

Tripartite background paper

Future of Work Māori Forum 8 November 2021 – background material

This notes provides some background information for people attending the Future of Work Tripartite Forum on Māori and the future of work on 8 November.

1. What is the Future of Work Forum?

The Future of Work Tripartite Forum (the Forum) is a partnership between the Government, BusinessNZ and the Council of Trade Unions. The Forum aims to support New Zealand businesses and workers to meet the challenges and opportunities presented in a rapidly changing world of work, and provides a place for the three partners to discuss issues and work together to identify and implement solutions.

The Forum has been meeting since August 2018. Forum documents are published on the MBIE website (and previously on the Treasury website).

<https://www.mbie.govt.nz/business-and-employment/employment-and-skills/future-of-work-tripartite-forum/>

<https://www.treasury.govt.nz/information-and-services/nz-economy/future-work-tripartite-forum>

The Forum released a Strategic Assessment in November 2019, which identifies the Forum's strategic priorities and priority areas of work.

<https://www.treasury.govt.nz/sites/default/files/2019-11/fow-forum-aug-4204590.pdf>

The Forum's current priorities are:

- Shaping the strategic direction and focus of Industry Transformation Plans
- Identifying priorities to facilitate in-work training and lifelong learning
- Identifying priorities to support workers who are displaced or at risk of displacement
- Advising on options for better protecting non-standard workers.

The Forum was started with an ambitious work programme, and considerable progress has been made on its initial set of priorities. The Forum has overseen additional funding for employer-led literacy and numeracy programmes, the development of the Skills Shift initiative, adoption of high-performance high-engagement models in the public sector, and the development of the Industry Transformation Plans. The Forum's current priority has been developing a base Social Unemployment Insurance model for public consultation.

2. The November Forum on Māori and the Future of Work

The November Forum and the focus on Māori and the future of work represents an opportunity to draw in Māori leaders from across the motu to steer potential actions that the Forum could take to support Māori future of work aspirations.

The objectives of the November Forum are:

- Consider what good work looks like for Māori workers, and how to achieve it in the future of work.
- Provide insights on future of work trends, opportunities and impacts for Māori workers and businesses.

- Identify strategic objectives and an associated work programme. This involves agreeing to an overall longer-term objective for the Forum, a programme to advance that, and (if possible) agree 2-3 tangible actions where there are gaps in the current work programme.
- Confirm the longer term role that the Forum will play beyond November relating to developing and monitoring the work programme for the Future of Work for Māori, and confirming how Māori will be represented in:
 - forums related to the Future of Work, such as Industry Transformation Plans;
 - the Tripartite Forum itself; and
 - the Forum group responsible for monitoring the ongoing work programme.

3. Māori labour market information

Most Māori (and non-Māori) access economic resources through participation in the labour market. Successful labour market participation underpins a number of positive economic and social outcomes, such as:

- a. financial security
- b. access to housing
- c. positive impacts on health and wellbeing
- d. social interaction and social cohesion

Employment in quality work is an important contributor to wellbeing and socioeconomic outcomes. Work enables us to contribute to our communities, learn new skills and make social connections. The right education, training and support are key factors in finding and retaining quality employment. However, there are significant participation and achievement inequities experienced by for Māori in education and training that limit their ability to experience these outcomes.

Meaningful work provides a sense of purpose, community and connection and supports the development of whānau and wider communities cumulatively across generations. To support this aspiration, the Te Tiriti o Waitangi partnership must be upheld to support Māori participating fully in the labour market and to achieve equitable outcomes

While the focus for the Forum is on understanding and enabling the aspirations and goals of Māori in the future of work, it is important to identify where there are current inequities, so that we can confront and address them.

During economic shocks, Māori experience higher rates of unemployment and can take longer to return to pre-shock employment levels. 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 ethnicities.

Māori are over-represented in roles that involve lower pay, lower skills, fewer advancement opportunities and less job security. Many Māori work in sectors or occupations that are expected to see greater disruption due to technological or climate change (see Section 7 below).

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.

Further detail on Māori labour market outcomes can be found on the MBIE website.

<https://www.mbie.govt.nz/business-and-employment/employment-and-skills/labour-market-reports-data-and-analysis/other-labour-market-reports/maori-labour-market-trends/>

4. Global Megatrends changing the Future of Work for Māori

Existing labour market disparities have put the Māori workforce in a vulnerable position both at present and into the future. An overrepresentation in employment in low skilled occupations and high emission industries and an underrepresentation in key industries, such as IT, creates significant risks and uncertainty for the future of work for Māori. These issues have been further complicated by the impacts of COVID-19. As a result, Māori will be more exposed to employment losses and job displacement over the coming years unless these underlying labour market inequities are addressed.

Many Māori already possess skills and strengths needed in the future of work that have been developed through social and cultural settings. Additionally, many Māori/iwi organisations already couple strong financial performance with an intergenerational focus and core values of guardianship and stewardship; values which will support a successful and sustainable New Zealand economy into the future. Recognising and building upon these skills and strengths will ensure that the Māori workforce, and the New Zealand economy as a whole, has the ability to adapt to the evolving needs and the changing nature of the future workforce and take advantage of the opportunities that arise from it.

Discussions about the future of work generally focus on how work will change in future response to four megatrends:

- Demographic change – in developing countries, populations are getting older on average, and replacement rates are low
- Technological change – the advance of technology, particularly digital technology, is significantly impacting on the nature of work, and allowing some tasks to be fully automated. There is much debate about whether this will be net positive or negative in terms of job quantity and quality
- Globalisation – increasing globalisation over time has impacted on product and labour markets, but there has been a recent backlash against globalisation, and a rise in economic nationalism/regionalism, accelerated recently by the rapid spread globally of the 2008 financial crisis in the US and the COVID-19 pandemic.
- Climate change – the changing climate, and humanity's relationship with the environment in general, will significantly impact all economies.

Demographic change

Like many other developed nations, New Zealand's workforce is ageing. This poses a risk to the labour market as it may lead to shortages in skill requirements. However, the Māori population is young and growing proportion of the workforce. The youthful demographic structure means that Aotearoa New Zealand will rely on Māori graduates to meet future national skill needs and there will be significant benefits from improving outcomes for Māori.

The structure of the Māori labour force is shifting. The fastest growing jobs for Māori now and into the future are expected to be in skilled and high skilled positions. However, Māori currently remain underrepresented across these roles compared to non-Māori and existing income gaps persist.

Increasing equity for Māori in employment, education and training will be important in addressing future skill shortages in New Zealand. Decisions made now around skills and training will have intergenerational impacts for the current and future Māori workforce.

Technological change

Current trends suggest that technological change seems to be slowing in New Zealand, not speeding up, with low rates of technological adoption and diffusion in the economy stifling productivity and income growth. As Māori are overrepresented in jobs that are comprise a greater

amount of basic and repetitive tasks, the Māori labour force may be at greater risk of displacement as tasks within these occupations shift towards more advanced skills.

However, this same shift may also offer an opportunity for Māori to upskill within these occupations. New Zealand is currently facing a digital skills challenge. This is largely due to a skills mismatch rather than a labour shortage. Currently, New Zealand has an over-reliance on immigration to fill shortages in senior tech positions and under-invests in upskilling the current workforce and those employed in entry level roles. These long-standing issues in the digital sector have perpetuated the current skills mismatch.

The industry offers opportunity for Māori and there will continue to be a growing number of digital technology roles across all sectors of the New Zealand economy. But Māori are significantly underrepresented in the digital space, with only 4 percent of the IT workforce being Māori; a problem stemming from underrepresentation in the compulsory education system.

Thus, building these digital skills and preparing the Māori labour force for impending technological change will grow ever more important as a foundation for sustainable employment in the future labour force, and to avoid exacerbating the 'digital divide' and labour market disadvantage.

Globalisation

Globalisation is changing the way labour markets operate, creating greater flows of people, goods and services, finance, and knowledge across national boundaries. This is aided in part by inexpensive, rapid communications and information transmission enabled by the diffusion of new technologies. This encourages greater specialisation by different economies in what is produced, resulting in changes to the skill demands and job creation.

While this change provides opportunities for some, it also creates risks for others. The costs and benefits of globalisation are not evenly distributed, with the costs likely to be felt more significantly by those already disadvantaged in the labour market. One consequence of this greater global economic integration in developed countries, such as New Zealand, is the widening gap between high and low-income earners. A major contributor to this differential is relative demand for skilled labour.

Globalisation and labour migration poses a risk of exacerbating the existing income inequality in New Zealand between Māori and non-Māori. While increased labour migration does have advantages, allowing labour to fill skill shortages in other economies, COVID-19 has highlighted the added risk posed by an over reliance on immigration to fill labour shortages as opposed to investing and upskilling in local staff, such as in the IT industry. Therefore, there is a risk that this could worsen structural unemployment. Both the Global Financial Crisis and the pandemic have also demonstrated the vulnerability of local economies and jobs to disruptions in the international supply chain which is driving many countries to consider their resilience in the face of such disruption and greater local supply of critical goods and services.

Climate change

In response to the challenges posed by climate change, the Government has set a target to reduce carbon emissions to zero by 2050. Climate change itself is having a direct impact through sea rises, droughts and flooding, requiring changes in where people live and work, and the kinds of work available. This will cause some sectors to decline in importance and others to grow, with the impact of this varying between different regions. This transition to a low emissions economy presents many challenges for Māori given the high proportion of Māori employed in emissions intensive industries, such as sheep and beef farming, meat manufacturing and road and rail transport; industries likely to be significantly impacted by the transition. Intergenerational patterns of disadvantage means that Māori are more vulnerable to the effects of the transition and existing inequalities may be exacerbated.

However, this transition also offers a significant opportunity for Māori. As growth in the Māori population and labour force continues, New Zealand will increasingly rely on Māori graduates and workers to meet future national skill needs. The transition required to combat climate change will transform the jobs of the future and increasing the demand and reward for higher skills. This will require New Zealand's workforce to have diverse, transferable skills and knowledge. A well-

educated and high skilled Māori workforce will be best placed to meet the skill gaps and shortages anticipated to occur into the future, while also building Māori economic resilience. Increasing international demand for goods and services that are ethically produced – whether it is the impact on the environment, the quality of employment or animal welfare – also provide an opportunity for Māori firms which already have multiple social, environmental and economic objectives.

5. The Māori economy and Māori enterprise

Te Ōhanga Māori – The Māori Economy 2018

On 28 January 2021, the Reserve Bank of New Zealand released this report, which provides a richer picture of the Māori economy, including asset holdings, business and employment as of 2018 (i.e. before the COVID-19 pandemic).

<https://www.rbnz.govt.nz/research-and-publications/research-programme/te-ohanga-maori-2018>

The report found that the Māori economy's asset base was valued at \$68.7b, up from \$42.6b in 2013. This comprises:

- \$39.1b assets in the businesses of 9,850 Māori employers
- \$21.0b assets in trusts, incorporations, and other Māori entities
- \$8.6b assets in the businesses of 18,600 self-employed Māori.

Agriculture, forestry and fishing have shown strong growth to reach 34% of the total Māori asset base, compared with 29% in 2010 (\$23 billion or 1/3 overall). Given the relationship of Māori to whenua and food production this is expected to remain so. Property and the business services sector increased by a similar amount (around \$13b), with manufacturing, construction and transport sectors showing lower levels of growth.

While the number of Māori in entrepreneurial roles of employers and self-employed grew between 2013 and 2018 (45.8 percent and 24.9 percent growth respectively), Māori remain relatively under-represented in these roles.

New Zealand firms: Reaching for the frontier

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

This report presents the findings of the Productivity Commission's inquiry into the economic contribution of frontier firms. Frontier firms are the most productive firms within their industries, which can compete on the global market, innovate at pace, and lift economic performance directly. The report examines enablers and barriers to business growth, and includes the following insights from Māori firms:

- Māori firms' desire to serve multiple objectives ("multiple bottom lines") can be a strong driver of ambition, which can also flow through to expectations on suppliers. High shareholder ambition can also spur innovation and experimentation, providing the underlying assets are not put at risk. This appetite for innovation is reflected in statistics showing self-reported rates of innovation and R&D are higher for Māori firms compared to all New Zealand firms.
- Quantitative analysis of a sample of Māori firms found that they operate similarly to non- Māori firms. The best-performing Māori firms have strong capacity across a range of organisational factors, including the right people, management, relationships, HR processes and cultural capital. Top Māori firms can combine and leverage these factors to gain success over their competitors.
- Māori cultural values such as kaitiakitanga, kōtahitanga and whanaungatanga help differentiate Māori goods and services and provide added brand value overseas. They also closely align with growing global consumer demand for products with strong environmental and social credentials. This presents growth opportunities for kaupapa Māori firms and collectives.

- Māori firms operate within a unique Māori business ecosystem. Challenges arise from having to navigate the complexity of governance structures, relationships and other dimensions. However, common values and features help bring Māori businesses together around shared goals. Formal and informal networks among Māori businesses are important for diffusing knowledge, exploring innovations and enabling collaboration.
- Māori business stakeholders interviewed for the inquiry expressed concerns about the difficulty navigating government agencies and supports for Māori business. Some expressed a desire for government to support a Māori-led approach to defining the Māori economy and optimising the Māori business ecosystem, to better promote productivity, innovation and growth in the Māori economy.
- Existing and prospective Māori land-based businesses face constraints from the land tenure and compliance requirements of Te Ture Whenua Māori Act 1993. Balancing land retention, with effective governance and management to raise productivity and returns for Māori landowners, is challenging but important.
- There is a small talent pool of Māori with the necessary skills and experience to govern and manage Māori frontier firms. The demands on this talent pool are increasing, due to the growing number of Māori commercial entities and competing demand from non-Māori firms for Māori business skills.

Tatauranga umanga Māori – Statistics on Māori businesses 2020

<https://www.stats.govt.nz/information-releases/tatauranga-umanga-maori-statistics-on-maori-businesses-2020-english>

Many Māori businesses were essential in supporting the country over the COVID-19 lockdown. During COVID-19 alert level 4 lockdown (in 2020), 62% of Māori authorities and 50% of Māori small and medium enterprise (SMEs) were classified as essential. These essential businesses were predominantly in the agriculture, manufacturing, and health care and social assistance industries.

Given the high level of Māori authorities being classified as essential, it is not surprising that nearly two-fifths (38%) were operating fully. This compared with around one-fifth of Māori SMEs, and all New Zealand businesses.

In 2020, 46% of Māori authorities accessed government financial support, compared with around three in four businesses for each of Māori SMEs and all New Zealand businesses.

In the year to March 2021, the total income from the sales of goods and services rose across Māori authorities (up 7.0 percent (\$58 million)) and Māori SMEs (up 1.3 percent (\$9 million)). In stark contrast, in the year to March 2021, the total income from the sales of goods and services declined for Māori tourism (down 26 percent (\$91 million)). No Māori tourism businesses were able to operate fully under alert levels 4 or 3, and 94% of Māori tourism businesses accessed government financial support (in 2020).

Industries that were important for Māori business were badly affected by the lockdown. Industries affected most by the restrictions in alert level 4 were construction, accommodation and food services, and arts and recreation. The majority of businesses in these industries were classified as non-essential.

Te Matapaeroa 2019 – looking toward the horizon

<https://www.tpk.govt.nz/en/a-matou-mohiotanga/business-and-economics/te-matapaeroa-2019>

Te Matapaeroa 2019 identified more than 10,000 economically significant Māori businesses, eight times more than what was previously identified. This included 1,300 Māori owned enterprises previously identified by Stats NZ, and 8,800 newly identified businesses. It highlights the untapped

opportunities and needs of Māori businesses by sharpening our understanding of the scale and makeup the Māori small and medium enterprise (SME) sector.

Key findings from Te Matapaeroa 2019:

- Māori owned businesses represent 6% of businesses in New Zealand
- Māori owned businesses are more likely to employ Māori; Māori make up three times the workforce (43% of the workforce of Māori owned business) than non-Māori owned businesses (14%).
- Te Matapaeroa identified 10,200 significant employers of Māori, of which 2,200 are Māori-owned businesses.

6. Stocktake of existing programmes

In thinking about what specific actions might be required to deliver a good future of work for Māori, the place to start is by looking at what is already happening. Attached is a summary of some of the key services and initiatives provided or funded by the government that are targeted or focused on Māori throughout the employment journey (attachment A).

Te Puni Kōkiri (TPK) has a statutory responsibility to monitor the effectiveness of public sector services for Māori. Monitoring public sector performance is based on the Crown's responsibility under Te Tiriti o Waitangi, to ensure that Māori enjoy equitable services, resources and opportunities. TPK commenced a formal monitoring programme in 2019, and is focusing efforts on current Government priorities, including employment, education and training (EET) as central to economic recovery and resilience for Māori. TPK will track and report on high-level metrics of the EET system that are important to Māori wellbeing, especially for key populations facing EET inequities, including rangatahi and wāhine Māori. This area will monitor whether the public sector as a system is on track to enabling equitable progress in those areas that EET Ministers have deemed a priority: education and training; assistance to find and stay in work; and job creation. Attached is a recent update provided to Ministers to support this (attachment B).

7. Existing thinking on Māori and the future of work

There is a solid base of mahi that has been done on Māori labour market outcomes, Māori aspirations for the future of work, and potential impacts of the transition to a lower emissions economy.

Whano – Towards futures that work for Māori

This report, which was published in July 2020, is the result of a collaboration between BERL, Waikato-Tainui and Ngāi Tahu (through Tokona te Raki – the Māori Futures Collective).

<https://berl.co.nz/sites/default/files/2020-07/Whano%202020%20-%20portrait.pdf>

The report explores the forces and impacts known to affect the workforce of Aotearoa, and how these change the opportunities and careers of Māori workers in particular.

The report explores the past (Te wā mua), the present (Te wā tū) and the future (Te wā heke) of work for Māori. It sets out a vision for the Aotearoa of 2040 (He tūruapō), and a call to action based on three pou:

- Enable lifelong learning
- Develop and measure skills
- Enable an authentic Tiriti partnership.

Te Ara Mahi Māori and the Māori Employment Action Plan

The all-of-government Employment Strategy aims to ensure that all New Zealanders can fulfil their potential by developing skills, finding secure employment and engaging in rewarding careers. It seeks to create opportunities for satisfying labour market participation for everyone of working age regardless of their abilities or their employment goals. The Strategy is supported by seven population-specific employment action plans that aim to address the barriers to accessing labour

market opportunities. The employment action plans are focused on youth, older workers, disabled people, Māori, Pacific peoples, women, and former refugees, recent migrants and ethnic communities.

In 2020, an independent reference group was formed to provide recommendations on what should be included in the Government's Māori Employment Action Plan. The reference group selected the name Te Ara Mahi Māori, which represents their aspirations for building pathways into inclusive, sustainable and productive work for Māori.

In mid-2021, the group led 11 engagement hui with members of the Māori community to test their thinking and to gather valuable insights. Nine of the hui were in person across the motu, one was online for those who could not attend in person and one was for rangatahi specifically. The group's work also included meeting with agencies to discuss and identify gaps and opportunities, and background research on key areas that impact on Māori employment outcomes.

Te Ara Mahi Māori provided their final report to the Minister for Social Development and Employment in August 2021. The Minister is currently considering these recommendations. Once the Minister has received advice from officials, she intends to seek Cabinet agreement on the final Action Plan. While the Māori Employment Action Plan is focused on Māori, the other six action plans will also have a positive impact on Māori and many include actions specifically supporting Māori, and will be aligned with the Māori Employment Action Plan.

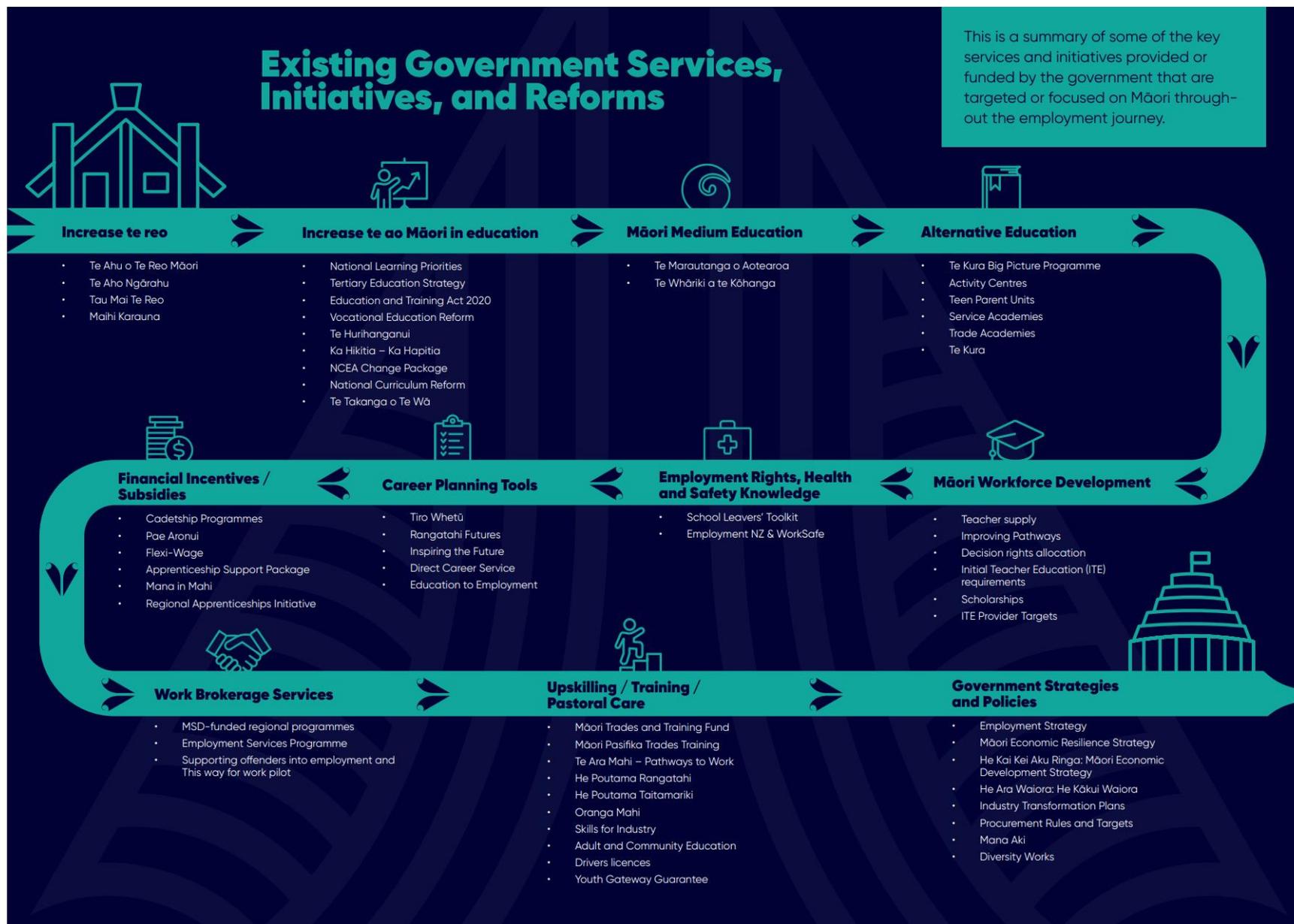
Emissions exposure of Māori workers

New Zealand's transition to net zero emissions will require significant transformation of the economy, and it is important that the transition is managed in a way that maintains the wellbeing of people and communities. MBIE, in partnership with Motu Economic and Public Policy Research, calculated the emissions intensity across the New Zealand economy, to build a better understanding of the workers, firms and regions likely to be most affected in the transition to a low-emissions economy.

<https://www.mbie.govt.nz/dmsdocument/13781-the-emissions-exposure-of-workers-firms-and-regions>

Māori account for a higher share of employment in emissions-intensive industries than in low emissions intensity industries. This is particularly apparent in industries characterised by relatively low qualification levels. Māori employees have historically fared poorly in transitions, being more likely to be made redundant during recessions and finding it more difficult to find re-employment. Accordingly, it is important that labour market policies, skills and education programmes and measures to support growth of low-emissions economic activity are effective in developing employment and business opportunities for Māori.

Attachment A: Overview of Existing Government Services, Initiatives and Reforms



Increase te reo

Te Ahu o Te Reo Māori: for principals, teachers and support staff to grow their confidence using te reo Māori. The programme includes te reo Māori curriculum development and language planning for the classroom.

Te Aho Ngārahu: People can apply with their narrative ideas, and once selected, the storytellers work with te reo Māori curriculum and resource developers to co-develop stories into te reo Māori education resources.

Tau Mai Te Reo and Maihi Karauna: Tau Mai Te Reo sets out goals and framework for coordinating programmes and services that support Māori language in Māori medium and English medium education. Tau Mai Te Reo sits within the Maihi Karauna, the whole-of-government Māori Language Strategy.

Increase te ao Māori in education

Te Huruhanganui: Six communities will pilot the design of action plans to address racism and inequality. Successful initiatives will be built into the education system.

Vocational Education Reform: aims to create a strong, unified, sustainable vocational education system that is fit for the future of work and delivers the skills that learners, employers and communities need to thrive.

NCEA Change Package: currently underway, the key aim is to ensure equal support for ākonga Māori in all settings and equal status for mātauranga Māori in the development of achievement standards.

National Curriculum Refresh: is underway to ensure ākonga can access the learning and supports they need to progress and achieve across the national curriculum, including strong pathways to tertiary qualifications.

Education and Training Act 2020: includes system-wide and national-level commitments to te Tiriti o Waitangi, including providing the Minister of Education with the ability to issue statements that specify what education agencies must do to give effect to te Tiriti o Waitangi.

Ka Hikitia – Ka Hāpatia: 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.

Te Takanga o Te Wā: a framework for teachers to teach Māori history with their students. Stories relating to the school's geographic location are embedded to instil a deeper sense of personal identity and belonging in students.

Maori Medium Education

Te Marautanga o Aotearoa: sets the direction for teaching and learning in Māori medium primary and secondary kura. It is the Māori medium curriculum.

Te Whāriki a te Kōhanga Reo: the curriculum for early learning.

Alternative Education

Te Kura Big Picture Programme: face-to-face learning opportunities, pastoral support and personalised learning programmes for students who have disengaged or are at risk of disengaging from education.

Te Kura: provides distance education from early childhood to NCEA Level 3 to students who are otherwise unable to attend face-to-face schooling, including excluded or expelled students and young parents.

Activity Centres: provide educational and pastoral support to students in years 9–13 that includes a specialised learning programme which supports increased attendance, engagement and achievement at school; social outcomes; and successful transition into further education, employment or training.

Teen Parent Units: are run by state schools for teenage students who are already pregnant or teen parents. Students are taught by registered teachers and receive wrap around support, pastoral care, mentoring and additional courses such as life skills. TPUs also provide access to early education for children, transport, links to health and other social services as well as guidance and mentoring.

Service Academies: are military-focused programmes delivered within secondary schools. Target groups are Māori and Pasifika boys who are at risk of disengaging or have disengaged from school. In addition to school funding MOE contracts the NZDF to provide courses for Services Academy students.

Trade Academies: secondary-tertiary programmes that provide senior secondary students access to range of trades or technology learning opportunities to ensure they stay engaged in education. MOE provides funding for the academies.

Māori Workforce Development

Teacher Supply: An Education Workforce Strategy is currently being developed to support a strong, culturally competent education workforce. Being developed alongside the Rāngai Māori Workforce Strategy.

Improving pathways: between education and employment for Māori educational success as Māori. This includes reforming vocational education and training, the careers system, mātauranga Māori and te reo Māori pathways. Growing the Māori medium network is a priority so that ākonga Māori can participate in the

entire pathway from early learning to senior secondary education.

Decision rights allocation: to be reformed to ensure the right balance of decision making power is granted to engage education professionals, provide a voice for ākonga Māori, whānau, communities and employers, as well as maintaining high expectations across the system.

Employment Rights, Health and Safety Knowledge

School Leavers' Toolkit: includes information and links to other websites on work health and safety.

Employment NZ and WorkSafe: Provide information and tools about essential employment and work health and safety knowledge in Te reo and English.

Digital, print and as an e-learning module to inform and educate Māori in employment rights and obligations

Career Planning Tools

Tiro Whetū: A new online careers system, currently in development, that will support learners and workers throughout their lifetime to plan and manage their careers. It will help New Zealanders to understand their transferrable skills. Being road-tested with Māori and other groups. Will aim to include data about jobs and roles that are relevant to te ao Māori (including unpaid work).

Rangatahi Futures: available on the careers website, this is a youth career education programme that reflects the identity, language and culture of Māori learners in years 10 and 11 and supports them explore key career understandings in culturally affirming ways.

Inspiring the Future: will connect students (aged 7 to 13) with role models from the world of work to broaden students' horizons about future work possibilities and tackle unconscious career bias.

Direct Career Service: A phone line service designed to support individuals to get back into work by identifying their current skills and how these skills can be transferred to other industries by talking one-to-one with a qualified professional. Regional pop-ups in Connected sites and some public libraries. This is a short-term funded initiative and may not be continued post-Budget 2021.

Education to Employment: events that promote trades and 'earn while you learn' pathways to students and young people.

Financial Incentives/Subsidies

Cadetships: a flexible employer-led programme that supports employers in growth areas to train, develop and mentor Māori staff of all ages, to improve their employability and move to senior leadership roles. There is a strong focus on pastoral care and ideally there should be an element of tikanga Māori.

Pae Aronui: is a time limited programme to test innovative approaches for rangatahi Māori who are not in employment, education or training (NEET) or at risk of becoming NEET to achieve employment and education outcomes. Focused in South Auckland, West Auckland, Hamilton, the Hutt Valley and Porirua, Pae Aronui is to build a credible evidence base to improve the delivery of government interventions for rangatahi Māori.

Flexi-Wage: a subsidy paid to employers to hire disadvantaged job seekers, including those not on a benefit, and includes provision for wraparound support to help participants stay engaged in work.

Apprenticeship Support Package: to help employers retain and bring on new apprentices while dealing with the effects of COVID-19. Includes Apprenticeship Boost to help employers to keep and take on new apprentices, expansion of Mana in Mahi, support for Group Training Schemes and the Regional Apprenticeships Initiative.

Mana in Mahi: a wage subsidy to employers who are willing to hire a person in receipt of a main income support benefit and offer that person an industry training qualification, including apprenticeships.

Regional Apprenticeships Initiative: Support for new apprentices in regional New Zealand. Initial focus on facilitating Māori and Pasifika people into apprenticeships and helping people who have lost work due to COVID-19 find new employment.

Work Brokerage Services

MSD-funded regional programmes: Examples include:

- An Iwi-led work broker initiative which funds kaupapa Māori work brokers in Te Taihū (Nelson Tasman and Marlborough) to address barriers to whānau training and employment, allowing direct interventions to be scoped and increasing accessibility for Māori job seekers to move into or return to the workforce.
- Whakauruhia – Journey to Employment: delivered by a kaupapa Māori provider, it provides tailored support to rangatahi hauā (disabled) including vocational profiling, job matching, supported employer engagement and ongoing pastoral care, based on their capabilities and aspirations.

Employment Services Programme: supports disabled young people in their final two years of school through tailored support to place them into employment and support employers to provide natural supports in the workplace.

Supporting offenders into employment: includes early engagement while a person is still in prison, ongoing support after their release and contact up to a year after entering employment.

This way for work pilot: supports people with criminal convictions into employment. The pilot employs specialist recruiters who work with employers to place people with criminal convictions into sustainable employment.

Upskilling/ Training / Pastoral Care

Māori Trades and 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.

Māori Pasifika Trades Training: provides fees-free tertiary places for Māori Pasifika ākonga aged between 16 and 40 to achieve pre-trades training and progress towards sustainable trades or trades-related employment.

Te Ara Mahi – Pathways to Work: supports local people to overcome barriers in accessing regional employment opportunities and equip them with the skills and experience required to find work and build a career or upskill if they are already working. Māori are a focus cohort and some of the funded programmes emphasis using tikanga Māori and te ao Māori to support participants).

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. A successful initiative provides young people and employers with the tools and intensive support needed to help young people on the pathway to work or further education. HPR is starting to expand into urban areas.

He Poutama Taitamariki: assists young people to achieve social connectedness, educational, training and/or employment goals with the resilience to sustain the outcomes. It is an intensive, individually tailored service for young people in Northland who are NEET.

Oranga Mahi: delivers a set of cross-agency prototypes to support disabled people and people with health conditions to prepare for and stay in work. These can include individual placement support, phone and web based support, and coaching. One example is Rakau Rangatira a kaupapa Māori and Whānau Ora based programme that integrates social and health interventions to increase opportunities for employment and recovery for people with mild to moderate mental health conditions and a history of substance abuse.

Skills for Industry: a programme that provides short-term job-focused training for people on income support who require upskilling for specific requirements identified by industry.

Adult and Community Education: was boosted in Budget 2020 to help providers meet the increased needs for training and upskilling in response to COVID-19.

Drivers Licences: funding to support people in receipt of a benefit to obtain their licence. May be incorporated into training and employment programmes, like Skills for Industry.

Youth Gateway Guarantee: provides funding to secondary schools to give senior students access to structured workplace learning integrated with school-based learning.

Government Strategy and Policies

Employment Strategy: presents the government's vision for the labour market.

Māori Economic Resilience Strategy: an all-of-government strategy to help reposition Aotearoa-New Zealand for recovery from COVID-19 and to improve the resilience of Māori against future economic shocks.

He Kai Kei Aku Ringa: The Crown-Māori Economic Development Strategy provides an organising framework to drive an all-of-government focus on achieving positive economic outcomes for Māori.

He Ara Waiora: A wellbeing framework informed by te ao Māori produced by treasury in co-design with Māori. Prioritises the key tikanga concepts: Waiora (wellbeing), Ohanga and Whairawa (Prosperity), Manaakitanga (Care/Respect), Kaitiakitanga (Stewardship).

He Kāhui Waiora: Framework that looks at COVID-19 impact, building on the He Ara Waiora framework and expands on it, based on kōrero with iwi and Māori thought leaders. The framework is being adapted for use by a number of commercial iwi organisations.

Industry Transformation Plans: developed in partnership between government, business, workers and Māori. Will describe an agreed vision for the future state of the sector and the actions required to realise this vision. Targets growing and more innovative industries.

Procurement Rules and Targets: Rule 17 requires government agencies to consider how they can create opportunities for New Zealand businesses (including Māori, Pasifika, regional businesses, social enterprises). A new progressive procurement policy to increase suppliers diversity introduced a target for the number of government procurement contracts awarded to Māori businesses. The initial target is five per cent of relevant contracts (the government currently spends around \$42 billion a year on procurement of goods and services).

Diversity Works New Zealand: the national body for workplace diversity and inclusion, and acts as New Zealand's authority on increasing the depth of knowledge on issues related to equity and inclusion in New Zealand.

Mana Aki: A resource that supports employees in the public sector to build cultural competence, framed around the concept of manaakitanga

Attachment B: Monitoring Public Sector System Performance in Education, Employment and Training



Te Puni Kōkiri
MINISTRY OF MĀORI DEVELOPMENT

ATTACHMENT B – Monitoring Public Sector System Performance in Education, Employment and Training

Purpose

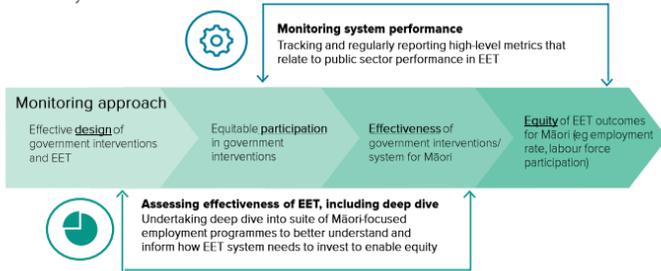
- To set out an approach to monitoring public sector system performance in Education, Employment and Training (EET); and
- To present initial trends of system indicators that track whether Māori are equitably trained, employed and represented in high skilled employment.

Context

Te Puni Kōkiri has a statutory responsibility to monitor the effectiveness of public sector services for Māori. Our key monitoring priority is EET, based on direction from EET Ministers in February 2021 to monitor impacts for Māori, and specifically in employment programmes. Ministers also directed Te Puni Kōkiri to develop a Māori-focused workstream, of which the monitoring is a part.

Te Puni Kōkiri will monitor EET at two levels:

- Monitoring system performance – described in this A3
- Assessing effectiveness for Māori of existing interventions within the EET system.



Monitoring approach

Effective design of government interventions and EET → Equitable participation in government interventions → Effectiveness of government interventions/system for Māori → Equity of EET outcomes for Māori (e.g. employment rate, labour force participation)

Assessing effectiveness of EET, including deep dive
Undertaking deep dive into suite of Māori-focused employment programmes to better understand and inform how EET system needs to invest to enable equity

Monitoring system performance

By monitoring system performance, Te Puni Kōkiri will help to build a picture of whether the public sector is enabling equitable progress in EET priority areas: education and training, employment assistance, and job creation (including through EET schemes and through public sector employment more broadly). Tracking system performance will not monitor progress of individual programmes. Trends are intended to inform decision making of EET agencies / Ministers and identify areas for further inquiry.

Te Puni Kōkiri has developed an initial set of system indicators...

These focus on key system priorities for Māori identified by agencies, research and trends. Due to data limitations, indicators currently represent outcome and participation data only, and emphasise populations facing EET inequities – namely rangatahi and wāhine Māori. Indicators will be refined when new data becomes available and through engagement with Māori sector experts.

...and proposes quarterly reporting on trends to Ministers and senior officials

This A3 presents trends from currently available system indicators. In the next quarter, we will present system performance using additional data obtained from agencies.

Employment assistance – System indicators

Our system indicators inform whether Māori are equitably accessing employment assistance, especially for rangatahi and wāhine and around high-skilled employment. Alongside tracking well-known population indicators, we will track (once data is available) whether Māori are transitioning off the benefit into training or sustainable work before they remain on benefit for long periods. We will also track supports that assist Māori in education and employment, including access to child care, early childhood education, and wrap around or whānau-centred employment assistance.

Quarterly Māori employment trends from March 2020 (pre Covid) to March 2021 indicate ...

- Unemployment rates returned to pre-Covid rates, with a narrowing equity trend.
- Rates of Māori NEET are reducing but equity trends remain the same.
- Rates of Māori on JS WR have improved since December 2020, but still remain above pre-Covid levels.
- Labour force participation and skilled occupation trends are deteriorating for Māori.

	INDICATOR	LATEST YEAR AND SOURCE	MĀORI RATE	NUMBER	TREND ¹ FOR MĀORI	EQUITY TREND ¹
POPULATION	Māori labour force who are unemployed	March 2021 HLFS	8.7%	35,500	Staying the same	Narrowing
	Māori working age population who are in the labour force	March 2021 HLFS	68.5%	406,300	Deteriorating	Widening
	Māori working age population employed in 'skilled' ² occupations	March 2021 HLFS	26.8%	158,900	Deteriorating	Widening
	Rangatahi not in employment, education and training (NEET)	March 2021 HLFS	20.2%	30,200	Improving	Staying the same
SYSTEM	Māori working age who receive Job Seeker Work Ready (JS WR)	March 2021 MSD	8.7%	51,315	Deteriorating	Staying the same
	Māori working age who receive Sole Parent Support (SPS)	March 2021 MSD	5.2%	5,377	Deteriorating	Narrowing

1. Trends are compared with quarterly trends from March 2020. Equity trends compare rates for Māori and non-Māori.
2. For this A3, 'skilled' occupation includes those working in the following occupation classifications, which are used by StatsNZ: Managers, Professionals, Technicians and Trade Workers.

EET employment assistance initiatives – Participation data



50%
Of participants are Māori

- 16 EET initiatives are related to employment assistance, 14 of which provided demographic data to the EET Secretariat in April 2021
- 54,821 Māori participated in these 14 initiatives, comprising 50% of all participants
- 10 of the initiatives had more than 40% Māori participants and 4 had more than 50%

Equitable participation of Māori in EET employment assistance schemes is occurring...

when considered against the representation of Māori on JS WR benefit (Māori are 42% of JS WR beneficiaries).

Te Kāwanatanga o Aotearoa

Education and training

	INDICATOR	LATEST YEAR AND SOURCE	MĀORI RATE	NUMBER	TREND ³ FOR MĀORI	EQUITY TREND ³
POPULATION	Māori adult population holding a tertiary certificate or better	2018 Census	38%	123,447	Improving	Widening
	Māori adult population holding a bachelors or better	2018 Census	16%	50,691	Improving	Staying the same
	Māori school leavers staying on until age 17	2019 Education counts	70%	10,506	Deteriorating	Widening
SYSTEM	Māori Year 12 and 13 students in Māori medium education	2019 Education counts	4.7%	937	Improving	Not applicable
	Māori school leavers with NCEA Level 2 or above	2019 Education counts	64.7%	9,772	Deteriorating	Widening
	Māori school leavers with NCEA Level 3 or above	2019 Education counts	35.6%	5,377	Staying the same	Staying the same
	Māori enrolments in tertiary education, Levels 7-10	2019 Education counts	3.4%	24,425	Deteriorating	Staying the same
	Māori retention in tertiary after 1 st year	2018 Education counts	77%	Not publicly available	Deteriorating	Widening
	Māori retention in tertiary education after 1 st year for levels 7-10	2018 Education counts	77%	Not publicly available	Deteriorating	Staying the same
	Māori tertiary students completing qualification	2019 TEC	57%	Not publicly available	Improving	Narrowing
	Māori trainees and apprentices	2019 Education counts	4.3%	24,370	Deteriorating	Widening

Public sector workforce

SYSTEM	Public sector workforce who are Māori	2020 Public Service Commission	15.9%	Not available	Staying the same	Staying the same
	Public sector workforce, Manager level who are Māori	2020 Public Service Commission	14.7%	Not available	Staying the same	Staying the same
	Public sector jobs, Analyst level who are Māori	2020 Public Service Commission	9.1	Not available	Improving	Narrowing

3. Trends are compared with those from three years earlier. Equity trends compare rates for Māori and non-Māori (or total population).

Education and training – System indicators

The ability – short and long term – to support more Māori into high-skilled employment will not occur unless persistent inequities in education are addressed. Our system indicators therefore have a heavy focus on whether Māori are equitably participating in higher education and skills training. This includes end of secondary and tertiary levels.

Annual pre-Covid trends don't show significant improvements for Māori ...

- There are improvements and reduced inequities in only a few aspects of education and training, such as completion in Māori medium education and tertiary study
- Trends and/or equity is deteriorating for Māori students staying in secondary school, participating in tertiary or as trainee/apprentice, and retention in tertiary at all levels.

EET education and training initiatives – Participation data



- 10 EET initiatives are related to education and training, 7 of which reported demographic data to EET Secretariat in April 2021.
- 23,668 Māori participated in these 7 initiatives, comprising 18% of all participants.
- Two of seven initiatives had more than 40% Māori participants.

Equitable participation of Māori in EET apprenticeship and training schemes is not yet occurring...

when considered against the over-representation of Māori in low-skilled employment and their under-representation in higher level qualifications.

EET job creation initiatives – Participation data

- 9 EET initiatives are related to job creation, but **none provided demographic data** in April 2021. 1,482 participants are currently employed in these initiatives.
- Our next quarterly report will also include data on jobs created by EET job creation schemes, by ethnicity and level.

Public sector workforce – System indicators

Our system indicators also track equitable employment in the public sector because it is a direct area where the public sector can enable equitable employment outcomes.

- Trends show Māori are equitably represented at overall and Manager levels, but not at the Analyst level. However trends are improving for Analyst levels.
- Our next quarterly report will also include data on the public sector workforce related to EET (MSD and MoE), by ethnicity and level.

CTU memo on proposed actions for the Future of Work Tripartite Forum on the Future of Work for Māori



Proposed actions of the Future of Work Tripartite Forum on the Future of Work for Māori

Tēnā koutou katoa

The New Zealand Council of Trade Unions Te Kauae Kaimahi (CTU) and the CTU Rūnanga suggest the following actions come out of the 8 November Forum.

They are based on the objectives of the Forum which have already been circulated and a number of principles.

The objectives of the Forum are to

- Consider what good work looks like for Māori workers, and how to achieve it in the future of work.
- Provide insights on future of work trends, opportunities and impacts for Māori workers and businesses.
- Identify strategic objectives and an associated work programme. This involves agreeing to an overall longer-term objective for the Forum, a programme to advance that, and (if possible) agree 2-3 tangible actions where there are gaps in the current work programme.
- Confirm the longer term role that the Forum will play beyond November relating to developing and monitoring the work programme for the Future of Work for Māori, and confirming how Māori will be represented in:
 - forums related to the Future of Work, such as Industry Transformation Plans;
 - the Tripartite Forum itself; and
 - the Forum group responsible for monitoring the ongoing work programme.

Principles

The following are important considerations for Māori:

- Implementing the intention and commitment to make Aotearoa, including in particular its workplaces, a place which is inclusive and provides positive outcomes for Māori, is essential in actualising the Crown's Te Tiriti obligations.
- Addressing the systemic racism which remains a major barrier for Māori. Examples include fewer opportunities to upskill Māori into higher paid positions (especially wāhine Māori and older workers), in recruitment, unsafe work environments and wage disparities.
- Recognising that there are multiple intersecting problems in government, regulatory systems and wider society that need to be addressed to bring about meaningful and sustainable change.

- Embedding Te Ao Māori and a holistic, intergenerational view into policies and thus better meeting Tiriti obligations. This includes an ongoing commitment to build Māori cultural capability and confidence.

Potential actions

The CTU proposes the following actions from the November Forum could include:

1. **Establish a Forum sub-group focussing on Māori and the future of work:** This group would be tripartite group within Te Ao Māori (see details of a proposed terms of reference below). It would have an ongoing role -
 - a. To bring recommendations to the Future of Work Tripartite Forum, through its Governance Group, for future priorities, actions and policy. An immediate task would be to make recommendations to the Forum next year on possible actions, focussing on those proposed in this Forum.
 - b. To monitor progress in strategies and actions that are relevant to the Future of Work and as a result make recommendations to the Forum and relevant agencies.
The sub-group would need a secretariat, terms of reference and funding.
2. **Follow up to the Māori Employment Action Plan:** Officials and members of the CTU Rūnanga have been involved in developing the work underpinning the Māori Employment Action Plan (MEAP). The MEAP aims to remove barriers and create opportunities for Māori to engage in the labour market in a way that meets their aspirations. The Plan will assist the Government and Māori organisations to effectively support Māori employment aspirations and positive labour market outcomes, identifying areas where potential gaps may exist. Once the MEAP has been finalised, the above sub-group would consider its report and propose how the Forum, including the sub-group itself, could participate in actioning it.
3. **Develop a view of what “mahi tūturu” means for Māori workers:** We talk about mahi tūturu or “decent work” for Māori but we need to be able to say in more concrete terms what it means to Māori themselves. This could be a joint project led by the Forum sub-group focussing on Māori and the future of work. It could then be applied to procurement rules, the branding that Māori export firms are adopting, and other areas. We should aim for a bicultural definition that meets the needs of kaimahi Māori and of all workers.
4. **Government procurement:** Government procurement can be used to support Māori businesses and firms and to ensure that jobs in businesses/firms supplying government are mahi tūturu. There is already work going on in this area but the sub-group could consider how the Forum could have an important role in ensuring the procurement policies achieve these and similar objectives.

**CTU Proposal for terms of reference for
Future of Work Tripartite Forum Māori sub-group**

Te Tira Whakarite

Ngā Pou Herenga/Terms of Reference

Purpose:

1. To bring recommendations to the Future of Work Tripartite Forum, through its Governance Group, for future priorities, actions and policy.

An immediate task is to make recommendations to the Forum next year on possible actions, including those suggested in the paper that has been prepared covering implementing the Māori Employment Action Plan, government procurement, and a definition of Mahi Tūturu.

2. To monitor progress in strategies and actions that are relevant to the Future of Work and as a result make recommendations to the Forum and relevant agencies.

Membership

The sub-group is a tripartite group within Te Ao Māori. The group will be co-chaired by the Minister of Māori Development and a nominee of each of the social partners and will have three members nominated by each of the Government (including the chair), Business NZ and the CTU. They are strongly encouraged to include members who normally attend the full Forum meetings. Each may also invite expert advisors to meetings if they wish.

Support

A secretariat will be provided for the sub-group which is capable of organising meetings and providing information, research and advice necessary for the sub-group to work efficiently.

Meetings

Meetings may take place in person or remotely but all efforts should be made to have kanohi te kanohi. If travel is required to attend meetings, costs will be met by the Crown.

Māori participation in the Forum

The Government, Business NZ and the CTU are encouraged to include Māori representation in their delegations to all Forums. They may also nominate experts who have an Ao Māori view of the specific topics being discussed at a Forum to be invited to it.