ECONOMIC BENEFITS THROUGH PROCUREMENT: Māori Regional Entrepreneurship delivering jobs and growth

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Warner Cowin, CEO of Height

Foreword

There is an opportunity to unlock regional growth by harnessing iwi partnerships and working with regional Māori businesses. Notably, these enterprises have proven to be successful at employing and retaining people furthest from the labour market.



Across Aotearoa, Māori businesses and iwi play a critical role in building resilient regional economies. Height has worked with over 120 Māori businesses as part of the Te Puni Kokiri (TPK) Capability Uplift Programme, and many iwi/hapū, to support the delivery of government contracts and to strengthen subcontracting opportunities within major infrastructure projects.

Through this mahi, we've seen that investment in these businesses creates value far beyond the construction site. A significant proportion of employees in the businesses we work with are apprentices or trainees, and many are people who were previously unemployed or disconnected from education and training. These businesses are providing real jobs, pastoral care, and long-term stability to whānau who have been under served for too long.

This report summarises our findings from working with Māori businesses over the past four years, including our involvement in delivering the Capability Uplift Programme on behalf of Te Puni Kokiri, and our collaboration with iwi in delivering major projects for the New Zealand Government.

Our research on Social Return on Investment (SROI) confirms that working with Māori businesses and iwi leads to a better reallocation of public resources as fewer employees require welfare assistance, contributing to broader societal and economic well-being.

Warner Cowin,

Ngāti Porou

CEO – Height Project Management

Supporting businesses that retain people who have been furthest from the labour market supports
New Zealand's productivity challenge.
It enables aspiration.

This is not only about equity — investing in Māori businesses is a smart and strategic solution to support regional economic growth, government efficiency, and intergenerational impact.

Executive Summary

Many Māori businesses are great at employing and retaining those furthest from the labour market – unlocking talent and productivity.

This report shares key insights of economic and social impact from Māori businesses that Height Project Management has worked with since 2021. This is through our delivery of the Te Puni Kōkiri Capability Uplift Programme and work with Iwi/hapū on government contracts.

These businesses are already delivering outcomes – for whānau, communities, and government. Central and local government plans to spend on infrastructure offer a significant opportunity to engage pakihi Māori and create long-term regional value. This report provides some ideas for how we can do just that.

Key insights from surveying Māori businesses:

- · Apprentices and NEET employment:
 - 14% of employees are apprentices or trainees
 - 13% were previously NEET (Not in Employment, Education or Training)
- Social and fiscal return:
 - For every \$1 invested in wages, Māori businesses generate an additional \$0.58 in social and economic benefits
 - Each NEET costs government approximately \$30,000 per year in benefits
 - A person on Jobseeker Support costs on average ~\$241,000 in benefits over their lifetime
- Value for money:
 - Direct engagement of SMEs by government agencies can result in cost savings of 5–12%
 - These businesses are already embedded in communities and provide wraparound support
- · Barriers to address:

The biggest challenge for Māori businesses when working with government procurement is:

- Cultural safety
- Representation in procurement teams
- · Overly onerous precondition qualifications
- Bundled contracts that exclude smaller players

How do Māori businesses contribute to employment and talent development?





NEET: Not in Employment, Education or Training



A deep-dive SROI analysis of one business found that for every dollar the business spent on salaries and wages, an additional 58c of attributable value was generated for NZ, largely due to the number of people who may otherwise have remained on benefits

How Māori employers are delivering social impact

After Height had surveyed Māori businesses and found high rates of employment of those furthest from the labour market (13% of employees on average) we did a deep-dive Social Return on Investment (SROI) analysis of one Māori business. This SROI value highlights benefits that generate economic value and shows that for every \$1 invested in wages, an additional \$0.58 of social and economic benefits were generated.

These benefits included:

- · Government not paying benefits in transition to paid work
- Greater access to training opportunities and career progression, and
- · Support for overcoming personal challenges
- · Greater sense of belonging and connection.

Ultimately, these lead to enhanced whānau stability and healthy reallocating of public resources as fewer employees require welfare assistance, contributing to broader societal and economic well-being.

Māori-led businesses show distinct strengths in retaining employees previously on benefits.

Attributes include:

- Inclusive culture that embraces people "with a past"
- Strong pastoral care and mentoring as the norm
- Entry-level roles located in high-deprivation areas
- · Leaders reflect their teams visible Māori leadership and ownership

These factors result in:

- Long-term employment retention
- Reduced reliance on Jobseeker benefits (estimated \$241k lifetime cost per person)
- · Improved whānau wellbeing and intergenerational impact

I can do more for my kids"

Makes you walk taller when you've got pride"

Māori Business experience with government

Procurement, at its heart, needs to be a fair and equitable relationship between two entities. In this deep dive survey, we examined the experiences of Māori businesses when participating in procurement activities with New Zealand government agencies.

Through our detailed discussions with businesses, ten key areas have emerged for the government to focus on in order to improve the procurement process and make it more accessible and culturally safe for Māori businesses to participate.

The survey also asked Māori businesses for feedback on their experiences in participating in the government procurement process. The data provided ten key areas to make contracts more accessible for Māori businesses:

- 1 Cultural safety
- 2. Cultural capability building in procurement teams
- 3. Representation in procurement teams
- 4. Unbundling contracts
- 5. Overly onerous precondition qualifications
- **6** Simplified contracts
- 7 Verbal tenders
- 8 Identification of a key contact person
- 9 Face-to-face interaction
- 10. Feedback on tender outcomes

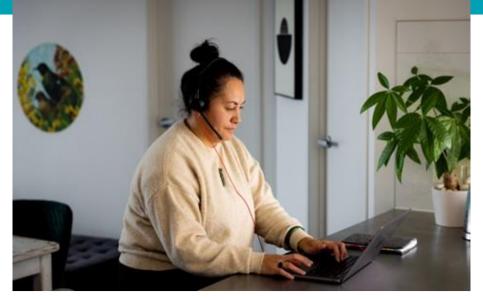


Image: Kaimahi from Wairua Pai

Māori Business Competency

We identified the following needs for these businesses:

Improving market intelligence: Almost three-quarters of Māori businesses (73%) do not have thorough and up-to-date market research information, and two-thirds (64%) do not feel they understand their target customer.

Stronger focus on sales and marketing channels: The majority of businesses do not have a digital presence (68%), and few (23%) have a functioning Customer Relationship Management (CRM) system.

Understanding and managing bids: Māori businesses often have little experience in bidding, so they don't have a bid/no bid strategy (86%), and are not managing bid opportunities in a structured way (91%).

Māori businesses are strong in **mobilisation** but would benefit from more formalised processes to track progress and budgets and seek feedback from clients in the delivery space.

This report paints a very hopeful picture: by **providing targeted support for Māori businesses** in New Zealand, we can help these businesses become more successful, which will **benefit communities in wider ways.**

The process of growing financially successful local Māori businesses is linked to Tino rangatiratanga, which can be translated as "self-determination", and "absolute sovereignty."

Entrepreneurship allows someone to move from dependence to independence, to have the ability to control one's destiny, and develop businesses that align best with personal values, Kaupapa and community needs."

> Warner Cowin | Ngāti Porou CEO and founder of Height

Wider benefits of Māori entrepreneurship

The benefits of Māori entrepreneurship and business success extend beyond the business owner themselves. Height's experience working with 120 Māori businesses has shown that Māori entrepreneurship inherently delivers economic benefits for the communities. around them.

Frequent themes from Māori businesses on Height's Capability Uplift programme include:

- Investment in training and pastoral care
- · Commitment to people who have fallen through the cracks in the system
- · Closely connected to community. mana whenua and whanau aspirations
- · Commitment to kaitiakitanga, the protection of the environment for generations to come



Image: Kat Kaiwai, Director of Tairāwhiti Contactors

The regional infrastructure investment – by the numbers

The New Zealand Government and local authorities invest significantly in capital development and infrastructure maintenance across the country. There is a clear and under-leveraged opportunity to engage Māori businesses and iwi who are already active and delivering on the ground. These businesses are well-positioned to take on roles as suppliers and subcontractors, particularly through partnerships with established contractors.

Capital works programmes provide a tangible starting point for identifying where iwi and pakihi Māori can participate. Recent regional investment data (across sectors such as education, health, and Roads of National Significance) shows billions in projected spending – and this only reflects a portion of the wider opportunity. Further expansion to include procurement pipelines from other central government agencies and local councils will present an even broader picture of upcoming work.

Key insights:

- **Capital works:** Between 60–90% of project delivery is typically subcontracted by principal contractors, creating substantial opportunities for local subcontractors across trades and services.
- Materials supply: Around 40–50% of capital works expenditure relates to materials such as aggregate, bitumen, fill, and pumice

 offering investment potential in quarries, logistics, and supply networks.
- **Maintenance contracts:** These represent a stable, long-term revenue stream. Multi-year contracts (often 8–10 years) in roads, parks, facilities, and open space management provide lower-risk pathways for business growth and capability development.

By targeting support toward these supply chains — including capability uplift, strategic partnerships, and better visibility of forward works — Māori businesses can unlock greater value from the billions being invested in infrastructure across Aotearoa.

E TALTOKEDALI

SECTOR	MIN (\$M)	MAX (\$M)	MEDIAN (\$M)
Education	7	35	21
Health	759	759	759
Road of National Significance	1100	1749	1425
Total	1866	2543	2205

WAIKATO-WAIARIK

SECTOR	MIN (\$M)	MAX (\$M)	MEDIAN (\$M)
Road of National Significance	1355	2758	2056
Total	1355	2758	2056

TE TAI HAUĀURU

SECTOR	MIN (\$M)	MAX (\$M)	MEDIAN (\$M)
Education	100	250	175
Health	1100	1100	1100
Roads of National Significance	2250	3250	2750
Grand Total	3450	4600	4025

TĀMAKI MAKAURAI

SECTOR	MIN (\$M)	MAX (\$M)	MEDIAN (\$M)
Education	158	490	324
Road of National Significance	3260	4949	4105
Total	3418	5439	4429

IKAROA-RĀWHITI

SECTOR	MIN (\$M)	MAX (\$M)	MEDIAN (\$M)
Health	1100	1100	1100
Roads of National Significance	250	999	625
Grand Total	1350	2099	1725

TE WAI POUNAMU

Grand Total	2000	2879	2440
Roads of National Significance	250	999	625
Health	1700	1700	1700
Education	50	180	115
SECTOR	MIN (\$M)	MAX (\$M)	MEDIAN (\$M)



Regional Economic Impact and Social Benefit 9



Case Studies: Regional entrepreneurship and economic benefits

The Māori business eco-system: Far North snapshot

There are many layers of positive impact generated by investing in a Māori business



Māori Economic Success with Mana



Yakas Construction was founded in 2018 by Marty Yakas (Ngāti Rēhia) and his wife Megan. It is based in Kerikeri and employs around 15 people including apprentices.

In 2021 Yakas Construction secured a contract with Kāinga Ora to build a subdivision in Kaikohe, with the support of the Capability Uplift Programme. Yakas Construction has gone on to do more Kāinga Ora work, as well as significant marae builds for iwi clients.



Wha Out Builders is one of the Māori subcontractors that Yakas Construction engaged to work on the site.

Wha Out was founded by Tawio Davis (Ngāpuhi) in 2009 and his sons are also involved in the family business. Wha Out builders also had ambitions to directly tender for Government opportunities, and they were referred to the Capability Uplift Programme.

There is a ripple effect (layers of positive impact) that happens from a significant contract, such as:

Employing other Māori businesses as subcontractors

Employing apprentices & NEETs

Fostering Mana Whenua relationships

Work experience for rangatahi

New business opportunities in public and private sector

Quality jobs and income for multiple whānau, including some previously on benefits

Māori businesses are catalysts for regional growth

The ripple effects of a single government contract can transform entire communities - from apprenticeships and new business formation to stronger iwi relationships and income stability for whānau. These businesses aren't waiting for opportunity - they're building it from the ground up.



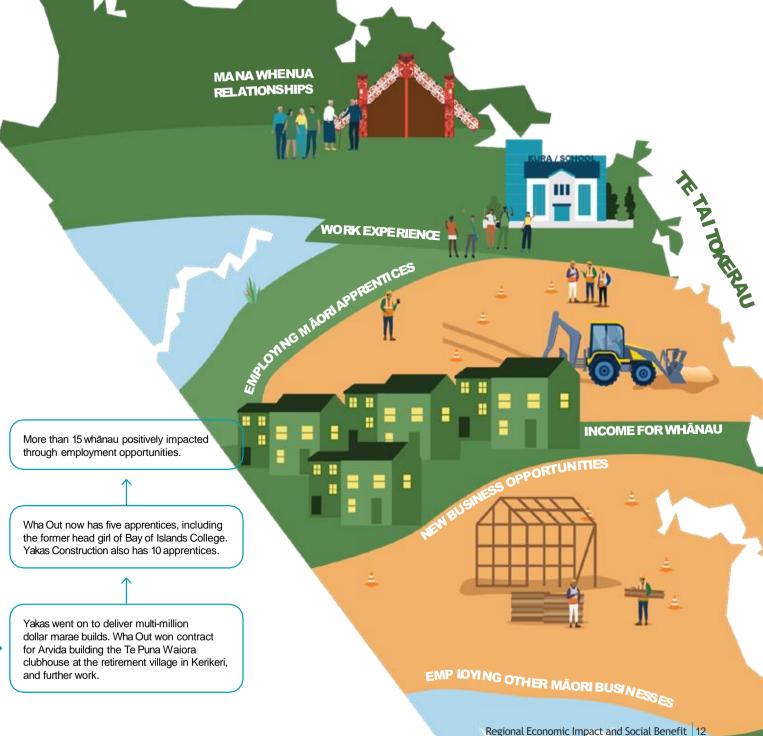
Yakas Construction developed a \$3.6 million subdivision for Kāinga Ora in Kaikohe.



Kaumatua from Ngāti Rēhia were able to bless the Construction site, knowing they were handing the site over to one of their own people to develop.

The sub-contractors on site included several Māori businesses including Wha Out Builders, owned by Tawio Davies (Ngapuhi).

Wha Out provides work experience and cadetships for students at the Bay of Islands College Trades Academy, including on the Yakas site. Wha Out invites 3-4 students per day on site (about 15 students per week).



Emergency response and recovery: East Coast snapshot

A number of businesses on the Capability Uplift Programme have led response and recovery from extreme weather damage.

Māori businesses repairing our infrastructure



Definition Surveying

Established in August 2021, by Anton Tukaki (Ngai te Rangi), David Stiven, and Daniel Muir, Definition now has eight staff working across Aotearoa. Anton is based in Tauranga, while other key staff are in Napier and the South Island. Their responsiveness and capability have made them a top choice in emergency response, while they also work across a range of commercial, residential and industrial sites for surveying services. Definition has a keen interest in offering opportunities to Māori and Pasifika peoples in the professional services area.



Tairāwhiti Contractors

Tairāwhiti Contractors, owned by Katareina Kaiwai (Ngāti Porou), has responded to severe damage to roading infrastructure through multiple weather events. Tairāwhiti Contractors has a subcontract with another Māori-owned business Blackbee Contractors to provide traffic management and road clearing for part of the Gisborne district's roading network. Kat started the firm, based in Ruatoria, in 2020 and has invested in workforce training to increase quality employment opportunities in this remote region. Tairāwhiti employs more than 20 staff, many of whom were previously on unemployment benefits. The aim is to provide local solutions to local problems.



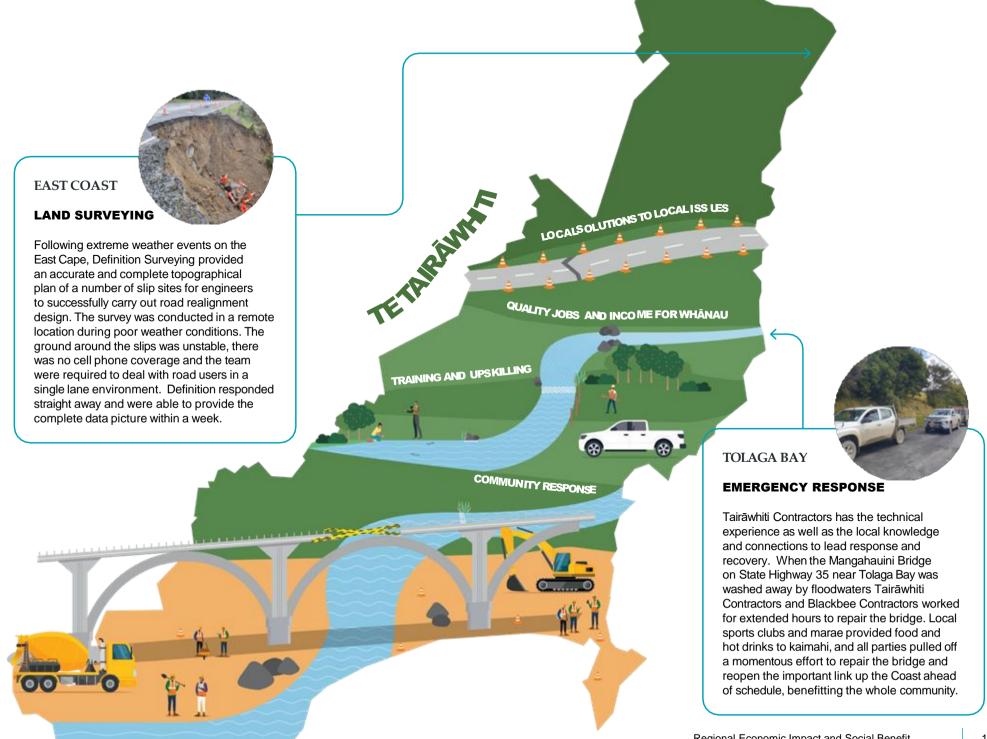
Topline Contracting

Hastings-based Taurus Taurima (Ngāti Kahungunu) started Topline Contracting in 2016. Seven years later, the company employs 50 staff and has a large fleet of high quality vehicles and machines. They provide roading and paving solutions in the commercial, residential and Government sectors, and are the preferred support contractor for several national firms working all over the Hawke's Bay. Every worker at Topline is encouraged to undertake training and upskilling. Taurus describes his proudest moment to date when 17 of his staff graduated with the Level 3 Certificate in Infrastructure Works.

Supporting Māori businesses to win and deliver contracts helps uplift the economies in these communities, as well improving the country's emergency response capability when extreme events occur.

Local knowledge, local response

Māori businesses on the East Coast are proving their value in the toughest conditions — repairing critical infrastructure after severe weather events and creating quality jobs in hard-to-reach communities. Investing in these businesses uplifts local economies and strengthens the nation's resilience.



Profile of Māori businesses

Height has worked with 120 Māori businesses over the past 4-5 years. In 2023, when we conducted our first in-depth research into these businesses, we compared their profiles to Statistics New Zealand data on all New Zealand businesses. These figures represent those 120 businesses that took part in Height's Capability Uplift programme.

At the time, a lot of the participating businesses were in the early stages of business development. They had higher staff numbers on average, which means they are in a good position to tender for work. They are concentrated in the construction, professional services, and IT industries, where there are an abundance of opportunities to win government tenders.



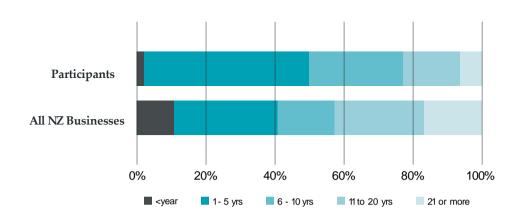
Business age

Half of the Māori businesses on the Programme started within the last five years. Compared to all New Zealand businesses, the businesses on the Programme skewed younger, with just 22% over 10 years old, compared with 43% of all businesses across the motu⁸.

Business size

Participating businesses tend to be larger than the national average. Just under a quarter (23%) have five or fewer FTE staff, while the same is true for 63% of all New Zealand businesses. The majority (59%) of the participants have 10 or more FTE employees, compared with 22% nationally.⁹

Figure 2: Age of participating businesses compared to all NZ businesses

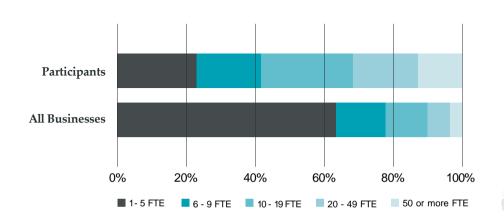


⁸ All businesses: Statistics New Zealand business demography statistics: At February 2022, Participants: New Zealand Business Number Register, n=54

⁹ All businesses: Statistics New Zealand business demography statistics: At February 2022, Participants: Height on-boarding data. n=39



Figure 3: Size of participating businesses compared to all NZ businesses





Revenue

Of the participating businesses where revenue was known, just under half (46%) report annual income of \$1.5M or more. A further 16% are between \$750,000 and \$1.5M. These income levels skew higher than the average New Zealand business, in which 14% have annual income over \$1 million, which is to be expected given that the participating businesses tend to be larger.¹⁰

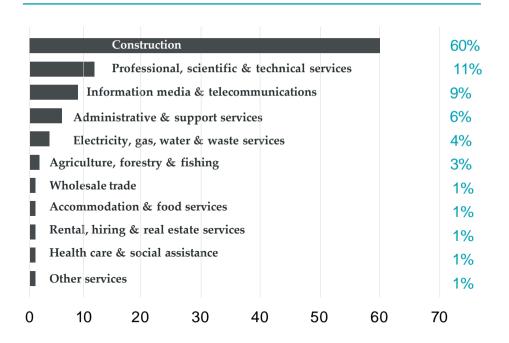
Figure 4: Annual revenue of participating businesses



Business sectors

Construction businesses make up the bulk of the sample (42 businesses, 60% of participating businesses), professional, scientific and technical services followed with eight businesses, and information media and telecommunications third with six businesses. It is worth noting the construction sector is the largest employer of Māori in New Zealand, and \$15B out of \$51B of central government spending is on construction¹¹.

Figure 5: Industry of participating businesses



¹⁰ All businesses: Statistics New Zealand business demography statistics: At February 2022, Participants: Height on-boarding data, n=37 11 Height on-boarding data, n=70

Why the Construction Sector is important to Māori

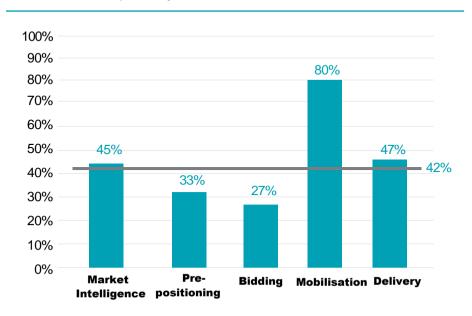
The construction sector is the single largest employer of Māori in Aotearoa, with over 45,000 Māori working across utilities, civil works, and related trades

Central and local government manage a vast portfolio of infrastructure, including schools, hospitals, transport networks, water systems, and public facilities, making construction one of the most accessible and scalable pathways for Māori employment and business participation.

With major infrastructure investment planned across the motu, this sector presents a critical opportunity to uplift regional economies. grow Māori enterprises, and create quality, long-term jobs close to home.

- Understanding and managing bids: Māori businesses often have little experience in bidding, so they don't have a bid/no bid strategy (86%), and are not managing bid opportunities in a structured way (91%).
- Māori businesses are strong in the mobilisation area, but would benefit from more formalised processes to track progress and budgets, and seek feedback from clients in the delivery space to maximise revenue and delivery outcomes.

Figure 6: Percentage of Māori businesses feeling competent in each area of the business development cycle





Deep dive: government procurement experiences

Cultural Safety

Some business owners had first-hand experience of feeling culturally unsafe during their exchanges with government buyers. Building Māori capability at all levels of government procurement teams is seen as a critical component for putting people at the heart of procurement.

We need te reo lessons for middle and upper management. Then you can give them the stories, the real stories of our history. A cultural lens is needed.

Treat Māori like they deserve to be there and with respect. In conversations where our non-Māori partner is present, the Government will focus on non-Māori partner and speak about money etc., to them and not acknowledge the Māori in the room.

The system is constructed by people who are professors, middle-aged, hetero normative white collar white men... If you want to appeal to Māori, you need to listen to us! "

Cultural capability building in procurement teams

Several business owners expressed that government procurement processes do not consider Māori cultural values and are not tailored to Māori businesses. Building cultural capability in procurement teams must reach beyond te reo, including tikanga, and training on the unconscious biases that can influence decisions.



We need te reo lessons for middle and upper management. Then you can give them the stories, the real stories of our history. A cultural lens is needed. We need more Māori in these spaces.

Government appears to still be catching up to te ao Māori values. There is more work to be done by the Government."

Representation in procurement teams

The lack of representation in procurement teams was a repeated concern with the businesses we spoke with. Addressing the representation issues will have flow on effects for cultural safety for Māori suppliers, as well as building the cultural capability in the procurement teams.



There is unconscious bias - procurement is 'too white'. Social procurement itself even needs to be driven differently – needs more diversity. Drivers, top leaders (central government) need to have this diversity. Otherwise, it's tokenism only.

Procurement needs to include Māori – a human face we can trust. We don't identify with the t's crossed and i's dotted.'

Unbundling contracts

A crucial aspect to engaging more Māori suppliers is tailoring work packages to better match the capabilities of the targeted businesses.



When tenders are released, they tend to cover multiple disciplines, which excludes smaller businesses that only offer one discipline.

The whole tender process is designed for bigger companies - I would not have been able to do it without Height.

They should engage with all businesses, despite the size! Not just the big contractors."

Overly onerous precondition qualifications

Complex processes, and overly onerous preconditions are time-consuming and present a considerable barrier to entry for smaller and less experienced businesses. The procurement process needs to be simplified, with more guidance provided to help Māori businesses navigate it successfully.



The whole tender process is designed for bigger companies - I would not have been able to do it without Height.

With all due respect, they have the right things to do, but they make it hard for smaller businesses to input. Red tape is unbelievable!"

Simplified contracts

Many of the Māori businesses struggle with the contracting process, as they lack either the time, resources, or in-house capability to deal with it. The language used in contracts and tenders needs to be simplified, documents must be accurate and fit for purpose, with more upskilling opportunities provided for Māori businesses.



Clauses in contracts sometimes contradict each other. Or there are clauses that blatantly don't apply to a particular project and aren't relevant. My assumption is that contracts are being recycled project to project without ensuring they are applicable to the project. Ironing these out can be time-consuming.

We need education around contracts for Māori...We don't see law and contracts - it's a western principle."

Image: Kaimahi from Wairua Pai



Verbal tenders

Verbal tenders provide a procurement method that is often more culturally appropriate and accessible for Māori businesses. It ensures that capable suppliers of specific goods and services are not missing out on government contracts due to a lack of skill or experience in preparing tender documentation

As Māori business we see the paperwork, we just think it's obsolete for us. We're hands on!

There's a gap between NZ government procurement and the way Māori businesses sell their services.

For a young company that is just starting out, understanding the tender process can be very difficult, daunting, intimidating. There should be an easier way to guide people through the process."

Identification of a key contact person

Having the right connections was highlighted by many of the businesses as either the key to their success, or conversely, one of the main barriers they encountered. One of the most frequently suggested ways to enhance the experience for Māori businesses was to have a designated point of contact throughout the procurement process.



As a Māori business, gaining access to the right people rather than navigating the hierarchies to get to the right person would be an ideal way to 90...Through the networking. I can now skip all that noise, but without my position I wouldn't even try, it's too hierarchical.

Getting hold of the right person is hard. There are no phone numbers. Even asking another agency for who to contact at a different agency isn't successful. No one seems to know who the right contact person would be "

Face-to-face interaction

Face-to-face meetings and phone calls are seen as more culturally appropriate ways to conduct business. The focus should be on building trusted relationships, which is fundamental in Māori culture.



The system itself is based on writing, monetary value of your company, it's not based on your history, face to face meeting. Exchange in cultural space barely exists.

We don't like sitting in front of their computers – unless we have someone in admin. We are all very hands on. Got to get on the phone and do it in person."

Feedback on tender outcomes

Businesses face pressure from changing requirements and delays in receiving feedback. Clear and open lines of communication are seen as crucial, both in terms of upcoming work and during/after the tender process. While some businesses were grateful for the feedback they received, others were frustrated by delays or a complete lack of feedback.

There was also a call for the government to ensure stronger accountability for main contractors to deliver on promised outcomes. including their commitments to use Māori businesses.

Rarely will government agencies sit down with you and tell you why you were unsuccessful. This feedback process should happen every time and would confirm that they've looked at the proposal.

There is a lack of accountability afterwards to actually follow through on the promises made. There should be reporting requirements and performance should have a bearing on their next tender/evaluation."



Image: Kaimahi from Tairāwhiti Contractors (Ruatoria)

Appendices

The Small Print

Data and Limitations

The research for this report was conducted in 2023 and 2024. When we conducted our surveys, many businesses had either not yet engaged with government agencies or completed any tenders.

While all efforts have been made to avoid sampling bias, the results of the deep dive survey may be subject to non-response bias, i.e. the characteristics and experiences of the businesses that responded may differ from those that opted not to take part. Therefore, Care should be taken when interpreting the data, particularly when making assumptions about a wider population.

Data has been collected for all businesses participating in the Capability Uplift Programme where possible; however, there are some gaps in the available information where information is either not publicly available or businesses are not willing to share the relevant details.

Desktop Research

Data for the programme participants has been drawn from a number of sources including Height onboarding interviews and customer records, and publicly available information from the NZBN Register.

Deep Dive Interviews

We conducted in-depth interviews to provide a more detailed understanding of Māori businesses and their experiences of engaging with government agencies.

We invited 37 businesses to take part in an in-depth interview and 20 businesses completed the interview.

The interviews were conducted in March and April 2023 and took approximately 30-45 minutes each.

About Height

Height Project Management is an award-winning consultancy founded by Liz Cowin and Warner Cowin (Ngāti Porou) in 2013. It meets the demand for independent expertise to bid for and deliver projects.

Today, Height supports government agencies and businesses, large and small, and indigenous-owned, in procurement, tendering, contracts, and delivery in Australia and Aotearoa.

We draw on the principles of manaakitanga, kaitiakitanga and mātauranga, where our relationships to each other, the land we share and the work we're co-creating are built on respect, integrity and Māori knowledge.

Our talented team of 30+ experts delivers the deep industry experience and creative flair needed to tackle business growth and society's biggest issues.



Social and Sustainable Outcomes - core team



Warner Cowin (Ngāti Porou), CEO & Founder



Claire McCarthy, Sustainable Outcomes Lead



Beaufa Brown (Te Rarawa | Ngāti Whātua o Kaipara | Ngāti Paoa), Capability Uplift Programme Manager



Keith Gell (Ngāti Kahungunu), Project Manager



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- · Kel McBeath, COO
- · Brad Rossi (Te Arawa), Project Manager
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- · Melanie Llewelyn, Senior Bid Writer

- · Venla Autio, Senior Bid Writer
- · Steve Martin, Senior Bid Writer
- And many more in the Height whānau!

