to help minimise these apparent barriers. One of the training providers reflected on the difficulty of achieving success in isolated communities such as Northland and the East Coast where large proportions of Māori learners reside. This Business Division admitted that student withdrawals were higher while completion rates were lower, particularly if employers were not proactive. They explained how the industry takes a 'one size fits all' approach – a classroom and a workbook will suffice: "For Māori learners who did not have success at school, this is not a welcoming environment." Another Business Group reflected on its apprenticeship pathways: " … minimal educational design to facilitate Māori learners succeeding as Māori." Business Divisions should focus on implementing programmes of work which address the unique needs of Māori learners.
2. **Addressing achievement disparities between Māori and non-Māori is imperative.**	The Business Divisions referred to key metrics and published performance indicators that they monitor for information on outcomes and funding. All four training providers reported that gaps and disparities between Māori and non-Māori learners still remained. However, work has begun to address this issue. One Business Division reflected on its success to date: "Strategies to improve outcomes for Māori learners are making a difference with credit achievement parity of 96 per cent achieved in 2021." Despite progress, it is imperative that Te Pūkenga WBL continues to actively address achievement disparities between Māori and non-Māori.

3. **Māori capacity and capability development is a priority area.**	As the number of staff increases due to the unification of the vocational education system across Aotearoa New Zealand, so too does the challenge of ensuring Te Pūkenga continues its focus on: • growing the capacity of Māori staff • growing the cultural capability and confidence of all staff; for example, te reo Māori, tikanga Māori and mātauranga Māori • recruiting and retaining culturally competent staff who are confident in both worlds – te ao Māori and te ao Pākehā. All Business Divisions reflected on the significant time and investment required for strong cultural capability, reporting that there are very few staff currently employed with Te Pūkenga WBL who have sufficiently high levels of cultural capability. Despite this, the four Business Divisions are implementing initiatives to build staff cultural capability as documented in this report.
4. **Addressing systemic barriers, racism and bias.**	The Business Divisions acknowledge the need for a vocational education system that addresses systemic barriers, racism and bias. Critical consciousness learning and development will provide a platform for knowledge and an opportunity for staff to develop a more in-depth understanding of other worldviews. Work to remove barriers, racism and bias requires careful and courageous consideration. Only one Business Division reported that it was challenging and confronting unconscious bias and racism by ensuring its Training Advisors were culturally competent and confident. Te Pūkenga WBL must actively address systemic barriers, racism and bias.
5. **Partnerships with hapū, iwi and Māori need to be further developed and progressed.**	Reflecting on their partnership engagement with hapū, iwi and Māori, the Business Divisions outlined the challenges that they have faced and admitted that more could be done in this space. According to one training provider: *"There are two formal kawenata with Waikato-Tainui and Ngā Tahu; however, no active engagement with these iwi has occurred since they were signed."* Te Pūkenga WBL needs to revisit, further develop and appropriately resource existing partnerships as well as aiming to create new arrangements such as MOUs with hapū, iwi and Māori. The Business Divisions should also be giving greater attention to relationships and joint-initiatives to support Māori as key actors regionally.

Tāpirihanga: Ngā hononga | Appendix: Links

- Te Pae Tawhiti: Te Tiriti o Waitangi Excellence Framework (working draft) https://tepūkenga.ac.nz/assets/Publications/TTW_Excellence_Framework_Nov_2020_Working_Draft.pdf

- Te Pae Tawhiti Insights into Te Tiriti o Waitangi and Māori Equity practices throughout our network https://tepūkenga.ac.nz/assets/Publications/Te-Pae-Tawhiti-Insights-into-Te-Tiriti-o-Waitangi-and-Maori-Equity-practices-throughout-our-network.pdf

- Te Pae Tawhiti Insights into Te Tiriti o Waitangi and Māori Equity practice in the National Office of Te Pūkenga https://tepūkenga.ac.nz/assets/Policies/TP00257-Te-Pae-Tawhiti-National-Office-Insights-Document-August-v3-1.pdf

- Te Pae Tawhiti summary video https://www.youtube.com/watch?v=rOvgazgSais

- Te Pae Tawhiti Impact Report October – December 2021 https://tepūkenga.ac.nz/assets/Publications/20220310_TP_PAE-Te-Pae-Tawhiti-Quarterly-

- Te Tiriti Framework will help achieve equity for Māori https://tepūkenga.ac.nz/news/category/News/te-tiriti-framework-will-help-acheive-equity-for-maori

- Te Pae Tawhiti comes alive https://www.xn--tepkenga-szb.ac.nz/news/te-pae-tawhiti-comes-alive/

- Breathing life into Te Tiriti o Waitangi and Māori equity key to learner success at Te Pūkenga https://tepūkenga.ac.nz/news/category/News/breathing-life-into-te-tiriti-o-waitangi-and-maori-equity-key-to-learner-success-at-te-pukenga