



## **COVERSHEET**

Minister	Hon Stuart Nash	Portfolio	Economic Regional Development
Title of Cabinet paper	Enabling the Transfer of Three MBIE Skills and Employment Initiatives to MSD for July 2021	Date to be published	15 July 2021

List of documents that have been proactively released					
Date	Title	Author			
June 2021	Enabling the Transfer of Three MBIE Skills and Employment Initiatives to MSD for July 2021	Office of Minister for Economic Regional Development			
2 June 2021	Enabling the Transfer of Three MBIE Skills and Employment Initiatives to MSD: SWC-21-MIN-0079	Cabinet Office			

#### Information redacted

YES / NO (please select)

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#### In Confidence

Office of the Minister for Social Development and Employment

Chair, Cabinet Social Wellbeing Committee

# ENABLING THE TRANSFER OF THREE MBIE SKILLS AND EMPLOYMENT INITIATIVES TO MSD FOR JULY 2021

## **Proposal**

This paper seeks approval to transfer the functions, funding and accountabilities of He Poutama Rangatahi, Māori Trades and Training Fund and Jobs and Skills Hubs, from the Ministry of Business, Innovation and Employment (MBIE) to the Ministry of Social Development (MSD) to ensure they are able to be operational from 1 July 2021.

## Relation to government priorities

Skills and employment programmes, including those outlined in this paper, have an important role in supporting the Government's drive towards a more sustainable, inclusive and productive future for New Zealanders, and will help to support the COVID-19 recovery through the upskilling, retraining and redeployment of people. The transfer of programmes to MSD will support a coordinated delivery of employment and work-readiness programmes and support the Labour Party Election Manifesto commitment to "support people into work and helps them train or upskill for work."

## **Executive Summary**

- In late 2020, in my new role as the Minister for Social Development and Employment, I asked officials to provide me with advice on the alignment of services and programmes within my delegations delivered by MBIE and MSD and identify any opportunities to consolidate service delivery. This was in line with ministerial expectations, set at the Education, Employment and Training (EET) Ministerial Group, for a more joined-up approach across government to ensure there is no duplication and overlap of services.
- In December 2020, I agreed to transfer three MBIE administered skills and employment initiatives and their functions (He Poutama Rangatahi (HPR), the Māori Trades and Training Fund (MTTF), and Jobs and Skills Hubs) to MSD.
- I consider the transfer of these programmes to MSD will consolidate service delivery, improve clarity for providers, employers and clients on how to access work-readiness and employment supports. I also consider the provision of employment services to be a clear fit with MSD's core functions and purpose; these programmes will strengthen and expand the links to MSD's wider services and supports.

- The three transferring skills and employment programmes will continue to provide flexible funding mechanisms that respond to community, employer and industry needs. The programme areas of focus aim to ensure that the New Zealand population has the skills needed to access and maintain productive employment and the groups facing more barriers to accessing employment are supported.
- It is my intention through this transition that there is limited impact on staff, stakeholders and service delivery. To support these aims and ensure a smooth transition of these programmes to MSD, agencies have confirmed:
  - 7.1 All MBIE staff currently employed to deliver programmes are being offered a transfer to MSD on no less favourable terms and conditions, recognising the integral role the current teams' capability has on delivery;
  - 7.2 A detailed integration and implementation plan to support the operational delivery of this transfer and to ensure service delivery is minimally impacted; and
  - 7.3 Maintaining trust and confidence of key stakeholders, particularly Māori and iwi, and delivery providers through this transition is critical and all contractual arrangements and approvals will be honoured.
- This paper seeks approval for the transfer of functions, funding and accountabilities from MBIE to ensure that HPR, MTTF and the Jobs and Skills Hubs, are able to be operational at MSD from July 2021.

## **Background**

- 9 MSD delivers employment services across New Zealand to clients and those at risk of negative labour market outcomes, in partnership with employers and industry. This is done through its 130 service centres and contact centres across the country.
- Services include employment brokerage, job matching, training and skills development, labour market partnerships and support. They are delivered through a range of employment products and services by regional staff and centralised labour market teams. MSD is the primary provider of government employment services.
- MBIE has a diverse range of policy and service delivery responsibilities, with a significant influence on the economic success of New Zealand and the broader economic, social and environmental wellbeing of our people.
- MBIE's role in employment is broad and it provides advice on the labour market and support through initiatives designed to foster positive labour market outcomes, with a focus on the demand-side measures. MBIE partners with other agencies to deliver advice and services, and promote coherence across the portfolios that have an interest in, and influence on, the labour market. MBIE also provides evidence and insights about the labour market,

- employment conditions, workplace relations, and migration trends and conditions.
- MBIE currently delivers a number of work—readiness and skills and employment initiatives that are designed to promote better labour market planning and skills matching of labour supply to demand. It also delivers activation programmes for community-driven initiatives targeted at rangatahi and Māori such as, HPR and MTTF.
- The three transferring programmes are currently administered by the Provincial Development Unit (PDU) within MBIE. This was in recognition that improving regional outcomes includes lifting the skills and capability of local people. Investing in work-readiness, as well as enhancing the skills of local people and matching them to the needs of local jobs, supports businesses and employers to access the workforce they need.
- There has been ongoing work through the EET Ministerial Group to monitor skills and employment initiatives to increase coordination across government, reduce duplication and overlap of services and ensure value for money. There will be ongoing reporting on these initiatives through the EET groups.

## Decision to transfer three programmes

- In December 2020 I agreed as the Minister of Social Development and Employment to transfer three MBIE-led initiatives and their functions (HPR, MTTF, and Jobs and Skills Hubs) to MSD. I envisage the alignment of programmes within my delegations will consolidate service delivery, improve clarity for providers, employers and clients on how to access work-readiness and employment supports and services, and will support the alignment of reporting requirements.
- 17 I consider that moving the delivery of these programmes to MSD will strengthen the links to MSD's wider services and supports, expand their current offerings and create collaborative gains as the transferring programmes are complementary to other MSD programmes.
- There is a continued role for government in providing flexible funding mechanisms that respond to community, employer and industry needs. HPR, MTTF and Jobs and Skills Hubs will continue to be delivered in a way that honours the intent of the programmes and to their intended cohorts.
- However, to ensure there are ongoing linkages between skills and employment investment to the wider economic development portfolio, I have been invited to be part of the Regional Economic Development Ministers group. This will enable me to bring a labour market perspective to the economic development portfolio and provide direct advice into investments made through the Regional Strategic Partnership Fund.
- There will continue to be a range of players in the labour supply and training eco-system across government and these agencies will have an enduring presence in supporting New Zealanders with employment and skills

development. I expect when these three programmes transfer to MSD, there will be a continued relationship with the key agencies<sup>1</sup> to ensure a joined-up approach to skills and training offerings with continued linkages to economic development ambitions.

- Officials reported back to me in March 2021 with an update and a proposed approach, where all programme, functions and accountabilities transition on an agreed date, likely to be 1 July 2021, which I endorsed. I expect a final report back from officials in outlining the integration of the three programmes at MSD.
- The transition of programmes from MBIE to MSD requires transfers to occur for functions, funding, accountability, contracting arrangements, and personnel. These changes require formal authorisation in line with the requirements of the Public Finance Act 1989. This paper seeks Cabinet agreement to enable this. The timing of the transfer required consultation to occur in May 2021. Staff consultation on the proposed new structure at MSD started on 10 May 2021 and concluded on 31 May 2021. Any Cabinet decisions will be communicated to staff following Cabinet consideration in June 2021.

## Transition and implementation of programmes to MSD

A transition in July 2021 has allowed agencies time to develop a detailed implementation plan and work through the operational requirements of each programme thoroughly to support a seamless transition and provide staff with a clear transition point. The timing provides a natural point between financial years making the transfer of funding and monitoring of performance measures as simple as possible.

## Allocation of capability to support the three transferring functions

The Public Service Act 2020 contains provisions for the transfer of employees between departments. There are certain requirements that must be satisfied for the provisions to apply. Once satisfied, the MBIE employees delivering the three programmes will be able to be transferred to MSD.

<sup>&</sup>lt;sup>1</sup>MBIE and MSD currently work with agencies who have a strong interest or hold responsibility for the education and skills systems including: the Ministry of Education (MoE), Tertiary Education Commission (TEC), Te Puni Kokiri (TPK), and Ministry for Pacific Peoples (MPP).

The allocation of established positions in line with the functions is as follows:

Function	Positions
He Poutama Rangatahi	Comme
Māori Trades and Training Fund	Com
Jobs and Skills Hubs (Currently based in	Comme
Glenfield, City Centre and Manukau)	_
Total	Comme

- All of the staff whose positions are transferring have been assured that their employment is secure. MSD has confirmed that all contractual terms and conditions of all transitioning staff will be maintained. The current capability is necessary to deliver the programmes' strategic objectives. Agencies are supporting staff integration and facilitating the establishment of new relationships prior to staff transfer into MSD.
- 27 Following Cabinet decisions on the mechanics underpinning the transfer, a joint decision document will be released to transitioning staff alongside a formal invitation to accept the transfer.
- The PDU regional teams, within MBIE, provide some of the operational delivery support for the administration for HPR and MTTF including on-the-ground relationship management support and sourcing of the proposals.
- I am mindful of the impact organisational change can have on staff and on service delivery. In the short term, initially up to six months, I propose to continue to utilise the PDU regional staff. By keeping this arrangement in place providers will experience seamless delivery as the current relationships will remain the same. During this time agencies will make decisions about future arrangements.

Administration of He Poutama Rangatahi – Treatment of associated funding, contracts and proposals

- 30 HPR was first funded in 2017 as a pilot initiative and later through the Provincial Growth Fund (PGF). Funding from the PGF followed decisions taken by Cabinet in 2018 where a key principle of the PGF investment determined that investments should support local people into jobs by addressing their specific work-readiness needs. This recognised the need to match work-readiness, training and skills development to jobs being created by PGF and other investments.
- There are PGF funded HPR active contracts with a total value of . These contracts will be transferred to MSD to be managed.

  Accordingly, there will be ongoing performance reporting requirements to the Minister of Economic and Regional Development for the life of these contracts.
- Ongoing HPR funding was secured through Budget 2020 as part of the COVID-19 Response and Recovery Fund (CRRF) Foundational Package for annual ongoing funding of \$34.500 million (including departmental funding of

\$ \_\_\_\_\_\_, to support HPR to move to a sustained footing in the regions and accelerate its establishment into urban areas. HPR is also a key part of the Government's plan to manage the labour market impacts of COVID-19, as young people are expected to be among the hardest-hit by the resulting recession. CRRF funded HPR active contracts with a total value There are currently . These contracts will be transferred to MSD to be managed. Commercial Information I am satisfied HPR is targeting the intended cohorts effectively – this is reflected in the excellent results achieved throughout the pilot phase. I am expecting an evaluation to be completed by comment for the HPR programme. I propose that the intent of the programme and agency managed approval process will remain the same, with any significant refinements agreed by me as the Minister of Social Development and Employment. Administration of Māori Trades and Training Fund – Treatment of associated funding, contracts and proposals In Budget 2020, as part of the CRRF Package, funding of \$50.000 million over two years was allocated for a Māori Apprenticeships Fund. There are MTTF contracts active with a total value of \$\_\_\_\_\_\_ These contracts will be transferred to MSD to be managed. Commercial Information

- 39 Cabinet approved initial policy settings and criteria for MTTF; this included outlining the administration of the programme within MBIE. The paper also authorised the Minister of Employment to make changes to the design if a later re-test proved necessary to do so [SWC-20-MIN-0092 refers]. The criteria was refined, in line with the policy intent of the Fund in September 2020.
- 40 It is important to me that the Minister for Māori Crown Relations: Te Arawhiti will continue to have joint responsibility to approve applications to MTTF. I envisage this programme will also continue to be assisted by Te Arawhiti and Te Puni Kōkiri (TPK) in supporting meaningful engagement with applicants

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- working with prospective applicants to develop appropriate proposals, and advising in the assessment of applications.
- I am satisfied the current criteria for MTTF is fit for purpose. As such, I propose that the current programme design, including joint Ministerial decision-making with the Minister for Māori Crown Relations: Te Arawhiti, will remain the same.

Administration of Jobs and Skills Hubs – Treatment of associated funding, and property and facilities

- In Budget 2020, as part of the CRRF package, annual on-going funding of \$6.750 million was approved for three existing Jobs and Skills Hubs in Auckland that were agreed as part of the Construction Skills Action Plan [DEV-18-MIN-0187 refers], the establishment of three additional Hubs and a national supporting structure. The Hubs play a facilitative role with employers involved, for instance, in key construction and infrastructure projects in specific locations to enable fast paced jobs brokerage and training across a range of job levels to source workers from the local workforce.
- This funding was approved as a direct result of COVID-19 given the expected shifts in the industry and jobs mix, and changes in skills demanded, both within and between sectors. It is expected to see greater demand for services from the construction sector from existing hubs, and greater demand for hubs in other locations.
- The alignment between Jobs and Skills Hubs and MSD employment services was considered by EET in July 2020. The group agreed to consider consolidating some functions of Hubs with MSD employment services, where feasible. The group also agreed that EET Ministers would approve the establishment of any new Hubs.
- The leases for the current Jobs and Skills Hubs will be assigned to MSD and will continue to operate in same facilities for the life of the leases. These Hubs will need to meet the security requirements of MSD and will form part of the MSD work programme 'Service Centres of the Future'.

## A Memorandum of Understanding between MSD and MBIE

A Memorandum of Understanding will be used to support the transition. This will include technology and data sharing actions; the interim arrangements of MBIE regional staff; staff access to fleet vehicles; property; as well as any other matters that may arise.

## **Financial Implications**

As a result of the transition, costs have been incurred by agencies in relation to the teams delivering the transition; property fit out for health, safety and security requirements; and data requirements. These one-off costs incurred as part of the transition have been met by agencies from baselines.

- To ensure MSD has access to the funding required for 1 July 2021, this paper seeks approval for the fiscally neutral transfer of funding received in Budget 2020 from CRRF in relation to these programmes, from Vote Labour Market to Vote Social Development.
- This paper seeks approval of new categories within the existing multi-category appropriation "Improved Employment and Social Outcomes Support" that are required to be established in Vote Social Development to enable these transfers.
- An in-principle expense transfer request has been made by MBIE for the funding associated with these programmes that has not been spent in FY21 to be carried forward to FY22, for up to \$54.100 million. This request is due to the approved and contracted projects for HPR which are partially paid; to roll over the time limited funding for MTTF; and Jobs and Skills Hubs to set up three new hubs and unfilled vacancies. This includes PGF funding in relation to specific contracts.
- This paper seeks Cabinet approval for these funds to be confirmed directly into Vote Social Development.
- In the March Baseline Update 2021, the Minister of Finance approved the extension of the expiry date of the He Poutama Rangatahi tagged capital contingency of \$0.400 million until 30 June 2022. This tagged contingency was established through the first funding round for the CRRF [CAB-20-MIN-0219.04 refers]. The extension will allow officials to put forward a proposal for a "robust reporting tool" to make use of this contingency, as originally intended.
- A transfer of existing departmental assets and liabilities from MBIE to MSD is required for specific assets and liabilities (including employee related provisions and leasehold improvements).
- Any subsequent changes or adjustments will be made through the normal baseline update process.

#### **Legislative Implications**

There are no legislative implications from this paper.

## **Impact Analysis**

## **Regulatory Impact Statement**

A Regulatory Impact Assessment is not required for this paper.

## **Climate Implications of Policy Assessment**

57 There are no Climate Implications as a result of this paper.

## **Population Implications**

- A key focus for these programmes has been on the barriers certain population groups including women, Māori, Pacific Peoples, disabled people, rangatahi and ethnic communities face to effective participation in the labour market. These programmes will continue to deliver to their intended cohorts that is consistent with the intent of these programmes.
- At the EET Ministers meeting in February 2021, the Minister for Māori Development and I discussed that TPK will be monitoring the impacts for Māori in EET, and specifically with employment programmes that support Māori. TPK officials are currently engaging with MSD and MBIE via EET mechanisms to validate a proposed monitoring approach that tracks the effectiveness of EET programmes for Māori.

## **Human Rights**

There are no direct human rights implications arising from the proposals in this paper.

#### Consultation

Te Puni Kōkiri, Te Arawhiti: Māori-Crown Relations, Ministry of Education, Tertiary Education Commission, Department of Prime Minister and Cabinet, Public Service Commission, Treasury, and Ministry of Pacific Peoples have been consulted in the development of this paper.

#### **Communications**

All three programmes transferring have extensive community and industry involvement. A comprehensive engagement process is underway to ensure treaty partners, providers and stakeholders are informed of the transition. Stakeholder communications are critical to maintain trust and confidence and support a seamless transition.

## **Proactive Release**

In line with proactive release guidelines, I propose to release this paper within 30 days of decision being made by Cabinet.

## Recommendations

The Minister for Social Development and Employment recommends that the Committee:

- note on 7 December 2020 I agreed to transfer He Poutama Rangatahi (HPR), the Māori Trades and Training Fund (MTTF), and the Jobs and Skills Hubs, from the Ministry of Business, Innovation and Employment (MBIE) to the Ministry of Social Development (MSD).
- 2 **note** the transfer of HPR, MTTF, and Jobs and Skills Hubs from MBIE to MSD requires transfers of functions, funding, accountability, contracting

- arrangements, and personnel. These changes require formal authorisation in line with the requirements of the Public Finance Act 1989.
- 3 note this paper seeks Cabinet approval to transfer the functions, funding and accountabilities of HPR, MTTF, and Jobs and Skills Hubs from MBIE to MSD from 1 July 2021.
- 4 **note** the provision of employment related services is a clear fit with MSD's core functions and the three transitioning programmes will expand and are complementary to current offerings at MSD.
- note the transition of the three programmes will consolidate service delivery, improve clarity for providers, employers and clients on how to access work-readiness and employment supports and services, and will support the alignment of reporting requirements.
- note HPR, MTTF and Jobs and Skills Hubs will continue to be delivered with no change to their overall intent or function and the positions administering these programmes will be invited to transfer to MSD from MBIE.
- 7 agree the transfer of the functions, funding and accountabilities of HPR, MTTF, and Jobs and Skills Hubs to MSD, in line with my decision as Minster for Social Development and Employment as described in recommendation one above.
- 8 **note** that Cabinet agreed that MTTF programme would be administered by MBIE as per SWC-20-MIN-0092.
- 9 note from 1 July 2021 the functions, funding and accountability for HPR, MTTF and Jobs and Skills Hubs will be administered by MSD.
- note the Minister for Economic and Regional Development has an ongoing interest in HPR, where programmes receive PGF funds, and will be provided with regular progress and performance updates.
- 11 **note** MBIE, through the PDU regional teams, will have an interim role initially for up to six months to support the delivery of HPR and MTTF in the regions.
- note that an evaluation of a HPR is due to be completed by someonic and Employment, Economic and Regional Development, and any other relevant Ministers identified as part of the evaluation process.
- note the Minister for Māori Crown Relations: Te Arawhiti will have an ongoing role in the approval of applications from the MTTF.
- 14 note Te Arawhiti will have an ongoing role to support MSD in the implementation of the MTTF by facilitating engagement with Māori entities, working with prospective applicants to develop appropriate proposals, and advising in the assessment of applications.

agree to add the following categories to the multi-category appropriation "Improved Employment and Social Outcomes Support" in Vote Social Development:

Title	Туре	Scope
He Poutama Rangatahi	Non-Departmental Output Expenses	This category is limited to supporting training and employment programmes for young people not in education, employment or training and at risk of poor labour market outcomes in the long-term
Māori Trades and Training Programmes	Non-Departmental Output Expenses	This category is limited to expenses incurred on programmes that support Māori through Trades and Training
Jobs and Skills Hubs	Departmental Output Expenses	This category is limited to expenses incurred in establishing, operating and administrating jobs and skills hubs to work with employers to facilitate job brokerage and training

note Cabinet approval is required for any transfers into, or out of, the new categories created in recommendation 15 in the Improved Employment and Social Outcomes Support MCA.

approve the following fiscally neutral changes to categories to provide for the transfer of programmes in recommendation 7, with no impact on the operating balance and/or net core Crown debt:

	\$m - increase/(decrease)				
	2021/22	2022/23	2023/24	2024/25	2025/26 & Outyears
Vote Labour Market					
Minister of Employment Departmental Output Expenses: Employment – Employment Sector Analysis and Facilitation (funded by revenue Crown)	(6.750)	(6.750)	(6.750)	(6.750)	(6.750)
Employment – Administration of the He Poutama Rangatahi Programme (funded by revenue Crown)	Commercial Informa	Commercial Informa	Commercial Informa	Commercial Informa	Commercial Informa
Employment – Administration of the Māori Trades and Training Fund (funded by revenue Crown)	(0.660)	-	-	-	-
Non-Departmental Other Expenses: Employment – He Poutama Rangatahi	(33.000)	(33.000)	(33.000)	(33.000)	(33.000)
Non-Departmental Output Expenses: Employment – Māori Trades and Training Programmes	(19.340)	-	-	-	-

Vote Social Development					
Minister for Social Development and Employment Departmental Output Expenses: Data, Analytics and Evidence Services (funded by revenue Crown)	0.500	0.500	0.500	0.500	0.500
Multi-Category Expenses and Capital Expenditure: Improved Employment and Social Outcomes Support (MCA) Departmental Output					
Expenses:					
Improving Employment Outcomes	0.660	-	-	-	-
(funded by revenue Crown) Improving Work Readiness Outcomes	1.500	1.500	1.500	1.500	1.500
(funded by revenue Crown) Jobs and Skills Hubs (funded by revenue Crown)	6.250	6.250	6.250	6.250	6.250
Non-Departmental Output					
Expenses: Employment – He Poutama Rangatahi	33.000	33.000	33.000	33.000	33.000
Employment – Māori Trades and Training Programmes	19.340	-	-	-	-
Total Operating	-	-	-	-	-

agree to the transfer of cash and non-cash assets and liabilities from MBIE to MSD in relation to employee related provisions and leasehold improvements.

approve the following changes to cash and non-cash capital injections and withdrawals to give effect to recommendation 18 above, with no impact on net core Crown debt:

	\$m - increase/(decrease)				
	2021/22	2022/23	2023/24	2024/25	2025/26 & Outyears
Vote Labour Market					
Minister of Employment Departmental Output Expenses: Ministry of Business Innovation and Employment Capital injection – non cash Capital withdrawal – cash Capital withdrawal – non cash	0.130 (0.130) (0.102)	- - -	- - -	- - - -	- - -
Vote Social Development					
Minister for Social Development and Employment Ministry of Social Development Capital withdrawal – non cash Capital injection – cash	(0.130) 0.130	- -	-	-	-
Capital Injection – non cash	0.102	-	-	-	-
Total Capital	-	-	-	-	-

- agree that the proposed changes to appropriations and departmental capital injections and capital withdrawals in recommendations 17 and 19 for 2021/22 above be included in the 2021/22 Supplementary Estimates and that, in the interim, the increase be met from Imprest Supply.
- 21 **note** further capital injections and withdrawals may be required between MBIE and MSD for specific assets and liabilities (including for employee-related provisions and leasehold improvements) as at 30 June 2021.
- authorise the Minister of Finance and the responsible Ministers for the relevant departments to approve capital withdrawals and injections as described in recommendation 21 above.

- note in the March Baseline Update 2021, the Minister of Finance approved the extension of the expiry date of the He Poutama Rangatahi tagged capital contingency of \$0.400 million until 30 June 2022.
- 24 **note** that an in-principle expense transfer request has been made by MBIE for the funding associated with these programmes that has not been spent in FY21 to be carried forward to FY22, for up to \$54.100 million.
- authorise the Minister of Finance and the Minister for Social Development and Employment to confirm any in-principle expense transfers as described in recommendation 24 above into the relevant successor appropriations in Vote Social Development for 2021/22 and/or outyears, once the audited 2020/21 year-end figures are available.
- authorise the Minister of Finance and the relevant appropriation Minister to approve any changes to appropriations, including transfers across Votes as necessary of any unspent balances, following completion of the 2020/21 audited financial statements of the Ministry of Business, Innovation and Employment, with no impact on the operating balance and/or net core Crown debt across the forecast period.
- 27 **note** MBIE and MSD will report back to me as the Minister for Social Development and Employment by integration at MSD.

Authorised for lodgement

Hon Carmel Sepuloni

Minister for Social Development and Employment