TE HIKU GROUP EMPLOYMENT PROGRAMME (TUPU)

CASE STUDY

Prepared for:

Te Hiku Iwi Development Trust

Food and Fibre Centre of Vocational Excellence

September 2022

KAINGAKI KĀRI. PHOTO CREDIT: NAOMI AUSTEN-REID

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Tupu: verb (-ngia,-ria) to grow, increase, spring, issue, begin, develop, prosper, sprout, originate

MIHINGA (ACKNOWLEDGEMENT)

Ka mihi, ka mihi hoki ki nga hoa i uru ki te kaupapa Tupu. We would like to acknowledge and thank the partners involved in the Tupu Programme.

EXECUTIVE SUMMARY

As a result of almost a decade of significant research, trials and learnings, Te Hiku o Te Ika Iwi Development Trust has initiated a new and disruptive pilot, Tupu, to trial a local workforce development solution for the horticulture industry. The Tupu programme is a collaborative approach that is learner and industry-led, locally designed and delivered, regionally supported and centrally enabled. The programme's key differentiation from other traditional group training schemes are the Iwi-Crown partnership, the cross-government and broader stakeholder collaboration, a Kaupapa Māori approach, and providing a holistic, supported network of cultural and pastoral care.

The Tupu programme is a 'learn as you earn' model and the first group employment scheme in Te Hiku and the horticulture industry in Aotearoa. Tupu aims to address the paradox between the large pool of unemployed and underutilised, with the high demand locally for reliable, resilient and skilled employees. This is a key driver of the Tupu programme.

The programme is demand-led and works directly with an industry, which historically has had a variable experience of successful employment schemes. It is delivered to and through

a demographic that faces considerable multi-generational challenges and barriers to training and employment.

The Te Hiku o Te Ika Iwi – Crown Social Development and Wellbeing Accord 2013 (Social Accord)[1] is a component of historical settlements between four iwi of Te Hiku o Te Ika (Te Hiku Iwi) and the Crown. The Social Accord has a shared vision that "the communities, whānau, hapū and iwi of Te Hiku o Te Ika are culturally, socially and economically prosperous".

A traditional central government agency approach was not producing the desired outcomes to meet needs in-region. The Tupu programme aims to create a collective, multi-faceted model whereby government agencies respond to needs through co-design, co-investment, and implementation with regional and local intelligence and 'boots on the ground'. A key reason for establishing the Tupu programme was to disrupt the status quo and test a new delivery model for the region and stakeholders. There was a need for an adequate pan-government investment as part of a networked, collaborative approach to deliver prosperity and wellbeing for all Te Hiku whānau. This involves leveraging the distinctive contribution of all stakeholders to deliver the collective impact needed to deliver locally planned and agreed outcomes. The Social Accord offers a channel to affect such system change.

The whakapapa of the Tupu model is the result of many years of learning, initiatives, and workplace trials to address the broader needs of the Te Hiku district and to provide a sustainable workforce development solution. Considerable qualitative, quantitative and action research have been completed in-region. Te Hiku Tertiary Education: A Study of Feasibility of Options for Future Provision (2016),[2] the Dune Lakes Project (2017-2019), the 'Set for work, Set for life Te Tai Tokerau' project (2019),[3] Cradle to Career Strategy (2019)[4] and Bells Produce Employment pilot (2019) have all informed the design of the Tupu programme.

The model is underpinned by a Kaupapa Māori approach[5] and the Māori health model Te Whare Tapa Whā,[6] the concept of collective health within the four cornerstones of Māori well-being. When one of the health dimensions (physical, spiritual, family, mental) are missing, the individual or collective may become unbalanced or unwell. Rangatahi Māori, when compared to Pākehā, experience higher rates of depression, suicide, mental health stigma, and experience ethnic discrimination, and they are they are less likely to access healthcare. Programmes and practices that support Māori health and promote strong cultural identity "are required to improve mental health equity for Māori youth".[7]

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[1] The Te Hiku o Te Ika Iwi – Crown Social Development and Wellbeing Accord 2013, Addendum to The Te Hiku o Te Ika Iwi - Crown Social Development and Wellbeing Accord. Te Hiku o Te Ika and Her Majesty the Queen. 2020. (https://www.tehiku.iwi.nz/History)

[2] Eastwood, Ken. 2016. "Te Hiku Tertiary Education: A Study of Feasibility of Options for Future Provision."

[3] Nigel Studdart, Ken Eastwood, Sarah Rennie. 2019. "Set for Life: Best Practice Guidelines in Approaches to Seconday Tertiary Transitions for Vocation Education and Training in New Zealand." *Ako Aoteoroa.* Accessed September 1, 2022. https://ako.ac.nz/knowledge-centre/set-for-work-set-for-life-te-tai-tokerau/set-for-life-best-practice-guidelines/

[4] Te Hiku Iwi Development Trust. 2019. "Cradle to Career Strategy." Strategic Document.

[5] Principles of Kaupapa Māori. (http://www.rangahau.co.nz/research-idea/27/)

[6] Durie, M. 2017. *Te Whare Tapa Whā.* Accessed 2022. https://www.health.govt.nz/our-work/populations/maori-health/maori-health-models/maori-health-models-te-whare-tapa-wha

[7] Ashlea D. Williams, Terryann C. Clark, and Sonia Lewycka. 2018. *The Associations Between Cultural Identity and Mental Health Outcomes for Indigenous Māori Youth in New Zealand.* Accessed 2022. https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6243073/

The holistic, wrap-around support for the trainee and the whānau within the community is a vital component of the model. The Tupu model seeks to provide a pastoral care network (rather than one or two providers) to encompass the wide-ranging needs to support upskilling and permanent employment. Tupu also applies a longer-term lens of 'Cradle to Career',[8] a globally recognised approach[9] for recognising the nature of generational vulnerability and poverty and the time it takes for sustainable change. A key concept of this strategy is that no person gets left behind.

The programme design was uniquely learner-focused including pre-employment skills, cultural, social, financial and digital literacy. It was also industry-led, with industry describing the exact skills required and those being matched with industry training and relevant certifications as well as credentialling via unit standards that are portable, stackable and transferable.

In summary, the principles that have been instigated within the Tupu programme are:

- a co-agency, collective stakeholder approach and governance model, underpinned by the Social Accord
- the Kaupapa Māori and Māori wellness approach, including the cultural and pastoral network of care model
- the Group Training Model structure
- a regionally responsive, industry and learner-led programme design
- skill matching, clustering, portability and transferability approach, as valued by learners and employers, and credentialled as appropriate
- an individualised, integrated cradle-to-career pathway and education supply model.

In the first year of implementation, despite unexpected challenges with the COVID-19 pandemic and a compromised avocado market, the Tupu programme has achieved significant success. At programme completion, of twenty places offered in the Tupu programme, fifteen Kaingaki Kāri completed the programme with industry work certifications, fourteen were qualified with a New Zealand Certificate in Primary Industry Skills (Level 2), and thirteen were off-benefit and in permanent employment. Evaluations and feedback, evidence the demonstrable impact on strengthening cultural identity, financial and employment confidence, self-advocacy, resilience and wellbeing.

Group Employer and Host Employers have grown into their functions over the year and demonstrated a significant shift in employer attitudes and behaviours concerning hiring local staff as a circular model. Host Employers have taken on Kaingaki Kāri as permanent employees. The collective stakeholder and co-contributing agency approach of the Tupu model have successfully provided proactive support, solutions and ongoing iteration whilst the programme is implemented.

This report describes the whakapapa of the Tupu programme, the approach, and the learnings, throughout the first year of a two-year incubation period. In addition, a summary and recommendations for further iteration for the maturity and sustainability of the programme are provided.

[8] The Conversation. 2020. *Cradle to Career Support and Inequality.* Accessed 2022. https://theconversation.com/how-cradle-to-career-schools-provide-all-round-support-and-tackle-inequality-150795

[9] Cradle to Career Alliance. 2019. "Opportunities Pathways Report." *Cradle to Career Alliance.* Accessed 2022. https://cradletocareeralliance.org/wp-content/uploads/2019/12/2019.11.17_PRINTING-FINAL-Opportunity-Pathways-Report.pdf

INTRODUCTION

The Whakapapa of Tupu

The purpose of the Social Accord is to provide a means to collaborate to achieve progress toward the shared vision. As a result of a 2017 review, which identified ways to improve governance, responsibilities and delivery, a partnership programme was created. In 2019 the Te Hiku - Crown Joint Work Programme (JWP) was established. The JWP partnership continues to evolve as a result of trials, implementation and evaluation of new opportunities to develop further joint work and new ways of working. In 2020, an Addendum to the Social Accord reflected this progress. This included revision of relationships between parties, detailed procedural mechanisms, and a Head Funding Agreement, which was developed to enable flexible funding.

Te Hiku Iwi established Te Hiku o Te Ika Iwi Development Trust (THIDT) as the funding manager for the Social Accord. THIDT serves as an enabler, designer and incubator of initiatives aiming to realise the Social Accord's vision. For example, Tupu is a pilot initiative instigated by the JWP, based in Te Hiku, for the horticultural industry.

The Tupu programme was designed to work for everyone as a workforce development model. However, it was intended as a Te Ao Māori solution, developed for Te Hiku whānau, iwi and industry. Māori makes up 56.5% of the Te Hiku population.[10] In addition, Māori have a significantly higher representation of unemployment, underutilisation, and NEET statistics across New Zealand.[11] Thus, when developing the Tupu programme, Māori population outcomes were the priority consideration when designing the initiative.

Tai Tokerau has regional challenges related to national labour market statistics, particularly for youth. March 2021 employment statistics state a 3,600 youth (aged 15-24) NEET rate, 19.7% (NZ 13.1%).[12] This has reduced somewhat by March 2022. NEET data is unavailable for the Te Hiku district.

Figure 1 compares a snapshot of labour market statistics for Te Hiku, the Tai Tokerau region, and Aotearoa. Across all measures, Te Hiku is experiencing significant challenges in relation to the national average.[13]

Figure 1: Regional Economic Activity Comparison

March 2022	Te Hiku	Tai Tokerau	New Zealand
Labour force participation rate	59.9%	65.3%	70.9%
Employment rate	56.7%	63%	68.5%
Unemployment rate	7.7% (2020)	3.5%	3.4%
Underutilisation rate	15.6%	10.6%	9.6%
NEET rate	Data unavailable	14.8%	11.7%

[10] IDNZ. 2018. *Te Hiku Ward: Populations, dwellings and ethnicity (Census).* Accessed 2022. https://profile.idnz.co.nz/far-north/population?WebID=620

[11] MBIE. 2021. *Regional Local Insights, Horticultural Focus. .* Accessed 2022. https://www.mbie.govt.nz/dmsdocument/13826-local-insights-report-tai-tokerau-interim-rslg-march-2021

[12] MBIE. Tai Tokerau Regional Skills Leadership Group . 2021. "Tai Tokerau Regional Labour Market Overview." Data Report. Accessed 2022. https://www.mbie.govt.nz/dmsdocument/17919-tai-tokerau-regional-labour-market-overview

[13] MBIE. 2022. *Regional Economic Activity Web Tool: Tai Tokerau and Te Hiku.* Accessed 2022. http://webrear.mbie.govt.nz/

Agriculture, horticulture, and forestry are primary economic industries in the Tai Tokerau region. Land use is approximately 54% pasture-based, 10% forestry and 0.4% planted in orchards or crops. Tai Tokerau is now the second largest avocado grower in Aotearoa, with 40% of the national supply, 70% of which is exported to Australia.[14]

Horticulture is a priority economic driver for Te Hiku. Horticulture is changing and expanding rapidly in the region. Diversification provides an opportunity from traditional seasonality for more 'joined-up' employment. Growth in horticulture is a primary focus for Te Hiku. The recommendation from the Te Hiku Horticulture Roadmap[15] was to capitalise on a strong desire from iwi to provide an iwi-led workforce solution for growth within the sector.

Horticultural businesses run on tight margins and experience ongoing labour challenges with a skilled labour pipeline. The COVID-19 pandemic further compounded these challenges due to limited access to Recognised Seasonal Employees (RSE) from the Pacific and casual foreign workers. Using the local workforce has previously meant lower productivity with increased labour costs. Tupu seeks to address these challenges by upskilling a local workforce for the horticultural industry.

Horticultural employers have expressed a desire to employ their own local staff rather than relying on foreign or casual workers. However, they cite a lack of ability to provide full-time work, as well as skills, resilience and reliability barriers to employing locally. Additionally, access to capable staff with the necessary supervisory and managerial skill sets required to manage these staff are also identified as challenges.

A key employee challenge is confirming sustainable and full-time employment opportunities rather than relying on seasonal work and supplementing government benefits to address the gaps. The administration of social welfare benefits does not interface well with short-term, casual work to provide continuous supplementary income. This means that 'hopping on and off benefits' is counterproductive, time-consuming, and costly. In addition, generational poverty, housing, transport, competing whānau priorities and social support can be foundational limiting factors in employees reliably committing to sustained employment.

Overall, Tupu was created to pilot a workforce development solution specific to Te Hiku that met the social, cultural and economic needs of whānau, iwi, and employers in the Te Hiku district, responding to the objectives of the shared vision of the Social Accord.

The Te Hiku-Crown Joint Work Programme initiated a Collective Agreement (2020)[16] which included the following parties:

- Te Hiku o Te Ika Iwi Development Trust (THIDT/JWP)
- Te Rūnanga o Te Rarawa (Te Rarawa/TOTR)
- Te Rūnanga Nui o Te Aupōuri (Te Aupōuri)
- Te Rūnanga o Ngāi Takoto (Ngāi Takoto)
- Ministry of Business, Innovation and Enterprise (MBIE)
- Tertiary Education Commission (TEC)
- Ministry of Social Development (MSD)
- Bells Produce Ltd (Bells)

[14] Northland Regional Council. 2021. *Tai Tokerau Northland Land Use Statistics.* Accessed 2022. https://www.nrc.govt.nz/your-council/economic-development/

[15] Te Hiku Iwi Development Trust: Te Hiku - Crown Join Work Programme. 2021. *Tupu Horticulture Group Employment Programme.* Powerpoint Presentation, Te Hiku Iwi Development Trust.

[16] Te Hiku Iwi Development Trust: Te Hiku - Crown Join Work Programme. 2022. *Collective Agreement.* Legal Document, Te Hiku Iwi Development Trust.

- Mapua Avocados Ltd (Mapua)
- New Zealand Sports Turf Institute (NZSTI).

Tupu objectives and outcomes

The JWP has seven Social Accord Outcomes, which are dimensions of social wellbeing that the JWP operating framework is centred around. Mana Māori (Culturally strong), Hauora (Healthy), Whare Āhuru (Well housed), Tū Rangatira (Respected and safe), Whai Rawa (Economically secure and sustainable), Whānau Ora (Secure standard of living), Mātauranga (Education and skills).

JWP Critical Success Factors

In 2018, a set of critical success factors were agreed upon by the JWP. These are considered non-negotiable factors that align with the Social Accord. Tupu aims to achieve these factors and underpin the model's design.

- serve Te Hiku whānau
- carry whānau voice to the decision-making table
- maximise economic opportunity as a way of achieving social outcomes
- keep our activities at a systems level
- be resourced to succeed
- have crown and iwi leadership agreement
- maintain a culture of accountability
- learn from the past
- have the right skills, right time, right people, right place
- make decisions locally with central commitment
- bring in help when we need it
- build local capability.

Expected outcomes of the Tupu programme

- recalibrate traditional settings of government funding and services to support the group employment programme model
- create an annual pipeline of workforce supply to match workforce demand in the sector
- overcome the difficulties of casual employment patterns and lack of career development opportunities that Te Hiku whānau working in the horticulture industry face
- overcome the challenges and barriers for employers to access a consistent and reliable workforce that meets their seasonal requirements and full-time needs, whānau and industry have trust and confidence in the programme to deliver sustainable outcomes (no revolving doors).

Expected Benefits of the Tupu programme

- for whānau – a fit-for-purpose programme with wrap-around support for taitamariki (the generation disrupted) and job seekers to develop sustainable, long-term lifestyle

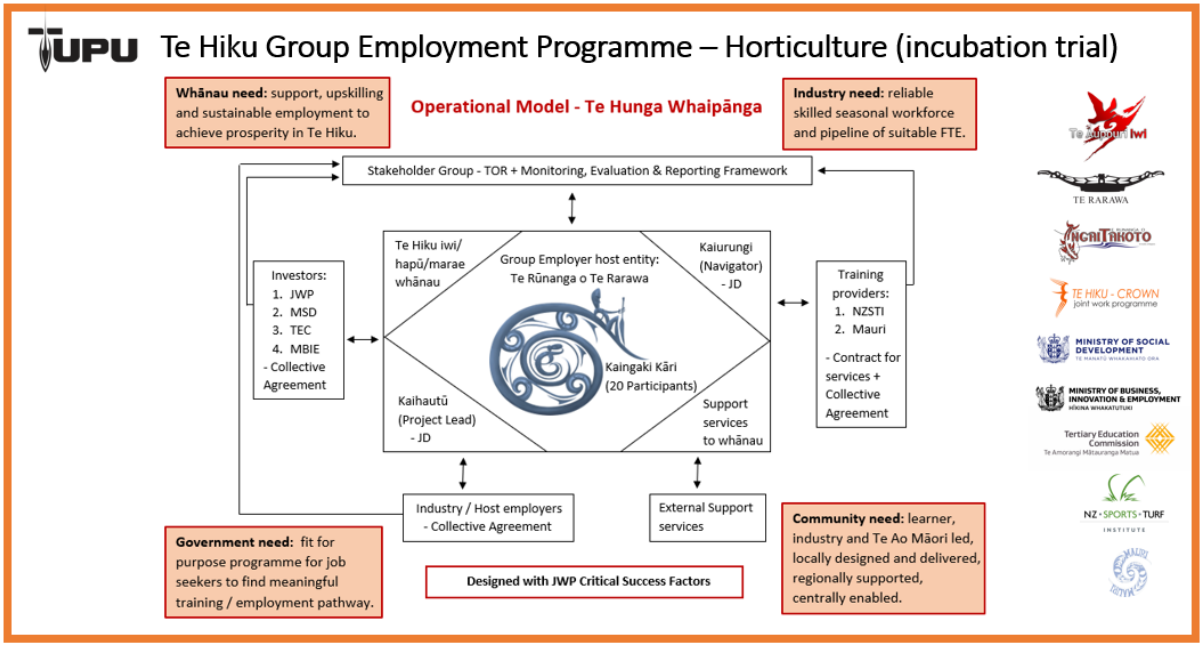
pathways through building skills and experience and connecting to whenua. Pathways include management and self-employment opportunities

- for the Host Employer - 20 reliable skilled kaimahi to meet seasonal workforce needs, and interaction with a pipeline of suitable full-time employees
- for the JWP - a programme to transform the system. Development of two products: a curriculum that can be utilised by community/iwi groups to upskill whānau involved in horticulture, and an Industry Training system that can be adapted for Group Employment Programmes in other sectors
- for MSD - 20 kaimahi gaining the experience and skills they need to transition into permanent employment after one year
- for TEC - 20 kaimahi beginning tertiary pathway journey - relevant to local employment opportunities and fit-for-purpose to stakeholder needs
- for Te Tiriti o Waitangi - government and iwi working together in partnership and within a Te Ao Māori approach to shift whānau out of a dependency state.

Tupu Approach

Figure 2 illustrates the operational model,[17] including partners involved, in the Tupu programme.

Figure 2. Overview of the Tupu Model



[17] Te Hiku Iwi Development Trust: Te Hiku - Crown Join Work Programme. 2021. *Tupu Horticulture Group Employment Programme.* Powerpoint Presentation, Te Hiku Iwi Development Trust.

The Stakeholder Group

The purpose of the Stakeholder Group[18] is to provide governance and leadership to support the effective delivery of the Tupu initiative. The function of the group was to agree on and monitor critical success factors and outcomes, risks, system issues and actions. The group also provides the mechanism to elevate system and process issues and actions to the JWP and provides the opportunity for iwi representatives to report both success and issues arising to their respective iwi.

The group includes key stakeholders from THIDT, MBIE, TEC, MSD, Te Hiku Iwi (Te Rarawa, Te Aupōuri, and Ngāi Takoto), training providers, and representatives from the Group Employer and Host Employers. Fortnightly meetings cover system action, risk, and actions completed, whilst formal reporting from the Group Employer and monitoring performance is quarterly.

The Operational Group

- **Te Hiku o Te Ika Iwi Development Trust (THIDT)**

THIDT leads the design, development and two-year incubation of the Tupu initiative. THIDT is responsible for providing resources, financial contributions and a contingency fund, from programme establishment to implementation. Responsibility for implementing the programme was transitioned to the Group Employer, Te Rarawa. THIDT also holds a leadership role, supporting Te Hiku Iwi, THIDT Trustees, and chairing the Stakeholder Group. THIDT monitors progress and provides a process for escalating issues for the Stakeholder Group via the JWP governance mechanism.

- **Te Hiku Iwi (Te Rarawa, Te Aupōuri, and Ngāi Takoto)**

Representatives from Te Hiku Iwi are members of the Stakeholder group to ensure the Te Hiku Iwi leadership, representation and connection are maintained in the design and implementation of the Tupu programme.

- **Ministry of Social Development (MSD)**

MSD is the agency responsible for social outcomes and includes a financial contribution for implementation, including a contribution to a new pre-employability component for Year 2 of the programme.

- **Ministry of Business, Innovation and Enterprise (MBIE)**

MBIE is a co-contributing agency that contributed to the design of the programme and invests financial contribution to the curriculum delivery, which includes the provision of contingency funds for uncontrollable variances.

- **Tertiary Education Commission (TEC)**

TEC is the agency co-responsible for educational outcomes, working with partner agencies to develop proposed funding plans and, ultimately, funding NZSTI to deliver the training in Year 2.

- **Te Rūnanga o Te Rarawa (Te Rarawa)**

[18] Te Hiku Group Employment, Horticulture Stakeholder Group, Nga Āhuatanga o te Mahi. Terms of Reference. V2. 2020.

Te Rūnanga o Te Rarawa was identified as a provider that could provide cultural, social and commercial strength as a Group Employer for the Tupu project.

Overall, Te Rarawa is responsible for providing a workforce to the Host Employers with the agreed Annual Calendar and ensuring that the Host Employers are satisfied with the provision of the service-level agreement.

The Group Employer is responsible for the daily operations and industry-specific training (on and off-job training) components of the Tupu programme. This includes working with Host Employers and being accountable for employing, maintaining and providing wrap-around support for 20 kaimahi (Kaingaki Kāri) on a one-year, full-time contract. This contract aligns with the programme's outcome and is also under all employment legislation, including rights to pay, annual and additional leave provisions, health and safety, human rights and harassment. In addition, included in the employment contract is a yearly allocation for specific and related off-job training as paid professional development.

Te Rarawa provides general Personal Protective Equipment (PPE). Performance management and disciplinary matters are the responsibility of the Group Employer.

Group Employer and Host Employers are responsible for maintaining co-developed policies, for example, health and safety (including COVID-19 response), leave allocations, and drug use and testing.

- **Kaihautū (Project Lead)**

Te Rarawa employs a dedicated Kaihautū responsible for oversight, day-to-day operational management, and stakeholder relationship management of the Te Hiku Group Employer Programme. The Kaihautū supervises and supports the Kaiurungi (Navigators) and reports directly to the CEO of Te Rarawa. In addition to operational and project management, the Kaihautū selected for the role has eleven years working under the social services arm of Te Rarawa. Their background also includes education, communication and reporting, and they are highly involved in the cultural and pastoral care network.

- **Kaiurungi (Navigator)**

Te Rarawa employs two Kaiurungi to provide supervisory training, employment and pastoral care support to the Kaingaki Kāri to enable workplace readiness and ultimately achieve ongoing seasonal work. The Kaiurungi support the Kaihautū in the daily operations of the programme and building strong relationships with agencies, community support services, education and training providers, Host Employers and other local employers. This role was designed utilising learnings from the Set4Life research and is considered a vital role in the provision of the network of cultural and pastoral care support and the employer relationship with the Kaingaki Kāri.

- **Host Employer: Bells Produce Ltd (Bells). Owned and operated by Te Rarawa**
- **Host Employer: Mapua Avocados Ltd (Mapua)**

Bells and Mapua function as Host Employers providing a safe workplace environment and on-job activities to the trainees. This includes induction, technical training, and health and safety requirements according to the agreed Assignment. The Kaingaki Kāri are only employed relating to this assignment and are not expected to complete tasks out of scope nor be resupplied to other employers.

The Host Employers are responsible for providing the minimum work hours per person per the agreed programme and Annual Calendar with the Group Employer. Full-time employment is considered 35 hours per week, with an option of ‘glide time’ to average out

peaks and troughs in available work. In times of additional work, this is agreed upon between the Host Employer and Group Employer. Whilst variances are expected, the Host Employers are financially committed to the programme to support the ongoing viability and sustainability. Cancellation of shifts and replacement workers are arranged between both parties.

The Host Employers pay the Group Employer an agreed base rate ($21.20) and an additional administration fee, totalling $26.00 + GST/hour per person. This was rate was originally $1.80 less, however this reflects the incremental increase of the minimum wage rate and administrative component. In addition, specialised Personal Protective Equipment is provided by Host Employers.

- **New Zealand Sports Turf Institute (NZSTI)**

Whilst the programme's overall approach is to utilise local delivery, the high impact of this component was considered. As such, the JWP identified NZSTI as the training provider, due to a proven track record of successful delivery, with the necessary resources, including a Teaching and Development Specialist with considerable relevant expertise and credibility to deliver. NZSTI also hired a local tutor to support programme delivery. NZSTI functions as the Technical and Employability Training Provider for the Tupu programme, and under their Investment Plan with TEC and the requirements of the Education and Training Act 2020. They are responsible for providing technical training, employability and work readiness training and an additional social training module. This provision is face-to-face; however, the provision includes online resources. NZSTI also provides a pastoral care component to support learning whilst on the programme and supports the transition to permanent employment (though it is not explicitly tasked with work brokerage).

- **Pre-employment Training Provider**

A provider was employed to deliver pre-employment training. This included a four-day course at the programme's beginning and monthly day-long sessions.

This training component includes cultural identity, self-management, attitude, wellbeing, resilience, drug and alcohol awareness and personal budgeting. Employability skills include writing curriculum vitae (CV), interviewing, employment rights and responsibilities, communication, problem-solving and teamwork.

- **Kaingaki Kāri (20 Kaingaki Kāri, per year)**

Kaingaki Kāri are screened and selected for employment via the MSD Job Seeker programme. Screening criteria includes an identified interest in a horticulture career pathway, reasonable fitness level for physical work, attitude, goals/skills/experience, and needs assessment (housing, digital, mental wellbeing, Ministry of Justice check, drug testing).

Programme Design

Tupu is a true ‘learn as you earn’ programme. The Kaingaki Kāri are paid whether they are working or learning. The inherent challenges related to the seasonal nature of the horticulture calendar have been transformed in Tupu as an opportunity to enable training.

The programme intends to provide a holistic approach to employment, career and social and cultural outcomes rather than focus on qualification outcomes. As such, Tupu is strongly

programme-focused on workplace skills, including core employability skills, as valued by employers, as opposed to a qualification-focused approach, which does not always align. The programme's practical skills training content was designed around the seasonal horticultural calendar and industry-specific needs, with the ability to complete off-job training in periods of low work demand.

Kaingaki Kāri's previous experience and achievement within the education system are poor. Therefore, initially enrolling on a 120-credit New Zealand qualification was not deemed a useful approach. However, the importance of recognising progress and credentialling success is also recognised within the Tupu programme by offering work-related, stackable standards embedded in the programme design. These standards provide the ability to work toward qualifications in NCEA (Level 1) and the New Zealand Certificate in Primary Industry Skills (Level 2) that are offered as part of the programme.

Site Safe, Growsafe and First Aid are training and portable, transferable certifications for work readiness. In addition, driver licensing is a barrier for many in the region (and nationally), and the opportunity to gain a driver's license, tractor, chainsaw, forklift and small motor maintenance training is offered as part of the programme.

Tikanga Māori, financial and digital literacy are built into the programme.

Individual Learning Plans are created for individualised and holistic training and support. All Kaingaki Kāri are tested for literacy, numeracy and learning difficulties. The individual assessment also seeks to ensure any barriers to any other life, learning or employability barriers to training and working are identified and appropriately supported in the earliest stages of the programme.

Investment in the Tupu programme

In principle, there is a five-year commitment to investing in the Tupu programme. However, the agencies are not currently committed beyond the 24 months of the pilot programme. A fundamental approach was to reframe 'funding' to investment. This approach signifies a lifelong lens, and the programme intends to retrospectively address system failures in education and health across generations in Te Hiku.

Te Hiku seeks to show the social impact of the Tupu programme and inform investment consideration and decision-making. A Social Return on Investment (SROI) has been commissioned by THIDT and is currently being completed by BERL to capture a holistic understanding of the outcomes and benefits of Tupu. The goal for Tupu was to have a streamlined funding model that allowed the wholesale purchase of outcomes, in line with the Collective Agreement. Cost estimates were matched to the critical success factors. At the time of inception, this still needed to be matched to the available agency investment packages and existing programmes. This resulted in separate funding agreements, which had multiple conditions and criteria. THIDT negotiated the removal and relaxation of many of these to enable the programme to be established and implemented.

Figure 3[19] outlines a summary of the investment forecast. Investment partners include JWP, MSD, TEC, MBIE, and the Host Employers. The investment in the programme supports 40

[19] Te Hiku Iwi Development Trust: Te Hiku - Crown Join Work Programme. 2021. *Tupu Horticulture Group Employment Programme: Budget and Investment Summary.* Powerpoint Presentation, Te Hiku Iwi Development Trust.

Kaingaki Kāri (20 Kaingaki Kāri per year) in the two-year incubation trial at a total operating cost of $3 million.

JWP costs include curriculum development, Trainee Management system costs, first-month establishment costs, standing up agreements, policies and procedures, recruitment, branding, and final month evaluation costs.

MSD costs include a pre-employment provision (1FTE), wages underwritten, start-work equipment, Kaiurungi role, and transport costs (including trips for packhouse management in Kerikeri).

TEC investment includes rent/lease of training premises, digital learning equipment, and cost of unit standards/delivery in New Zealand Certificate in Primary Industry Skills (Level 2) via NZSTI.

MBIE investment was not initially included in the budget forecast. However, they provided additional investment to cover the initial delay in TEC contributions, contributing to digital resourcing and learning aids.

Figure 3: Summary Budget and Investment Forecast

	1 March 21 30 June 21 **(4 months)**	1 July 21 30 June 21 **(12 months)**	1 July 22 30 April 23 **(20 months)**		
Investment Contributions				**Summary Total**	**Per Person**
JWP	186,413	-	-	186,413	1,288
MSD	167,763	560,450	397,838	1,126,050	28,151
TEC	59,971	191,217	134,413	385,601	9,640
Host Employers (wage contributions)	173,405	693,619	520,214	1,387,238	34,681
Total contributions	587,551	1,445,287	1,052,465	3,085,303	73,760

QUALITATIVE RESEARCH METHODOLOGY

Case study

The research was underpinned by the key elements and principles of a Kaupapa Māori research framework.[20]

A case study was determined as the appropriate method of evaluating the Tupu model. This case study provides a formative evaluation of the first year of the two-year incubation programme, from 06 April 2020 to 21 January 2021, with the view to a full summative assessment at the end of year two.

[20] Rautaki Ltd and Ngā Pae o te Māramatanga. 2022. *Principles of Kaupapa Māori.* Accessed 2022. http://www.rangahau.co.nz/research-idea/27/

The case study provides further intelligence on the second year of implementation and beyond. Evaluation methods been considered in light of the timing of a first year of implementation and within a year of unique environmental and market interruption. Tools for analysis and evaluation have been utilised regardless and have also informed further development of evaluation methods for the Tupu programme.

The COVID-19 pandemic disrupted the first pilot, along with a delay in research and evaluation, and the second intake is now underway. The second cohort is not included in the evaluation, however, relevant feedback from the initial phase of implementation of the second year is incorporated in the 'next steps' part of this report.

The following areas are covered within the case study:

- the journey to date (why it was needed, what the original objectives were and whether those objectives have changed in the interim)
- why each change was made and whether it was the correct decision knowing what we know now
- what other options were considered and why these were dismissed
- what issues remain unresolved and what options might we consider (based on similar circumstances in other domains)
- what work is outstanding to ensure a stable foundation for advancing the model and how critical that work is to the success of a scaled-up model
- what does a scaled-up model look like and what resourcing is needed to achieve it.

The case study is intended to provide a potential 'learn as you earn' model to other organisations across the Food & Fibre sector that address skill shortages, a pipeline of suitably trained staff, and seasonal workforce needs.[21]

Additionally, FFCoVE intended the case study to provide an opportunity to test funding under the new Unified Funding System (UFS) and inform further potential funding models as enablers of similar training models.

Overview of group training models

This report does not provide detailed research or evaluation of the group training model as a concept. However, a summary of domestic, historical, and global group training models is provided for context, as relevant to the principles and components of the Tupu model.

Stakeholder interviews and focus groups

The research methodology includes literature review, document review, semi-structured interviews and focus groups across the stakeholder group. The research interviews were conducted by Making Everything Achievable Limited (MEA). Their research design was

[21] Te Hiku Iwi Development Trust. Te Hiku - Crown Joint Work Programme. 2021. *Capability Development Food & Fibre CoVE Disruptor Research.* Business Case, Te Hiku Iwi Development Trust.

guided by Kaupapa Māori theory and principles and Māori research ethics guidelines.[22] MEA formalised their process in a submission to the New Zealand Ethics Committee, which was approved in December 2021. MEA used a relational approach and created a culturally safe space for all participants involved in face-to-face interviews, focus groups and online meetings.

Those interviewed include members of the Stakeholder Group, Group Employer, Host Employers, trainers, and Kaingaki Kāri within the programme. The interview questions (developed by MEA) and a summary of the stakeholders interviewed are provided in (Appendices 3, and 4).

The Stakeholder Group has conducted ongoing monitoring and evaluation throughout the programme, with fortnightly meetings and quarterly evaluative reports. Essential information from these meetings and reports is captured within this case study.

Vocational Excellence Framework

The FFCoVE Taking Stock Project produced a Vocational Excellence Framework[23] that provides criteria for the Food and Fibre sector to measure excellence in design and delivering Vocational Education and Training (VET) services.

The Tupu Team has used the framework to consider the design elements and approach of Tupu and complete a self-rating, to 'capture a moment in time'. A more formal summative evaluation will be appropriate at the end of year two once the incubation period is complete.

LITERATURE REVIEW AND DISCUSSION

Historical, national, and international models

Aotearoa

The Tupu programme is an amalgamation of critical success factors derived from historical and current models.

Of note is the historical Māori Trades Training model, which could be considered locally endorsed, regionally responsive, and centrally supported. In 1959, the Department of Māori Affairs launched the scheme, which successfully trained large numbers of Māori in multiple trade before it was wrapped up in the late 1980s. The scheme was driven by the Department of Labour and regional committees, which organised industry training and apprenticeships to lead to trade certifications. This function was removed from the domain of the Department of Labour in 1992, with a newly set-up Education and Training Support Agency (ETSA). ETSA

[22] Te Ara Tika. 2010. "Te Ara Tika – Guidelines for Māori research ethics: A framework for researchers and ethics committee members." Accessed 2022. https://www.hrc.govt.nz/resources/te-ara-tika-guidelines-maori-research-ethics-0

[23] Food and Fibre Centre of Vocational Excellence. 2022. "Vocational Excellence Framework." Accessed 2022. https://foodandfibrecove.nz/knowledgebase/ffcove-kb/vocational-excellence/vocational-excellence-framework/

took over administering labour market and industry training arrangements, including funding Industry Training Organisations (ITOs). ETSA would later become Skill New Zealand (1998), then finally, in 2003, merged into the Tertiary Education Commission (TEC).[24] Following the Reform of Vocational Education (RoVE), TEC remains the funder. However, ITOs were abolished, and the responsibility for apprenticeship training (as a form of work-based learning) has become the responsibility of vocational providers, including a new national institute, Te Pūkenga. From a system perspective, this evolution could be seen as a swing from a labour-market demand-driven model to an education, qualification, and funding-driven model; in other words, apprenticeships are a formal and structured education programme rather than a particular form of employment arrangement. This is relevant to Tupu, as they have identified funding-driven models do not work well, including the mechanism of Investment Plans for TEC, which are developed a year in advance and limit flexibility in responsiveness and actual delivery (especially in the workplace learning environment), as well as the ability to scale up to meet demand promptly.

Overall, the Māori Trades Training scheme was credited for supporting Māori to enter training and develop successful skillsets to benefit their communities. The main criticism was that urban-based training took trainees out of their rohe (region) and created a disconnect from their whānau and iwi, sometimes resulting in permanent relocation. Thus, the newly acquired and required skill sets were not always returned to the rohe and the iwi to further support iwi aspirations.

Subsequent schemes and funds, Māori and Pasifika Trades Training Scheme (2010) and the recent Māori Trades and Training Fund (2020), have elements reminiscent of the original Māori Trades Training, including the explicit aim for attracting more Māori into skilled trade, work brokerage, and cultural and pastoral care. The latter fund also returns to a focus on economic development and regionally based coordination, as per the historical Department of Labour model and demand-led training. However, perhaps the most essential distinction is that the more recent schemes are funding vehicles to enable initiatives, work experience and support, rather than investing in creating bespoke, responsive training models. How that funding can be accessed and applied can be a limiting factor.

> ***"New Zealand learners are desperately in need of a vastly improved learner support system. The bulk of our learning does not occur on campuses. What that means is that support for learners — academic support, pastoral care, health support — these things can't be delivered to learners nationwide. They're not being delivered now, not by a long shot. This is something that can't be put together by individual providers, and so it could be a Te Pūkenga initiative to do so."*** *Phil Ker, former CEO of Otago Polytechnic*

The Tupu model echoes the original Māori Trades Training in aim, work brokerage and a network of wraparound pastoral care. It is 'for iwi, by iwi'. However, it should be noted that a distinction is that whilst it is intentionally created for Māori, it is also explicitly stated that it aims to be inclusive for all in the region. Other distinguishing features include the collaborative, co-agency approach, the robust governance group that continually iterates and improves as actions arise, the extent of cultural and pastoral care, and the inclusion of

[24] McGuinness Institute. 2016. "History of Education in New Zealand." *McGuinness Institute.* Accessed 2022. https://www.mcguinnessinstitute.org/wp-content/uploads/2016/08/20161213-Working-Paper-2016%EF%80%A203-History-of-education-in-New-Zealand.pdf

learnings that promote cultural connectivity. The very nature that training is organised, coordinated, delivered, and supported in the region, with local industry involvement and support, is of key contrast to the urban training centres of the historical Māori Trades Training scheme and addresses the potential disconnect and dislocation of trainees and their trained skill sets. The reach and connection of the iwi for responding to issues and operationalising support collaboratively is a distinguishing feature of the Tupu design and implementation. The group employment model enables Host Employers and trainees to effectively 'try before they buy' in a process that is always linking potential local employers with local employees.

Another important consideration is the in-region role-modelling. There is a need for whānau, hapū, and rangatahi to see and experience what is possible first-hand with people that are known and familiar. The value of this is high, even in today's digital era of connection, when considering generational poverty and challenges in-region. It is noted that there is a high level of cynicism within the community towards 'another government scheme/course', of which there have been many. Most have not led to any significant ongoing improvement in prosperity or wellbeing. Tupu has had to overcome such scepticism and has succeeded in this area. During the programme, Kaingaki Kāri success was noted by whānau, employers, and agencies, building the reputation of the programme, with over 50 applicants for the second cohort. Graduates from the first intake also assisted with the pre-employment programme for the second cohort, demonstrating and supporting 'this is possible, if I did it, you can too'.

Another model of note and relevance to Tupu is the Recognised Seasonal Employer (RSE) scheme, which for over a decade (except for COVID-19) has experienced high growth in numbers. The supply of skilled RSE workers does provide competition to the local workforce which may limit employers' appetite for taking on local, less-skilled workers. However, the elements of the model provide insight for Tupu and the scalability of a similar model. A recent project describing a vocational training model (OLA) trialled with RSE workers provides some similarities to Tupu.[25] The scheme has operational components similar to group and residential models. In the co-operative organisational approach, the collaboration of Host Employers is necessary for the scheme to work. Management of the seasonal horticultural calendar and industries-specific needs given the regional dispersion of horticultural businesses and required travel, requires a collective mentality rather than a competitive one. The systems of cultural and pastoral support are crucial for success. The scale and range of care requirements of RSE workers are large and can require multiple agencies and business involvement. Thus, a collaborative and networked approach is anticipated, directed, and administered. It is worth emphasising that these requirements for RSE workers are expected, explicit, and accordingly supported, yet for our domestic trainees and employees, it is currently undervalued and underfunded.

There are multiple examples in Aotearoa of successful residential models in the Food and Fibre space, and the learnings are clear. There is a considerable benefit in co-living and co-habitation in the ability to provide adequate and timely cultural and pastoral care. The challenge, in a classic group training model, without this residential element, is how this can be appropriately addressed and, importantly, due to the cost of this support provision, funded. The 'by iwi' approach and in-region delivery of Tupu certainly address an element of community, and the network of care is thorough and responsive. However, further

[25] Christina Newland, Alkimi Consulting, Peter Watson, QED Associates Ltd, Graeme McClennan, Manukau Institute of Technology. 2019. "OLA: A vocational training model that supports learners in New Zealand workplaces." *Ako Aotearoa.* Accessed 2022. https://ako.ac.nz/knowledge-centre/vocational-training-model-that-supports-learners-in-new-zealand-workplaces/ola-a-vocational-training-model-that-supports-learners-in-new-zealand-workplaces/

consideration of a residential component (including on the marae) expanding and maturing the network of care provision and the ongoing investment in this area is a fundamental next step.

Life, education, and employment needs, far exceed the TEC and MSD mandates. The siloed nature of government agencies is problematic as they are not used to working collaboratively. During COVID, the common threat meant that the agencies did work together in Te Hiku. However, that reverted to silos once the threat receded. A synergy of agencies responding with a coordinated investment that responds to well-developed and informed local approaches that are not funded for short periods would be a significant shift in approach. The Te Hiku district has numerous historical examples of failed funded and siloed projects initiated with a poor understanding of the outcomes being pursued.

Qualifications are outputs that are often a poor proxy for the needs of local employers. The component of cultural and pastoral care support requirements is of national importance and a cross-sector consideration. The support network needs a broader lens to cover the whole learning value chain, recognising both formal and informal learning. Life, learning and workplace support are required to enable optimal learning experiences. Coordination, collaboration, and communication between all of those in the network (e.g., whānau, provider staff, Kaiurungi, Group and Host Employers, supervisors, managers, school staff, etc.) need to be in place and function as learners pass between the different life, learning, and employment situations. That is, if these learners are to stay the distance, they need to develop the necessary skills, resilience and reliability demanded by employers or needed if Kaingaki Kāri go into business themselves.

The support should lead to independent, lifelong learners and, if done correctly, can be incrementally withdrawn as learners gain hope, confidence and capability as learners and employees.

The Reform of Vocational Education (RoVE) and the establishment of Te Pūkenga offer some opportunities for a nationally and centrally funded model to be considered. However, a regionally and locally coordinated response and close collaboration with local iwi, providers and businesses will remain crucial and cannot be outsourced centrally. Whilst Te Hiku has to work with what they can currently access, novel investment (funding) approaches also need to be considered, including approaching philanthropic and social impact organisations.

Australia

Compared with internationally, Group Training Organisations (GTOs) are more prevalent in Australia and within their work-based learning system. As such, relevant literature and recent research provide further insight into GTOs and their operations. For example, the Apprentice Employment Network (AEN) NSW and ACT is an industry association representing more than 30 GTOs.

In May 2022, AEN commissioned an impact organisation, Social Outcomes, to create a business value proposition evidence base on over 50 research papers, recent data, and multiple GTO case studies to strengthen policy, advocacy, proposals, and tenders for the group training model and to highlight the GTO core functions and benefits. The GTO

Advantage[26] also maps both the business and the apprentice pathway from pre-employment to apprenticeship completion.

The GTO assumes considerable responsibility and risk for the commercial, employment, administrative, training and support functions. This is significant to the Host Employer, who can attract, recruit, train and retain employees within their business with lower risk and potentially less cost. For example, a 2015 study showed that $1.70 was returned for every $1.00 a Host Employer spent with a GTO.[27]

A key theme from the AEN evidence base is the ability of the GTO to individualise and contextualise training and pastoral care support for the trainee through a close relationship, mentoring and individualised plans. They highlight that this support increases the participation of youth, indigenous people, disadvantaged learners, underutilised, and women in trades.[28]

The GTO structure (where there were several Host Employer relationships) also enables the ability to 'rotate' the trainee into an alternative workplace for continuity of employment and training and place "out-of-trade" apprentices. This feature has become even more significant during the COVID-19 pandemic. Therefore, engaging a collective of willing Host Employers would be a requirement for the scalability of a model in Aotearoa.

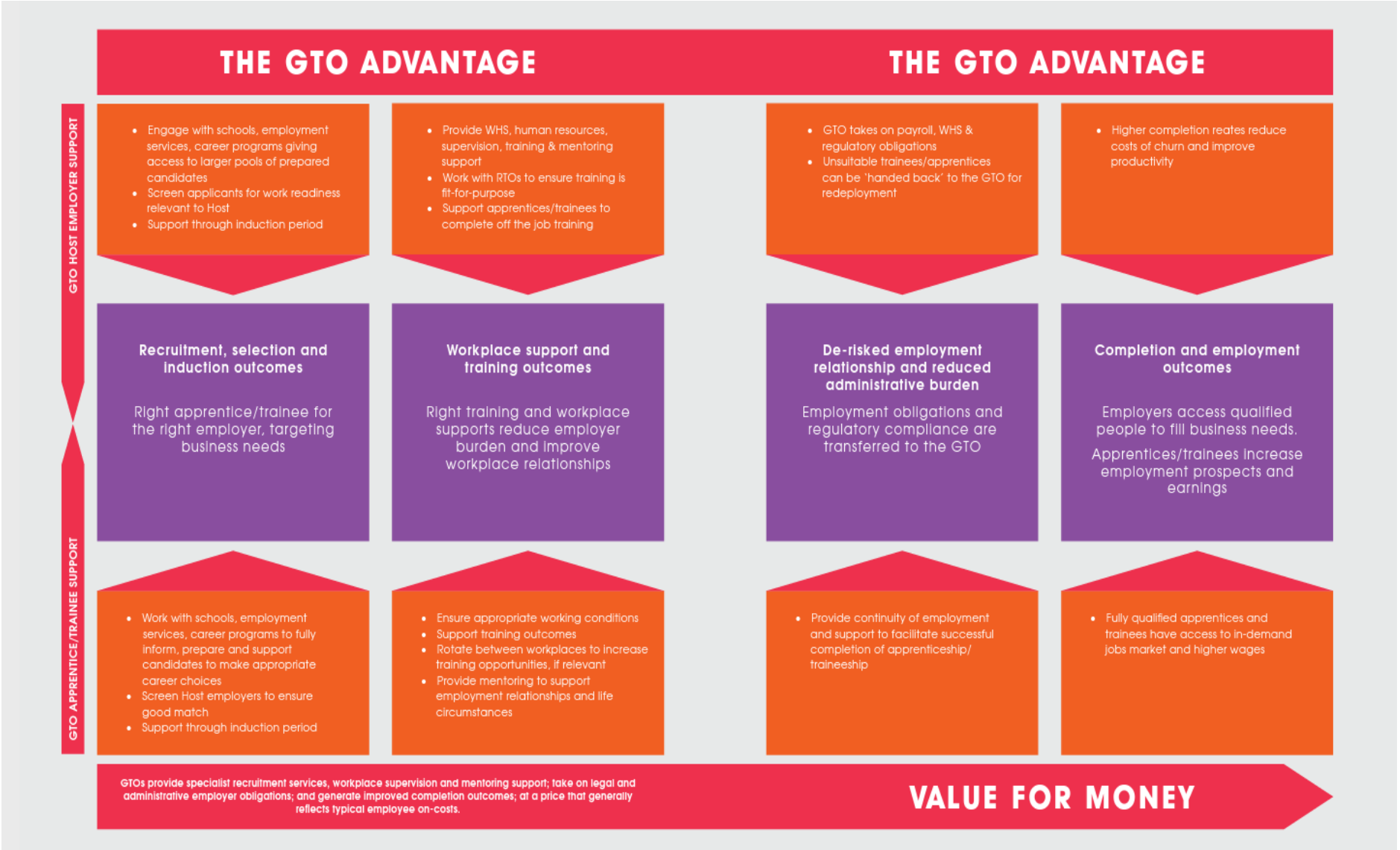
Figure 4 is a graphic organiser produced by AEN to demonstrate the value proposition of the GTO model. It is relevant and reflective of summarising the full benefits and advantages concerning the Tupu programme and for Kaingaki Kāri, Host Employers, and industry. It is also a valuable guide to pinpoint what areas are working well and areas that can be strengthened going forward, such as the school and career advisory interface.

[26] The GTO Advantage. A Value Proposition Report for Group Training Organisations. AEN NSW & ACT. May 2022. (https://1300apprentice.com.au/wp-content/uploads/2022/06/The-GTO-advantage-FULL-May-2022.pdf)

[27] Bednarz, 2014. *Understanding the non-completion of apprentices.* Report, Adelaide: NCVER

[28] Fattore T, Raffaele C, Monster. 2012. *Effective mentoring, pastoral care and support for apprentices and trainees in Group Training.* Workplace Research Centre, University of Sydney Business School for Group Training Australia.

Figure 4: The Value Proposition Journey: The GTO Advantage



Whilst no GTO caters solely to the Food and Fibre sector in Australia, generalist GTOs provide this service, predominantly for agriculture. There are currently three regionally based GTO horticulture pilots operating in 2022, created by the Victorian State Government for different industries of the Food and Fibre sector. It would be advantageous to monitor the results of these pilots, in particular reference to the funding model, the scalability of the GTO scheme, the ability to manage seasonality, and the potential for cross-industry employment.

International

Globally, apart from Australia, there are few examples of international training models that mirror group training, as we know it in New Zealand, or that closely reflect the model that Tupu has designed and is incubating.

In the United Kingdom (UK) and The United States of America (USA), the closest similarity is those with a traditional apprenticeship model, which combines on-job training and off-job learning that leads to formal qualifications or cadetship models.

Globally, there are examples of models entirely funded by private enterprises or not-for-profit organisations, which, without federal/state funding (and therefore no qualification), have the flexibility to offer a highly contextualised approach appropriate to the industry. An example being the New Agrarian Program (NAP)[29] developed by a not-for-profit organisation in the United States of America. The global models researched also showcase a high level of informal learning, mentorship within programmes and explicit business-to-business partnerships, which allow sharing of information and human resources, thus exposing the business and the employee to broader industry practice. Globally, the use of digital solutions is clearly articulated in these models. These include interactive learning content, autonomous and connected social learning ability, formative assessment, and assessment evidence (e.g., e-portfolio). The use of digital technologies in pastoral care or assisted digital learning solutions may be present but are not explicitly stated.

Tupu and the GTO model

The global literature reinforces vital elements of the Tupu programme. Tupu follows a similar GTO structure and employee journey to the Australian model. However, it is more focused on programme completion than qualification completion. Aotearoa has a distinct advantage with nationally recognised unit standards, that are portable and stackable. The Tupu approach leverages this advantage by pairing the skills achieved by trainees in a particular workplace or non-workplace learning environment with appropriate industry standards. As competency is achieved for these units, the Kaingaki Kāri is gaining a record of achievement matching what local employers want to pay for. Micro-credentials were not necessarily needed where NZQA already approves available unit standards. This approach means that employers get the skills they need, the work is completed efficiently, and Kaingaki Kāri get credentialed in beneficial ways to both them and employers. However, the current skills achievement reporting system is not fit for purpose, (which is discussed later in the report).

Further similarities globally and with Australia are the themes of individualised learning plans, mentoring, support and responsiveness to issues arising. For both Australian GTOs and Tupu, meeting skills shortages and providing opportunities for underserved,

[29] Quivira Coalition. 2022. *New Agrarian Programme (NAP).* Accessed 2022. New Agrarian Programme (NAP). https://quiviracoalition.org/apprenticeships

underutilised, indigenous, and women are primary government drivers and appear to be enabled by the GTO model. Evidence points to improved employment outcomes and earnings for underserved and indigenous learners trained within the group training model.[30]

"Tupu has a lot of support compared to most other programmes." *Kaingaki Kāri*

Throughout the first year of the Tupu programme, several elements regarding the GTO structure were highlighted. The de-risking of employment relationships and administration from the employers was important. Many employers had been disenchanted with previous employment schemes and had appropriate scepticism towards employing locally. The nature of the GTO allowed the employers to 'try before they buy' at reasonably low risk. A reduced burden of employee administration, including drug testing, and the network of care support removes the initial barriers to considering hiring local when there are other options. As the programme progressed, trust was slowly rebuilt. When Kaingaki Kāri had an opportunity to take up work at Seeka in Kerikeri, this created competition, with local employers calling out that they wanted to access the programme's Kaingaki Kāri, demonstrating a change in attitude and commitment not previously seen.

The GTO structure, including oversight from the Tupu programme management, also provided the Kaingaki Kāri with oversight and management of their employment contracts with individual employers. This meant negotiation of contracts, healthy and safe workplaces, and that the workload was coordinated and advocated by the GTO. This included handling the various seasonal contracts across industries, with downtime supplemented by off-job training. The approach mitigates the need for individuals to negotiate complex and costly standdown periods when they are forced to move back onto a benefit when a seasonal job ends. Noting the Kaingaki Kāri's low confidence in this area at the beginning of the programme and how this improved throughout the year is important. The goal is not for Kaingaki Kāri to remain reliant on this structure but (as with pastoral support) to increase self-confidence, financial management and self-advocacy, including building comprehensive resumes. Crucially, the GTO structure enables that contract negotiation, workload coordination and advocacy happen initially, which is a significant feature in engaging and retaining a local workforce.

Fundamental components of the Tupu programme were enabled and empowered through the GTO structure - the Stakeholder Group and collective government agency and network of care support across the GTO structure worked well. This included identifying barriers and issues identified through the network of support – Kaiurungi, Kaihautū, and NZSTI. These were then actioned and resolved by the most appropriate party. These barriers can be wide-ranging. For example, the Kaihautū facilitating repair of a Kaingaki Kāri's broken water pump at home prevented attendance. Further examples include MBIE supplying C Pens for dyslexic Kaingaki Kāri and the coordination and resolution of transport issues by NZSTI. Feedback from both Kaingaki Kāri and employers indicates that the collaborative approach of this support also raised the profile and reputation of the agencies involved, with some noting that this programme was like no other employment scheme that was on offer via MSD.

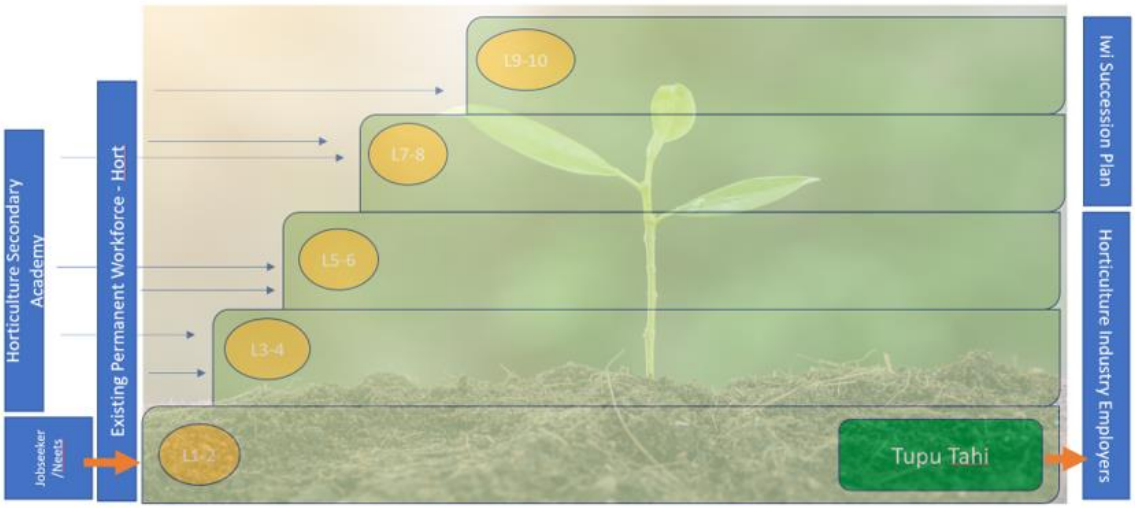
"I've been on lots of different courses, but none like this." *Kaingaki Kāri*

[30] Australian Institute of Health and Welfare, Australian Government. 2014. *Effectiveness of traineeships and apprenticeships for the Aboriginal and Torres Strait Islander population.* Accessed 2022. https://www.aihw.gov.au/reports/indigenous-australians/effectiveness-of-traineeships-and-apprenticeships

Ideally, the group employment approach starts in secondary school, with Host Employers encouraged to provide work experience through the GATEway programme (which can include paid work experience) to build on the student's academic knowledge and gain essential and appropriate workplace skills as part of their individualised learning plan. In 2022-2023 THIDT is brokering a revitalisation of the existing trades academy offerings in Te Hiku Schools and Kura to expand their capacity to respond to the emerging labour market needs and to retain students within education. This follows a scoping trip to visit construction industry trade academies. Recent hui held with schools showed a desire to expand the current programme as a way of retaining students, improving post-school outcomes and gaining micro-skills towards clear pathways. Te Tai Tokerau Trades Academy based out of Tikipunga High School, currently offers a range of academy programmes in Te Hiku, including horticulture. Emphasis is on transferrable skills to future-proof learning and making strong connections to career opportunities in our rapidly changing world.

Figure 5 outlines the Career and Training Staircase model[31] that the JWP has identified for horticulture. Whilst Tupu is currently using horticulture as the vehicle, many of the skills are portable and transferable. Kaingaki Kāri are encouraged to follow dreams and opportunities as they become aware over time, and as such, they are not restricted to horticulture.

Figure 5: Career and Training Pathways and Staircase (JWP)



[31] Te Hiku Iwi Development Trust. Te Hiku - Crown Joint Work Programme. 2021. *Capability Development: Career and Staircase Model.* Powerpoint Presentation, Te Hiku Iwi Development Trust.

EVALUATION OF THE TUPU PROGRAMME

TEC, MSD and MBIE

The co-agency approach was a critical differentiator from previous programmes and a core foundation of the model. The overall commentary was that reputationally, the agencies were seen as supportive and enabling the programme in a way not seen before. The feedback we reviewed highlighted that each agency performed different roles and provided different solutions that all contributed to the programme's success. The common goal of engaging and empowering learners to achieve prosperity and well-being was bought into by all agencies. The outcomes required can only be achieved through the collective impact of all agencies working in a coordinated, planned and collaborative way. Current individual agency operational systems make that very difficult, and numerous workarounds were negotiated.

"Having very experienced people and the quality of people involved has added to the quality of the programme. People are very committed. When issues arise, they are dealt with quickly." *TEC*

TEC noted the uniqueness of leveraging the Social Accord, the agencies working together, the Stakeholder Group structure, and the experience and quality of people involved. They acknowledged the group as highly committed and noted issues were dealt with openly and resolved quickly when they arose. TEC felt the pōwhiri was a moving and inclusive way to start the programme, and the Kaupapa Māori approach was thoroughly embedded and incredibly important.

They started the programme 'with a hope and prayer that funding would come through'. At a system level, TEC funding was challenging throughout the programme. The process of investment planning is required a year in advance. This limits the ability to scale flexibility to on-demand industry needs, a reality in the sector. There were more applicants than places on the Tupu programme, which meant these potential applicants missed out. Even though there could have been an opportunity for them to engage and work, no funding was available. The TEC mitigation was to involve Tupu in the review of the Unified Funding System (UFS). However, at NZQF Level 2, the UFS does not apply at this stage. It is important to note that whilst the Kaingaki Kāri have the potential and ability, with considerable support, to achieve at NZQF Level 2, the reality is that many are starting with no formal achievement in the qualification system. Multi-generational barriers and limitations to training must be recognised when prescribing qualification framework levels.

"It was fully Kaupapa Māori, it was very much designed with whānau at the centre, as well as employers to a slight degree, but certainly with thinking about what people need to be able to set themselves up as a sustainable employment in terms of support, transport, culturally safe for them." *MSD*

TEC funding for the Student Achievement Component (SAC) provided limited funding due to the non-recognition of on-job learning for funding. Feedback was that the funding process was laborious and time-consuming, and even with fast-tracking, it took from December 2020 to September 2021 to complete. Funding, the timing of contributions and a lead-in time affected the initial programme implementation. Whilst the co-contributing agencies worked together collectively. It was noted that funding is still a siloed process, which needs further development.

Learnings from previous trials with the Dune Lakes and Bells employment projects confirmed that casual work and the resulting 'hopping on and off' benefits were ineffective for attracting and retaining Kaingaki Kāri into secure, sustainable employment. The administration and income lag in stop/start benefits is an understandable deterrent for engagement. On behalf of the Group Employer, the JWP successfully negotiated with MSD on numerous clauses in their Outcome Agreement for better outcomes for Kaingaki Kāri and associated whānau.

MSD and the Tupu team operate a handover process, including checklists, exit interviews and budgeting conversations to ensure a successful transition from the Job Seeker benefit (and an MSD Client) to becoming a Kaingaki Kāri employed in the programme. Lessons learned were that this needs to involve a dedicated MSD case manager (with demarked time to support Tupu) with a Tupu team member present. Ideally, one week before the programme starts. A joint Tupu/MSD approach was also identified as a more effective way to exit interview those who choose to withdraw from the programme to capture learnings.

As there were more applicants than Tupu could take, and there are naturally withdrawals, MSD now runs a standby recruitment list, where applicants are screened and ready for acceptance. At the other end of the programme, support with work brokerage is an area that Tupu believes MSD could support, ideally in the programme's third quarter.

MSD commented that they ultimately see themselves working as a recruitment agency, supporting with skills training, and working with employers. They indicated they would have liked to have been more involved at the design stage. However, they were very positive about establishment of the Stakeholder Group to work through things together and that issues were raised and responded to quickly. Despite insufficient lead time and funding last minute, the initial phase was described as operating well.

Feedback from MSD noted that whilst part of the success was getting employers' buy-in and a lower premium rate, over a more extended period, they would like to increase the premium rate paid to be more sustainable. They also noted the potential for inclusion of more iwi partnerships, more horticultural businesses and the ability to increase a skilled workforce across that. This has always been the more extended plan with Tupu. However, Tupu needed to demonstrate a value proposition and credibility to potential Host Employers that a premium is warranted due to a long history of failed attempts to reengage and employ whānau from this demographic. The feedback would indicate that this credibility has been achieved, and a premium is likely achievable.

MBIE was considered a highly supportive and positive co-contributor in the Tupu programme. Initially, this was through a general funding provision, and they noted the lag in the provision of funding caused a shortfall because of the timing of contributions. However, as the programme progressed, MBIE was involved in providing specific funding as the need arose and established a relationship at the programme level, engaging with the Kaingaki Kāri.

MBIE stepped in with funding support for specific needs, including the provision of digital learning aids. MBIE have been supportive in exploration of ways to extend areas where Kaingaki Kāri had shown interest. For example, riparian planting, amenities horticulture, and horticultural science. In addition, two Kaingaki Kāri had shown interest in exploring further tertiary education at either AUT or Auckland University. MBIE expressed support for organising and funding field trips to explore that further.

MBIE noted the uniqueness of the eco-system approach – the Social Accord, the iwi-led model, the stakeholder collaboration and the work-based training with the Group Employer model. They also noted the Te Ao Māori lens over the whole model as very important.

An ongoing issue with sufficient work was noted. The Group Employer and Kaihautū were credited with pulling together the opportunities to work locally, within the nature of the seasonality, labour demand, and the effects of COVID-19. Ideally, there should be a larger number of Host Employers. However, this number was intentionally limited initially to mitigate risk as the new Group Employer developed an understanding of the processes, the budgets and other parts of the model were developed, and credibility was built. Also, to ensure that the programme was not another siloed, limited tenure approach that failed to deliver ongoing. The intention was that success would drive further success.

MBIE also suggests a pan-sector approach to joining up work opportunities as a potential solution to enable people to stay working locally.

However, funding and sustainability risks were identified by MBIE, with an appetite to resolve them.

Stakeholder Group

The Stakeholder Group was responsible for governance and providing a key mechanism for unlocking issues and blockages for the programme. Reviewing the meeting minutes, monitoring and evaluation reports, and observing the programme iterations, demonstrate that the group fulfilled this function as intended. It is also clear that the thought and consideration into the design and implementation were based on previous research and projects. These lessons learned and understanding built of what works and what doesn't were shared with the collective group and informed decision-making. Examples included the need for rigorous screening, the length of the programme concerning administration and provision of benefits (which affects attraction and retention of Kaingaki Kāri), early timing of pre-employment training, and a need to pathway those who are not quite ready into an alternative work-ready programme, to prepare for some turnover in the Kaingaki Kāri group.

The group identified system-level actions relating to the Collective Agreement, funding, risks and opportunities, liaison, and communication with key partners, through providing operational support in resolving issues.

Examples include risk identification and financial modelling for injured Kaingaki Kāri (and a reduction of income), identifying the recruitment lag of programme staff at the beginning of the programme, which was addressed before the next cohort for a smoother start, and the need for a more in-depth, overall communication plan, in part to due to the sheer number of parties involved in the programme.

There was strong engagement and support for the Group Employer and Kaihautū in sorting Host Employer issues, for example, with some Kaingaki Kāri not welcome on-site (due to previous reputation) and market demand influencing work availability. This was evident when the avocado market dropped and a subsequent gap in work with Mapua for several weeks. Alternatives for volunteer work, Seeka in Kerikeri, Turners and Growers and Orangewood Packhouse were all investigated as solutions.

The lessons learned with the first iteration of the pre-employment provision highlighted the need for transparency from the provider regarding human resources and content delivered, both of which were not fit for the Tupu programme or Kaingaki Kāri. Most importantly, the

> ***"The design of Tupu has been iterative and there are two significant points of difference identified. The opportunities the Social Accord has enabled, and the inclusion of whānau voice at every step of the design process."***
> *Stakeholder Group member*

reviewed material highlights a thorough and timely response from the Stakeholder Group and operational staff and well-documented recommendations. These have been achieved through the new provider, thus reinforcing the function of the Stakeholder Group.

A large volume of programme iterations revolved around addressing and supporting the high needs of the Kaingaki Kāri. Multiple amendments were made to the range of checks needed to transition and retain Kaingaki Kāri in the Tupu programme successfully. This involved the whole network of pastoral carers. Without this identification and actions/mitigation taken, learners would not have continued with the programme, just as often in other provision and previous Te Hiku-based courses and skill development programmes. This support ranged from housing, transport, and childcare, learning needs (literacy, numeracy and dyslexia) to ACC pre-employment checks to check fitness, and urgent dental work, to engaging Te Hiku Hauora for support checking eyesight, diabetes, and support to quit smoking. In addition, the group engaged with multiple providers for further support referrals where needed, reflecting both the high necessity of wrap-around support for this demographic and the ability of the Stakeholder Group to listen and respond, utilising multiple solutions and partners available to them.

Investment

In the programme's first year, there was a $222,000 + GST shortfall from Host Employer income (from the avocado market crash). This was covered by THIDT, rather than underwritten collectively by the co-agencies. Sensitivity testing for viability was completed for the model to account for seasonality and some volatility of the model. However, the pandemic and the avocado market crash were two external events (and combined) that had a far more significant impact than could be envisaged and were not planned for.

Host Employer buy-in improved over the year. However, it was initially patchy, and the provision of inconsistent work was a product of historical perceptions and behaviours, in addition to the seasonality, avocado market crash, and the pandemic. Host Employer commitment was renegotiated in the Collective Agreement. Toward the end of the first year, the Host Employers had a noticeable lift in perception, and buy-in, including volunteering a pay raise for the Kaingaki Kāri. However, in the beginning, the Host Employers were only prepared to cover wages.

Other lessons were related to visibility and transparency of how funding changes and contributions (which were also under-funded by TEC compared to the original forecast) were made. The changes and contributions were communicated directly to the provider, so the Stakeholder Group did not have timely reporting mechanisms in place to provide enough oversight during the first year. In addition, administration and reporting support for the Kaihautū at the Group Employer was insufficient in the first year. THIDT now provides coaching and support relating to this area, including efficient income targets relating to attendance and hours worked to drive good performance.

Ongoing resource requirements that THIDT is seeking are additional funding for a second Kaiurungi and $5,000 per Kaingaki Kāri. Whilst multiple existing funding programmes were researched, at programme design, some re-exploration of these are outlined in the next steps part of the report. A full analysis of the financials at the end of year two will provide a more comprehensive picture of investment requirements, and investment return going forward. COVID-19, the avocado market failure, and the capped number of host employers provided some limitations in terms of evaluation. Commissioning a social return on investment (SROI), considering the timing, was still deemed useful in forming a necessary

tool for determining investment return. The SROI currently shows a positive return, and with further refinement of inputs and the overall framework, will provide useful data at the end of the incubation period.

The approach of reframing ‘funding’ to ‘investment’ will require ongoing reinforcement. The streamlined funding model and wholesale purchase of outcomes is still the goal, despite the siloed funding agreements which align with existing packages and programmes. The nature of aligning to these funding agreements, even with multiple conditions and criteria removed, is that it fundamentally impacts flexibility and scalability.

Tupu has identified that conversations for further sustainability need to happen at a more centralised, national level, and this can be raised through the Stakeholder Group and JWP mechanism.

Currently, the programme is at an equivalent NZQF Level 2 and is considered a foundational programme. Therefore, the Unified Funding System does not and will not apply as the programme currently stands.

Tupu assumes that disengaged learners/employees require an integrated approach to "switch them on" through building hope, confidence and ambition, introducing options, and supporting the full range of skills development needed to achieve career goals.

The academic levels approach is inappropriate as many of these learners did not have their learning needs met by the education (and other social) systems. However, the resulting skill gaps can quickly be filled when the approach is targeted to actual needs. Armed with such skills and confidence, these learners desire to continue "learning for life" and engaging in Level 3 (and upward) skill development.

Industry training has always funded Level 2 skill development. However, the rapid changes in our economy and a need to change vocation mean that learners will often engage in lower-level skill development to succeed in a new vocation. For example, computer skills, financial literacy, business skills and planning are all examples of traversing the academic levels. Current traditional academic levels used are not necessarily fit for purpose in a modern VET system.

The range and scale of support and resources that have enabled successful engagement, retention and achievement of Kaingaki Kāri require investment, and the time it takes to effect multi-generational change requires the application of a broader lens. As such, the Social Return on Investment is a crucial consideration when making further investment decisions, along with the critical question of the impact of not making this investment on whānau, communities and iwi. By not investing in these learners, we risk reduced support for employee learners and the effective utilisation of skills developed in affected workplaces. This limits productivity improvement, demand for skills and ultimately, the ability for whānau to prosper and experience wellbeing - the ultimate objective of the JWP.

Additionally, the Group Employer, Kaihautū, Kaiurungi and Host Employers are also learners in this environment. As such, support, advisory and succession planning are activities that require resource consideration, as is the possibility of providing a network of cultural and pastoral care support for ongoing employment.

Historically, it is evident that traditional funding approaches have not been enablers of industry training in the region or for the demographic in the Te Hiku district. In addition to further investigation and modelling of traditional funding approaches, research into a novel investment, through philanthropic, and social impact organisations aligned with the values of Tupu, is also worth investigating. However, it is the government's responsibility to provide

appropriate support for whānau in communities like Te Hiku to have the opportunity to engage in appropriate skills development and so have the chance to prosper and for firms to be able to employ resilient reliable local staff.

Fundamentally, the intention is to seek ongoing, sustainable investment (as opposed to funding) in programmes that provide a social, cultural, and economic return to the region and meet shared objectives in the vision of the Social Accord.

COVID-19 impacts

The COVID-19 pandemic disrupted all parties within the programme, further to the outlined market challenges, and the Host Employer's ability to offer the agreed number of employed hours for the Kaingaki Kāri.

The requirements of managing isolation of COVID-19 cases, including close-contact cases, meant coordinating times when all parties were COVID-19-free was challenging. In addition, securing work placements and maintaining the number of Kaingaki Kāri able to work was testing.

It also affected the ability of staff members' availability and ability to perform their roles. This particularly impacted the Kaihautū and Kaiurungi roles, with the Kaihautū covering all roles for an extended period.

Training progression and completions were affected by illness, absence, and access to the internet at home. However, ultimately the retention and progression of the Kaingaki Kāri still progressed well. The ability to utilise online resources provided by NZSTI was hugely beneficial to support engagement and progression. However, many areas in Te Hiku cannot be serviced by internet providers, which is a significant barrier for training and enterprise. To support those in this situation, the Group Employer worked with the Training Provider to print and drop off packs for Kaingaki Kāri to continue their learning. This demonstrates another example of responsiveness, flexibility and collaboration to support success during the programme.

An unexpected consequence of both lockdown situations and isolation requirements of the pandemic was that it possibly masked how a fully participative workload would affect retention and completion, particularly for caregivers. Due to the pandemic response at-home requirements, many could still fulfil caregiving roles, more so than if they were in a typical seasonal workload. However, indications from the second cohort suggest that the reality of full-time seasonal workload and managing caregiving responsibilities may need to be investigated further to ensure retention.

The unique nature of the pandemic environment also provided an environment that required unique and creative solutions and decision-making. As a result, it may have heightened responsiveness and an even more cohesive approach outside the usual operating environment. Unfortunately, this has primarily returned to the pre-pandemic practice.

Te Rūnanga o Te Rarawa (Te Rarawa)

Te Rarawa was operating for the first time in the Group Employer function. The initial set-up of the employment-related operations was described as relatively straightforward. They described the contractual and legislative components of setting up the Host Employer agreements and utilising existing health and safety policies and procedures as being easily

understood and accepted. Ongoing management with managing the differences between salaried and wage earners, for example, annual leave entitlements, was described as a continuous process of perception management rather than the administrative aspect.

The most significant implementation issues were settling into new roles and managing expectations around work requirements and workloads. Feedback was that increased relationship management with employers would have helped during this time, as all parties were operating in a new environment. These initial set-up issues were managed and resolved collectively through the Stakeholder Group, the Tupu programme staff, the Kaihautū and the leadership at Te Rarawa.

Support and supervision for the Kaihautū and Kaiurungi were noted as insufficient in the initial phase, and some instances of challenging delegations and autonomy in roles. After discussion with the leadership at Te Rarawa, more processes were put in place, which has been successful, as has the natural settling into roles, responsibilities, and reporting lines. However, it was suggested that it might be beneficial for further modification of the position description of the Kaiurungi role to increase understanding of what the role entails and strengthen the induction process.

"By the time they got to Mapua, they were work ready. (However) it was obvious they required a whole bunch of direction, hand holding. They needed at least two people as navigators for their pastoral care. Making sure they go to work, get up, have their lunch. All those sorts of things."
Host Employer

Managing expectations and perceptions of workloads between all parties has improved. However, it is ongoing, as attitudes and behaviours take time to change. Also, it was noted that employers are often layered with different understanding and buy-in at different levels (e.g., manager versus field supervisor), and it is important to ensure that all groups are informed adequately across the workplace. Examples include Host Employers' beliefs around paid employment and pastoral care, which tend to be more focused on a commercial, short-term cost basis and are evolving to consider a longer-term investment view to employing and supporting staff. Programme staff tend to have a social lens and interpretation and are more understanding of life challenges. In the first cohort, stronger expectations and boundaries for the Kaingaki Kāri around work hours and attendance needed to be more explicit. It was noted this was a balancing act of firmness and fairness, as understanding and confidence were built.

The necessity of rigorous pre-screening became highly apparent in the initial phase, with limitations and challenges such as dyslexia, colour blindness, physical fitness, and pre-engagement with the court system being addressed on the way through rather than pre-programme. It was noted that putting Kaingaki Kāri in with these issues is a barrier to coping with the programme's demands and is setting them up for failure. It is also emphasised that there have been up to three generations of unemployment in some whānau. Affected individuals do not always see work as an obvious opportunity or have role models to mirror behaviours. Drug use is often widespread and not always seen as an issue by whānau. Tupu graduates as peers are best to be involved in outlining the reality of what is involved in successfully negotiating workplaces to ensure trainees are aware of possible consequences of their previous behaviour, and that Kaingaki Kāri are aware of the risks of drug use in workplaces.

In time it is hoped that Host Employers will continue to gain confidence in the Tupu programme's ability to lead behavioural change.

Documentation reviewed shows that these issues and challenges were acknowledged and dealt with, and as staff and the Kaingaki Kāri settled into roles, communication channels

improved. Relationships developed, and much of this was resolved. Considerable changes were made to both the screening processes and the pre-employment programme. A large amount of extra support was put in place. All stakeholders, including Kaingaki Kāri, noticed the maturing of the Group Employer function from the outset of the new programme over the year.

Content, learning support, resources and digital resourcing was described as thorough by the Kaihautū. The classroom was an important designated physical space for the Kaingaki Kāri. It provided a base, a safe space and a place for connecting and bonding for all parts of delivery, including the designated meeting place before work began and for breaks.

"Having potential employees that will learn the trade specific to our business at Bells has been actually quite huge. It will be a huge advantage to the Northland market growers as well." *Host Employer*

The Kaihautū reinforced the relevance and importance of the work certifications delivered, such as First Aid, Site Safe, tractor, chainsaw, forklift, and small motors maintenance, for increasing technical, life and portable skills.

One of the most significant ongoing challenges is finding local work that is not weather-dependent to keep Kaingaki Kāri fully engaged. Again, a desire to keep Kaingaki Kāri local is identified, with work in Kerikeri being enough distance to impact retention. Additionally, work around the length of shifts (currently 12 hours) needs further exploration to be more inclusive of those with whānau-care responsibilities.

Further exploration of a pan-sector calendar, where transferable skills can be utilised, and volunteer work are under ongoing investigation.

Host Employer: Bells Produce Ltd (Bells)

Host Employer: Mapua Avocados Ltd (Mapua)

Host Employers' feedback correlated with much of what we heard from the Group Employer, Te Rarawa. In addition, the administration and coordination from the Kaihautū reduced much of the load they would have carried otherwise.

They commented that it was great to engage iwi to do the mahi and there was a different level of connection to the land they were working on. They also described the incorporation of Māori values and mātauranga in the processes as unique and very important, adding that learning about the history and the land contributed something unique. Finally, they identified that Tupu could be expanded into other areas for iwi, including replanting and restoration projects, and into other sectors, such as construction.

Host Employers also reflected that communication (between all parties) was the main issue and it was dealt with as quickly as possible. Rigorous screening, support and awareness were also repetitive themes from the employers, acknowledging that it was addressed. However, they also noted that wider awareness of the commercial and business model and appreciation of how much goes into it would benefit further sustainability and scalability.

"The idea of the Tupu programme was amazing…a great idea. But, ultimately at that point in time the need for us as a business was the biggest idea, that I thought, great, it answers what we need to fulfil right now. As it progressed, then more and more advantages of the programme came on too." *Host Employer*

Feedback noted programmes-past had not worked, with people turning up and 'lasting five minutes'. However, they discussed how different this was with the pre-employment training and the ongoing support. Initially, Host Employers said they would not employ Tupu graduates. However, this attitude changed when those graduates were offered employment in businesses South of Te Hiku. This competition transformed a complacency around Tupu for local businesses, which quickly adjusted to requests to employ graduates, perhaps demonstrating learning driven by the market.

"We can phone or email Tupu when we need extra numbers. And because they know the work and have had experience, they can slot into any role with ease."
Host Employer, Bells

It was noted that Kaingaki Kāri had a good work ethic, often exceeded work expectations, and outperformed existing employees in areas such as pick rates.

Bells provided guidance on further training needs for their existing staff, which could align to Tupu's current offerings (e.g., Site Safe, Growsafe, Small Motor Maintenance) and extend them to include a 50-tonne licensing New Zealand Certificate in Horticulture (Level 3, 4), and horticultural science. Existing staff, after initial hesitancy, also showed interest in joining Tupu, as they saw the benefits of the skills development offered through this approach.

Bells indicated an increase in Kaingaki Kāri numbers would be welcomed to cover absences. A rotational roster of 20 in the field and 10 in training was suggested. They also initiated alternating roles to add new skills to the on-job learning and alleviate the monotony of some repetitive tasks.

At Mapua, further improvements for the following cohort, including splitting the team of twenty into two groups of ten to increase the supervisory ratio and provide more support and training guidance to the Kaingaki Kāri.

Bells requested Kaingaki Kāri for extra employment in the COVID-19 period, and eight gained successful ongoing employment post-programme.

There were some examples of Kaingaki Kāri who were not welcome on-site due to historical perceptions and previous reputation of behaviour. This required negotiation from the Kaihautū. However, for the most part, the overall shift, given a history of unsuccessful employment schemes and a high degree of trust development required, shows a marked change in the host employers' perception, attitude and behaviour.

Reflecting on the original problem statement from employers, in trusting the ability to take on local, reliable, resilient, and skilled staff, there has been a significant turnaround within a year. Change takes time, and with the acknowledgement that Host Employers are learners and require support as well, the necessary ingredients are there for further scalability.

Kaihautū (Project Lead)

Te Rarawa's dedicated Kaihautū was critical in oversight, day-to-day operational management, stakeholder relationship management, and supporting the Kaiurungi. Therefore, recruitment for this role was highly considered, and the Kaihautū employed has an extensive background in social services. The Kaihautū role was the lynchpin in implementing the Tupu programme, connecting and liaising with all parts of the supply chain. Feedback regarding the implementation

"We look forward to working alongside the new team in 2022."
Host Employer, Mapua

teething issues reinforced the themes of support, roles, responsibilities, and communication, all resolved with the leadership and time settling into their structure, function and core duties. They noted, too, that as they became clearer and more confident about their role, the more clearly, they could articulate that to others, which naturally settled some of the challenges with decision-making and delegation.

"They give anyone kindness, respect, honesty, aroha, and are very supportive of whānau." *Kaingaki Kāri*

The Kaihautū again highlighted that the administrative side was the simpler aspect, and that managing expectations, perceptions, workloads and contracted work were initially very challenging and are still improving.

The Kaiurungi role was identified as being crucial and a role that could be further developed in both role description and execution. They noted a natural desire to go above and beyond that could potentially cause burnout. The Kaihautū has covered the Kaiurungi role several times and for an extended time and acknowledges that three people's work is not sustainable, and they will need to move beyond a "just-in-time" approach. This also aligns with feedback from THIDT, about providing more support and coaching for Te Rarawa in business processes.

During the recent Te Hiku drought period, Te Rarawa purchased a water tanker and employed two semi-retired individuals to operate this. The Kaihautū has engaged these staff when necessary to perform Kaiurungi duties and has worked well in several ways. It has provided backup and support for employed Kaiurungi. The Kaingaki Kāri have responded well to the lived experience and skill sets (mechanical) of these two staff members, known as "Uncles". The Kaihautū described a positive aspect of respect of a koroua (old man, grandfather). This aligns with one of the elements noted when Tupu was established around the phrase "It takes a village to raise a child". It also speaks to the Cradle to Career Strategy (2019) and the need to take the family along with us on the learning journey to leverage family support and avoid feeling left behind. The utilisation of the aging and retired workforce is a concept most Regional Skills Leadership Groups (RSLGs) have identified in their action plans and is worth further development.

The Kaihautū directly involves the Kaingaki Kāri, particularly with workload changes. They noted that the work ethic of the Kaingaki Kāri is excellent and gave an example of an entire four-day avocado picking contract completed in just three days.

Communication of workload was initially completed via text and individually. Then, the Kaingaki Kāri initiated a Messenger chat group and invited the Kaihautū to join. This platform has evolved into one where not only is the coordination of workload communicated, but a cohesive community, where Kaingaki Kāri effectively monitors and encourages one another, shares photos and stories and celebrates achievements. Peer support was a vital ingredient of success when Tupu was being developed. This initiative underscores that premise.

A positive psychology approach is taken, and Kaingaki Kāri is rewarded through shared kai, ice blocks on hot days, and finishing early on days where work has been completed earlier.

The Kaihautū observed that from a promotional sense, the Kaingaki Kāri are shy and humble and do not naturally seek promotion. However, they are proud of what they are achieving. They have indicated that they would like agency decision-makers and members of the Stakeholder Group to witness the work they are doing actively, so they can see the mana and mahi in person.

Visits to the marae have been successful, and there is ongoing thought into how this can be further incorporated. For example, when questioned whether a residential component or training could be completed on the marae, this was enthusiastically agreed as worthy of further consideration.

Kaiurungi (Navigator)

The Kaiurungi provision of supervisory training, employment and pastoral care was a crucial dependency on the successful programme completion of the Kaingaki Kāri. Feedback across the stakeholder interview group reported a high level of respect and appreciation for the support provided, and the Kaingaki Kāri evaluations reflect this.

"Without them (the Kaiurungi), I don't think I would be here today."
Kaingaki Kāri

Again, feedback here reinforced the settling into the nature of the role within the GTO structure, and that effective induction, increased communication, and channels would be advantageous. As the frontline team, they initially felt they were coping with a lot of change, including varying work schedules and decisions that they weren't party to, which affected them and how they supported their teams. Initial set-up challenges were an issue, including full position descriptions and access to equipment and resources, but were resolved quickly. However, irregular scheduling of work and coordination in response to that was, at times, challenging.

The Kaiurungi described observing the change in work ethic, confidence and level of skills of the Kaingaki Kāri as a particularly rewarding part of the role. In addition, the respect, peer support and encouragement were both positive and productive, including 'egging one another on' when it got hard and supporting with housing issues.

The pōwhiri was highly appreciated. Again, the embedded Kaupapa Māori was reinforced as highly positive, as well as learning the history of the land, the inclusion of Te Reo, and the value of iwi working on their land. The Host Employer's attitudes and behaviours were also observed to have changed over the period, which they felt proud of being part of. Like the Kaingaki Kāri, the Kaiurungi also noted that they would appreciate members of the governance group spending time with them to see the result of the hard work and ongoing development.

This role places a high demand on individuals, and training, support, and care are also required for these staff members. Whilst the Kaiurungi role is critical, it is also why there is not just reliance on the Kaiurungi, and the networked pastoral support function, where all those involved keep each other informed about needs, successes, and challenges across life, learning and employment is essential and can help mitigate the pressure and possible loss.

During the programme, two Kaiurungi resigned, which left the Kaihautū stretched across roles for an extended period, again highlighting the need for support, succession planning and a trained pipeline of Kaiurungi. Whilst the boots on the ground can't be replaced, additional support via Mauri Education and Social Services (pre-employment training provider) may be another backup option in times of need and further exploration of the semi-retired/retired workforce.

"The way we were welcomed into Tupu, they made us feel cared about right from the beginning."
Kaingaki Kāri

New Zealand Sports Turf Institute (NZSTI)

NZSTI, which provided the Technical and Employability Training Provider for the Tupu programme, was highly successful. Despite being based in Auckland and not local, this provider came well regarded and experienced in effective skills development across a range of skill levels and demographics. The experience, flexibility, innovation and dedication of the staff and their ability to relate to all stakeholders in the programme were noted across the feedback. In addition, the provision of technical training, employability and work readiness training and additional social and pastoral care was rated highly in evaluations.

> ***"With (NZSTI) we pick up on things so quick. Normally with Growsafe it is 3-4 days, (with NZSTI) it took us two days to get it, and we nailed it today in our practical."*** *Kaingaki Kāri*

The lead staff member created a delivery framework using the Set4Life learnings and principles. They were highly acknowledged across all aspects of delivery – connecting on an individual level, embedding Tikanga Māori, pastoral care support, and making technical skill development relevant and enjoyable. They also leveraged professional relationships to organise alternative employment, including facilitating travel and accommodation at a packhouse in Kerikeri. This allowed Kaingaki Kāri to develop skills further and opened employment opportunities, with employer feedback describing reliable, resilient and technically skilled employees. Feedback describes NZSTI staff that go above and beyond in their delivery and care, which is exemplary, but also highlights the next steps in ensuring succession planning, sustainability and replicability.

The delivery content received positive evaluations from the Kaingaki Kāri. The online resource component was an important feature when employers and Kaingaki Kāri were disrupted due to the pandemic. Digital literacy for most of the Kaingaki Kāri was described as extremely low, so the ability to interact online was extremely valuable and taught them important skills about living in a digital world. Banking, IRD, MSD, simple emails, Google searches, constructing simple Word documents, and using online learning platforms were areas identified as key foundational learnings. NZSTI felt that the progression with digital literacy was a huge shift, given that many struggled with the basics. NZSTI determined that interacting with a device, integrating basic digital literacy skills and interacting with government agencies via their personal devices from the outset of the programme would be a highly valuable next iteration. From there, using online learning platforms would be beneficial when remote learning is required.

> ***"She (NZSTI) involves a lot of Tikanga Māori which we all understand. It's not generic like how we are taught at school. She gets to know you on an individual level."*** *Kaingaki Kāri*

Further improvements would be increasing the digital provision and enabling the potential flexibility of using the resource for a wider Kaingaki Kāri group. One of Kaingaki Kāri's first languages was Te Reo, and they struggled with the resources being predominantly English. Combined with feedback that Kaingaki Kāri would like to increase their Te Reo, it highlights an opportunity to explore how Te Reo could be further embedded.

The administrative load on the NZSTI team is high, and whilst the team was described as highly responsive to sorting issues and providing solutions, there is some risk regarding the sustainability in the level of administration required. TECs SDR recording system for the SAC funding is not fit for purpose and is described as cumbersome. The system takes NZSTI days to enter simple trainee achievement. Even when entered, it can be months before data is available through the SDR. A potential solution lies with the industry training register built for

the workplace and other learning environments, which has the flexibility to mirror workplace changes, can work in near real-time and copes with stacked unit standards through (potentially) limited and supplementary credit programmes. Meeting TEC reporting targets and requirements to TEC carries a heavy administrative burden, with estimates that 30% of their overall administration time (for Tupu) constitutes 5% of revenue.

Another area of further development is MSD support with work brokerage, which is not within the NZSTI's current scope, and would be helpful. This is currently being explored by the Stakeholder Group.

Pre-employment provision, Mauri Education and Social Services (Mauri)

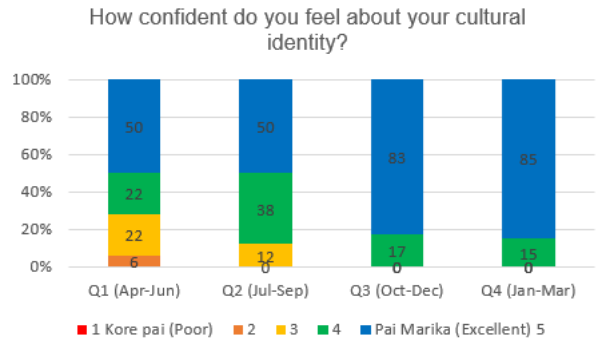
Pre-employment and work readiness orientation is vital in inducting Kaingaki Kāri onto the programme. Initially, this pre-employment programme was contracted to a provider. Whilst the intended course outline was promising and fit for purpose, the delivery did not align with human resources and content issues. This was identified early, and Te Rarawa, at that point, felt they were able to provide this component in the interim. The Stakeholder Group identified another provider and contracted Mauri Education and Social Services, Kaitaia.

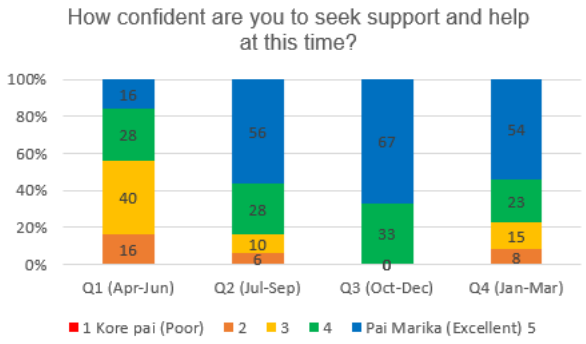
This swift correction highlighted the ability of the Kaihautū and Kaiurungi roles to identify issues and for the Stakeholder Group to provide responsive corrective measures. The replacement pre-employment provision by Mauri provision worked out very successfully and continues to be the provider of choice for pre-employment training. However, given that orientation and training for workplace readiness is a natural part of any employee's introduction to a new place of work, a further improvement is intended to reframe pre-employment and workplace readiness to 'induction'.

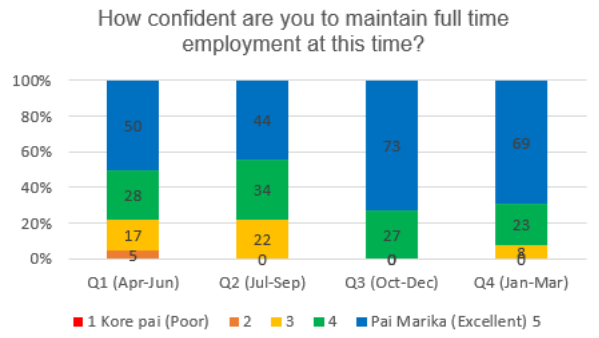
Programme outcomes:

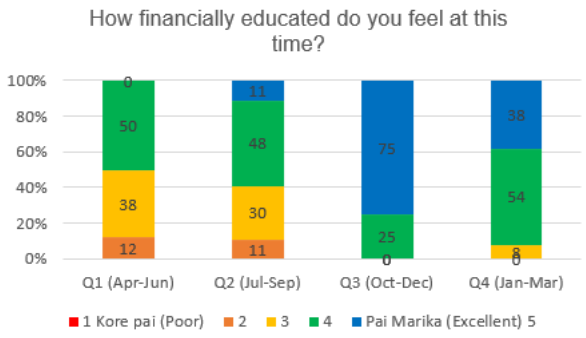
Figure 6 illustrates the Kaingaki Kāri perception and evaluation journey throughout the 10-month programme. Tupu Kaingaki Kāri feedback and evaluations were captured quarterly throughout the year-long programme, measuring content and support indicators, personal advocacy, cultural, financial and employment confidence.

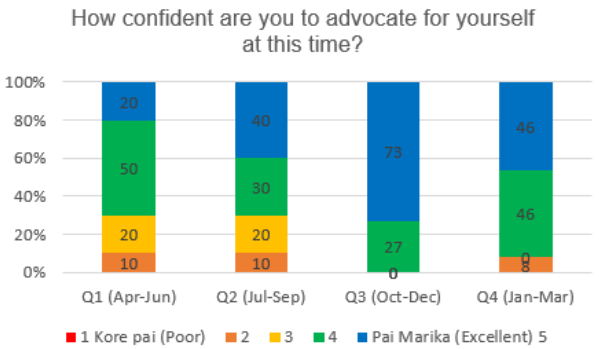
Figure 6: Tupu Programme Kaingaki Kāri Evaluations

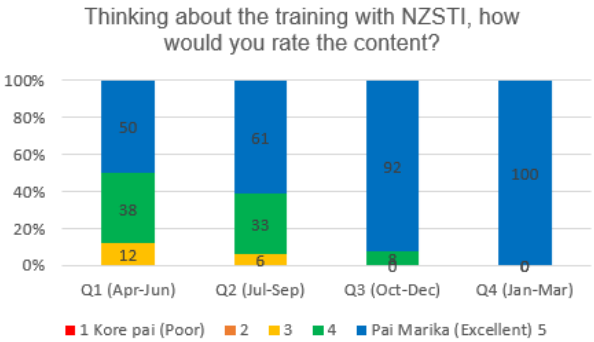


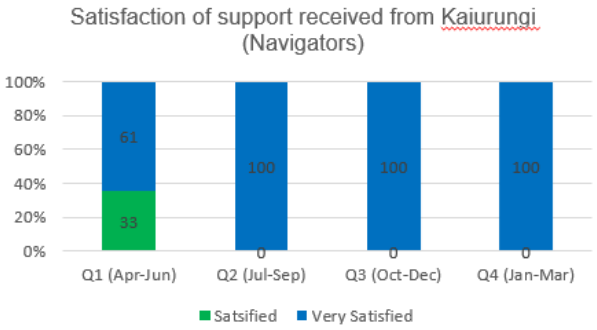












Note: Kaingaki Kāri evaluations returned

Quarter 1: 90%
Quarter 2: 85%
Quarter 3: 75%
Quarter 4: 100%

Pre-employment skills, cultural and pastoral care network and Māori health outcomes

Whilst noting the slightly smaller sample size of those surveyed in quarter three, the overall trend of the programme evaluations shows that the support and content satisfaction improved markedly from the first quarter and remained high until programme completion. Of particular note is the high satisfaction rating of the Kaiurungi support, which was similarly reflected in the interview feedback.

"Study was a new thing for me and was really hard at the time. But it became easier with their help."
Kaingaki Kāri

The Kaupapa Māori, Māori wellness, and network of cultural and pastoral care are fundamental design approaches of Tupu. Over the first three quarters, personal advocacy, cultural identity, and financial and employment confidence increased overall. This correlates to the interview feedback from both Kaingaki Kāri and employers that Kaingaki Kāri steadily gained confidence throughout the programme. The significant and consistent increase across all metrics communicates the effectiveness of the approach, the programme and the care network in improving these areas.

Research shows that confidence to seek support and help impacts indigenous populations. Building confidence in help-seeking means Kaingaki Kāri are more likely to seek support for a situation of distress. Help-seeking is defined as, ‘‘attempts to maximize wellness or to ameliorate, mitigate, or eliminate distress’’.[32] This is important when considering the Māori, particularly youth, have significantly higher proportions of mental health experiences and events and are far less likely to seek help. The evaluations convey an achievement of the critical success of the programme in achieving meaningful outcomes for whānau wellness and, ultimately, towards the vision of the Social Accord.

The slight reduction of confidence ratings across areas in the fourth quarter was reflective of increased anxiety about sustained employment (and financial situation) at the end of the programme and the ability of personal advocacy and agency to control that. Feedback indicated that Kaingaki Kāri felt that a year was not long enough. They needed more time to ‘prove’ themselves as capable and employable to employers. However, whilst communicating that a more extended period would be helpful for ongoing skill development and confidence, employers were not making employment decisions based on employability but on the ability to offer work. This highlights areas for further discovery and potential development – the ability for a two-year programme, a concrete post-programme placement and work brokerage solution and a virtual/digital pastoral care component on a digital platform. Extending cultural and pastoral support at this time and into full employment may be a viable option, whereby known staff are available to give support and build confidence. The Stakeholder Group are currently developing the work brokerage and cultural and pastoral care component at this crucial transition time.

“Rangatiratanga to me means self-determination. Being able to make decisions for yourself, for your future, health and even your whānau. For a younger person like myself it’s like setting goals and starting to achieve them, these goals can be things like personal and/or professional.”
Kaingaki Kāri

[32] Saint Arnault, D. (2009). Cultural determinants of help seeking: A model for research and practice. Research and Theory for Nursing Practice, 23(4), 259–278.

Each Kaingaki Kāri gave presentations on Tikanga Māori that were described as ‘outstanding, hugely emotional, and extremely positive about the programme’.

Much of the Kaingaki Kāri feedback describes the whānau feel of the programme and the support provided to one another, from the housing to encouragement to accepting employment offers. The aspects of camaraderie and belonging are essential and demonstrate skill development in respect, building relationships, teamwork, and trust. Peer support was enormously influential, and the synergistic power of the group was a significant support and motivator to stay the distance and succeed. This contrasts with an experience where success can lead to confrontation from those that are not "succeeding". This peer element is an essential consideration in a scaled model of success. Kaingaki Kāri also assisted with the second cohort's pre-employment programme, providing peer support and encouragement to the following group.

Kaingaki Kāri also gave back to the broader community and the programme by undertaking community work on behalf of Te Rarawa for Waitomo Papakainga Development Society, Far North Community Food Bank and Fresh Start Food Bank for Te Hiku o Te Ika whānau in need. Further initiatives included involving the Kaingaki Kāri in working in the local nursery, “Trees for Nature”, and with a local provider in the creation of rongoā Māori (traditional Māori medicine). These additional components all supported the approach of creating enthusiasm for life learning. These experiences also provided the Kaingaki Kāri with an experience in the non-monetary value of work and a way of generating wellbeing and prosperity, which may not have been experienced or modelled to them previously, given the multi-generational nature of unemployment.

Individual Learning Plans and the Cradle to Career approach outcomes

Individual Learning Plans successfully triaged learning and employment opportunities and barriers and created individualised and holistic training and support. Multiple checks, screening and support referrals were put in place, including housing, transport, and various health-related measures. Testing the Kaingaki Kāri for literacy, numeracy and learning difficulties ensured any barriers to training and working were identified and appropriately supported early in the programme. For example, there was a high rate of dyslexia determined and supported. In two situations, vision issues and colour blindness were identified for the first time in their lives. This had been (unknowingly) a limiting factor for each and would have been a life-long barrier to sustainable learning and employment if left unaddressed. Assessment and remediation are essential for each individual and their success. It cannot be assumed that this has been completed through education or health systems. Many of the checks were completed through multiple providers, and tutors and the Kaiurungi role identified further needs. Again, it highlights the provision of a network of care is critical in supporting each individual.

“Community work - I really liked planting trees, helping with the Rongoa, doing work on the land for whānau. I felt like I was able to share what I leaned in Tupu with others.”
Kaingaki Kāri

To further build on the Cradle to Career (with no one left behind) approach, these individual learning plans could further be developed to create individual career and life plans. As discussed, ideally, these are part of the group training model from school-age and work experience. It would be an advantage for those on benefits and the existing workforce and using these plans would highlight barriers to be overcome earlier. It allows needs analysis, interventions, and support

to prepare individuals for participating in the Tupu programmes, other programmes, and employment, leading to better outcomes. Because there is a capped limit on funded places on Tupu, creating an alternative pre-programme preparation plan has merit, particularly if a solution for the ability of the programme to scale up to labour market demand is achieved.

Overall, the programme provides an end-to-end journey to upskill Kaingaki Kāri, as a critical difference from the provision of short courses for upskilling, which historically have not been enormously successful in increasing local skilled workers within the horticultural industry. At THIDT, this discussion is about a 'skills highway with well paved and brightly lit/well signposted on and off-ramps'. A well-developed and fit-for-purpose pre-employment programme is part of an on-ramp's paving, signposting and lighting. However, off-ramps are also needed as people discover new opportunities or are forced to change their vocation. Therefore, off-ramps must lead to appropriate training, solutions and mitigations that enable the learner to find the next on-ramp that meets their new needs.

Programme and qualification outcomes

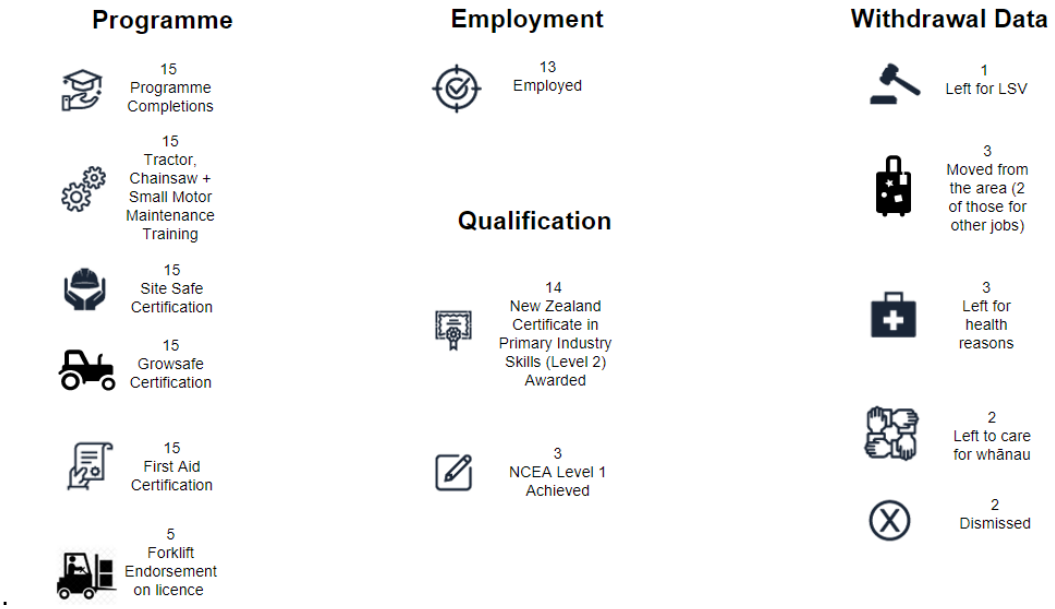
Within the programme, several bolt-on courses are offered and completed to increase retention and, overall, ongoing employability within horticulture, but also pan-sector. Site Safe, Growsafe, and First Aid certification was achieved by all Kaingaki Kāri that completed the programme. This has provided Kaingaki Kāri with a recognised formal certification, increasing employability across sectors.

Tractor, chainsaw, forklift and small motor maintenance training were offered, again providing Kaingaki Kāri with recognisable skills to improve employability in multiple industries post-programme. In addition, many Kaingaki Kāri gained their restricted drivers' licences, removing a potential ongoing barrier to sustainable work, with an additional 5 attaining the 'F' (Forklift) endorsement on their licence.

Whilst the programme approach was primarily focused on workplace upskilling, the inclusion of skill clusters and unit standard recognition and stacking worked well, with 14 of the Kaingaki Kāri completing the requirements of the New Zealand Certificate in Primary Industry Skills (Level 2) and three gaining NCEA (Level 1) Achievement. This has provided a transferable skill set and qualification. Additionally, completing NZQA Level 3 credits highlights that relevant, bite-sized staircasing and credentialling can and does work. Feedback from Kaingaki Kāri reveals that they never thought achieving Level 3 would be attainable. Learning how to learn was fundamental; for many, this was their first achievement in the formal qualification system. Now experiencing success in the system, graduates are more likely to continue stacking unit standards that can lead to higher qualifications but will undoubtedly enhance their employability with records of achievement that will lead to better-paying employment. Parallel endorsements of "soft" and transferrable skills through platforms like LinkedIn will also aid such employment.

Overall, 681 NZQA Level 2 credits and 181 NZQA Level 3 credits were completed by 22 Kaingaki Kāri by the end of the programme. Figure 7 shows programme results, as documented at programme completion.

Figure 7: Overall programme completion data:



Small business ownership and entrepreneurship

A further programme consideration is small business ownership and entrepreneurship. For example, several Kaingaki Kāri expressed an interest in a joint venture for spraying wilding pines. The Tupu team are looking at ways to support this aspiration and focus more on business skills within the programme overall.

Key findings summary

We have captured and graphically organised the critical findings into Strengths, Weaknesses, Threats and Opportunities (SWOT).

Figure 8: Overall Strengths, Weakness, Threats and Opportunities (SWOT)

INTERNAL FACTORS	
Strengths (+)	Weaknesses (-)
• The Social Accord, the JWP and the Collective Agreement set a strong focal point for the partnership, initiating projects and mechanisms for elevating issues arising to be solved at various levels. • Iwi's ability and reach to communicate, proactively find solutions, and respond to needs is a distinguishing strength. • The co-agency investment and support have meant wide-ranging support and solutions for the programme and Kaingaki Kāri. • The design process was well-informed and drew heavily on previous research and lessons learned to maximise success. • The Stakeholder Group was well subscribed, cooperative, and functioned well monitoring and actioning issues arising. • The Group Training Organisation structure in de-risking Host Employer is successful for Kaingaki Kāri engagement, retention and avoiding the complex process of hopping on and off benefits when season work ends. • The Group Employer and Host Employers have grown capability in their respective functions, including perception and attitudes of employing local staff. • NZSTI, Kaihautū and Kaiurungi roles have successfully identified key barriers to successful participation and retention and supported Kaingaki Kāri. • NZSTI's provision of off-job training, and cultural and pastoral care support, with the highly experienced and dedicated staff, has been highly successful. • Programme bolt-on courses such as Site Safe, Growsafe, tractor, chainsaw, forklift, minor motor maintenance, and Driver Licences benefit the Kaingaki Kāri in cross-sector employability. • The Mauri pre-employment programme has proven to be successful.	• The funding-driven approach does not work well with demand. Government funding limits the ability to scale up responsively (Investment planning a year prior determines funding). For example, 25 applied, but only 20 could be taken due to agreed funding and resourcing. • Current SAC funding processes and reporting are cumbersome, and recognition of success is too slow. • UFS funding currently does not apply to an NZQF Level 2 programme. • Aligning funding is complicated and can cause the risk of manipulating programme design for funding (sustainability), rather than best meeting Kaingaki Kāri or employer's needs. • A programme is required for those who do not quite meet the Tupu threshold to prepare for the next intake. • High dependency on the Kaihautū and Kaiurungi roles is a risk. As a result, the workload is high, and support and succession planning is necessary. • One year/18 months is not long enough to show a total return on investment when dealing with multi-generational challenges. • One year programme, not long enough (in trainee's mind) to feel confident that they had entirely altered employers' perception. • The current work brokerage component at the end of the programme impacts potential job placement and could be improved. An initial 75% success for post-programme placement dropped to 50% placement as a work contract was completed and graduates returned to MSD. • Lack of flexibility in work hours is a current barrier to those managing whānau care which has the potential to cause withdrawals from the programme.

EXTERNAL FACTORS	
Opportunities (+)	Threats (-)
• SROI needs to show a whole-government agency's return on investment, as the programme requires a whole-government agency's investment. • SROI needs to show that Kaingaki Kāri is a year off-benefit and illustrate the benefit the programme provides for life, learning and employment challenges. • Provision of centralised cultural and pastoral care support model. • Novel funding approaches may enhance the ability to respond to demand and increase scalability. Philanthropic and social impact organisations may be an avenue of investment/funding. • Māori Trades Training is well funded, and Tupu has trade elements that may be worth further exploration. • Trades Group Employment System may be able to be tweaked for horticulture (and noting horticulture requirements have a specificity that costs more). • Funding via Youth Guarantee, Numeracy and Literacy, Mani in Mahi, MPI Sustainable Futures. • MSD has a work placement programme that could be utilised • Kaingaki Kāri gaining NZ Certificate in Primary Industry Skills (Level 2), have a qualification that is applicable cross-sector, which could be promoted further. • Exploration of a Limited Credit Programme (LCP) approach where a list of standards is identified that credentialise skill achievement in workplaces. • Exploration of flexible work patterns (e.g., split shifts), and 30-hour weeks, may increase the ability of those managing childcare and whānau care to remain engaged in the programme. • Further digitisation, including using the Farm4Life platform, is an opportunity for increased workplace preparedness. • Joining rural, regional initiatives (e.g., Ag Assist) and pan-sector leadership opportunities, Trans-Tasman Community of Practice for Group Training Organisations. • Exploration of the Australian funding of the GTO model.	• Cobbling together possible funding streams (across government) risks the programme being left unfunded because the funding system requirements cannot fit the programme's needs or it cannot happen in a timely fashion. • Centralised and regional decision-making drivers are different and can influence ongoing sustainability – further consideration would be advantageous. e.g., MSD operates regionally, within the boundaries of its agency. There is a need to engage centrally, as decision-making drivers differ nationally. • Government funding limits the ability to scale up responsively Investment planning a year prior and determines (and caps) funding). For example, TEC has 5% funding, which funds one student out of 20. • One year/18 months is not long enough to show total social return on investment. • MSD regional allocation of funds is running out. • The programme must be demand-led, involving risk mitigation (seasonality, host-employer pool). • Reliance on Host Employer pool for scalability. • Employers are also learners. Attitude and behaviours to trialling local workers will take time to adjust. • RSE workers returning on a stream may affect employer appetite to trialling local workers and local supervisory needs. • Horticulture seasonality peaks and troughs require on-demand workers, potentially long/demanding days, which may be a barrier to those with whānau care responsibilities. • COVID-19 pandemic disruptions – including providing a necessity to hire local, what it masked (whānau care support issues). • Adverse weather events (floods, droughts) impact available work (which requires risk mitigation, including backup work options and financially modelling).

Vocational Education Framework Evaluation

The Vocational Education Framework is new tool for evaluation, and as such was used as part of the formative evaluation of the Tupu programme, and to consider the use for further design and evaluation. A more formal, summative evaluation will be completed at the end of the incubation period.

Seven of the twelve rubrics, that are most currently relevant to the nature of Tupu were considered. Detail on each of the rubrics, attributes and criteria are outlined in Appendix (7). Programme approach, design and stakeholder feedback (as detailed throughout the report) provided evidence for each of these ratings.

Members of the Tupu team and Skills Consulting Group considered the evidence provided and indicated 'excellence' ratings in all areas, bar one. The 'good' rating for Ākonga Māori systems is related to recognition, by the Tupu programme team, for further strengthening of system planning. In particular, supporting the Group Employer, Te Rarawa, in business process planning and practices that would further enable them.

- **Educators:** Skills and competencies, Systems, Innovation ***(Excellent)***
- **Employers and Industry Bodies:** Participation, Access, Systems, Systems, Skills and Credentials: ***(Excellent)***
- **Work-based Learning:** Participation, Access, Skills and competencies, Innovation: ***(Excellent)***
- **Blended Modes of Delivery:** Access, Skills and competencies, Innovation: ***(Excellent)***
- **Underserved Learners:** Access, Participation, Systems: ***(Excellent)***
- **Pastoral Care (Methods):** Participation access, Systems: ***(Excellent)***
- **Ākonga Māori:** Systems ***(Good)***, Access, Participation ***(Excellent)***

CONCLUSION

The programme was designed from almost a decade of research, trials and lessons learned. This means that whilst the Tupu programme is disruptive, it is also a very well-informed and considered model. This may explain why the original objectives remain unchanged and why the changes made throughout were successful.

At the end of the first year of the Tupu programme, the overall intention of creating a workforce development solution specific to Te Hiku that meets the social, cultural and economic needs of whānau, iwi and employers in the Te Hiku district and responds to the objectives of the Social Accord remains the same. The Te Hiku JWP critical success factors that underpin the design and implementation of Tupu are largely being achieved, with the exception of achieving a streamlined funding model that invests in the wholesale purchase of outcomes. The expected outcomes and the benefits of the Tupu programme are evaluated to be well in progress at year one of incubation.

Throughout the programme, responsive changes were made to account for the timing of funding, the COVID-19 pandemic and labour-demand challenges. In addition, there were system-level changes at the agency level to provide more flexibility and responsiveness to

support the operational team and the Kaingaki Kāri. Many changes were made in the initial set-up phase of programme implementation, including the pre-screening, Group and Host Employer support, developing relationships and communication channels, and providing cultural and pastoral care support.

Whilst not included in the evaluation, the feedback we have gathered throughout the first year and into the second cohort shows that these changes were successful and resulted in a smoother delivery for the remainder of the year and the second year of implementation. Feedback from the second group of Kaingaki Kāri reinforced themes of building confidence, financial stability, support and the ability to learn while they were earning. The embedding of Māori history and values, peer support, and teamwork was strongly highlighted. There was significant mention of a strong sense of pride that they were placed on the programme, as well as their success in already achieving learning goals, enjoying their work, and being fitter, stronger and healthier.

Multiple leadership and relationship elements of the Tupu programme have been highly successful, including the Iwi-Crown partnership, governance, the co-agency participative investment and support, and passionate leadership and management across all levels of the programme. Mapping this relationship at all levels to unify further and enable the Collective Agreement are further next steps.

Funding is the critical enabler or disabler of the ongoing sustainability of the programme. Designing, developing and implementing programmes in response to funding mechanisms and performance criteria is not conducive to creating labour-demand-led, industry-responsive programmes that serve learner and employee needs. Currently, government agencies are trying to reshape existing funds to underwrite the Tupu programme. However, ad hoc melding of funding is doing the same thing and expecting a different outcome and leaves the programme at risk due to a transparent and sustainable funding source. The UFS, as it stands, is unsuitable for the Tupu programme. There is no clear link between schools, trades academies, foundations or pre-employment programmes. Resources required are outlined, and other options are identified for exploration. At this stage, no options have been discounted, but they need to be aligned with the values of Tupu and the critical success factors. Patching together pieces of funding is not efficient or effective. The preference remains for a streamlined funding model for wholesale purchase of outcomes. There is little detail on how industry training is unified in the new funding system. Policy settings around foundational education will need to be monitored going forward.

The reporting of funding via the Single Data Return (SDR) is equally not fit for purpose, not least that it was developed for academic learning rather than workplace learning. It lacks the flexibility to cope effectively with learning in the everchanging workplace environment beyond the control of the provider investment plan. Under and over-achievement rules don't recognise that employers (rather than providers) influence employment and learning opportunities. They make it hard for providers to replace learners lost to programmes through no fault. Providers spend considerable administration time trying to get trainee data to fit boxes that are not well-designed for such learners. SDR reports have a long time-lag to publishing, meaning competency achievement is outdated.

Conversely, the Industry Training Register (ITR) was developed to cope with learning in workplace environments using industry-accredited, portable, stackable unit standards. It was designed to link directly and seamlessly with ITO trainee management systems. The nationalisation of the ITO arrangement of industry training function and absorption into a Te Pūkenga makes it unclear how or if the ITR will continue as part of a UFS.

Cultural and pastoral care is a cross-cutting theme throughout the Tupu programme and globally, including in Australian reviews. Combined with the learnings from Tupu, it underlines that individualised learning plans, cultural and pastoral care requirements are an integral component of the group training model.

The model's distinguishing feature is that no single approach or entity provided this care. Instead, it was a collaborative effort from the Iwi, Stakeholder Group, government agencies, providers, Group Employer, Host Employers and individual Kaihumatū and Kaiurangi providing a care network. Therefore, ensuring that funding provision does not get siloed into one agency (e.g., MSD primarily funding pastoral care) is an important consideration.

Historically, cultural and pastoral care models have been the responsibility of the individual provider level in Aotearoa, which has meant it has been fragmented, of varying consistency and difficult to measure the efficacy. It is noted that whilst we acknowledge and support cultural and pastoral care for our RSE workers, it is still possibly undervalued and underfunded for our domestic learners and employees. For Māori, particularly youth, recognising cultural identity and support is critical in enabling better outcomes. The centralisation of vocational education and training offers an opportunity for a national approach to providing a well-funded, centralised model of support. However, the case study highlights that the care network must remain regionally responsive and linked to local iwi, providers, and businesses, who understand their demographic and have experience and the ability to reach that demographic and respond appropriately.

Lessons from the Tupu programme and more comprehensive vocational education and pastoral support networks can inform schools about learning needs and approaches that could be better done while learners are in the compulsory sector. A strong link between schools and programme strategies such as Tupu could reduce disengagement of learners, improve overall skill achievement while at school and provide a more seamless transition of especially vulnerable demographics into employment and further learning. Developing and involving Host Employers with trades academies in schools is one way of better linking schools and group employment-led programmes. Investigations to better link trade academies across schools with post-school learning opportunities such as Tupu are underway, intending to get learners staying engaged at school longer, achieving more foundation and employability skills and gaining more insight into the world of work, careers and a learning pathway that works for them.

Developing and involving Host Employers with trades academies in schools is one way of better linking schools and group employment-led programmes.

Increasing Group Employer and Host Employer capability and capacity will produce synergistic outcomes for all parties. Developing our own Aotearoa value proposition for the group employment model and business development and support opportunities is a reasonable next step. This will enable new Group Employers and Host Employers that see value in investing in staff as part of their business plan with better utilisation of staff skills in the business, more productivity, profit, growth and demand for more skilled staff.

Recruitment of critical roles drew on previous research and project learnings and was well-considered. Tupu hired highly experienced and relevant staff with unique skill sets. Talent management (support, succession planning) considers sustainability, replicability, and a scaled-up model.

The Kaingaki Kāri exceeded expectations regarding programme completion, gaining successful employment and qualification completion. The expectations were not low due to potential or ability, but the recognition of multigenerational limitations and barriers and the

base they were starting from. The results highlight that much of the formula is working well, and with further iteration in the second year of incubation, further progress can be made.

RECOMMENDATIONS

The Tupu programme has achieved significant progress in year one of incubation. The following recommendations are based on feedback and the formative evaluation, to further develop and mature the programme.

Next steps

Investment (funding) and novel funding approaches

Currently, Student Achievement Component (SAC) Levels 1 & 2 apply. Within this SAC 1&2 funding, there is a Special Supplementary Grant. However, this currently only applies to Te Pūkenga and ITPs. If the programme opens entry to staircase school leavers, the Fees Free Scheme will apply to those eligible. The recommendation is to investigate the following further:

- investigate the feasibility of a two-year programme and the ability of Kaingaki Kāri to attain Level 3 within that time. An example of the Tupu Programme through the lens of The Unified Funding System (UFS) funding category, delivery mode and funding rates is provided in Appendix (3)
- revisit funding for Youth Guarantee, Literacy and Numeracy (LN), including the TEO-Led Workplace Literacy and Numeracy Fund, Mana in Mahi, and MPI Sustainable Futures funding
- investigate Māori and Pasifika Trades Training (MPTT) application and funding
- explore other philanthropic funding and other consulting companies with aligned values who are looking to develop social impact/raise capital
- examine and test limits to funding in relation to allowing flexible work and split shift patterns further to enable those with childcare, elder care commitments
- compare and contrast the Australian funding model for Group Training Organisations with Aotearoa.

Scalability and sustainability

In addition to determining a reliable source of investment (funding) to support a sustainable model that can scale up on demand or determine baseline demand, this includes expanding the operational group to respond. The following steps include:

Increase Group Employer capability and capacity:

- increasing the current Group Employer's ability for the provision and/or onboarding and enabling a second Group Employer in the region
- creation of a pool of appropriately trained Kaihautū, and Kaiurungi. As these are high dependency roles, with specialised skill sets and high workloads, it requires forward-planning to scale the programme accordingly. This training could potentially be completed with Mauri Education and Social Support Services and explore utilising the aging/retired workforce.

Increase the Host Employer's capability and capacity:

- consideration to widening this pool to include cross-industry, and pan-sector employment
- creation of an in-region seasonal calendar for cross-industry, and pan-sector employment
- examine national examples of flexible work conditions and split shifts in horticulture to enable those with childcare, elder care commitments
- exploration of utilising a labour-matching service (such as Ag Assist) for more joined-up employment opportunities
- development of business advisory, mentoring, and support services to Host Employers.

Programme iteration

The Tupu programme is considered a foundation programme and has such opportunities on either side and within the programme to the staircase from school and onward into further higher education and training. Further steps could include the following:

- expand the individual learning plans to individual life and learning plans, including the introduction and development of these at Year 9 in schools
- investigate the possibility of opening entry to school leavers
- reframe 'pre-employment' to 'induction' to reflect the employed nature of Kaingaki Kāri
- continue investigations to better link trades academies across Tai Tokerau schools with post-school learning opportunities
- explore the provision of a 'work-ready' programme for those who do not meet Tupu entry requirements or miss placement
- consideration to where opportunities for further specialisation may occur within the programme (e.g., horticultural science)
- investigate additional training opportunities for Tupu programme graduates.

Further digital integration for the programme would increase the ability for a blended learning experience, grow Kaingaki Kāri' digital skill capability and develop the capacity for broader use of the programme. Whilst it would minimise administrative burden in some areas, this would likely be replaced by administration and moderation of this platform. Further exploration could include:

- interaction with the government agencies from the outset to use their digital device to interact with their bank account, Kiwisaver provider, MSD, IRD etc.
- utilise the Farm4life methodology or platform (or bespoke website) for the development of specific horticultural practical videos
- work with agencies (e.g., Site Safe, First Aid) to build certification with a horticultural and Te Reo context
- link in with Pathways Awarua and current, relevant micro-credentials to create a digital cultural training course, including Te Reo
- create a cultural and pastoral care hub
- capacity for peer support, social interaction, and community (would require moderation)
- capacity for building digital portfolios
- build on the use of digital CVs to include digital badging potentially and linking to Youth Hub and LinkedIn, and 'I Am Capable' (endorses and records employability skills)

- short (one-minute) videos describing the Kaingaki Kāri journey for promotion.

The Collective Agreement states that all partners in the Stakeholder Group will work with the Group Employer to support post-programme employment. Work brokerage is an area that is under consideration. It is currently outside the scope of the NZSTI tutors, Kaihautū, and Kaiurungi. Feedback suggested that this should be administered earlier in the programme, preferably in the third quarter.

- investigate the potential to include an MSD service for work brokerage that bolts on in quarter three of the programme
- consider the option of co-designing this component with Mauri Education and Social Support Services and in alignment with a cross-industry/sector, seasonal calendar and scaled-up employer pool.

As the Tupu programme progresses through the second year of incubation, consideration to further celebrating and promoting the programme's success would highlight the programme's benefits for all stakeholders involved.

- highlight social return on investment (SROI)
- promotion and inclusion to other iwi groups for further involvement
- promote the advantages to Host Employers of working with a GTO
- promote opportunities for Host Employers to be upskilled in ways that are appropriate to them, focused on them and their business
- profile and promote Kaingaki Kāri, increase Kaingaki Kāri confidence, provide role modelling, increasing attraction.

The cultural and pastoral care model

The cultural and pastoral care network model is woven throughout all parts of the Tupu programme, including funding, professional development and succession planning, and further digitisation. Additional recommendations include:

- research and identify further current research, initiatives, funding, and practice which the Tupu programme could link in with, provide valuable feedback to, and could gain support from (including linking into Trade Academies at local schools)
- investigate the learnings from the recent regional pilots in Victoria, Australia, concerning cultural and pastoral care
- explore partnerships with childcare providers that could interface with the programme and provide support
- the utilisation of retirees in performing a component in this network (mentoring, travel, childcare) could also be an avenue for investigation
- explore further support of a cultural and pastoral care model that follows the graduate into employment, including digital and physical spaces.

Stakeholder Group

The next steps could include:

- further development of the co-agency model, mapping stakeholders, roles, and decision points, both nationally (centrally) and regionally
- expanding the group to involve more iwi and connecting with other iwi-lead training programmes for a coordinated approach to shared skills attainment

- use of business data measurement and reporting to inform labour demand and supply
- evaluation of the risk management plan and mitigations in line with lessons learned
- creation of a stakeholder management and communication plan to increase communication flow between all stakeholders, including mapping central and regional decision-making points
- monitoring and evaluation could include more comprehensive use of the Vocational Excellence Framework to measure progress and report every quarter
- investigation into ongoing system-level change: TEC reporting (EPI data), MSD benefits and debt structures, including full-time work hours relating to benefits (to allow for caregiver flexibility at work).

Leadership, mentoring and a trans-Tasman Community of Practice for GTOs

To build upon the success and to further share and increase learnings, the following steps are for consideration:

- representation from the Tupu programme within Rural Leadership initiatives and groups for future referrals and potential partnerships
- enabling a vehicle for shared learnings with other Group Employment initiatives, in-region, as well as nationally
- explore an alliance with AEN and/or a trans-Tasman Community of Practice for GTOs
- profile, present and promote the Tupu programme (after incubation, at the end of year two).

APPENDIX

1. Stakeholders interviewed

Stakeholder	Role	Responsibility
Capability Development Pou Lead, THIDT	Stakeholder Group (Chair)	Incubation set-up, ongoing M&E
Programme Design, JWP	Stakeholder Group	Incubation set-up, ongoing M&E
Iwi Relationship & Development Officer, TROTR	Stakeholder Group	Establishment/Transition Lead/Management Support
Kaihautū, TROTR	Project Lead	Operational management
Kaiurungi, TROTR	Kaiurungi (Navigator)	Pastoral care/administration
Kaiurungi, TROTR	Kaiurungi (Navigator)	Pastoral care
Teaching & Development Specialist, NZSTI	Stakeholder Group	Management oversight NZSTI delivery
Tutor, NZSTI	Trainer	Technical training delivery
Industry Consultant, THIDT	Stakeholder Group	Industry rep and relationship management
Contracts Manager, MSD	Stakeholder Group	Regional MSD representative, funding and support
Service Centre Manager, MSD	Stakeholder Group	Local MSD representative, recruitment and support
MBIE	Stakeholder Group	Regional MBIE representative, funding and support
Principal Relationship Manager, TEC	Stakeholder Group	Regional TEC representative, funding and support
Bells Produce	Host Employer	Operational management at market gardens
Mapua Avocados	Host Employer	Operational management at orchard
1BT/Afforestation	Host Employer	Operational management
Imagenation	Designer	Brand Design
20 Kaingaki Kāri	Kaingaki Kāri/Employees	Kaingaki Kāri in the Tupu programme

2. Interview questions

Stakeholder Group Questions
Can you tell us about the development of the Tupu programme? How did it come about and why? What do you think makes this programme unique? Were there any challenges in setting it up? If so, what learnings have you taken away from these? What went smoothly in the set up? How did recruitment of Kaingaki Kāri (worker/learner) go? Any issues? Tupu deliberately uses Te Hiku mātauranga in its processes – how important do you think this is? Why? What do you think has not worked so smoothly since the programme's been underway? What kind of changes to the programme have been made along the way or you're preparing to make, and why? Are there any unresolved risks or issues you still need to work out? What kind of positive outcomes have you already seen come from Tupu? How will Tupu contribute to future initiatives? Any other comments?
Host Employer Questions
Can you tell us about how you were approached about the Tupu programme? What did you think of the idea? Were there any challenges for you in setting up your involvement? What went smoothly in the set up? What has been the impact on your business? What do you think are the advantages for you/your business in becoming part of the Tupu programme? Have there been any issues regarding the Kaingaki Kāri (workers/learners) or programme team? How were those resolved, or are they unresolved? What kind of positive outcomes have you already seen come from Tupu? Tupu deliberately uses Te Hiku mātauranga in its processes – how important do you think this is? Why? What do you think has not worked so smoothly since the programme's been underway? Are there any unresolved issues? Do you have any suggested changes for the programme? Why? What do you think makes this programme unique? How can Tupu contribute to future business goals for your company? Any other

Kaingaki Kāri Questions

General questions:

- Have you been on a course like this before?
- If so, how has this one been different for you?
- What have you enjoyed most about Tupu?
- Are there ways in which it could be improved?

Questions aligning to the Tupu Outcomes Framework:

a) Has being on the Tupu programme helped you understand things better like finances, savings, debt and so on? If so, in what ways?

b) Has Tupu made a difference with your whānau and how you live? If so, in what ways? Supplementary question: Have your thoughts about your future changed from being on the Tupu programme?

c) Are you enjoying the learning part of the Tupu programme? Why not? Or if yes, in what ways?

d) Do you think this experience will encourage you to continue with more courses?

e) How – if at all – does Tupu connect you to Te Ao Māori or traditional cultural practices? Is this important for you in a course like this?

f) Does it make you feel more confident in your cultural identity? In what ways?

g) Have you noticed any improvements in your health since you started with Tupu?

h) Has it made you think about your health and wellbeing in a different way?

i) Has being on the Tupu programme made any difference to your housing situation?

j) Do you think it could make a difference in the future?

k) Do you feel the Tupu programme will help you in finding fulfilling work or help create the next step in your learning and career plan? Why not? If yes, in what ways?

l) Do you feel hopeful about the future for you and your whānau?

m) Do you think the Tupu programme has made a difference about how you feel about yourself? How?

n) Are you and/or your whānau more aware of the support services you can access? Do you feel confident to do so?

o) Have you felt respected by the programme staff and in your job with Tupu Host Employers? Why not? Or if yes, in what ways?

p) Do you have any further comments?

Programme staff questions

What do you think makes this programme unique?

Were there any challenges in setting it up?

What went smoothly in the set up?

How did recruitment of Kaingaki Kāri (worker/learner) go? Any issues?

What do you think were the advantages for Kaingaki Kāri in becoming part of Tupu?

Have there been any issues regarding Kaingaki Kāri engagement?

What do you think were the advantages for employers in becoming part of Tupu?

Have there been any issues regarding the employer organisations?

Tupu deliberately uses Te Hiku mātauranga in its processes – how important do you think this is? Why?

What kind of positive outcomes have you already seen come from Tupu?

What do you think has not worked so smoothly since the programme's been underway?

What kind of changes to the programme have been made along the way or you're preparing to make, and why?

Are there any unresolved issues or problems you still need to work out?

How will Tupu contribute to future initiatives?

What have you enjoyed in particular from being part of Tupu? What learnings have you gained?

Any other comments?

Training provider questions

Can you tell us about how you were approached about the Tupu programme? What did you think of the idea?

Were there any challenges for you in setting up your involvement?

What went smoothly in the set up?

How has it been working with the Kaingaki Kāri (worker/learner)? Any issues? Any advantages?

How has it been working with the Host Employers? Any issues? Any advantages?

What do you think are the advantages for the provider in becoming part of the Tupu programme?

What kind of positive outcomes have you already seen come from Tupu?

Tupu deliberately uses Te Hiku mātauranga/cultural knowledge in its processes – how important do you think this is? Why?

What do you think has not worked so smoothly since the programmes been underway? Are there any unresolved issues?

What kind of changes to the programme have been made along the way or you're preparing to make, and why?

Do you have any further suggested changes for the programme? Why?

What do you think makes this programme unique? How can Tupu contribute to future business goals for your company? Any other comments?

3. Unified Funding System (UFS) Sample

A sample is provided of what the Tupu programme would look like through the lens of The Unified Funding System (UFS) at NZQF Level 3.

Level: 3

Funding category: Agriculture, Engineering, Health Sciences, and Science

Delivery Mode: Work-based - The learner is an employee, contractor or volunteer, and an enrolee with a provider and acquires skills in their workplace. Learning is typically work-based with supported self-directed learning.

2023 Funding rates:

	Mode of delivery / $ per full time equivalent learner (FTEL)				
Funding categories	Provider-based	Extra-mural	Work-based	Pathway to work	A&V
Humanities, Business and Social Service Vocations (F1)	$5,574	$4,881	$5,297	$6,412	$1,541
Trades, Creative Arts, Information Technology and Health-related Professions (F2)	$8,863	$4,881	$7,270	$9,043	$1,541
Agriculture, Engineering, Health Sciences and Science (F3)	$9,978	$4,881	$7,938	$9,935	$1,541
Pilot Training and Priority Engineering (F4)	$12,208	$4,881	$9,276	$11,719	$1,541
Foreign-going Nautical and Specialist Agriculture (F5)	$16,723	$4,881	$11,986	$15,330	N/A
Te Reo and Tikanga Māori (F6)	$6,770	$6,770	$6,770	$6,770	N/A

4. Key terms

TERM	DEFINITION
Formal Learning	Learning that takes place through a structured program of instruction which is generally recognised by the attainment of a formal qualification or award (for example, a certificate, diploma, or degree).
Informal Learning	Informal learning is learning that just happens with no assigned credit value and no certification of achievement. Examples include on-the-job training through buddying with a more experienced worker, guidance via a mentoring system, self-education, 'school of hard knocks' through multiple years of doing the job, etc.
Non-Formal Learning	Non-formal learning includes industry-developed and assured in-house training, badging, and seals along with industry recognised and purchased vendor training as well as compliance training. These credentials are not registered on the NZQF although some may have an acknowledged equivalence by formal training providers e.g., towards specified or unspecified credits against a formal qualification.
Industry Training	On and off-job learning to develop competence in a role.
Informal Industry Training	Industry outside of formal workplaces and learning providers.
Vocational Education and Training (VET)	Formal learning to develop skills and know-how relating to employment opportunities and occupations, delivered via some combination of institution-based or work-based learning.
Work-based Learning (WBL)	Learning that occurs in a work environment, through participation in work practice and process, and is integral to vocational education and training (VET).
Work-integrated Learning (WIL)	Learning is comprised of a range of programs and activities in which the theory of the learning is intentionally integrated with the practice of work through a specifically designed curriculum, pedagogic practices, and student engagement.

Workplace Learning	Learning or training undertaken in the workplace, usually on the job, including on-the-job training under normal operational conditions, and on-site training, which is conducted away from the work process (e.g., in a training room).

5. Abbreviations and Acronyms

ACC	Accident Compensation Corporation
EFTS	Equivalent Full-Time Student
ENZ	Education New Zealand
EPI	Education Performance Indicator
ESOL	English for Speakers of Other Languages
FFCoVE	Food and Fibre Centre of Vocational Excellence
FT	Fixed Term
FTE	Full-time Equivalent(s) *(a unit of staffing entitlement)*
GAN	Global Apprenticeship Network
ICT	Information and Communications Technology
ITO	Industry Training Organisation
ITR	Industry Training Register
JWP	Joint Work Programme
LCP	Limited Credit Programme
LLN	Literacy, Language, and Numeracy
MBIE	Ministry of Business, Innovation, and Employment
MFAT	Ministry of Foreign Affairs and Trade
MSD	Ministry of Social Development
NCEA	National Certificate of Educational Achievement
MoE	Ministry of Education
MoP	Mix of Provision
MPTT	Māori & Pasifika Trades Training
MSD	Ministry for Social Development
NQF	National Qualifications Framework
NSI	National Student Index
NSN	National Student Number
NZA	New Zealand Apprenticeship
NZCER	New Zealand Council for Educational Research
NZG2G	New Zealand Government to Government

NZTE	New Zealand Trade and Enterprise
NZEI	New Zealand Educational Institute
NZQA	New Zealand Qualifications Authority
NZQF	New Zealand Qualification Framework
NZSCED	New Zealand Standard Classification of Education
NZSTI	New Zealand Sports Turf Institute
OECD	Organisation for Economic Co-operation and Development
OSH	Occupational Safety and Health Service
PBRF	Performance-Based Research Fund
PD	Professional Development
PGF	Provincial Growth Fund
PTE	Private Training Establishment
ROA	Record of Achievement
ROL	Record of Learning
RoVE	Reform of Vocational Education
RTO	Registered Training Organisation (Australia only)
SAC	Student Achievement Component
SCP	Supplementary Credit Programme
SDR	Single Data Return
SES	Socio-Economic Status
SLS	Supplementary Learning Support
SMS	Student Management System
SOI	Statement of Intent
STAR	Secondary Tertiary Alignment Resource
STEM	Science, Technology, Engineering, and Mathematics
STM	Standard Training Measure
TAFE	Technical and Further Education (Australia only)
TEC	Tertiary Education Commission
TEI	Tertiary Education Institution
TEO	Tertiary Education Organisations
TES	Tertiary Education Strategy
THIDT	Te Hiku Iwi Development Trust
TITO	Transitional Industry Training Organisations
TTAF	Targeted Training and Apprenticeship Fund (Free Trades Training)
VET	Vocational Education and Training
WDC	Workforce Development Council
WBL	Work-based Learning

WPL	Workplace Literacy and Numeracy
YG	Youth Guarantee Fund

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7. Vocational Education Framework Rubrics: Tupu Self Evaluation

People-related Rubrics

Educators

Educators here refers to a broad and diverse definition of people who provide instruction or education. Examples of educators may include, but are not limited to, teachers, tutors, trainers, training advisors / brokers etc.

Attribute	Acceptable	Good	Excellent
Skills and competencies Educators demonstrate: • Specific technical/ domain/ industry knowledge • Professional training in teaching methods • Connections with industry	• Have competent domain knowledge. Have a willingness to develop an identity as an educator. • Have intentions to participate in pedagogy/andragogy pre-service training.	*As for Acceptable, plus* • Have professional training in adult teaching methods (including pre-service training). Are culturally responsive and have a commitment to biculturalism. • Have an ability to inspire others. Are respected and trusted by their learners. • Have relevant and appropriate industry connections.	*As for Good, plus* • Have respected domain knowledge. • Are highly proficient in foundational teaching principles and adult teaching methods. • Utilise inclusive reflection practice, including cultural responsiveness, commitment to biculturalism, and disability confidence. • Have a passion for teaching. • Have relevant and appropriate connections with the education community.
Systems Educators develop training plans to ensure skills development is effective and consistent with industry standards.	• Use an informal training plan, which: ○ Considers learners' needs, as well as location and delivery mode. ○ Is relevant to their current industry and its requirements.	• Develop a formal training plan, which: ○ Considers learners' needs, as well as location and delivery mode. ○ Is informed by policy guidance and regulatory frameworks.	*As for Good, plus* • Have a formal training plan that is culturally and locally responsive.

Innovation Educators take a lifelong approach to their own learning, responding to changing external contexts.	• Are up to date on industry standards.	*As for Acceptable, plus* • Undertake continuous professional learning and development (e.g., upskilling in different delivery modes, developing teaching practice such as community of practice, or undertaking a formal adult education qualification).	*As for Good, plus* • Are responsive to evolving learner and community needs (e.g., modifying practice to meet individual learners' needs; seamlessly transitioning between a range of delivery modes)

Employers and Industry Bodies * As and when available and appropriate.

Attribute	Acceptable	Good	Excellent
Participation Employers are involved in, and value, VET opportunities.	• Are aware of, and access, training opportunities for employees. • Engage with appropriate training providers.	*As for Acceptable, plus* • Contribute to the wider training network (e.g., support local or regional skills initiatives, involved with training design).	*As for Good, plus* • Take a leadership approach to labour market training (e.g., is involved with VET reference groups). • Are actively involved in public-private partnerships (PPP).
Access Employers are aware of workforce training needs and actively support employees to upskill.	• Are aware of organisation and employee training needs as a whole and seek opportunities to upskill employees accordingly.	*As for Acceptable, plus* • Make efforts to support employees with specific learning needs. • Empower employees to continually upskill.	*As for Good, plus* • Proactively enable employee participation in training by removing barriers. • Empower employees to seek additional training for current and future employment.
Systems Employers use good processes and systems to define and deliver workforce training.	• Demand quality training products and services.	*As for Acceptable, plus* • Document training needs and responses in a written training plan. • Partner with communities and education stakeholders to develop	*As for Good, plus* • Are actively engaged in defining and delivering quality training products and services.

		training opportunities (e.g., flexible work experience partnerships).	• Are part of a community and/or industry body that prioritises workforce training.
Skills and credentials Employers have the skills and credentials to contribute to the training process.	• Have the necessary subject-matter skills to pass on to their own employees. • Can identify learning and career pathways for their employees.	*As for Acceptable, plus* • Have good skills in training their employees. • Contribute to learners' pastoral care and training needs. • Are involved in the development of quality employee training products and services (is involved with national qualification development and reviews)*	*As for Good, plus* • Have recognised credentials in training their employees.

Work-based Learning *'Permeability' in this rubric is determined to mean 'portability and transferability'. *'Micro-credentials', simply 'credentials'.

Attribute	Acceptable	Good	Excellent
Participation Work-based learning encourages participation from employees and placement students by addressing barriers, particularly amongst underserved learners.	• Solutions to participation barriers are sought, when a barrier is identified (e.g., academic opportunities to upskill in numeracy and literacy). • Pastoral care is provided to nurture confidence and connection.	• Barriers to participation are monitored by employer and training advisors. • Employer and training advisors are highly skilled in pastoral care.	*As for Good, plus* • Barriers to participation are actively addressed by employer and training advisors (e.g., prior learning is assessed for tailored offering; hybrid offerings available across learning institutions to suit learners' circumstances). • Employer and training advisors are particularly skills in pastoral care for underserved learners.
Access Employers are committed to upskilling employees and actively facilitate work-based learning opportunities.	• Employees have opportunity to access wider learning opportunities (e.g., digital resources).	*As for Acceptable, plus* • Programmes are facilitated through the employer and supported by external training advisors. • Programmes are flexible to meet learners' circumstances. • Programmes are assessed using quality assurance processes.	*As for Good, plus* • Programmes are actively facilitated through employer and supported by external training advisors. • Partners with external training advisors.
Skills and competencies Work-based learning develops technical competency, wider employability, career progression, and industry permeability.	• Employees develop technical competency aligned with on-the-job tasks. • Programme aligns with minimum standards of practice.	*As for Acceptable, plus* • Employees achieve quality assured and industry recognised credentials. • Employees upskill in soft skills.	*As for Good, plus*. • Employee career progression enhances industry permeability.*

Innovation Work-based learning responds to evolving industry and social needs.	• Programmes keep up with technological industry advancements.	*As for Acceptable, plus* • Programmes are responsive to evolving needs of the region or industry (e.g., appropriate technologies are utilised for assessment).	*As for Good, plus*. • Programmes evolve in the way they are structured to meet the changing needs of the region or industry (e.g., micro-credentials* are used, short courses provided to meet immediate needs of a region and upskill learners)

Blended Modes of Delivery *'Providers' in this rubric is interpreted to mean 'Organisation/s'.

Attribute	Acceptable	Good	Excellent
Access Blended delivery programmes bring learning to learners at the time and place that suits them.	• Offers at least two delivery modes, one site-based and one digital. • Supports learner-centred learning where appropriate. • Supports employer-led delivery.	• Offers a combination of appropriate delivery modes. • Can transition between different delivery modes. • Supports self-directed multi-mode learning (e.g., flexibility around time and place).	*As for Good, plus* • Offers a combination of delivery modes, that best suit learners as part of their individual learning plan. • Has a seamless transition between delivery modes. • Supports learner-centred, self-determined formal and informal learning (e.g., flexibility around the 'what').
Skills and competencies Blended programmes utilise the strengths of different modes of delivery, enhancing potential learner outcomes.	• Learner outcomes are consistent across modes of delivery. • Educators are capable of teaching across different modes.	*As for Acceptable, plus* • Offers digital solutions which compliment on-campus or work based learning (e.g., technology-enabled remote learning options). • Educators work to improve their capability in blended mode delivery.	*As for Good, plus* • Offers digital solutions which enhance learner outcomes, providing practical and applied skills through simulations, virtual reality or artificial intelligence where appropriate and relevant. • Educators actively seek to improve their capability in blended mode delivery.

Innovation Blended programmes meet evolving industry and social needs.	• Blended programmes meet specific industry needs.	*As for Acceptable, plus* • Providers* and industry work together to deliver the programmes and share effective practice.	*As for Good, plus* • Blended programmes meet evolving industry and social needs (e.g., rapid creation or scaling up of specific projects to meet regional demand).

Underserved Learners

Underserved learners includes all learners that currently experience inequitable outcomes including, but not exhaustively, Māori, Pacific, neurodiverse, physically disabled, learners with low literacy and numeracy; Examples of local and representative groups and organisations here include iwi, industry and employers. *'Providers' in this rubric are interpreted to mean 'Organisation/s'.

Attribute	Acceptable	Good	Excellent
Access There is equity of access to learning programmes; time and location barriers are removed; the needs of diverse, underserved learners have been listened to, understood and acted upon.	• System builds towards equity of access based on targets where: ○ Tools and actions have been put in place to address barriers to enrolment (e.g., support to complete forms, provision for remedial foundation skills in numeracy and literacy, etc.).	*As for Acceptable, plus* • System consults with learners, local and representative groups and organisations to improve equity of access where: ○ Barriers to enrolments are reduced. ○ Targets are community influenced. ○ Modes of delivery are flexible to meet the needs of the learner. ○ The learner pathways for groups of 'like' learners are considered in programme development.	*As for Good, plus* • System integrates input from learners, local and representative groups and organisations to achieve equity of access where: ○ Barriers to enrolment are consistently overcome. ○ Modes of delivery are fully flexible and can adapt to meet the needs of the learner. ○ Programmes are developed to be learner-centric and customised to learners' needs.

	○ Alternate modes of delivery are available to meet the needs of the learner.		
Participation There is equity in the opportunity of participation; the needs of diverse, underserved learners have been listened to, understood and acted upon.	• Some tools and actions have been put in place to build towards parity of participation considering: ○ Barriers to learning (e.g., financial support, transport, cost of living, using assisted technologies, etc). ○ Learners' needs (e.g., cultural, physical, social, neurological).	*As for Acceptable, plus* • Tools and actions have been developed through consultation with learners, local and representative groups and organisations.	*As for Good, plus* • Tools and actions are actively developed and reviewed to build towards parity of participation with learners, local and representative groups, and organisations. • Connections between 'like' learners are actively facilitated.

Systems Curriculum and learning environment is responsive to the needs of different underserved learner segments.	• Providers* reflect on current practice and put in place tools to close the outcomes gap. • Poor quality practices in institutions or workplaces are identified.	*As for Acceptable, plus* • Providers demonstrate progress in reducing the outcomes gap. • Learners, local and representative groups and organisations are consulted on programme design and delivery. • Outcomes are flexible and consistent with regional and national expectations. • Educators are equipped and capable to deliver for all learners' needs. • Previous learning experience is considered when developing individual learner pathways.	*As for Good, plus* • Providers* close the outcomes gap; there is parity in outcomes between underserved learners and all other learners. • Poor quality practices in institutions or workplaces are monitored and addressed. • Learners, local and representative groups and organisations input into programme design and delivery. • Learning materials, resources and curriculum are culturally relevant and tailored to meet the intersectional needs of learners.

Pastoral care (Methods) *'Providers' in this rubric is interpreted as agencies, organisations, groups, and individuals in the cultural and pastoral care network.

Attribute	Acceptable	Good	Excellent
Participation and access Holistic and culturally responsive pastoral care drives parity of participation and access. Providers understand the value of providing pastoral care, enhancing wellbeing and outcomes in learners.	• Pastoral care is available for learners during the learning programme. • Learners are aware of the available pastoral support and ways to access it. • All stakeholders in the system are aware of	*As for Acceptable, plus* • Pastoral care is available for all learners regardless of modes of delivery. • Learners can access throughout learning journey, including pre and post learning (e.g., to help potential learners identify correct learning programmes).	*As for Good, plus* • Bespoke, holistic pastoral care is available to suit different needs and preferences (e.g., covers academic, cultural, emotional needs, is responsive to where learners are on their learning/career pathway). • All stakeholders in the system are consistent in their implementation of pastoral care systems and processes.

	the benefits of pastoral care systems and processes.	• All stakeholders in the system actively seek to utilise pastoral care systems and processes.	
Systems Systems are in place to ensure pastoral care meets learners needs and is monitored to ensure outcomes are achieved.	• Providers* are seeking opportunities to provide pastoral care by: ○ Engaging with learners to ensure the pastoral care provided meets their needs. ○ Monitoring participation to ensure all learners are equally supported.	*As for Acceptable, plus* • Providers* are actively seeking opportunities to provide pastoral care by: ○ Engaging with local communities to provide input into, or deliver culturally relevant interventions (e.g., mentorship programmes). ○ Monitoring and reviewing their systems to ensure all learners are equally supported.	*As for Good, plus* • Providers* are actively seeking opportunities to provide personalised pastoral care by: ○ Engaging with learners to address their individual needs. ○ Engaging with learners, local representative groups, organisations and communities to input into or deliver culturally relevant interventions. ○ Monitoring participation to ensure all learners are equally supported; using metrics to continually inform/update the delivery model; monitoring risks of discontinued activities and actively mitigating risks.

Ākonga Māori (under development) *'Provider' in this rubric is interpreted as 'Organisation/s'.

Attributes	Acceptable	Good	Excellent
Systems Systems led change for Māori by Māori delivers exceptional learning experiences and aspired to learning outcomes through responsive practices and relevant provision.	• Provider*is aware of need to improve practices and provision to enhance outcomes for ākonga Māori, including: ○ Responsiveness of their practice. ○ Relevance of the provision. ○ Involving mana whenua, whānau, community and Māori organisation.	*As for Acceptable, plus* • Provider* understands the role of practices and provision in enhancing outcomes for ākonga Māori and prioritises addressing unmet needs: ○ Engaging with ākonga, mana whenua, whānau and community. ○ Incorporating tikanga Māori , te reo Māori and Mātauranga as appropriate.	*As for Good, plus* • Provider* has put in place practices and provision that enable ākonga Māori to achieve aspired outcomes: ○ Reciprocal relationship with mana whenua, whānau and Māori organisations. ○ Māori pedagogy utilised across the system.
Access The lifelong learning needs of ākonga Māori inform processes, practices and provision.	• Provider* acknowledges barriers of access for ākonga Māori: ○ Enrolment processes are improved ○ Programmes have built in numeracy, literacy and financial management options. ○ Alternate modes of delivery are available to meet the needs of the learner.	*As for Acceptable, plus* • Provider* seeks to understand and mitigate barriers to access by: ○ Monitoring gaps in provision and uptake by level and area of study. ○ Engaging with ākonga, mana whenua, whānau, community and industry.	*As for Good, plus* • Provider* has put in place provision and processes that enable equitable access for ākonga Māori. • Programmes are developed that support iwi / hapū / whānau initiatives and aspirations.

Participation
Manaakitanga, whānaungatanga and taukana-teina are incorporated to build a sense of belonging and trust.
	• Provider* acknowledges the unmet needs of ākonga Māori that lead to disparity in participation.
	  ○ E.g., financial support, transport, cost of living, use of assisted technologies, age of learner, industry image.
	• Provider* puts in place some practices to meet cultural needs:
	  ○ E.g., a strong induction to set tone and expectations.
		As for Acceptable, plus
		• Provider* understands the importance of cultural competency for participation:
		  ○ Manaakitanga and whānaungatanga are understood and reflected in practices.
		  ○ The mana motuhake of the ākonga is acknowledged (e.g. individual learning plan is developed to set up for success).
		  ○ Tuakana-teina is nurtured.
		  ○ Kanohi ki te kanohi is encouraged (if possible) as part of a flexible, multi-mode programme.
		  ○ Kaupapa Māori specific services and spaces are available.
			As for Good, plus
			• Provider* has embedded culturally competent processes that enable Māori to be successful as Māori.

Skills and competencies
Reciprocal relationships and cultural competency ensure relevant, responsive programmes and enhance learner outcomes.
	• Educator acknowledges the importance of balancing their teaching practice with regionally specific Mātauranga Māori.
	• Educator knows how to access support for learner's cultural needs.
		As for Acceptable, plus
		• Educator understands the importance of:
		  ○ Incorporating Mātauranga Māori into their programming.
		  ○ Building relationships with mana whenua / iwi to enable the sharing of that knowledge.
			As for Good, plus
			• Educator has a strong reciprocal relationship with mana whenua / iwi, respectful of each others' expertise.
			• Mātauranga Māori content is woven with integrity into the programme led by mana whenua / iwi.