

# **Māori Wardens Capability Stocktake**

**as at 30 June 2020**

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Tēnā koutou rau Rangatira mā

Ka nui te mihi ki a koutou katoa e pokaikaha nei ki te kawē, ki te manaaki i te kaupapa o ngā Wātene Māori huri noa i te motu. Kei te mihi atu mō ngā kōrero whakahirahira i puta mai, ngā whakaaro ātaahua i wānangatia, me ngā moemoeā i whārikitia.

We want to thank everyone that we spoke to in developing this report. Your passion, pride and aroha for the kaupapa of Māori Wardens is outstanding. We were humbled by your honesty, and our hope is that you feel this report captures your thoughts – even if not exactly in the way you said it. Your awahi and manaaki has been greatly appreciated. Arohanui ki a koutou katoa.

Patsie Karauria & Darrin Apanui  
Dakoda Visions Ltd

# Introduction

## Purpose

This report was commissioned by Te Puni Kōkiri to identify:

- The current capability (skills and qualifications) within and across the Māori Wardens Districts.
- Training needs within and across the Māori Wardens Districts, based on:
  - requirements to deliver current activities (voluntary and user-pays);
  - modernisation aspirations, to build self-governance, management and leadership capability;
  - opportunities to build District self-management capability, through tailored governance, management and leadership training; and
  - opportunities to deliver user-pays (qualification-based) services, such as Security, Traffic Management, and Emergency Management.
- Current Māori Wardens Districts approaches in identifying training needs, and sourcing, negotiating and evaluating training.

The use of the term ‘capability’ is deliberate; ensuring that the focus is on the relevant skills, knowledge, networks and experience that Māori Wardens have, along with formal qualifications.

## How was this report developed?

A range of documents, including those developed to support Māori Wardens modernisation discussions and decision-making, were reviewed. These provided helpful context for subsequent data collection processes.

In the absence of centralised or District-specific training databases, all data was gathered through structured interviews with, and information requests from Māori Warden Districts, Te Puni Kōkiri and NZ Police (see Table 1).<sup>1</sup> The COVID-19 lockdown required a mid-process shift from physical to virtual/online hui/interviews.

Participants were asked to provide data and/or answer questions to explore:

- the current capability (skills and qualifications) of Māori Wardens collectively (nationally) and in each District;
- common and distinct (District-specific) training needs; and
- improvements that could be made in identifying training needs, and sourcing, negotiating and evaluating training.

Annexed to this report are District Profiles, that respectively detail:

- the demographic/‘workforce’ profile;
- the key activities undertaken by Māori Wardens;
- the capability of Māori Wardens; and
- training needs and associated rationale.

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<sup>1</sup> It is acknowledged that this may result in differing numbers (e.g. of warranted Wardens), as there appears to be significant lags in some data collection and reporting processes.

Table 1: Interviews

DISTRICT	HUI/INTERVIEW
Taitokerau	Physical hui with 10 Māori Wardens
Tāmaki	Physical hui with 6 Māori Wardens
Tāmaki ki te Tonga	Physical hui with 8 Māori Wardens
Hauraki	Virtual hui with 5 Māori Wardens
Maniapoto	Virtual hui with the District Chair
Waikato	Virtual hui with the District Chair
Wairariki	Virtual hui with the District Chair
Tairāwhiti	Virtual hui with the District Chair and Operations Manager
Tākitimu	Virtual hui with 2 Sub-Chairs
Aotea	Virtual hui with the District Chair
Raukawa	Virtual hui with the District Chair
Pōneke	Virtual hui with the Operations Manager
Te Tau Ihu	Physical hui with 5 Sub-Chairs and 9 Māori Wardens
Te Waipounamu	Virtual hui with 5 Sub-Chairs, 1 Deputy Chair, 1 Operations Manager and 3 Māori Wardens

ORGANISATION	HUI/INTERVIEW
Te Puni Kōkiri	Virtual hui with Te Rau Clarke (Project Manager), Dee Ayers (Training Coordinator), Jayd Hepi-August (previous Training Coordinator) and Courtney Kete (Chief Administrator)
NZ Police	Virtual hui with Wayne Panapa (Training Lead) and John Tangaere (Training Facilitator)

In the absence of a Role Description for Māori Wardens, the analytical framework used for this report is based on the “more empowering and modernised scope for Māori Wardens’ operations, spanning three key areas:

- a. **Whānau**, including work with rangatahi and whānau in times of crisis, in helping them access services, in supporting their well-being, in providing advice and guidance, and in providing cultural leadership.
- b. **Hāpori**, including traffic management, emergency management, civil defence, safety and security, cultural support, and in working with agencies.
- c. **Huihuinga Tangata**, including wide-ranging contributions at Rātana, Waitangi, Te Matatini and many other events including tangihanga, hui, concerts, and sports events.”<sup>2</sup>

<sup>2</sup> Based on feedback from Māori Wardens throughout modernisation discussions in 2018-2019.

# Context

## Māori Wardens

Māori Wardens have existed in some form since the late 19<sup>th</sup> century, and are provided for under the Māori Community Development Act 1962.

Māori Wardens are drawn from the communities they work in. They are nominated by District Māori Councils and appointed by the Minister for Māori Development for a three-year period. Reappointments are made by the Chief Executive of Te Puni Kōkiri.

The guiding ethos of Māori Wardens is ‘Aroha ki te tangata’ (for the love of the people), and their guiding principles are: respect; awhi (help); aroha (love); and whanaungatanga (relationships). Their values include: Rangimārie (Peace); Manaaki (Kindness); Kōrero (Talking); Whakaiti (Humility); Tautoko (Support); and Pono (Honesty).

The Māori Community Development Act 1962<sup>3</sup> sets out the functions and powers of Māori Wardens. No significant changes have been made to these since 1962. Under the Act, Māori Wardens have the powers conferred by the Act, or by regulations made under the Act. These include the powers to:

- enter any licensed premises and warn the licensee to abstain from selling or providing liquor to any Māori who is intoxicated, violent, quarrelsome, or disorderly or likely to become so (Section 31);
- enter any licensed premises and order any Māori who is or appears to be intoxicated, violent, quarrelsome or disorderly to leave the premises, and if they fail to do so, may request any constable to expel the person (Section 32);
- without warrant, enter a meeting place where Māori are gathered to search for and seize liquor for removal and forfeiture, where the Warden suspects a breach of section 33 [Section 33(5)];
- forbid any Māori to drive a motor vehicle or require him to deliver up his keys or take steps to immobilise the vehicle, where the Warden is of the opinion that the Māori is incapable of exercising proper control of the vehicle by reason of physical or mental condition [Section 35 (1)];
- exercise the section 35 (1) power on any other person (i.e. not a Māori) where in the vicinity of a gathering of Māori assembled for any lawful purpose [Section 35 (2)]; and
- undertake any specified duties (consistent with the Act) assigned to the Warden by the responsible District Māori Council [Sections 7(5) and 16 (5)].

In practice, the role of Māori Wardens in communities has broadened considerably over the last 50 years, as Māori Wardens have adapted to meet the changing needs of their communities. Māori Wardens carry out a diverse range of roles, differing from community to community.

## Modernisation of Māori Wardens

At their National Conference, on 18-19 July 2019 at Tūrangawaewae Marae in Ngāruawāhia, Māori Wardens Districts voted for: a broad modernisation of their functions; and increased operational autonomy (as a first step towards the realisation of full autonomy, within 5-7 years).

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<sup>3</sup> The original title was the Māori Welfare Act 1962; the title changed in 1979.

As was detailed in the modernisation documentation, by their own admission, very few Māori Wardens (if any) execute any of the powers conferred on them by the Act. Many feel it is too dangerous to deal with individuals that are under the influence of alcohol, and increasingly drugs, and will call on NZ Police to deal with these individuals/groups.

Whilst the statutory authority of Māori Wardens is narrow, their contemporary mandate comes from community demand for their support. The breadth of Māori Wardens contributions differ within and across Districts, according to different community needs. Māori Wardens are also not just working with Māori – “we are helping everyone that needs support in our communities”. Their current ‘mana’ comes not from the Act, but instead from their conduct, integrity, relationships, and the principles that underpin their activities: manaaki; mahi tahi; and awhi.

As was identified during modernisation discussions, based on feedback from Māori Wardens, there is potential to provide a more empowering and modernised scope for Māori Wardens’ operations, spanning three key areas:

- a. **Whānau**, including work with rangatahi and whānau in times of crisis, in helping them access services, in supporting their well-being, in providing advice and guidance, and in providing cultural leadership.
- b. **Hāpori**, including traffic management, emergency management, civil defence, safety and security, cultural support, and in working with agencies.
- c. **Huihuinga Tangata**, including wide-ranging contributions at Rātana, Waitangi, Te Matatini and many other events including tangihanga, hui, concerts, and sports events.

However, this potential broadening of the role of Māori Wardens raised questions about whether limits should be placed on these functions to ensure that Māori Wardens don’t stray into specialist areas (e.g. services that are provided by professionals such as counselling, policing, ambulatory services, and/or legal and financial advice).

As was identified during modernisation discussions, in choosing to modernise the functions of Māori Wardens:

- the Foundation Training Programme for Māori Wardens will need to be expanded, and additional/advanced training will need to be secured, for *Whānau*, *Hāpori* and *Huihuinga Tangata* roles; and
- the distinct resources needed for *Whānau*, *Hāpori* and *Huihuinga Tangata* roles will need to be identified for each of the Māori Wardens Districts.

## **Māori Wardens Project**

In 2007, the Māori Wardens Project was established as a joint venture between Te Puni Kōkiri and the New Zealand Police. The aim of the Project was to provide support to Māori Wardens to enable them to continue their role in communities, by building their capacity and capability through: training; funding; support/coordination personnel; resources and safety equipment; and the consideration of governance options.

The Project’s lifespan was meant to be 18 months – 2 years, during which time, management of the support resources would be transferred to the Māori Wardens. However, Māori Wardens, the New Zealand Māori Council and Te Puni Kōkiri have been unable to agree on how this transfer of resources can be effected. The Māori Wardens Project provides resources; it does not direct or manage Māori Wardens’ activities.

The Māori Wardens Project currently includes:

- Funding to support Māori Wardens' activities in four categories:
  - *Operational Assistance* – covering patrolling, event safety and security, community support, district coordination and operating costs for vehicles;
  - *Capacity and Capability* – covering specialised and localised training, such as Traffic Control and Site Traffic Management Supervision, organisational development including establishing a legal entity or developing plans and policies, professional services and governance mentoring;
  - *National Event Allocation* – covering Rātana, Waitangi, Koroneihana and Te Matatini; and
  - *Youth at Risk* – covering localised initiatives or projects (up to a total of \$89,000)<sup>4</sup>.
- Operational funding for:
  - nine staff and associated overheads;
  - the Māori Wardens Training Programme and all associated costs (including trialling new courses/elements);
  - Māori Wardens Uniforms, including design, fitting, production and distribution costs; and
  - incidentals, including Māori Wardens safety equipment and hui/national conference costs.

NZ Police provide training, vehicles and operational supports for Māori Wardens.

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<sup>4</sup> This has been subsequently increased through the Rangatahi ('Te Aro o Te Ha') funding (\$1m over 4 years) secured in Budget 2018.

# Māori Wardens' Training

## Current Approach

Training currently supported through the Māori Wardens Project is comprised of a set of courses/programmes that have evolved over time to meet generic/nationwide needs:

1. Foundation (delivered by NZ Police);
2. First Aid (NZQF Level 1);
3. Traffic Control/TC (NZQF Level 1);
4. Site Traffic Management Supervision/STMS (NZQF Level 3 – Practicing)
5. Coordinated Incident Management System/CIMS (NZQF Level 2)
6. Coordinated Incident Management System/CIMS (NZQF Level 4); and
7. Governance/Leadership.

The Foundation training delivered by NZ Police (over 2 days) includes 15 modules, framed around the six Drivers of Crime: Alcohol; Family Harm; Mental Health; Rangatahi/Youth; Road Trauma; Serious Crime – Gangs/Drugs. Māori Wardens Districts can pick those modules that best meet their (District-specific) interests, including:

- Oranga Tamariki Act 1989 (1 hour);
- Sale & Supply of Alcohol Act 2012 (1 hour);
- Summary Offences Act 1981 (1 hour);
- Trespass Act 1980 (1 hour);
- Te Huringa o Te Tai (2 hours);
- Family Violence (3 hours);
- Māori – Be Safe, Feel Safe (3 hours);
- Operation Orders (2 hours);
- Pride (1.5 hours);
- Road Safety and Point Duty (2 hours);
- Substance Abuse (1 hour);
- Sudden Death and Koiwi (4 hours);
- Communications (6 hours);
- Report-writing (1.6 hours);
- Health & Safety – TENR (1 hour).

The TC and STMS qualifications are industry-based qualifications, and ensure Māori Wardens are able to meet legal requirements when managing traffic – although there are also specific equipment and 'uniform' requirements to be met as well.

The CIMS qualifications are to ensure that Māori Wardens understand New Zealand's system for managing the response to an incident (e.g. a civil emergency/disaster) involving multiple responding agencies. Whilst Wardens don't have a formal role in the emergency management framework/sector, they have provided valuable support to whānau and hāpori throughout Aotearoa following earthquakes, floods, bushfires, and more recently throughout the COVID-19 lockdown.

The Governance/Leadership (1 day) training course delivers basic information on governance and leadership processes.



Training contracts are managed nationally (from a list of preferred providers of Te Puni Kōkiri), and delivered by a range of providers throughout the country. Occasionally local training providers, with relevant experience/accreditation, are contracted to deliver NZQF Level 1-2 qualification programmes (e.g. First Aid or Traffic Control).

Most Māori Wardens Districts have also directly funded, secured funding from others for, or partnered with other organisations to secure, other training – often to meet distinct District needs/interests. This includes:

- Security – Certificate of Authority (NZQF Level 2);
- NZ Boatmaster Certificate (NZQF Level 2);
- Child Restraint Technician (part of an NZQF Level 2 qualification);
- Suicide Prevention/Risk Management;
- Child Advocacy/Safety;
- Psychosocial First Aid/Trauma Counselling;
- District Court Advocacy;
- Victim Support;
- Civil Defence Emergency Management;
- Coroner Processes;
- Youth Advocacy;
- Fatigue Awareness;
- General Rescue Awareness;
- Alcohol Harm/Host Responsibility;
- Additional (to Police modules) training on alcohol abuse, addictions/substance abuse and Coroner processes/requirements;
- Advanced/Defensive Driving;
- Water Safety/Rescue;
- Fire Safety/Rescue;
- Leadership/Management;
- Governance/Trusteeship;
- Hospitality Management;
- Customer Service;
- Internet Safety;
- Financial management, including tax requirements; and
- Budgeting.

## **Feedback/Findings**

Māori Wardens are generally grateful for all development support provided through the Project. During discussions, those interviewed also identified a number of issues relating to the selection, delivery and evaluation of training they received. The general tenor of interview comments was not critical/negative; rather they reflected the ‘modernised’ future that Māori Wardens are looking to, and how they can best prepare themselves for that.

## Lack of a Frame for Māori Warden Capability

The lack of a formal Role Description or way of ‘framing’ the capability needed to be a Māori Warden makes it difficult to determine if the training Māori Wardens are currently receiving is the right kind of training (providing all the skills/knowledge they need) and is delivered at the right levels (e.g. beginner through to advanced). Whilst the role has historically been wholly/largely a volunteer one, the provision of training (capability building, through the Māori Wardens Project), and the desired modernisation of Māori Wardens, means that a more structured approach to building ‘capability’ will be required in the future.

## Selection

Most of those interviewed felt that a greater variety of training needed to be available, to reflect the changing roles/activities and subsequent capability needs of the different Districts. It was acknowledged that the current training has evolved over time, and that the Police Training, First Aid and Traffic Control training, along with robust induction processes, provided a strong ‘Foundation Package’ for Māori Wardens.

Capability needs beyond this foundation varied greatly across Districts (as is evident in the ‘Capability Needs’ section of this report), as a result of the activities that Wardens were asked to do or actively pursued (e.g. paid Security).

Many felt that training was selected and scheduled for them, rather than with them, and for numbers that did not reflect their needs (e.g. too many/too few). Insufficient notice (for those having to take leave from employment) and the pressure to meet course numbers had sometimes resulted in courses being filled up with participants that would not meet eligibility criteria (if any were applied) e.g. physical fitness, being of age to attain a qualification, and/or being an active Warden.

The flip side of this is frustration (and a lack of tangible consequences e.g. financial costs) when Wardens do not attend training that has been scheduled and paid for. Whilst some may have genuine excuses, anecdotal evidence (in the absence of hard data) suggests that around 10-15% of training funds are wasted this way.

Where Wardens had to travel out-of-town for their training, there were concerns about their safety when they had to attend all-day training as well as drive to and from the training (sometimes 3-4 hours each way). Most expressed their preference for training to be delivered locally where possible, and/or on weekends.

There are no central and District-specific databases that capture and report which Māori Wardens have received different types of training, when refresher training is needed (including where industry training standards may have changed), and what other relevant training/qualifications Māori Wardens have completed or attained (not funded through the Project). Without this, it is difficult to size how much training need is being met, whether it is reaching all Districts, and whether there are continuing gaps in capability.

## Delivery

A number of those interviewed expressed a preference for training to be delivered by Wardens, as they understand their role, philosophy, values and ways of working. *This could be done for non-qualification-based training on any number of skill/role requirements, with some ‘train the trainer’ support. However, Wardens would need to be trained and attached to an accredited training provider to deliver industry qualifications (e.g. Traffic Control, Incident Management and/or Security).*

Numerous comments were made about what worked and didn't work for Māori Wardens. Trainers that took the time to explain/reinforce procedures, used relevant case studies/scenarios, and adapted their training to meet Wardens' needs were all positives. "Death by Powerpoint", cultural ignorance ("we were told we couldn't start our hui with a karakia"), and not explaining the relevance of the content for Māori Wardens were some of the negatives.

Concerns were raised about the quality of some of the training being received by Wardens. An example of this is First Aid training, where it was observed that:

*"If a Warden is unable to kneel on the ground to administer First Aid, how can they be given the qualification? Passing a person who cannot perform to the [industry standard of] required competence does no-one any good."*

This example also illustrates the need for clear and consistently applied eligibility criteria for training, particularly when it requires a level of physical fitness (e.g. First Aid, TC and STMS) or completion of pre-requisite requirements (e.g. for higher-level qualifications such as STMS Level 3/4 or CIMS Level 4). From an efficiency/return on investment perspective, it is a poor choice to pay for someone to be trained for a role they are unable (or unwilling) to fulfil.

### Evaluation

There are no formal processes (including documentation) to evaluate the relevance, effectiveness or quality/consistency of training that has been funded. This is of concern, particularly given that Wardens are easily able to identify 'what didn't work' in training they've attended. Evaluative material is critical in the choice of provider(s), negotiation of contract deliverables, and to inform review/update/refresher planning.

In the absence of evaluative data, those interviewed were asked what improvements could be made to the training.

Whilst the significant value of the training provided by NZ Police was acknowledged, many of those interviewed considered that it needed to be updated and reframed – to make clear the relevance of the modules/content for Māori Wardens: "We're not pseudo-Police recruits."

The inclusion of contemporary legislation (e.g. the Children's Act 2014, the Health and Safety at Work Act 2015 etc.), and more case studies/scenarios (to show the direct relevance for Wardens of what's being explained) are seen as important. Local examples could be provided by local Iwi Liaison Coordinators, to help cement this operational relationship. It was also suggested that the training name be changed to 'Māori Wardens Training delivered by the NZ Police' to emphasise that it's about the role of the Wardens and not the Police.

Traffic Control is an area where various comments were made, including questioning the relevance of some parts of the training: "A lot of time was spent on marking potholes on roads, when Māori Wardens don't do that type of work." Traffic Control delivers all skills according to industry standards. Whilst Wardens may not currently do 'road works', having the Traffic Control qualification means they could – and as importantly, they could secure paid Traffic Control work by virtue of their being qualified. All of those interviewed identified that only small numbers in each District needed the STMS training, as it is for those that plan and manage traffic – which Wardens do very little of because they are generally supporting others.

Several of those interviewed felt that the CIMS Level 2 training was too theoretical and wanted more practical emergency management training. *An option for addressing this would determine if selected Māori Wardens would be able (in the absence of their having a formal role in the CDEM sector) to attend National Emergency Management Agency Workshops. These interactive workshops are for the CDEM sector, to assist them to enhance their skills and share information, experiences, ideas and good practice. As these are not qualification-based, Wardens could then train/brief others in their/neighbouring Districts.*

Feedback indicates that the current Governance/Leadership training “misses the mark”. Wardens are not engaged in governance (in its purest form: having legal liability) or organisational leadership roles; rather they are in need of operations/management and administration training.

## **Improvement Opportunities**

### Framing the Role of a Māori Warden

To ensure that Māori Wardens are appropriately trained/qualified in the future (and that this is appropriately resourced), their modern role should be scoped and framed. This would involve:

- exploring (with a small knowledgeable group of Māori Wardens) the specific skills and knowledge required for Māori Wardens to support whānau, hāpori and huihuinga tangata;
- determining whether this range of skills/knowledge can be packaged into a Māori Wardens qualification (made up of relevant existing unit standards), and what levels (of the New Zealand Qualifications Framework) the qualifications will be at (e.g. Level 2/3 for trainees, Level 4 for Māori Wardens, Level 5 for Team Leaders, and Level 6 for Regional Managers) – essentially constructing a career pathway; and
- (if Māori Wardens wish to adopt this approach) identifying an accredited tertiary provider to administer<sup>5</sup> the Māori Wardens qualifications.

A ‘Licence to Practice’ could also be established alongside the Māori Wardens qualification. This could involve Wardens applying (every three years alongside Police Vetting update requirements), to renew their Licence with evidence that they have undertaken all required professional development (e.g. new legislative requirements, First Aid training/refreshment) and been an active Warden for a specified number of hours (as confirmed by an Operations or Regional Manager). Licencing standards would be overseen by a national Māori Wardens organisation, and licences could be endorsed by the Minister for Māori Development (and potentially replace the current warranting system).

Rather than compelling past/older Māori Wardens to attain the new qualifications, you could simply find a process (e.g. a framed letter or certificate signed by the Minister for Māori Development) to honour and acknowledge their service to their communities as Māori Wardens. This process could also draw a line between what was (the past), and what will be (the future).

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<sup>5</sup> This would include assessment/management of recognition of prior learning/current competency (RPL/RCC) for existing Wardens, and delivering Māori Wardens’ qualifications-based training to trainees and new Wardens. The qualifications could be registered on the New Zealand Qualifications Framework or registered as local qualifications under the guardianship of a national Māori Wardens organisation (e.g. to avoid others being able to deliver or use or change the qualifications).

Recognition of Prior Learning (RPL) is a process that involves formal assessment of a learner’s current/relevant knowledge and skills, to determine their achievement of learning outcomes (of a qualification) for the purpose of awarding credit towards that qualification. Credits can be awarded for existing skills, knowledge and attributes without regard for the length, place or method of learning (e.g. workplace, life experience, hobbies, volunteer and community work, informal training, and/or self-directed study).

### District/Region-Specific Training

There is clear opportunity to move from a generic package of training being provided through the Project, to training being delivered on the basis of District/Regional needs. Districts could submit proposals (Training Plans) detailing:

- what training they need and why (what activities they need the skills/qualifications for);
- if there are local experienced/accredited providers (or a preferred national provider) that can deliver the proposed training courses/qualifications;
- how much the training courses/qualifications will cost;
- how many Wardens will attend the training, and assurance that they meet eligibility criteria for the training courses/qualifications; and
- how they will evaluate and report back on the training completed.

In the short-term, provider contracts could still be managed through Te Puni Kōkiri, and in the longer-term, responsibility for managing training funding be transferred to the Districts/Regions (as the proposed new operational management structure). Districts/Regions can manage scheduling, brief providers, ensure attendance, and report on results.

Where there are multiple Districts requiring the same training, it may be more efficient to contract a national provider to deliver the training – at times and locations that suit respective Districts. This would also ensure consistency in the quality of training being delivered, and in the skills/qualifications of Māori Wardens regardless of where they are located throughout the country.

All contracted providers should be briefed on the Māori Wardens' role, philosophy/values, ways of working and training preferences, to ensure they plan their delivery accordingly – including accommodating cultural requirements.

### Data Collection, Analysis and Reporting

To support the effective management of training at national and District/Regional levels, databases should be established to record the details of all Wardens, training received, expiry/refresher deadlines, other relevant skills/qualifications, and skill/qualification needs (e.g. if undertaking new/different activities).

### Wardens Training/Supporting Other Wardens

Rather than being seen as excluding some (e.g. less physically able) Wardens from doing training, they could undertake other training that better suits their abilities/roles (e.g. as mentors) instead. Or their existing skills could be assessed (through Recognition of Prior Learning/Current Competency) and affirmed/recognised. Whilst less physically/technically capable, their cultural knowledge, mentoring/leadership experience and skills in working with rangatahi can be recognised and shared with others.

Capturing the relevant skills/qualifications of all Wardens will also help identify those that can train other Wardens on relevant subjects such as:

- advocating and accessing services for whānau (similar to the Whānau Ora Navigator-type role);
- how Courts, Oranga Tamariki, schools etc. operate (to understand how to help whānau navigate these/meet obligations);
- how to work with rangatahi (and their whānau/supporters) to support them back into education/into employment;

- information and communication technologies, including how to use different devices, and knowledge management/filing/archiving processes; and
- working with Boards/Committees (e.g. taking minutes, doing presentations, writing reports etc.).

Although face-to-face training is preferred by many, online platforms also offer the opportunity to provide short training sessions (e.g. webinars) to numerous participants and many times (if recorded and made available online). These could cover a range of specific skillsets such as writing proposals, negotiating contracts, writing reports, operating radios, patrolling, looking after your uniform, working with Police, and de-escalation techniques.

#### Updating the Training Provided by NZ Police

As well as the changes suggested on page (9), there is merit in exploring separating the Police content for two different audiences – Management and Operations:

- The management (for Operations Managers and Team Leaders) training could focus on Te Huringa o Te Tai, Sudden Death and Koiwi, Communications, Report-writing, and Health & Safety - TENR.
- The operational (for active Wardens) training could then include the modules on relevant legislation, processes and techniques/tools.

#### Replace 'Governance/Leadership' Training with Operational Management and Administration Training Options

As detailed in the Capability Needs section of this report, there is significant demand for operational management and administration training – primarily to ensure that Wardens have the supports they need to do their work with whānau, hāpori and huihuinga tangata. The current Governance/Leadership training could be replaced with operational management and administration training options.

#### Evaluation of all Training

The systematic evaluation of all training provides opportunity to identify:

- what worked well and why;
- what didn't work well and why;
- what could be improved/enhanced; and
- whether it was 'value-for-money' training.

It can also help identify barriers to learning (e.g. limited literacy/numeracy, poor hearing or eyesight etc.) that need to be addressed before any other training is attempted.

Short pre-and post-training surveys can be completed by all participants, and the results used to inform the provider selections, briefings and contract negotiations, as well as reporting on the reach (numbers) and impact (results) of all training funded through the Project – and in their modernised future, by the Māori Wardens themselves.

# Current Capability

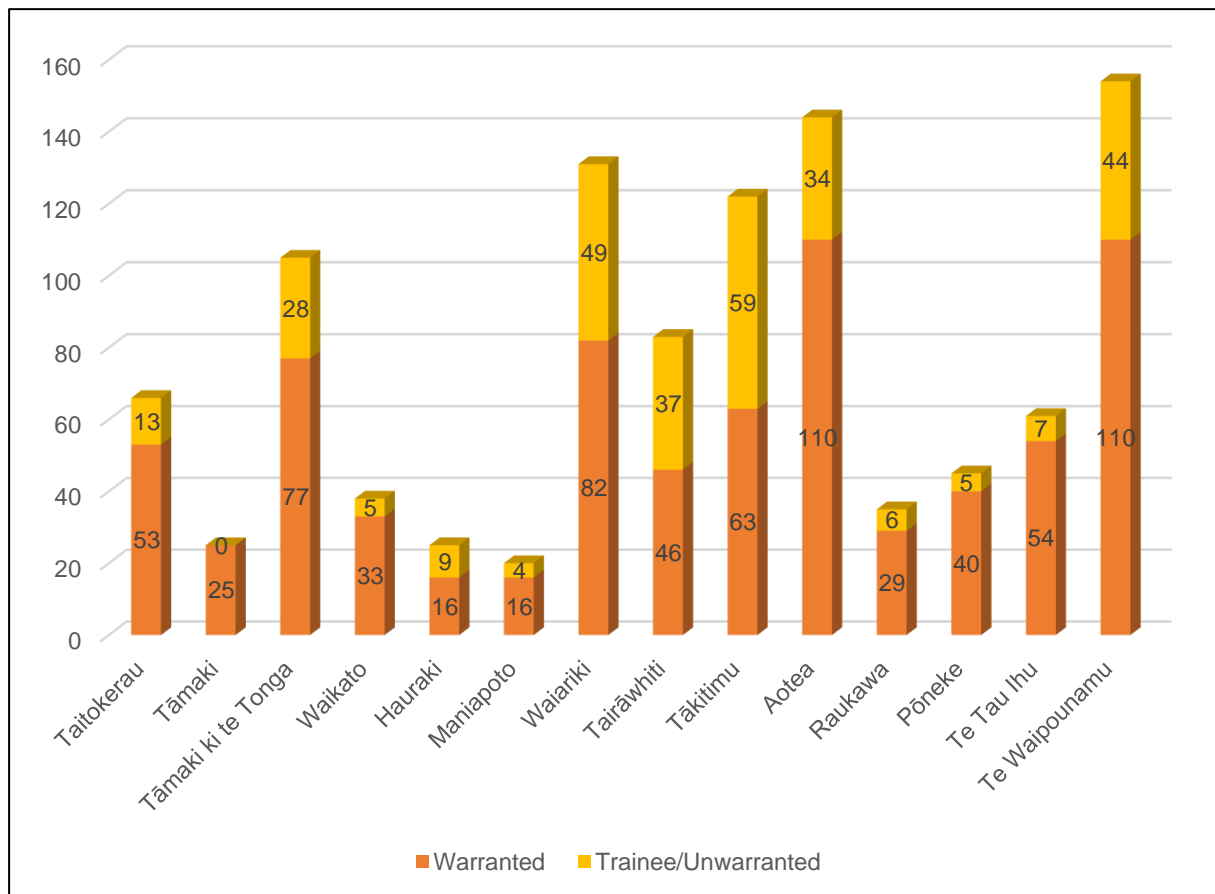
## Observations

In the absence of centralised or District-based systems for collecting data on Māori Wardens' capability providing a fuller understanding of the range of skills and qualifications held by Māori Wardens, this section is largely limited to the training/qualifications that have been supported through the Māori Wardens Project.

According to the data provided by the Districts, there are 1,054 Māori Wardens throughout Aotearoa:

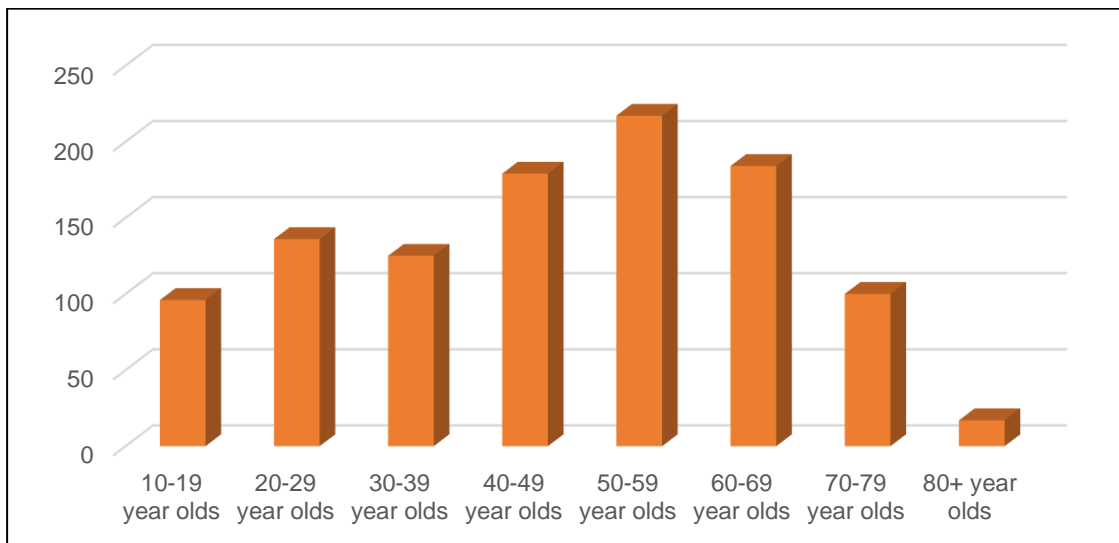
- 751 (71%) are warranted Wardens, and the remaining 303 (29%) are trainees/unwarranted.
- 619 (59%) are female, and 435 (41%) are male.

*Figure 1: District Compositions*



As shown in Figure 2 below, the majority (66%) of Wardens (warranted and trainee/unwarranted) are aged 40 years and over.

Figure 2: Age Ranges

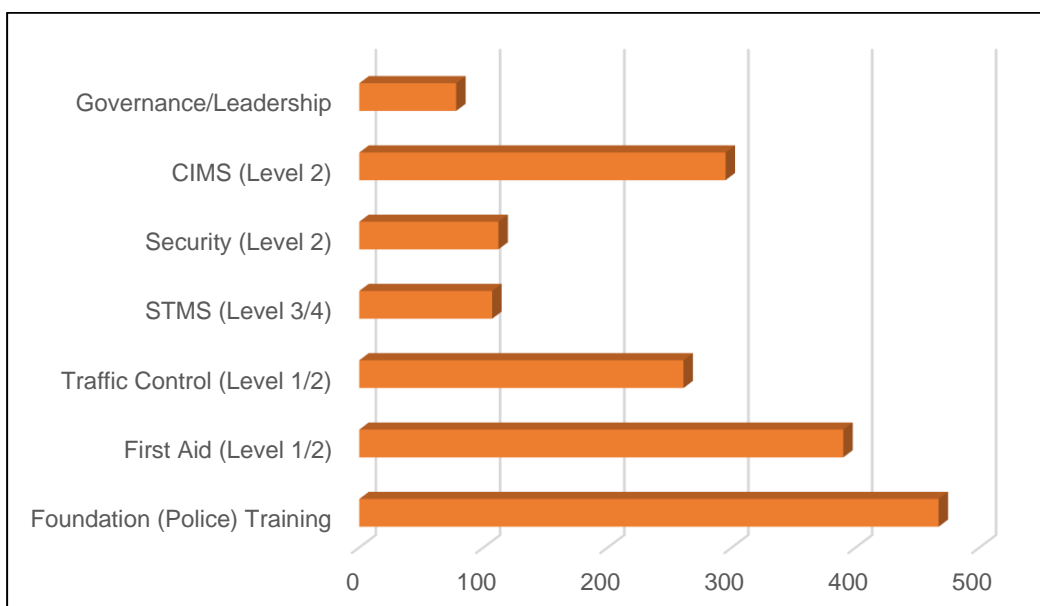


Māori Wardens are engaged in a wide range of similar (across the country) activities, and it is estimated (in the absence of hard data) that at least 85% of these are voluntary/koha-based.

In terms of the training funded through the Māori Warden's Project/provided by NZ Police:

- 467 (44%) of all Wardens have attended the Foundation (Police) training;
- 390 (37%) of all Wardens have attended First Aid training;
- 261 (25%) of all Wardens have attended Traffic Control training;
- 107 (10%) of all Wardens have attended Site Traffic Management Supervision training;
- 112 (10%) of all Wardens have attended Security training;
- 295 (28%) of all Wardens have attended Coordinated Incident Management System training; and
- 78 (7%) of all Wardens have attended Governance/Leadership training.

Figure 3: Project-Funded/Police-Provided Training Completed





Note that we are unable to report the numbers of Wardens that attained industry-based qualifications (First Aid, Traffic Control etc.), as there are no records kept of training outcomes.

Much smaller numbers of Wardens attended training funded or sourced by their own Districts, including Civil Defence & Emergency Management (35), Coroner Processes (27), and Youth Advocacy (24).

The (attached) District Profiles provide valuable insights into District capabilities – although this is largely limited to what has been provided through the Māori Wardens Project. There are no systems (at District or central-levels) to collect data on what other qualifications Wardens may have, and their relevance for the activities undertaken in their District – and future development opportunities. There is likely a wealth of experience and expertise in Districts (and collectively) that remains unknown and/or untapped.

By virtue of the nature of training provided by NZ Police or funded through the Māori Wardens Project, there is greater emphasis on skills that enable Māori Wardens to support Hāpori and Huihuinga Tangata.

There is little specific training provided for Māori Wardens supporting whānau – likely because it is assumed that Māori Wardens already have the range of ‘soft skills’ they would use when working with whānau. However, as was identified by numerous Wardens, and noted in the type of district-funded training undertaken there is a need for Wardens to have access to non-specialist training that enables them to support whānau. These needs are explored further in the (next) ‘Capability Needs’ section.

## **Implications to Consider**

### Status

Almost 29% (300) of the Māori Wardens ‘workforce’ are trainees/unwarranted. Targeted support to ensure trainees have the training and support they need to become warranted, and unwarranted Wardens have the support they need to renew their warrants, could significantly boost the existing workforce – and help attract new recruits. As detailed in the modernisation documentation, whether Wardens need warrants (and the associated problematic process for being granted these) in the future is still to be determined. In the meantime, practical steps could be taken to speed things up to avoid recruits losing interest/being put off by excessive compliance requirements.

### Workforce Profile

The Māori Warden’s ‘workforce’ is, and has always been, ‘mature’. This is a real strength when it comes to supporting whānau – with maturity comes wisdom. However, technological developments and increasing risk management and physical ability requirements to undertake specific roles (e.g. traffic management), mean that younger/more physically able recruits will be needed if Districts want to continue undertaking such roles.

This is not to suggest that older/less physically able Wardens be ‘put out to pasture’. Instead they should be supported to move into the role of mentoring new recruits, to share their experiences/wisdom.

A number of Districts (Tāmaki ki te Tonga, Tairāwhiti and Aotea) have active rangatahi/recruitment approaches in place, partly evidenced by the numbers of 10-29 year olds they have as trainees. However, there are several Districts (Taitokerau and Te Tau Ihu) that will need to increase their recruitment of/succession to younger members before their Districts become defunct (due to a lack of active members).

## Training

There are evident capabilities within respective Districts, but the extent to which these relate directly to the activities undertaken by Wardens in those Districts isn't always apparent. It is also difficult to determine whether there has been adequate 'return on investment' for some of the training that Wardens have undertaken. For example, the Site Traffic Management Supervision (at Levels 2 and above) training costs approximately \$500 per person. This training qualifies graduates to supervise all aspects of temporary traffic management arrangements – which very few Wardens do, and not consistently enough to arguably justify an investment in this type of qualification.

Consideration of 'return on investment' also applies to other qualification-based training. Should the value of (and required investment into) a formal qualification be that it enables Wardens to secure paid work? In lieu of their being supported through the Māori Wardens Project, some Districts (Aotea and Tāmaki) have respectively paid for their own security and electrification training to realise opportunities to secure paid work. The suggested shift to District-based training offers the opportunity to support Districts/Regions to begin prioritising training on the basis of need and development aspirations rather than what is on offer.

## Capability Needs

### Collective Needs

Reflecting their evolving role in communities and modernisation aspirations, as well as development opportunities that became evident through the COVID-19 lockdown, those interviewed were able to identify a range of skills and specific industry qualifications (as shown in Table 2 below) they consider Māori Wardens (as a collective rather than all individuals) should have.

As detailed earlier, training funded through the Māori Wardens Project has had greater emphasis on the skills that enable Māori Wardens to support Hāpori and Huihuinga Tangata, and less on their skills/knowledge to support Whānau – likely because it is assumed that they already have these.

Aside from the Governance/Leadership training, which as detailed earlier appears to have “missed the mark”, there has been no training (other than what Wardens have found for themselves) focused on building Wardens' skills to manage themselves and their operations.

Table 2: Identified Capability Needs

AREA	SKILLS/QUALIFICATIONS	FOR	RATIONALE/UTILITY
Operational Management	Strategy development/ business planning, and evaluation	Boards/ Committees and Operations Managers	To ensure governors/managers plan for and realise District/ Region development opportunities.
	Resource/Financial Management		To ensure governors/managers understand accountability requirements, manage finances appropriately and can read financial statements.

AREA	SKILLS/QUALIFICATIONS	FOR	RATIONALE/UTILITY
Operational Management (continued)	People Management including HR duties, relationship management recruitment, development opportunities	Operations Managers	To ensure the wellbeing and development of Wardens is actively managed.
	Project Management and Contract Management	Operations Managers and Team Leaders	To enable the District/Region to realise development (and particularly paid service) opportunities.
	Digital Literacy (computer, mobile device and app use), data collection and analysis	Team Leaders	To support data gathering in the field, and inform reporting and future planning.
	Board/Committee processes (e.g. minute taking, activity and financial reporting, and doing presentations)	Administrators	To support and increase administration/office capability
Operations	Cultural Competency (te reo, tikanga, karanga, waiata, whaikōrero, pepeha and rohē hītori	All	To ensure Wardens are capable and competent and can provide cultural support with confidence.
	Functional Literacy and Numeracy	All	To ensure Wardens can read instructions, calculate numbers (where required), and write/report.
Supporting Whānau	Victim Support	All	To ensure Wardens are equipped with the tools and strategies to support victims (e.g. of abuse, homicide, rape etc).
	De-escalation techniques	All	To inform and teach Wardens a range of techniques they can use to diffuse hostile situations ( e.g. family violence).
	Advocating for and helping whānau access services/ supports	All	To ensure Wardens know what services can be accessed to support whānau needs, and how to secure them.
	Coroner processes	All	To ensure Wardens are aware and informed of any legal changes with sudden death processes when supporting whānau.
Supporting Hāpori	Security (Certificate of Authority)	Wardens that meet physical fitness requirements	To ensure Wardens have the required skills/qualifications to undertake paid security work <sup>6</sup> .
	Civil Defence Emergency Management		To ensure Wardens have the skills/qualifications to participate in emergency management processes <sup>7</sup> .

<sup>6</sup> It was agreed that this should only be available to Districts that will pursue paid security work “otherwise the qualification is wasted”.

<sup>7</sup> Note that CDEM qualifications are limited, according to the CDEM framework and leadership roles. There is a NZQF Level 2 Emergency Response Certificate which is similar to CIMS Level 2. There is also a Level 4

AREA	SKILLS/QUALIFICATIONS	FOR	RATIONALE/UTILITY
Supporting Huihuinga Tangata	Health and Safety	All	To ensure Wardens are aware of how to keep themselves and others safe.

Along with the common training needs identified above, there are also a range of District-specific training needs, as detailed in the attached District Profiles.

## Improvement Opportunities

### Operational Management and Administration

As is evident in Table 2, there is significant demand for training that builds the capability of Districts to manage themselves, and in turn support their Wardens to work with whānau, hāpori and huihuinga tangata. As operational management and administration training needs were identified by all Districts, it may be more helpful if the Māori Wardens Project identified a range of appropriately qualified providers for Districts to choose from. Existing expertise (within Districts) could be tapped into to train others – Wardens training Wardens.

### Supporting Whānau

Almost all Districts identified training needs to ensure they could provide appropriate guidance/advice and support for whānau. The Māori Wardens Project could tap into the expertise within the Raukawa and Te Waipounamu Districts to identify training options that meet Wardens needs, as well as broader knowledge/information requirements (e.g. on services available to whānau).

### Induction

Almost all of those interviewed expressed the desire to improve the current Māori Warden's Induction. Whilst suggestions included more focus on the history, philosophy, values and role of Māori Wardens, and emphasis on personal and professional conduct requirements, it was clear that standards differed across the country. Many saw the modernisation work as providing opportunity to also modernise/update the Induction process.

### Trauma Counselling

As Wardens are being increasingly asked to accompany NZ Police and other agencies to support whānau that have been through traumatic events (e.g. sudden death, violence/assaults etc.), they too need post-event support to deal with what they have seen, heard and felt. Although not 'training' perse, Wardens should be able to access trauma counselling services – particularly to ensure their wellbeing.

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Certificate in Civil Defence Emergency Management Response, but this is only for leaders in the CDEM sector. As Wardens don't have an authorised role in the CDEM sector, this training would be of little/no value.

## Conclusion

There is no doubt that Māori Wardens have, and continue to make, huge contributions in our communities throughout Aotearoa. As Māori, we have come to take it for granted that Māori Wardens will be at key events, providing direction and support – always with a friendly smile. In some of our darkest times, Māori Wardens are there to provide a shoulder to lean-on, explain what's happening and what we can do next, or even offer a hanky to wipe our noses with. And even if we don't see them, we know that Māori Wardens are out in our communities, helping people feel connected, discouraging negative behaviours, and making us all feel that little bit safer. As a country, we are indebted to all Māori Wardens for their selfless service.

In thinking about the future for Māori Wardens, it is helpful to refer to the ever-relevant whakatauaiki of Tā Apirana Ngata:

E tipu e rea mō ngā rā o tō ao (*Grow up and thrive for the days destined to you*)  
Ko tō ringa ki ngā rākau ā te Pākehā, hei ara mō tō tinana (*Your hands to the tools of the Pākehā to provide physical sustenance*)  
Ko tō ngākau ki ngā tāonga a ō tīpuna Māori, hei tikitiki mō tō māhuna (*Your heart to the treasures of your ancestors as an adornment for your brow*)  
Ko tō wairua ki te Atua, nānā nei ngā mea katoa (*Your soul to God, to whom all things belong*)

In the modern world, Māori Wardens need the 'tools of the Pākehā' to complement the philosophy and values that Māori Wardens demonstrate in everything they do (the 'treasures of our ancestors'). The modern-day 'tools of the Pākehā' include:

- Qualifications, to:
  - ensure that those undertaking specific activities (e.g. First Aid or Traffic Management) are meeting industry standards and minimising risks to themselves and others;
  - demonstrate competence that can be financially rewarded (e.g. through paid work); and
  - provide career pathways within/alongside Māori Wardens, to attract young people and support the development of their 'service to community' ethos.
- Knowledge, of:
  - community-based services and supports, to ensure that advice given to whānau or hāpori members is accurate; and
  - non-specialist tools/techniques, to support whānau through issues/difficult events.

The recommendations below reflect how we believe the Māori Wardens Project can best support Māori Wardens to step into the future.

## Recommendations

It is recommended that Te Puni Kōkiri:

- a. Contract a specialist Facilitator to scope/frame the modern role of a Māori Warden, including:
  - exploring (with a small knowledgeable group of Māori Wardens) the specific skills and knowledge required for Māori Wardens to support whānau, hāpori and huihuinga tangata;
  - determining whether this range of skills/knowledge can be packaged into a Māori Wardens qualification (made up of relevant existing unit standards), and what levels (of the New Zealand Qualifications Framework) the qualifications will be at (e.g. Level 2/3 for trainees, Level 4 for Māori Wardens, Level 5 for Team Leaders, and Level 6 for Regional Managers) – essentially constructing a career pathway;
  - (if Māori Wardens wish to adopt this approach) identifying an accredited tertiary provider to administer the Māori Wardens qualifications; and
  - (if Māori Wardens agree to this approach) establishing a ‘Licence to Practice’ process, including standards/requirements.
- b. Design a process to honour and acknowledge the service to their communities of all current Māori Wardens, and in doing so, drawing a line between what was (the past), and what will be (the future).
- c. Establish a process to deliver training based on District proposals (Training Plans) that detail:
  - what training they need and why (what activities they need the skills/qualifications for);
  - if there are local experienced/accredited providers (or a preferred national provider) that can deliver the proposed training courses/qualifications;
  - how much the training courses/qualifications will cost;
  - how many Wardens will attend the training, and assurance that they meet eligibility criteria for the training courses/qualifications; and
  - how they will evaluate and report back on the training completed.
- d. Establish national and District/Regional databases to record the details of all Wardens, training received, expiry/refreshers deadlines, other relevant skills/qualifications, and skill/qualification needs (e.g. if undertaking new/different activities).
- e. Investigate other options for delivering non-qualification-based training, including online platforms for short training sessions (e.g. webinars), and using existing experienced Māori Wardens with some ‘train the trainer’ support.
- f. Discuss, with NZ Police, options for updating and reframing their training, to:
  - i. make clear the relevance of the modules/content for Māori Wardens; and
  - ii. separate the content for two different audiences – Management and Operations.
- g. Replace the Governance/Leadership training with operational management and administration training options.

- h. Design and implement short pre-and post-training surveys to be completed by all training participants, to support the systematic evaluation of all training, identifying:
  - what worked well and why;
  - what didn't work well and why;
  - what could be improved/enhanced; and
  - whether it was 'value-for-money' training.
- i. Provide targeted support to ensure trainees have the training and support they need to become warranted, and unwarranted Wardens have the support they need to renew their warrants.
- j. Identify, and share information on, options for training to support Māori Wardens to provide appropriate guidance/advice and support for whānau (e.g. victim support, youth advocacy, and de-escalation techniques).
- k. Work with Māori Wardens to update/modernise their Induction Process, including consideration of adding more focus on the history, philosophy, values and role of Māori Wardens, and emphasis on personal and professional conduct requirements.
- l. Provide funding for Wardens to access local trauma counselling services, to ensure they have post-traumatic-event support to deal with what they have seen, heard and felt, and ensure their wellbeing .