



## Proactive Release

The following documents have been proactively released by the Department of the Prime Minister and Cabinet (DPMC) on behalf of (Hon Grant Robertson), Minister of Finance:

**Proactive Release: Implementation Unit: Review of the Implementation Unit, Work Programme to 31 December 2023 and Progress Report on Assignments as at 20 June 2023**

The following documents have been included in this release:

**Title of paper:** Implementation Unit: Review of the Implementation Unit, Work Programme to 31 December 2023 and Progress Report on Assignments as at 20 June 2023

**Title of Appendix A:** Review of the Implementation Unit (February 2023)

**Title of Appendix B:** Rapid Assessment Follow up from the Year Three Stocktake of the Budget 2019 Mental Health and Addiction Package

**Title of Appendix C:** Second Stocktake of the Carbon Neutral Programme

**Title of Appendix D:** Stocktake of the Suicide Prevention Action Plan 2019-2024

**Title of Appendix E:** Implementation Unit's Quarterly Tracker of Assignments

**Title of Summary:** Implementation Unit: Review of the Implementation Unit, Work Programme to 31 December 2023 (CPC-23-SUB-0012 refers)

**Title of Minute:** Implementation Unit: Review of the Implementation Unit, Work Programme to 31 December 2023 (CPC-23-MIN-0012 refers)

**Title of Minute:** Implementation Unit: Review of the Implementation Unit, Work Programme to 31 December 2023 (CAB-23-MIN-0255 refers)

Some parts of this information release would not be appropriate to release and, if requested, would be withheld under the Official Information Act 1982 (the Act). Where this is the case, the relevant section of the Act that would apply has been identified. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

### Key to redaction codes:

- section 9(2)(a), to protect the privacy of individuals;
- section 9(2)(f)(iv), to maintain the confidentiality of advice tendered by or to Ministers and officials;
- section 9(2)(g)(i), to maintain the effective conduct of public affairs through the free and frank expression of opinion.

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Office of the Minister Hon Grant Robertson  
**Minister of Finance**

Chair, Cabinet Priorities Committee

**Implementation Unit: Review of the Implementation Unit, Work Programme to 31 December 2023 and Progress Report on Assignments as at 20 June 2023.**

**Proposal**

- 1 This paper is an update on the independent Review of the Implementation Unit (the Unit).
- 2 This paper seeks confirmation of the Implementation Unit's work programme for July to December 2023.
- 3 This paper also provides an update on the Unit's progress against the 2023 work programme through to 20 June 2023.

**Executive Summary**

- 4 A Review of the Unit was completed at the end of February 2023. The Review found that the Unit is achieving its purpose and is adding value to the public sector. Recommendations were made to maintain the Unit's effectiveness.
- 5 I propose six assignments for the Unit's work programme in the second half of 2023. These are Ngā Tini Whetū, Whaikaha establishment, New Zealand Defence Force (NDZF) workforce, Pharmac's implementation of the 2022 Pharmac Review, Health performance monitoring, and Education Attendance and Engagement Actions.
- 6 The Unit has recently completed three reports that are attached for the Committee's consideration. These are the *Rapid Assessment Follow up of the Budget 2019 Mental Health and Addiction Package ('the Budget 2019 Package')*, the *Second Stocktake of the Carbon Neutral Government Programme (CNGP)* and the *Stocktake of the Suicide Prevention Action Plan*.

**Background**

- 7 In October 2022, the Implementation Unit Governance Group (Governance Group) commissioned an independent review (the Review) of the Unit.
- 8 Budget 2023 provides \$3.908 million in funding to support the Unit to continue for a further two years to drive delivery and help to identify issues and potential solutions early for priority government programmes and projects.
- 9 On 6 December 2022, the Cabinet Priorities Committee (CPC) [CAB-22-MIN-0563]:

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- a. **noted** that the Unit will undertake follow on work across the following programmes: *Emergency Housing; Health Reforms; Suicide Prevention Action Plan 2019-2024 (the Action Plan); the 2019 Budget Mental Health and Addiction Package (the 2019 Budget Package); Immigration Rebalance*
- b. **agreed** the following new assignments: *Public Housing Register; Carbon Neutral Government Programme (CNGP); Te Pūkenga*.
- c. Follow-on work across *Agricultural Emissions Pricing Scheme* and *Three Waters Reforms* was paused while the initiatives were under active consideration.

### Review of the Implementation Unit

- 10 The Review was completed at the end of February 2023. A copy of the Review report is in Appendix A.
- 11 The Review found that the Unit is achieving its purpose and is adding value to the Responsible Minister and senior ministers, and central agencies and agencies leading programmes reviewed by the Unit.
- 12 The Review found that as a result of the work of the Unit, the Responsible Minister and senior ministers are better informed on the status of priority programmes and on the status of agreed actions to address potential roadblocks to successful delivery.
- 13 The Review found that ‘feedback on the work of the Unit from interviewees was consistently positive’. Agencies valued the contribution of the Unit in providing assurance on specific programmes, for reasons that included the way the Unit works, the quality of the team, identifying improvements to programme design, delivery and reporting, providing assurance to Ministers and acting as a catalyst for resolving programme specific tensions between agencies.
- 14 The Review reported that central agencies are of the view that the Unit has filled a gap in the system and done so effectively. However, the reviewers also acknowledged that a number of system issues impacting on delivery effectiveness remain works-in-progress.
- 15 The Review recommended areas for improvement that included:
  - a. the Unit’s workplan from 2024 onwards involve fewer, deeper assignments organised around the Government’s priority programmes, and provides agency chief executives’ input.
  - b. incorporate value for money into its reviews to the extent practicable, including highlighting risks to achieving value in some circumstances.
  - c. more regular utilisation of subject matter experts.
  - d. avoid working alongside, other than in a core assurance role – review, recommendations, monitor and follow through.
  - e. central agencies to consider standardised delivery reporting of government priority programmes, and functional leadership of complex programme delivery.

- 16 The Review noted that the Department of Prime Minister and Cabinet is the logical home for the Unit, because of its proximity to senior ministers and the opportunity to interact with the Policy Advisory Group. The Treasury's participation in the Governance Group ensures a link to the Finance portfolio and facilitates access to the network of Vote Analysts.
- 17 The Review identified the critical success factors for maintaining the Unit's effectiveness are:
- active engagement by the Responsible Minister.
  - a high-performing Unit with the right leadership team, and a distinct identity within the public system.
  - a focus on assurance, avoiding scope creep that could potentially compromise the Unit's primary purpose and independence.
- 18 The results of the Review are positive, and I believe will help to continually improve the Unit's operating model.
- 19 I discussed the recommendations of the Review with the Unit's Governance Group, focused on incorporating value for money into the Unit's reviews and potential improvements to standardised delivery reporting such as through the Cabinet Priorities Committee (CPC) Tracker. Further discussions on the standardised delivery reporting are required.
- 20 The Treasury will work with the Unit to incorporate value for money into the Unit's processes. This work will determine the appropriate framework, governance and working arrangements for value of money processes that relate to the Unit's processes. 9(2)(f)(iv)
- 9(2)(f)(iv)

#### Work Programme July – December 2023

- 21 I considered a range of assignments for the Unit to undertake in the next six months based on the Government's priorities, follow on work from the Unit's previous assignments, and input from public sector chief executives.
- 22 I recommend the Unit undertake six new assignments from July to December 2023. These assignments and their proposed timings are outlined in Table 1.

**Table 1: Assignments for the Unit's work programme from July to December 2023**

Programme	Assignment	Month Due
Ngā Tini Whetū	Rapid assessment of implementation planning and readiness to scale up support to additional hapū wahine and whanau funded in Budget 2023.	August 2023
Whaikaha	Stocktake of progress to assess Whaikaha's progress in	September

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Programme	Assignment	Month Due
<b>(Ministry of Disabled People)</b>	establishing its governance and disability system leadership arrangements including the next phase of rolling out the Enabling Good Lives approach; its structure and processes for identifying and managing risk, its commissioning functions, and its arrangements for partnering with other health entities to deliver on its functions.	2023
<b>New Zealand Defence Force (NZDF) workforce</b>	<b>Stocktake of progress</b> of NZDF's workforce development and retention initiatives, including delivery of Budget 2022 initiatives; implementation planning and readiness to deliver Budget 2023 initiatives; and implementation planning for the broader workforce retention programme, including monitoring and reporting on attrition, recruitment, and staffing levels.	September 2023
<b>Pharmac</b>	<b>Rapid assessment</b> to assess Pharmac's progress implementing recommendations from the 2022 Pharmac Review.	November 2023
<b>Health performance monitoring</b>	<b>Stocktake of progress</b> to assess Manatū Hauora's implementation of its arrangements and functions for performance monitoring of the health entities and health system; its partnership with Te Aka Whai Ora in relation to hauora Māori, and Te Whatu Ora's performance functions.	December 2023
<b>Education Attendance and Engagement Actions</b>	<b>Stocktake of progress</b> to assess delivery of the targets and 13 priority actions of the Education Attendance and Engagement Strategy 2022 and the initiatives to address attendance announced in 2023, and to identify whether the initiatives are delivered in a coordinated way and whether any changes are suitable to ensure targets are met on time.	December 2023

### Recent Implementation Unit Reports

#### Rapid Assessment of the Budget 2019 Mental Health and Addiction Package

- 23 The Unit has completed the *Rapid Assessment of the Budget 2019 Package*. This assessment examined the progress of four initiatives rated as 'problematic' (defined as some aspects of the initiative require significant attention and action) in the Unit's Year Three Stocktake, undertaken in June 2022.
- 24 The Unit reported its assessment to me on 24 February 2023. A copy is in Appendix B.
- 25 Of the four initiatives rated as 'problematic' in June 2022, the Unit found that two have improved and are now assessed as 'mixed' (some aspects of the initiative require attention) and two remain 'problematic'.

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- 26 The initiatives assessed by the Unit as ‘mixed’ are:
- a. Enhancing Primary Addiction Responses (Ministry of Health and Te Whatu Ora). Eight out of 10 delivery sites have been established and are delivering services. The Ministry of Health and Te Whatu Ora are taking action to open the two remaining sites.
  - b. Intensive Alcohol and Drug (AOD) Treatment in Prisons (Department of Corrections). The Department of Corrections has shifted its focus to remand programmes to better match the increasing remand population.
- 27 The initiatives assessed by the Unit as remaining “problematic” are:
- a. Forensic Mental Health Services for Youth (Ministry of Health). This initiative aims to increase the workforce across five intended regions. The Unit has assessed that the increase in roles filled from 58% to 65% since June 2022 is not sufficient to shift the rating.
  - b. AOD Aftercare Support Services (Department of Corrections). This initiative aims to establish 15 new full time equivalent roles in AOD support services. The Unit assessed that this is unlikely to be completed by the intended deadline of June 2023.
- 28 In response to the Rapid Assessment of the 2019 Budget Package and its recommendations, I have been advised the agencies agreed to further consider:
- a. dedicated programme and project management (informed by clinical or subject matter expertise), more specific reporting on risk, and remedial action under these initiatives (rated problematic and mixed) through the quarterly reporting to CPC and Te Whatu Ora’s Investment Steering Group/the Department of Corrections’ governance arrangements.
  - b. directly integrating procurement into project planning to mitigate against any potential delays.
  - c. I met with the Ministers of Health and Corrections on 30 March 2023 to discuss the Report.

**Second Stocktake of the CNGP**

- 29 The Unit has completed the Second Stocktake of the CNGP. The CNGP requires 99 public sector organisations (‘CNGP organisations’) to achieve carbon neutrality from 2025. The first 39 organisations (‘Tranche 1’) reported 2020/21 emissions in December 2022. The Second Stocktake assessed the progress made by organisations since the Unit’s first stocktake in December 2021
- 30 The Unit reported its assessment to me on 17 March 2023. A copy is in Appendix C.
- 31 The Unit found that CNGP organisations have significantly matured their ability to measure and report on emissions and to plan reduction activities, but that there is more work to use emissions data to inform decision-making and reduce emissions.

- 32 The Ministry of Business, Innovation and Employment (MBIE) and the Ministry for the Environment (MfE) have agreed to explore how all-of-government contracts and organisations' contracts with their suppliers can be used to reduce emissions and improve emissions information to inform decision-making.
- 33 Tranche 1 is unlikely to meet the overall target of a 20% reduction in gross emissions by 2025 because there are limited reduction opportunities in the largest sources: fuel use by the New Zealand Defence Force, agricultural emissions at the Department of Corrections' farms, and the New Zealand Police vehicle fleet.
- 34 The Unit found that CNGP reporting on gross emissions does not adequately show organisations' process in reducing emissions from sources within their control or with the greatest reduction potential. MfE has agreed to explore how reporting can better show organisations' progress.
- 35 The Unit assessed that CNGP organisations are:
- a. on track to replace 192 of 193 total coal boilers by 2025.
  - b. not on track to reduce the size of the fleet. The fleet has grown 5% since the CNGP began in December 2020. Forecasts project the fleet will be the same size in 2026 as it was in 2020 but will comprise 40% electric vehicles, up from 1.6%.
  - c. not on track to meet the goal of completing energy efficiency assessments for all office buildings, with 78% of office buildings forecast to be assessed by 2025.
- 36 MBIE is preparing a report back to CNGP Ministers on fleet transition progress and will explore how it can play a more active role in ensuring agencies do their part towards programme-wide goals.
- 37 The State Sector Decarbonisation Fund (SSDF) is on track to be fully allocated by the end of June 2023 and fully spent by June 2025.
- 38 In response to the Unit's recommendations I met with responsible Ministers and communicated my expectations that MBIE and MfE work together on a joint work programme to assist CNGP organisations to reduce emissions.

#### **Stocktake of the Suicide Prevention Action Plan 2019-2024**

- 39 The Unit has completed the *Stocktake of the Suicide Prevention Action Plan 2019-2024*. The stocktake also included an assessment of the suicide prevention initiative funded in the Budget 2019 Mental Health and Addiction Package.
- 40 The Unit reported its assessment to me on 21 April 2023. A copy is in Appendix D.
- 41 The Unit previously rated the delivery progress of the suicide prevention component of the Budget 2019 Package as 'mixed' (some aspects of the initiative require attention) in its July 2021 and June 2022 stocktakes.
- 42 The Unit assessed that delivery progress of the Budget 2019 suicide prevention initiative remains 'mixed' as of April 2023:

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- a. the Māori and Pacific Community Funds component (\$12.4m) is progressing well, and 250 community initiatives have been funded since 2019.
- b. the bereavement support service is delivering around 2,000 sessions per year, close to delivering at full scale, and services are available in all districts. The service is assessed as 'mixed' as the number of people referred to support services is below expected levels (133 referrals from October to December 2022 below the goal of 180 referrals), and because contract renegotiations with the service provider are incomplete at the time of the stocktake.

- 43 The Unit found that agencies are undertaking a range of activities under the Suicide Prevention Action Plan 2019-2024 but that in the absence of specific delivery milestones or progress measures the Unit cannot provide assurance that overall progress is on track.
- 44 The Unit recommended that agencies develop interim milestones to guide the remaining period of the current Action Plan and that agencies include delivery milestones when developing the next Action Plan to guide the period 2024 to 2029.
- 45 The Unit also assessed that stronger system leadership is needed on suicide prevention and implementation of the Suicide Prevention Action Plan 2019-2024. The Unit recommended that Manatū Hauora revisit the placement of system level roles in relation to suicide prevention for the Suicide Prevention Office and Te Hiringa Mahara in the context of the 2022 health reforms.
- 46 I will meet with the Minister of Health in June 2023 to discuss the report and its recommendations.

#### Next Steps

- 47 I have discussed the recommendations of the Review with the Unit's Governance Group, which will help to inform improvements to the Unit's operating model to meet the Government's goals.
- 48 After the Unit's work programme is agreed, the Unit will prepare commissioning briefs for each new assignment in consultation with relevant agencies.
- 49 The Unit will continue to monitor agencies' progress in implementing recommendations from the Unit's previous assignments and report to me on progress. Progress against the recommendations from the *Rapid Assessment of the 2019 Budget Package*, the *Second Stocktake of the CNGP*, and the *Stocktake of the Suicide Prevention Action Plan 2019-2024* will be included in the quarterly reports I provide to CPC on the work undertaken by the Unit.
- 50 The Unit's quarterly tracker on the status of its assignments is included in Appendix E. The next quarterly report provided to CPC will be in September 2023.
- 51 In July 2023 I will report on the outcome of the three further assignments from the Unit: an *Assessment of Working Arrangements between the Ministry of Health and other Health Entities*, the *Stocktake of Te Pūkenga*, and the *Stocktake of the Public Housing Register*.



- 52 The Unit will review its work programme with the incoming Government in October 2023 to respond to any changes in priorities.

#### **Consultation**

- 53 The authors of the Review of the Implementation Unit consulted with me and senior officials across government with first-hand experience working with the Unit, refer Appendix A.
- 54 The Unit consulted the Ministry of Health, Te Whatu Ora, and the Department of Corrections as part of the *Rapid Assessment of the Budget 2019 Package*.
- 55 For the *Second Stocktake of the CNGP*, the Unit consulted MfE, MBIE, EECA, the New Zealand Defence Force, New Zealand Police, Department of Corrections, Ministry of Foreign Affairs and Trade, Ministry of Justice, Department of Conservation, Oranga Tamariki, the Ministry for Social Development, Ministry for Primary Industries, Public Service Commission, Department of the Prime Minister and Cabinet, Ministry for Women, Ministry for Pacific Peoples, the Ministry of Education, Te Whatu Ora, Kāinga Ora, Waka Kotahi, and the Treasury.
- 56 For the *Stocktake of the Suicide Prevention Plan*, the Unit consulted The Ministry of Health, Te Whatu Ora, Te Aka Wai Ora, The Mental Health and Wellbeing Commission, the Ministry of Education, the New Zealand Police, and the Treasury.

#### **Financial Implications**

- 57 There are no direct financial implications from this paper.

#### **Legislative Implications**

- 58 There are no legislative implications arising from this paper.

#### **Impact Analysis**

- 59 An Impact Statement is not necessary for this paper.

#### **Human Rights**

- 60 There are no Human Rights implications arising from this paper.

#### **Gender Implications**

- 61 There are no gender implications arising from this paper.

#### **Disability Perspective**

- 62 There are no matters arising from this paper that require a disability perspective.

#### **Publicity**

- 63 No publicity is planned as a result of this paper.

### Proactive Release

- 64 I intend to proactively release this paper and its associated minute after the standard 30 business days from the decision being made by Cabinet.

### Recommendations

- 65 I recommend that the Committee:
- a. **Note** that the independent Review of the Implementation Unit was completed by the end of February 2023 and delivered to me on 6 April 2023.
  - b. **Note** that I have discussed the recommendations in the independent Review of the Implementation Unit with the Unit's Governance Group.
  - c. **Agree** to the assignments outlined in this paper being added to the Unit's work programme from July to December 2023.
    - i. Ngā Tini Whetū (rapid assessment)
    - ii. Whaikaha establishment (stocktake of progress)
    - iii. NZDF workforce (stocktake of progress)
    - iv. Pharmac's implementation of the 2022 Pharmac Review (rapid assessment)
    - v. Health performance monitoring (stocktake of progress)
    - vi. Education Attendance and Engagement Actions (stocktake of progress)
  - d. **Note** that the Unit will review their July to December 2023 workplan following the October general election.
  - e. **Note** that the Unit delivered its Rapid Assessment Follow up from the Year Three Stocktake of the 2019 Budget Mental Health and Addiction Package to me on 24 February 2023 and that I have discussed the Unit's recommendations with the Minister of Health and the Minister of Corrections.
  - f. **Note** that the Unit delivered its Second Stocktake of the CNGP on 17 March 2023 and that I have discussed the Unit's recommendations with CNGP Ministers.
  - g. **Note** that the Unit delivered its Stocktake of the Suicide Prevention Action Plan 2019 – 2024 to me on 21 April 2023 and that I have discussed the Unit's recommendations with the Minister of Health.

Authorised for lodgement

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Hon Grant Robertson  
**Minister of Finance**

Date:

**Appendix A: Review of the Implementation Unit (February 2023)**

**Appendix B: Rapid Assessment Follow up from the Year Three Stocktake of the Budget  
2019 Mental Health and Addiction Package**

**Appendix C: Second Stocktake of the Carbon Neutral Programme**

**Appendix D: Stocktake of the Suicide Prevention Action Plan 2019 – 2024**

**Appendix E: Implementation Unit's Quarterly Tracker of Assignments**

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## Appendix A: Review of the Implementation Unit

# A Review of the Implementation Unit

Jenn Bestwick  
David Smol  
February 2023

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**Disclaimer**

Views expressed in this report are those of the independent reviewers and may not reflect the views of the New Zealand Government, including the Department of Prime Minister and Cabinet.

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## Executive summary and recommendations

1. In October 2022, the Executive Director of the Implementation Unit commissioned an independent review of the Unit. The purpose of the review is ‘to identify whether the Unit can make improvements to its operations to increase the value it adds and to identify how its role should evolve in the future’.
2. This review finds that the Implementation Unit is achieving its purpose of supporting more effective delivery of Government’s priority programmes through providing assurance on programmes about which Ministers have concerns.
3. The then Deputy Prime Minister initiated establishment of an Implementation Unit in 2020. In the current Government, the Minister of Finance is the Responsible Minister for the Unit. The configuration of governments and of senior Ministers will vary over time and Ministerial reporting lines for the Unit may change too.
4. The Responsible Minister is satisfied that the Unit is delivering on its purpose and adding value for senior Ministers. Central agencies and agencies leading programmes reviewed by the Unit all identified value-add by the Unit.
5. DPMC is the most logical home for the Unit, because of proximity to senior Ministers and the opportunity to interact with the Policy Advisory Group. Treasury participation in the Governance Group ensures a link to the Finance portfolio and facilitates access to the network of Vote Analysts.
6. Critical success factors for maintaining the Unit’s effectiveness over time include:
  - Active engagement by the Responsible Minister
  - A high-performing Unit with the right leadership and team, and a distinct identity within the public system
  - A focus on assurance, avoiding scope creep that could potentially compromise the Unit’s primary purpose and independence.
7. The Terms of Reference for this review require us to identify changes to the ‘what’ and the ‘how’ of the way the Unit works, and to identify what the future role of the Unit should be.
8. **We recommend that the Implementation Unit:**
  - Work with the Responsible Minister and agencies to ensure that the timing of Unit reviews is consistent with the intended purpose
  - Incorporate value for money into its reviews to the extent practicable, while maintaining a focus on timely delivery of priority programmes
  - Seek to agree a work programme for 2024 onwards that:
    - i. Is organised around the incoming government’s priority delivery programmes but with space to accommodate emerging priorities

- ii. Involves fewer, deeper assignments than for the current work programme
  - iii. Provides agency CEs opportunity to input to development of annual work programmes in addition to central agencies, with the Responsible Minister remaining the decision-maker
- Consider more regular utilisation of subject matter experts, particularly if the work plan evolves to be a narrower and deeper focus on fewer programmes
  - Avoid 'working alongside', other than in the core assurance role – review, recommendations, monitor follow through – which can achieve similar benefits
  - Evolve its reports to be shorter, focused on recommendations for action (with the supporting rationale), agency progress on implementing actions and close out.
9. The Unit's team is highly regarded by agencies with which the team has worked. Depending on decisions about the Unit's future role and focus, the optimal mix of skills within the Unit is likely to evolve. Areas of future need might include: more applied experience in large-scale implementation within the New Zealand public system, experience in relevant aspects of benefits realisation and in assessing value for money, and sufficient understanding of Te Ao Māori.
10. **We recommend that central agencies:**
- Consider the case for developing standardised reporting of the delivery status of government's priority programmes, to support senior Ministers in their oversight of delivery and in developing the programme of assurance by the Implementation Unit
  - Consider the case for functional leadership of complex programme delivery, to raise public sector capability and capacity and ensure agencies have access to expert advice on best practice.

## Introduction

11. In October 2022, the Executive Director of the Implementation Unit commissioned an independent review of the Unit. The purpose of the review is 'to identify whether the Unit can make improvements to its operations to increase the value it adds and to identify how its role should evolve in the future'.
12. The Terms of Reference (Annex One) set the objectives of the review:
- Identify improvements that can be made to the type of work the Unit undertakes – what it does
  - Identify improvements to the way the Unit operates – how it undertakes its work
  - Identify what the future role of the Unit should be.
13. In undertaking the review, we have:
- Reviewed documents relating, amongst other things, to the establishment of the Unit, the Unit's work programme, the Unit's Governance Group, Unit reports on specific



programmes, Unit monthly reports to the Deputy Prime Minister and quarterly reports to Cabinet Priorities Committee

- Interviewed senior people involved in the work of the Unit, including:
  - i. The Deputy Prime Minister (prior to the Cabinet reshuffle of January 2023)
  - ii. Department of Prime Minister and Cabinet (DPMC) and Treasury, including members of the Unit's Governance Group
  - iii. A sample of first, second and third tier people who have led agency input to IU reviews.
- Met with the Unit team and held regular progress meetings with the Executive Director.

14. This report sets out the context for the establishment of the Unit, its purpose and operating model, summarises feedback from interviewees on the contribution of the Unit to date, revisits the core purpose of the Unit and considers and makes recommendations on how to optimise the 'what' and the 'how' for the Unit and on options to address apparent gaps in the public sector's programme delivery system.

## Context for Unit's establishment

15. The Deputy Prime Minister initiated the establishment of an Implementation Unit in late 2020. This was almost one year into COVID; the economic response included significant stimulus programmes implemented at a pace that did not enable the normal pre-investment disciplines. The focus on COVID across the system created a larger than usual risk to Government's non-COVID priorities.
16. Implementation Units at the centre of public sector systems have become increasingly common in recent years, following the introduction of an Implementation Unit as part of the UK Cabinet Office in 2001.
17. Reasons for a New Zealand Implementation Unit identified in a December 2020 Cabinet minute<sup>1</sup> included the importance of delivering the significant investments made over the prior year and of monitoring the delivery of the Government's work programme.
18. Central agencies characterised the underlying problem as perceived by Ministers as:
- Some programmes seemed to be progressing more slowly than expected
  - Ministers getting unpleasant surprises when programmes got into difficulty without prior warning that would have enabled a timely response
  - Uncertainty about delivery capability in parts of the public system, e.g. if a programme was outside the range of an agency's normal business or required new ways of working (such as some multi-agency programmes).
19. The Unit was created as a business unit of Department of Prime Minister and Cabinet (DPMC), with joint governance by DPMC and Treasury. The Unit was funded for an initial period of two years (with a review after 18 months), with a staff of five including the Executive Director.

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<sup>1</sup> CAB-20-MIN-0537

Treasury was funded for two additional positions, one of which was to act as a coordination point between the Unit and Treasury's Vote Analyst network.

20. Senior DPMC and Treasury leaders sit on the Governance Group for the Unit and provide guidance and support for the Unit and connections with other parts of the corporate centre.

### The Unit's operating model

21. The Responsible Minister approves the Unit's work programme (the set of programmes on which it will focus) on a rolling six-monthly basis. A potential project list is developed by the Unit drawing on discussion with the Minister and the Governance Group, and a scan of the status of major delivery programmes across government. The Responsible Minister seeks input from other senior Ministers. The programme is approved by the Minister and noted by Cabinet Priorities Committee (CPC) and then Cabinet.
22. Criteria for project selection include Government priorities, delivery risk, complex accountabilities, agency capacity and impact for New Zealanders.
23. The Unit has three standard modes of engagement:
  - Stocktake of Delivery Progress
  - Rapid assessment of a specific aspect or issue
  - Work alongside – as a critical friend of the lead agency.
24. Annex 3 contains a list of the Unit's projects to date.
25. For stocktakes, the Unit works with the lead agency to agree a commissioning brief that describes the nature and purpose of the interaction. Commissioning briefs typically specify areas of focus, the parties and timeframes. The Responsible Minister approves each commissioning brief after consulting with relevant Ministers.
26. For each project, the Unit documents findings and recommendations in a report to the Responsible Minister. The Unit consults with the relevant entities in preparing the report. The Responsible Minister discusses the recommendations with the relevant portfolio Minister. The Minister takes all Unit reports to CPC/Cabinet, after which they are proactively released on the DPMC website. Depending on the frequency of reports to CPC, the Unit includes a tracker that summarises high level progress against approved projects (roughly quarterly).
27. The Unit also influences behaviour through dialogue with agency leaders and through supporting the Responsible Minister to convene Ministers to work through issues of contention as required.
28. The Unit prepares a monthly report for the Responsible Minister that provides a brief outline of status of assignments, any emerging findings, and progress against recommendations in previous reports.
29. The Unit has undertaken one project-specific 'lessons learned' exercise (on the pilot emergency housing programme in Rotorua), which informed a subsequent 'work alongside' project on future design of emergency housing models.

30. The Unit extracts more general learnings for the system and has published 'Guidance for planning and implementing complex programmes' as a system resource.

### Feedback on the contribution of the Unit

31. Feedback on the work of the Unit from interviewees was consistently positive.
32. The Responsible Minister values the work of the Unit in providing an independent, objective and timely view of progress in implementing Government's priorities and in advising on any necessary course corrections.
33. The Responsible Minister noted that portfolio Ministers have also found the Unit's insights and independent perspective helpful.
34. Central agencies are of the view that the Unit has filled a gap in the system and done so effectively. That said, a number of system issues impacting on delivery effectiveness remain works-in-progress.
35. The Unit can 'shine a light' on issues of which the centre has been aware but has lacked a context for action.
36. Agencies we spoke to have valued the contribution of the Unit in providing assurance on specific programmes, for reasons that included:
- The way the Unit works:
    - i. Engagement at the outset, via the commissioning brief
    - ii. Taking time to understand context and issues and forming evidence-based advice
    - iii. Providing regular opportunities for input by the agency, and listening to feedback
    - iv. Applying the 'no surprises' principle
  - The quality of the Unit's team
  - Identifying (mostly incremental) improvements to programme design, delivery and reporting, including the back-fitting of appropriate programme disciplines in instances where programmes had been initiated at very short notice and without the normal preparatory work
  - Acting as a 'translation service' between the agency and senior Ministers including, in some instances, addressing information asymmetries and reassuring the Responsible Minister and senior Ministers that a programme is in better shape than they may have thought
  - Enabling a voice with senior Ministers, for example for an agency that is part of a multiple-agency programme reporting through a lead agency and where the agency's Minister is not on the Ministerial Oversight Group (or equivalent)

- Providing assurance to a portfolio Minister (via the Responsible Minister) for programmes where objectively measuring and reporting on progress is challenging – ‘helping us break out of a defensive cycle with our Minister’
  - Acting as a catalyst to resolving (programme-specific) tensions between agencies e.g., as to respective roles (for example between a Crown Entity and the monitoring department) or to reset scope or timeframes for programmes that were set up with unrealistic aspirations (whether of Ministers and/or of agencies)
  - Providing manageable numbers of actionable recommendations
  - Identifying and sharing learnings, for example through system-level guidance and applying insights from one programme to another.
37. The Responsible Minister, central agencies and line agencies all noted the importance of having an Executive Director who has personal experience of programme delivery in the New Zealand system, has the respect of senior leaders and understands how to operate in order to maintain the confidence of senior Ministers and of agencies while getting to the nub of issues.
38. A small number of interviewees:
- Noted the potential benefit of having at least one more Unit member who has experience of large-scale programme delivery within the New Zealand system
  - Supported selective use of subject matter experts (as utilised by the Unit in the second stage of its review of the Mental Health programme)
39. The Unit is largely untested for projects with a Te Ao Māori orientation.
40. Those interviewees who expressed a view felt that the Unit was roughly the right size for the intended purpose.
41. If the Unit continues beyond 30 June 2023, the Governance Group has agreed that the analyst role funded within Treasury will move to the Unit, with Treasury retaining a coordinator to work with the Unit.

### The core purpose of the Unit is to undertake independent assurance for DPM and senior Ministers

42. The Implementation Unit is small and can only do so much.
43. Role clarity for the Unit is important in building a shared understanding on how to:
- Maximise value from the Unit
  - Ensure the Unit’s activities are complementary to rather than duplicative of other elements of system design
  - Ensure the Unit is not asked to take on roles that risk (over time) undermining its core purpose.

44. The work programme of the Unit has evolved as context has changed (moving beyond the most intense period of COVID-response) and through learning by doing. The essence of what the Unit does is to provide independent assurance to the Responsible Minister and other senior Ministers on delivery of Government's priority programmes, and to recommend actions (typically for the lead agency) to enhance prospects of timely and successful delivery.
45. The Responsible Minister values assurance from the Unit above assurance from other mechanisms for reasons that include:
- The Responsible Minister is the customer. By comparison, the customer for Gateway and IQA assurances is the chief executive of the lead agency; relevant assurance reports are not designed for and may never reach senior Ministers and (given their diversity) would not be easily absorbed even if they did. And, for various reasons, some major programmes are not subject to Gateway (or Better Business Case) disciplines
  - The Responsible Minister is actively engaged in shaping the work of the Unit and in responding to its reports. The work programme is organised around Government's priorities and programmes about which the Minister and his senior colleagues have questions or concerns that are best addressed through independent assurance
  - The Unit has earned the trust of the Responsible Minister through quality of work and care in managing (in partnership with the Minister's office) potentially sensitive relationships with agencies and portfolio Ministers
  - Governance by DPMC and Treasury, which helps ensure the Unit has good context and is connected with related elements of the system
  - The positive view of Agencies (thereby smoothing the way in seeking access to information and senior people), which appears to reflect:
    - i. The Unit's connection to senior Ministers
    - ii. The quality of the Unit's work
    - iii. The way the Unit works: collaborative, listens, no surprises, actionable recommendations.
46. As a result of the work of the Unit, the Responsible Minister and senior Ministers are better informed on the status of priority programmes and on the status of agreed actions to address potential roadblocks to successful delivery.
47. Effective assurance requires holding some degree of tension between assurer and assured, which reduces scope for other potentially conflicting roles for the Unit (discussed below).

#### ***The Unit's reporting line to Ministers***

48. For its first eighteen months of operation, the Unit reported to DPM who was also Minister of Finance, both of which roles involve cross-portfolio oversight. Following the January 2023 Cabinet reshuffle, the Unit's reporting line shifted to the Minister of Finance. Future governments will configure differently, including to accommodate various forms of coalition. Ministerial reporting lines for the Unit are likely to change through time; access to and engagement by the lead (very senior) Minister will be central to the Unit's effectiveness.

49. The Unit is located within DPMC, which supports direct access to the most senior Ministers.

### Issues and options

50. The review has identified several issues and options that arise in considering how to optimise the Unit's future contribution.

#### *Timing and scope of commissioning briefs*

51. Senior Ministers value the timeliness of the Unit's assurance activities, which happen quickly enough to enable early involvement in addressing issues rather than finding out about problems after the event.
52. There have been some instances of the Unit being asked to review aspects of a programme before the programme has progressed sufficiently to enable value from such a review.
53. The Unit's process of developing a potential list of projects for consideration by the Responsible Minister and, for approved stocktake projects, working with the lead agency to develop a commissioning brief should enable early identification of assurance activity that is premature.
54. Value for money is an objective for all government programmes. Factors impacting on value for money include quality of problem definition and business case, programme delivery and related actions to ensure benefit realisation.
55. The lead agency is primarily responsible for achieving value for money. Gateway reviews provide periodic assurance of the delivery process for the accountable chief executive but do not focus on value for money specifically. The Office of the Auditor General undertakes a limited number of post-completion reviews that address value for money, amongst other things.
56. Some interviewees questioned whether the scope of the Unit's mandate could be extended to include value for money.
57. The Unit's focus is on effective delivery of priority programmes, with an emphasis on timeliness. The Unit takes prior policy decisions as given in undertaking assurance in relation to programme delivery.
58. The Unit could only ever provide a partial view of value for money but has the potential to form an opinion in some circumstances. An example is COVID stimulus programmes that were premised on the likelihood of a significant increase in unemployment.
59. In the event, unemployment did not rise much and the opposite problem emerged – labour shortages across many parts of the economy<sup>2</sup>. The Unit noted this in a review of Jobs for Nature and can add value through questioning the scope of programmes for which circumstances have changed materially while remaining focused on implementation and not on the underlying policy process.
60. Ministers often focus first on timeliness, for example in contestable grant programmes where speed of spend is easiest to measure but can come at the expense of quality of spend. GIDI is an example, where sufficient due diligence is important to ensure that co-funding of private

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<sup>2</sup> In some instances, Ministers decided to reorient COVID-related programmes, to focus on other objectives.

sector investment in decarbonising is buying emissions' reductions that would not be happening otherwise.

61. Treasury may be best-placed to drive a stronger system-wide and end-to-end focus on value for money in programme delivery, leveraging its team of Vote Analysts and stewardship of the investment system.
62. Although the Unit will only have a partial view of the value for money of programmes reviewed, it can highlight risks to achieving value in some circumstances.

### ***Setting the Unit's work programme***

63. The Unit's current process for developing a draft work programme seems appropriate: discussions with the Responsible Minister, senior Ministers and central agencies, and scanning for priority programmes that may be in difficulty.
64. An additional step could be to invite departmental CEs to identify potential priorities for review that could be included in a provisional list for consideration by the Responsible Minister.
65. In terms of criteria for inclusion in the Unit's work programme, the critical two seem to be:
  - Is successful delivery of the programme a government priority?
  - Do senior Ministers or central agency officials have concerns about progress of the programme (which will have its own reporting and assurance arrangements) and can senior Minister input help get delivery back on track?
66. Some priority programmes already have oversight (with elements of assurance) by quasi-central agencies, including infrastructure (Te Waihanga) and digital (Chief Digital Officer). Ōtākaro will act as the delivery entity on some infrastructure projects (for agencies for which infrastructure delivery is not core business).
67. Experience suggests that any programme can get into difficulty, but the probability for some is clearly higher than for others<sup>3</sup>, and these have been and remain a natural area for the Unit's initial focus in developing a draft work programme.
68. More comprehensive monitoring of the status of priority delivery programmes by central agencies (discussed below) would support targeting of the Unit's involvement to programmes most at risk.
69. The Unit's work programme for the first half of 2023 has been agreed with the Responsible Minister. The programme has extended over time, rather than remaining focused on a smaller set of highest priorities.
70. The advent of a new government in the fourth quarter of 2023 may be an opportunity for the Unit to agree a work programme for 2024 and beyond, organised around the new government's delivery priorities for the electoral term. Annual planning on a rolling basis

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<sup>3</sup> For reasons identified by the Unit, such as: outside scope of normal agency business, agency is already over-stretched, requires multiple-agency collaboration or partnership with third parties, did not go through normal pre-commitment processes (such as Better Business Case and Gateway)

could be firm for the first six months and provisional for the balance of the year, with space to address emerging priorities and to respond to events.

71. The Implementation Unit in the UK (one of the models for our Unit), kept a sustained focus on a relatively small number of government priorities, with the goal of contributing to improved outcomes (e.g., reducing hospital waiting times) including through ongoing monitoring of implementation. The (considerably smaller) New Zealand Unit, partly because of its success in adding value early on, has been asked to provide assurance on an increasing number of programmes with, necessarily, a relatively light touch.
72. Should the Unit focus more deeply on fewer high-priority programmes? Deeper focus on the highest priority few may be of greatest value and would enable the Unit to build subject-matter understanding and make a more sustained contribution.

#### ***'Working alongside'***

73. Several interviewees commented on the value the Unit can provide working alongside lead agencies as a critical friend.
74. A risk in this mode of operating is in compromising the Unit's core assurance role; assurers would not normally provide independent assurance on programmes that they have helped shape. This issue would not arise for programmes that the Unit did not review, but has the potential to reduce clarity of the Unit's purpose over time.
75. An alternative approach would be for the Unit to provide ongoing (periodic) assurance of priority programmes, including any recommended actions for the agency to improve effectiveness of delivery. This might require a 'narrower and deeper' mode of operating for the Unit, which we discuss below.

#### ***The Unit's reports***

76. The Unit's reports are comprehensive, well-written and balanced. Agencies are given opportunity to comment on draft reports and recommendations, and interviewees commended the Unit in listening and responding to feedback. Recommendations are generally in a form likely to be implemented by the lead agency which respects the practicalities of influencing change in the public sector.
77. Some agencies have viewed the Unit's report as an opportunity to 'tell our story' to senior Ministers, a reason for agencies to prefer comprehensive reports that may not always be warranted from Ministers' perspective.
78. By comparison, DPMC's Policy Advisory Group (PAG) provides (short form) advice in confidence (which can be withheld under the Official Information Act) to the Prime Minister.
79. As noted above, much of the value the Unit adds is through unobservable interactions amongst the Unit, Responsible Minister, portfolio Ministers, central agencies, and agency leaders.
80. Considerations relevant to the Unit's approach to report writing include:
  - Time spent writing comprehensive reports has an opportunity cost, including time taken to negotiate content with agencies



- The expectation of the Unit's reports being published (consistent with the principles of open government) means departments will be sensitive to the management of any perceived reputational or political risks
- The Unit has incentives to maintain constructive relationships with agencies, to facilitate access to information and senior people in future reviews
- Documenting recommendations and Ministerial decisions, and then tracking implementation of the recommendations is an essential part of the Unit's assurance function.

81. Shorter and sharper reports, focused on programme status, recommended actions (and their supporting rationale) and close-out may enhance the value the Unit can add.

#### ***Monitoring of the delivery status of Government's priority programmes***

82. Standardised, forward-looking reporting on the status of Government's priority programmes would enable senior Ministers to form a sense of the rate of progress and of emerging risks that might require their input.

83. Several interviewees, particularly those from central agencies, noted that monitoring of and reporting to Ministers on the status of Government's priority programmes is not well-integrated.

84. Programme dashboards proliferate across the public system. The primary audience is typically Senior Responsible Officers, chief executives and portfolio Ministers. Reporting formats are tailored to the specifics of the programme and agency and cannot readily be incorporated into aggregated reporting for senior Ministers.

85. DPMC prepares regular reports for CPC on the progress of Government's priorities, based on unfiltered input from agencies. The reporting focuses on key milestones through time. The reports are not designed to give Ministers a sense of progress relative to plan or of delivery risks. There is no RAG (Red/Amber/Green) reporting.

86. Senior Minister preferences as to how to gain assurance on the delivery progress of an overall programme of work will vary through time. If they would like comprehensive and consistent status reports for their priority programmes, DPMC may be best placed to provide this (building from existing reporting) with leadership by the Policy Advisory Group and input from the Unit and Treasury. The Unit could develop a template for a standardised report format, to be used by agencies leading priority programmes; a pilot could be used to test the usefulness of such reporting for Ministers.

87. Developing and maintaining standardised reporting on the status of priority programmes to support Ministerial oversight would involve a potentially significant commitment of resource by lead agencies and by central agencies.

#### ***Supporting the development of public sector capability in delivering complex programmes***

88. Agencies have valued the insights the Unit has brought to programme delivery challenges.

89. Several interviewees discussed the contribution the Unit could make to raising delivery capability across the system, including through sharing examples of good and bad practice relevant to a particular context.
90. Several agencies contribute to the Treasury-led investment system which includes elements that support aspects of good practice (including delivery) for a sub-set of programmes, including infrastructure and digital: Better Business Case, Gateway, Investor Confidence Ratings, Te Waihanga (centre of excellence for infrastructure), Ōtākaro (for infrastructure delivery), Procurement and Digital Functional Leads.
91. A gap may be in support for the balance of complex programmes, including programmes that:
- Involve multiple agencies
  - Require working in partnership with third parties
  - Have unusual governance arrangements
  - Are outside the range of core business for the lead agency.
92. An ecosystem supporting consistently good practice in the delivery of complex programmes would include several elements such as support for capability building (including accreditation schemes), development of templates and good practice guides, standardised reporting, assessments of agency capability, access to expert advice in programme set-up, hosting a pool of programme directors, access to accredited assurance providers, testing for and reporting on adherence to good practice.
93. Depending on the scope of any new Functional Leadership role, the Unit is well-placed to contribute; leadership would likely detract from the Unit's core role and customer (the Responsible Minister), assuming the Unit remains at or around its current size.

# Annex One: Terms of Reference

## Terms of Reference for Review of the Implementation Unit (September 2022)

### Purpose

The purpose of this Review is to identify whether the Unit can make improvements to its operations to increase the value it adds and to identify how its role should evolve in the future.

### Background

The Implementation Unit ('the Unit') was established in June 2021 within the Department of the Prime Minister and Cabinet (DPMC). The purpose of the Unit is to support the Deputy Prime Minister (DPM) and Government to implement its key priorities by assisting the agencies responsible for implementation.

The Unit reports to the DPM, who oversees the setting and completion of the Unit's work programme, and also works with the Treasury's Performance Reporting team. A Governance Group provides oversight over the work of the Unit.

The Unit was established for a period of two years until 30 June 2023. Decisions on the future of the Unit will be made by the Deputy Prime Minister and the Prime Minister in consultation with senior ministers.

### Objectives

The objectives of the Review are to:

1. Identify improvements that can be made to the type of work the Unit undertakes – what it does.
2. Identify improvements to the way the Unit operates – how it undertakes its work.
3. Identify what the future role of the Unit should be.

### Scope

The scope includes but is not limited to the:

- Role of the Unit – what are we trying to achieve, is the right question being asked?
- Type of assignments the Unit has and is undertaking and what it should be doing including the types of interventions it should be engaged in.
- Quality of the work the Unit has produced (relevance, timeliness, and impact)
- Processes the Unit has and is using to undertake its assignments.
- Process used to identify assignments.
- Views of key parties associated with the work of the Unit about the way it was conducted, and the usefulness of the work produced and what changes they would recommend.

### Out of Scope

The scope of the Review will not include whether the Unit should be extended to operate beyond 30 June 2023.

## **Process and Timing**

The reviewer(s) will engage with a range of people who have had experience with the Unit including the:

- Deputy Prime Minister (DPM) and his Advisor.
- Prime Minister's Office and Ministers and their advisers (as identified by DPM)
- Governance Group members.
- Senior leaders and some staff from a range of different agencies that the Unit has worked with.
- Treasury's Performance Reporting team
- Unit's Executive Director, Chief Advisor and Advisors.

The reviewer(s) will have access to:

- All initial documentation establishing the Unit
- All Cabinet papers related to the Unit's work programme and progress against its work Programme
- All Stocktake, Rapid Assessment, and Lessons Learned Reports
- Documentation on "Working Alongside" Assignments
- Monthly Reports to the Deputy Prime Minister
- Governance Group Meeting papers
- Communication and material on System Learnings

The Review will begin in early October and will provide a final report to the Chair of the Governance Group (who will provide it to the Deputy Prime Minister) by 28 February 2023, with a draft report provided to the Executive Director of the Unit for comment prior to it being finalised.

Support will be provided to the Reviewers as requested.

**Brook Barrington**  
**Chief Executive of DPMC**

## Annex Two: Stakeholders interviewed

Name	Job Title	Organisation
<b>Department of the Prime Minister and Cabinet</b>		
Hon. Grant Robertson	Deputy Prime Minister (at time of interview)	New Zealand Parliament
Brook Barrington	Chief Executive	Department of the Prime Minister and Cabinet, Te Tari o te Pirimia me te Komiti Matua (DPMC)
Katrina Casey	Executive Director, Deputy Chief Executive COVID-19 Group	DPMC, Implementation Unit
Maari Porter	Chief Advisor	DPMC, Implementation Unit
Chris McIntyre	Advisor	DPMC, Implementation Unit
Erin Wynne	Advisor	DPMC, Implementation Unit
Kate Young	Advisor	DPMC, Implementation Unit
Anneliese Parkin	Deputy Chief Executive, Policy Executive Leadership Team	DPMC, Policy Advisory Group
Arati Waldegrave	Advisor	DPMC, Policy Advisory Group
Ben McBride	Advisor	DPMC, Policy Advisory Group
Paul O'Connell	Director	DPMC, Strategy Unit

Name	Job Title	Organisation
<b>Agencies</b>		
Graham Mitchell	Chief Executive	Crown Infrastructure Partners
Nick Manning	General Manager, Government and Industry Affairs	Crown Infrastructure Partners
Andrew Caseley	Chief Executive	Energy Efficiency & Conservation Authority, Te Tarai Tiaki Pūngao
Andrew Crisp	Chief Executive	Ministry for Housing and Urban Development, Te Tūāpapa Kura Kāinga
Isabel Poulson	Manager, Strategy and Policy, Kānoa	Ministry of Business, Innovation and Employment, Hikina Whakatutuki
Robyn Shearer	Deputy Director General	Ministry of Health, Manatū Hauora
Kiri Richards	Group Manager, Mental Health and Addiction Strategy and Policy	Ministry of Health, Manatū Hauora
John Ryan	Auditor General	Office of the Auditor General New Zealand, Tumuaki o te Mana Arotake
Greg Schollum	Deputy Auditor General	Office of the Auditor General New Zealand, Tumuaki o te Mana Arotake
Beth Houston	Senior Ministerial Advisor	Office of the Minister of Finance
Helene Quilter	Deputy Public Service Commissioner	Public Service Commission, Te Ratonga Tūmatanui o Aotearoa
Aroha Metcalf	General Manager Oranga Hinengaro	Māori Health Authority, Te Aka Whai Ora
Caralee McLiesh	Chief Executive and Secretary to the Treasury	The New Zealand Treasury, Te Tai Ōhanga
Struan Little	Deputy Secretary, Budget and Public Services	The New Zealand Treasury, Te Tai Ōhanga
Megan Taylor	Head of Performance Reporting	The New Zealand Treasury, Te Tai Ōhanga
Brett Gliddon	General Manager, Transport Services	New Zealand Transport Agency, Waka Kotahi
Blake Lepper	General Manager, Infrastructure Delivery	Te Waihanaga – New Zealand Infrastructure Commission

## Annex Three: List of Implementation Unit projects

Report	Delivery Date
Midterm review of the 2019 Mental Health Package	30/07/2021
Progress Update on Actions from the Mid-Term Review of the Budget 2019 Mental Health and Addiction Package	28/10/2021
Infrastructure Reference Group Programme Status Update	5/11/2021
Jobs for Nature Stocktake of Progress	29/10/2021
New Zealand Upgrade Programme Transport Assessment	19/11/2021
Emergency and Transitional Housing	26/11/2021
Stocktake of Progress - Carbon Neutral Government Programme Report	17/12/2021
Lessons Learned from the Rotorua Emergency Housing Pilot	25/03/2022
New Zealand Upgrade Transport Programme - Assessment of Working Arrangements	29/04/2022
Infrastructure Reference Group Programme Follow Up Report	27/05/2022
Rapid Assessment of the Immigration Rebalance Contingency Planning	18/08/2022
Rapid Assessment of Census Implementation Planning to Reach Vulnerable Communities	31/08/2022
Year Three Stocktake of the Budget 2019 Mental Health and Addiction Package	17/06/2022
Implementation Readiness - Government Investment in Decarbonising Industry (GIDI) Fund	14/10/2022
Mental Health Infrastructure Programme Deep Dive	14/10/2022
Stocktake of the Delivery of New Zealand's International Climate Finance Commitments	20/10/2022
Rapid Assessment of Progress Towards He Waka Eke Noa Delivery Milestones	18/11/2022
Stocktake of Kāinga Ora Public Housing Construction Pipeline and Delivery	25/11/2022
Stocktake of Delivery of Housing Supply Initiatives	09/12/2022



## Coversheet

### Briefing: Rapid Assessment: Follow up from the Year Three Stocktake of the 2019 Budget Mental Health and Addiction Package

Date:	24/02/2023	Report No:	DPMC-2022/23-894
		Security Level:	<del>[IN CONFIDENCE]</del>
		Priority level:	Medium

		Action sought	Deadline
Hon Grant Robertson Minister of Finance		agree to recommendations	10/03/2023
Name	Position	Telephone	1 <sup>st</sup> Contact
Katrina Casey	Executive Director Implementation Unit and DCE Covid-19 Group Strategy, Governance and Engagement Group	[REDACTED]	✓
Erin Wynne	Advisor, Implementation Unit	[REDACTED]	

Departments/agencies consulted on Briefing
Ara Poutama Aotearoa (the Department of Corrections), Manatū Hauora (The Ministry of Health), Te Whatu Ora (Health NZ), and Te Tai Ōhanga (the Treasury).

#### Minister's Office

Status:

Signed

Withdrawn

Comment for agency

Attachments: No

Briefing: Rapid Assessment: Follow up from the Year Three Stocktake of the 2019 Budget Mental Health and Addiction Package	DPMC-2022/23-894
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# Briefing

## Rapid Assessment: Follow up from the Year Three Stocktake of the 2019 Budget Mental Health and Addiction Package

To: Hon Grant Robertson

Date	24/02/2023	Security Level	<del>[IN CONFIDENCE]</del>
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### Purpose

1. This rapid assessment examines subsequent progress of four initiatives of the 2019 Budget Mental Health and Addiction Package (the 2019 Budget Package) that returned problematic ratings in the Implementation Unit's (the Unit) Year Three Stocktake reported in June 2022. These were Health – Forensic Mental Health Services for Youth, and Enhancing Primary Addiction Responses, and for the Department of Corrections – Alcohol and Drug (AOD) intensive treatment in prisons, and AOD aftercare support services.

### Executive Summary

2. Manatū Hauora (Ministry of Health), Te Whatu Ora (Health NZ) and Ara Poutama Aotearoa (the Department of Corrections) are maintaining their focus on the delivery of the four Budget 2019 initiatives tagged as problematic by the Unit in June 2022. They are aware of the risks to delivery principally in the areas of workforce and procurement and are actively taking steps to address these risks.
3. The nature of the four initiatives and how they can be delivered has been impacted by the COVID-19 pandemic most notably in workforce demand. Demand for mental health and addiction services continues to grow. Agencies are supporting providers to adjust and change their recruitment practices to the labour shortages exacerbated over the COVID-19 period.

### Problematic ratings

4. Two initiatives remain problematic under this rapid assessment based on the risks and the fact they are not on track to meet delivery milestones by 30 June 2023. These are: Health: Forensic Mental Health Services for Youth, and the Department of Corrections: AOD aftercare support services. Agencies continue to try to improve these ratings by looking at innovative approaches and wider workforce development plans, but they are not likely to be sufficient to ensure the targets are fully met on time.
5. In its June 2022 Report, the IU identified that specialist programme and project management informed by clinical or subject matter expertise was needed to improve the delivery of initiatives in some areas. This remains the case and Te Whatu Ora is considering the need for specialist programme and project management, at the same time as it continues to undertake organisational design.

6. Cyclone Gabrielle will impact delivery in the Bay of Plenty, the Hawkes Bay and Poverty Bay where, for example, The Department of Corrections' (the Department) initiatives in the AOD after care services are focussed until June 2023. The Department will complete an assessment of the impact of Cyclone Gabrielle on delivery in these areas in March.
7. If necessary, the Department will pivot recruitment to other areas first and then focus on delivery in the Cyclone Gabrielle affected areas from August 2023. The Department is considering a potential increase in the demand for mental health and addiction services following Cyclone Gabrielle and it may need to escalate rather than postpone delivery.
8. The need for further progress in recruitment and procurement of services remains a risk to meeting milestones. These issues were highlighted in the Unit's mid-term review in August 2021 and in the June 2022 stocktake. Agencies continue to look for ways to mitigate these risks.

### Change to Mixed Ratings

9. The Health initiative: The Unit now rates Enhancing Primary Addiction Responses as mixed not problematic given eight out of 10 sites have been established and are delivering services. Action is also being taken in relation to sites nine and 10. The Department of Corrections initiative Intensive Alcohol and Drug Treatment in prisons is now rated mixed, not problematic, following its reconsideration and shift in focus to remand programmes to better match the increasing remand population.

### Looking forward

10. The Unit recognises that all agencies continue to face workforce challenges that are evident both domestically and internationally. The immediate and longer-term actions already being taken to address these challenges will make a difference alongside a focus on specialist programme and project management, and more tailored procurement.
11. Progress is evident in how a Te Ao Māori approach is being developed and embedded by all agencies reflecting that Māori are over-represented in both prison and mental health statistics.
12. Current quarterly reporting to the Cabinet Priorities Committee (CPC) could be strengthened by covering specific risks and mitigation per initiative where initiatives are rating problematic or mixed. Manatū Hauora is providing advice to the Minister of Health on approaches to ongoing reporting to CPC, including options to broaden the current focus beyond the 2019 Budget package to cover subsequent cross-agency mental wellbeing investment initiatives.

## Recommendations

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We recommend you:

1. **note** the Unit has assessed subsequent progress of the four initiatives rated problematic in the Unit's Year Three Stocktake of the Year Three Stocktake of the Budget 2019 Mental Health and Addiction Package in June 2023:
  - 1.1. Health: Enhancing Primary Addiction is now rated as mixed as delivery has improved with eight sites fully operational, and the remaining two are expected to be operational by 30 June 2023.
  - 1.2. Corrections: AOD intensive treatment in prisons is now rated as mixed as delivery has improved with the change in approach by the Department of Corrections to remand programmes, which better reflect the shift in the prison population since 2019.
  - 1.3. Health: Forensic Mental Health Services for Youth is still rated as problematic as delivery by 30 June 2023 is at risk.
  - 1.4. Corrections: AOD after care support services is still rated as problematic as delivery AOD for phase 1 by 30 June 2023 is at risk, as is delivery of phases 2 to 3 between August to November 2023 (the Department of Corrections' revised timeframe for phases 2 and 3).
2. **note** that Manatū Hauora, Te Whatu Ora, and the Department of Corrections have plans in place to mitigate the risks to delivery through actions on recruitment, tailored procurement, and innovative approaches.
3. **note** that Manatū Hauora, Te Whatu Ora, and the Department of Corrections have work force programmes under way including a cross agency group led by Manatū Hauora on the mental health and addiction workforce.
4. **note** that agencies have agreed to consider further:
  - 4.1. dedicated programme and project management (informed by clinical or subject matter expertise), more specific reporting on risk, and remedial action under these initiatives (rated problematic and mixed) through the quarterly reporting to CPC and Te Whatu Ora's Investment Steering Group/Corrections' governance arrangements.
  - 4.2. directly integrating procurement into project planning to mitigate against any potential delays drawing on Ministry of Business, Innovation and Employment (MBIE) expertise and tailored approaches such as relational contracting, which all agencies are introducing.
5. **agree** to proactively release this report, subject to any appropriate withholding of information that would be justified under the Official Information Act 1982.

YES / NO

  
**Katrina Casey**  
Executive Director Implementation Unit

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24/02/2023

**Hon Grant Robertson**  
Minister of Finance

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## Background

13. On 6 December 2022, the CPC noted that the Unit would undertake a rapid assessment of four initiatives identified as problematic in the Year Three Stocktake of the 2019 Budget Package [CAB-22-MIN-0563].
14. In Budget 2019 the Government allocated \$1.9bn to a cross-agency mental wellbeing package to address the determinants of mental wellbeing and enhance primary and community support for people with mental health and addiction issues.
15. In July 2021, the Unit completed a Mid-Term Review of 88% of the Budget 2019 Package that found agencies had made good progress towards delivering the intended outputs of the package but that elements of delivery should be strengthened.
16. In November 2021, the Unit provided a progress update on agencies' progress towards implementing the recommendations of the Mid-Term Review of the Budget 2019 Mental Health Package. The Unit found that in the three months to 29 October 2021, agencies had made good progress to strengthen delivery and had completed or were on track to implement the recommendations of the Stocktake.
17. In June 2022, the Unit completed a second stocktake of the progress of delivery of the 2019 Budget package. Four initiatives in the package returned problematic ratings. These were Health-Forensic Mental Health Services for Youth, and Enhancing Primary Addiction Responses, and for the Department of Corrections – AOD intensive treatment in prisons, and AOD aftercare support services.
18. The Unit found that to deliver their full benefits in time, initiatives with problematic ratings would need to make step-change improvements in hiring clinical roles or make interventions to fast-track procurement.

## Progress under the four initiatives since June 2022

19. Table 1 sets out what each initiative was intended to deliver, what has been delivered against the targets, expected progress by 30 June 2023, and expected completion dates.

Briefing: Rapid Assessment: Follow up from the Year Three Stocktake of the 2019 Budget Mental Health and Addiction Package	DPMC-2022/23-894
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Table 1: Delivery by Initiative

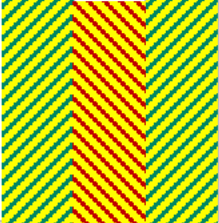
Initiative	Target/Output	Progress to date	Expected progress by 30 June 2023	Expected completion date
<b>Corrections: AOD treatment in prisons</b>	Increased access to AOD support for those in prison, including 3 Drug Treatment Programmes (DTPs) and 2 Intervention Treatment Programmes (ITPs)  Brief Interventions in Remand (replacing 1 DTP and 1 ITP).	DTP at Tongariro Sept 21 with 36 participants  ITP in Invercargill Feb 22 – 12 participants.	Rolleston AOD Service (hybrid ITP/DTP) assessments to begin April, operational by June 2023  Phase I Remand Programmes at Arohata and Manawātū by June 2023.	Phase 2 Remand Programmes in Northland, Otago and Invercargill by September 2023.
<b>Corrections: Aftercare support services</b>	Increased access to AOD support for probation clients in provincial/rural areas  15 aftercare workers planned to start in 2021/22.	Services were reviewed and changes made including to the delivery dates.	6 FTE by 30 June 2023.	4 FTE by 31 August 2023  5 FTE by 30 November 2023.
<b>Health: Forensic Mental Health Services for Young People</b>	Expand existing services to young people by increasing workforce across 5 regional forensic services.	Contracts in place for increased Full Time Equivalents (FTEs) in each region – 65% of actual FTEs in place against a milestone of 60 to 80%.	Expect to achieve or maintain actual FTEs in place – at least 60 to 80% of contracted FTEs.	Ongoing - 80 to 100% of actual FTEs in place will constitute “on track” status Te Whatu Ora will work to as part of business as usual with a focus on staying within this range.
<b>Health: Enhancing Primary Addiction Responses</b>	Expand access to AOD support through primary care – 10 sites by June 2023.	8 sites established and delivering services  One site – 6,317 drop-ins against revised milestone of 3,800 drop-ins  88% of FTEs in place against a milestone of 80%  Contract for sites 9 and 10 is in place.	Contracts in place for sites 9 and 10 by March 2023.	Commence service delivery for sites 9 and 10 by 30 June 2023.






## Delivery status of the four initiatives

20. Table 2 outlines the Unit's status of ratings under its July 2021, June 2022, and February 2023 assignments.

Table 2: Delivery Status Ratings by the Unit in July 2021, June 2022, and February 2023

Key component	\$m	July 2021	June 2022	Feb 2023	Delivery Status - February 2023
Corrections: AOD intensive treatment in prisons	23.6	Green	Yellow	Yellow	<p><b>Mixed:</b> There has been a change in focus to meet the shifting prison population, which is positive.</p> <ul style="list-style-type: none"> <li>Brief interventions in remand (replacing additional 1xDTP and 1xITP as indicated in the Needs Analysis).</li> <li>Rolleston Prison AOD Programme to start in April 2023.</li> <li>Phase 1: Programmes established at Arohata and Manawatu by June 2023. Not delivered at this point. Site access and possible delays due to procurement processes also signalled.</li> <li>Phase 2: Programmes established at Northland, Otago and Invercargill by September.</li> <li>There are some risks to delivery for the programmes already established and issues to resolve for phases 1 and 2.</li> </ul>
Corrections: AOD aftercare support services	11	Yellow	Yellow	Yellow	<p><b>Problematic:</b> The goal is to have 15 FTE's in place by 30 June 2023.</p> <ul style="list-style-type: none"> <li>6 FTE's to be in place by June 2023 in Gisborne, Wairoa, Hastings and Whatakane.</li> <li>Cyclone Gabrielle may affect timing given the location of these probation sites. If Cyclone Gabrielle delays delivery, Corrections will focus on the other sites first.</li> <li>A further 4 FTE was scheduled to be in place by 31 August 2023 and a further 5 by November 2023.</li> <li>The on-going and unforeseeable impact of Cyclone Gabrielle and co-design needed with Mana whenua.</li> <li>Hiring by 30 June 2023 and potentially for the later dates also is at risk.</li> </ul>
Health: Forensic Mental Health Services for Youth	19	Green	Yellow	Yellow	<p><b>Problematic:</b> Contracts are in place for increased FTEs in each of the five forensic regions.</p> <ul style="list-style-type: none"> <li>Across the five regions, approximately 65% of contracted FTEs are in place against Health's expected milestone of achieving or maintaining actual FTEs in place of at least 60 to 80% of contracted FTEs.</li> <li>The Unit's assessment is that the increase from 58% to 65% is not sufficient to shift the rating to mixed from problematic while acknowledging the work under way across the five regions to develop other approaches given the shortage of forensic mental health specialists globally and in New Zealand.</li> </ul>
Health: Enhancing Primary	14	Yellow	Yellow	Yellow	<p><b>Mixed:</b> Eight sites have been established and are delivering services.</p> <ul style="list-style-type: none"> <li>One site (Haven Recovery Café) has seen 6,317 drop-ins against a revised milestone of 3,800 drop-ins.</li> </ul>

Addiction Responses		<ul style="list-style-type: none"> <li>• Across the remaining 7 established operating services, 88% of contracted FTE are in place against the milestone of approx. 80% and 82% of the expected number of additional people are being seen.</li> <li>• One contract for sites 9 and 10 is in place with work under way on the remaining contracts.</li> </ul>
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Key		On track – continue to refine
		Mixed – some aspects require attention
		Problematic – aspect(s) require significant attention and action
		Off track – requires urgent attention and action
		Insufficient information available to form an assessment

### Problematic Ratings at June 2022 - Health

21. The two Health initiatives that were rated as problematic are: Health-Forensic Mental Health Services for Youth, and Enhancing Primary Addiction Responses. The Forensic Mental Health initiative is intended to expand existing services to young people by increasing the workforce across five regional forensic services. The Enhancing Primary Addiction responses aims to expand access to AOD support through primary care with 10 sites operational by 30 June 2023.
22. The Unit's rationale for the problematic rating in June 2022 for Forensic Mental Health Services for Youth was that the current rate of progress indicated that around 60 to 80% of roles would be filled by June 2023 because of the degree of specialisation needed and wider health workforce challenges.
23. Enhancing Primary Addiction Responses was also considered problematic given that since the Unit's Mid-Term Review, challenges recruiting clinical staff had delayed the intended launch for eight sites.

### Delivery Progress since June 2022 – Health

#### Health - Forensic Mental Health Services for Youth (\$19m)

24. Wider workforce development initiatives are under way alongside the youth forensics workforce development funded under the initiative. Since the Unit's last stocktake in June 2022, there has been an increase in the number of FTEs in place from around 58% at the end of quarter three in 2021/22 to approximately 65% at the end of quarter one in 2022/23. This equates to an increase from 18.9 FTEs to 30.4 FTEs in place over a six-month period. Actual FTEs in place have increased in four of the five regional services over this time.
25. Under its own rating scale Manatū Hauora considers actual FTE rates of 60 to 80% to indicate a 'mixed' status. The improvement reflects that the national commissioning team in Te Whatu Ora has been working closely with providers to improve delivery, as well as providers' efforts to overcome systemic recruitment challenges through innovative approaches. While there is a risk that service delivery will not be at expected service levels, Te Whatu Ora continues to support providers with workforce development plans and consideration of alternative options.
26. The Unit acknowledges the progress made but its assessment is that the delivery rating on its scale remains problematic and that the increase from 58% to 65% is insufficient to improve

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this rating. This equates to actual FTEs of 30.4 out of a total 47.1 contracted FTE at the end of September 2022. FTE figures for the end of December 2022 are still being validated with providers.

27. The fifth site experienced a decrease and there are ongoing recruitment difficulties reflecting significant constraints in specialised mental health workforces; the relevant team is actively working with the provider/district to address these issues.
28. Te Whatu Ora continues to consider alternative approaches to specialist clinical care given the recruitment challenges. The risks around innovative approaches will be informed by clinical expertise. The Unit supports Te Whatu Ora's innovative approach to the scarcity of clinical forensic expertise available in New Zealand but the effect on the initiative is not clear at this stage. The Unit understands there are promising signs in some regions in adjusting their recruitment approaches.
29. There are examples of providers being innovative in their approaches and models of care to deliver while responding to regional needs. One district is using a local Kuia and Kaumatua to support young people in this service to remain connected to their whānau. Another district has suggested that they could redirect some of unfilled FTE into an alternative role that supports diversional court processes as opposed to historical clinical inpatient roles.

#### **Health - Enhancing Primary Addiction Responses (\$14m)**

30. There are now eight sites operating with good progress coming through from a more hands-on approach working with providers. The plans for sites nine and 10 have changed but all contracts are expected to be in place by 31 March 2023. Manatū Hauora/Te Whatu Ora advise that as the contracts will be focused on supporting and scaling up existing services, sites nine and 10 will be able to expand more quickly than the previous sites.
31. The issues with sites nine and 10 are being addressed but it is not certain that they will be resolved by 30 June 2023. The Unit's assessment for this initiative has improved to mixed from problematic because delivery is on track to deliver all 10 sites but two still need attention to ensure the target is reached by 30 June 2023.

#### **Problematic Ratings at June 2022 - Department of Corrections**

32. The two Department of Corrections initiatives rated as problematic are: AOD intensive treatment in prison, and AOD aftercare support services. AOD intensive treatment in prison was considered problematic in June 2022 because although the initiative would support up to 138 participants by June 2023, this is short of the goal of 204 participants per year. At that time, the full goal was expected to be met in early to mid-2024, up to nine months behind initial plans.
33. Progress under the AOD aftercare support services was rated problematic in June 2022 because the hiring of staff planned for 2021/22 did not proceed. This occurred after a re-evaluation showed that community based after care services were not achieving their intended outcomes, and hiring was unlikely to be complete by June 2023 based on the Department's hiring progress in similar initiatives.



## Delivery Progress since June 2022 – Department of Corrections

### *AOD intensive treatment in prisons (\$23.6m)*

34. As at 14 February 2023, 45 percent of the prison population is now based in remand compared with 34 percent in March 2019 when the Budget 2019 proposals were finalised. In effect, this makes a primary focus on programmes for sentenced people no longer as relevant or useful. This shift to remand is expected to continue. There have also been ongoing challenges with the retention and recruitment of custodial staff, without which programmes will not be able to proceed.
35. New programmes are planned following the change in approach prompted by the evaluation undertaken by the Department:
  - Programme One (Rolleston AOD Service is a hybrid service model delivering a suite of services enabling a cross between an Intensive Treatment Programme (ITP) and a Drug Treatment Programme (DTP) with an eight week live in programme. Co-design and contract negotiation is under way. Assessments to participate in the programme will commence in April 2023 with the full programme operational by June 2023.
  - Programme two is based on the findings of the needs analysis completed in 2022 (awaiting final sign off by the Departments Senior Leadership Team). It is already informing the use of funding to establish two brief intervention remand programmes (phase one of the remand provision) given the shift in the prison population to remand shown through the needs analysis.
36. These interventions will provide sessions that are standalone for short stayers but that can combine to provide a series of sessions for the longer stayers. The sites will be Arohata and Manawatu and are expected to be operational by June 2023. A dedicated project manager across both initiatives is recommended to drive delivery and focus on remedial action.
37. Progress has been made in establishing the remaining addiction programmes. There will be a programme at Rolleston prison and the Department will establish programmes in remand reflecting the needs analysis undertaken, and the changing nature of the prison population.
38. The Minister of Corrections is updated on the changes to the spending and funding profile and the reallocation of funds from DTP/ITP to services in remand through the weekly report to the Minister. Treasury will be updated at the next Vote meeting with the Department as will the Justice Sector Chief Executives Group.
39. Phase two of the remand provision will be established between July and September 2023 at Northland, Otago and Invercargill Prisons using funds that were originally earmarked for another DTP.
40. The Department has made several sensible changes to the nature of the programmes to be applied using the Budget 2019 funding. A new set of output targets could be developed, which better reflect the progress being made in meeting the shift in demand for programmes in the remand population. Given the informed shift in approach the Unit assesses delivery to have improved from problematic to mixed. The development of new targets is recommended.

### *Corrections – AOD aftercare support services (\$11m)*

41. The output target is increased access to AOD support for probation clients in provincial and rural areas. 15 positions will be established in eight provincial rural/regional sites. The positions will provide aftercare and AOD support in locations where there is limited AOD support to probation clients. The first six positions will be established by June 2023. The remaining nine will be established between August and November 2023.

42. While there are plans in place for delivery, the nature of the risks to recruitment put the planned delivery at risk, including the impact of Cyclone Gabrielle on the location of probation sites in affected areas. The Department will assess the impact of Cyclone Gabrielle on delivery by the middle of March 2023.
43. The Department is aware that the Cyclone may in fact increase demand and escalate the need for delivery in these areas as soon as possible. If the determination is made that logistics arising from the Cyclone means that the programme should pivot to delivering in other areas first, phases two and three will proceed ahead of the Cyclone affected areas (phase one).

#### **Corrections underspend on these initiatives**

44. As set out in the June 2022 stocktake by the Unit, the Department of Corrections' underspend is from a combination of baseline underspend (due to employee turnover and vacancies), and from waiting for the outcome of reviews such as in relation to the AOD aftercare workers, which has been completed since June 2022. Additional factors are shortages with custodial staff slowing delivery progress. The Department's current projection is that there will be a \$5.35m underspend this year.

#### **Cross – agency and Other Workforce Initiatives**

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45. The Unit's mid-term Review in August 2021 recommended a focus on workforce recruitment and development. It is recognised there is a global shortage of mental health and addiction specialists.
46. There are specific initiatives under way to address the shortages including the immediate actions that Te Whatu Ora is taking at the provider and service level by supporting providers to recruit and work differently for example through combining roles, looking at different workforces, and sharing innovation to inform providers' workforce development plans.
47. Te Whatu Ora and the Department of Corrections also have significant initiatives targeted to addressing growing workforce gaps, attracting key staff, as well as growing the pipeline across the mental health and addiction workforce over the short to medium term:
  - Te Whatu Ora is progressing a range of initiatives including investment through Budget 2019 (\$77m over four years) and Budget 2022 (\$10m over four years) to grow and upskill the existing workforce and develop new workforces. There is targeted investment in forensics workforce development and other initiatives such as increasing scholarships for Māori and Pacific students pursuing mental health and addiction careers, increasing training places across professions and accrediting counsellors to work in clinical mental health roles.
  - There are both domestic and international approaches under way such as the international recruitment campaign targeted to nurses in five countries. The 'Are you Ready' campaign aims to encourage nursing graduates to choose mental health and addiction, attract former nurses back, and increase the number of Māori Pacific peoples working in this area. Te Whatu Ora has advised that the health reforms have made coordination of national and international recruitment (for example for nurses) easier.
  - The Department of Corrections has a comprehensive recruitment campaign to attract custodial staff (without which treatment programmes in prisons cannot operate). As with Te Whatu Ora, national and international recruitment is under way to address the shortages.

- There is longer term strategic work continuing to diversify the workforce, changing models of care, coordinating training pathways, and addressing cross-agency barriers to workforce growth.

48. Agencies advice that delivery has to be considered differently including investing in growing a pipeline of specialist staff or looking at alternative approaches to address workforce shortages, and also using a broader range of workforces to deliver services including peer, cultural and support workers. Work is under way in these areas.

### **Cross government Mental Health and Addiction Workforce Group**

49. Manatū Hauora has established and chairs a cross agency group as part of its health system leader role. Te Whatu Ora, the Department of Corrections, Oranga Tamariki, the Accident Compensation Corporation (ACC), the Ministries of Education and Defence, and the Tertiary Education Commission (TEC) are also members given the issues some agencies are facing in training and recruiting specialist health roles.

50. There is investment in initiatives to grow and upskill existing workforces, while also developing new workforces. This group is also an opportunity for all agencies to contribute to system wide issues and actions.

51. This cross-agency workforce group is an important part of addressing the primary issue affecting delivery of the initiatives as they are dependent on the ability to attract and retain specialist staff in the mental health and addiction field. The group looks at workforces where there are shared interests and common challenges to identify collective solutions.

### **Workforce Taskforce**

52. The Allied Health, Scientific and Technical Working Group under the Workforce Taskforce in Te Whatu Ora includes psychologists as a priority for workforce development. A workforce pipeline audit is under way to look at, amongst other matters, education and training, demand forecasting and modelling and workforce composition/design.

53. It will be important that modelling work and projection of health trends including mental health needs is targeted and monitored. The cross-agency work in establishing a coordinated approach to understand and address shortages in the field of mental health and addiction is supported by this assessment.

54. There would be benefits in agencies considering a targeted piece of cross-agency work to build:

- a better understanding of current state
- future workforce requirements
- options for cross-agency actions to collectively address workforce shortages (noting that this would require dedicated focus and resourcing).

55. It may also be useful to involve Immigration New Zealand (INZ) and MBIE in a targeted piece of cross-agency work given the Government's Immigration Rebalance and INZ's understanding of international labour trends and demands.

## Programme management, governance and procurement

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56. The Unit recommended in its first review that stronger governance and reporting arrangements should be established to support delivery of the 2019 Budget Package. The Unit then worked with agencies to develop a quarterly report for CPC on the status of milestone delivery, overall risks, and other key metrics. This review also stated the need for procurement practice to be improved.
57. Te Whatu Ora has strengthened programme management and governance across the Budget 2019 initiatives for example, an overarching programme manager that supports the Health Investment Steering Group (which oversees delivery of Budget mental health and addiction initiatives) and CPC reporting and has dedicated leads for the initiatives.
58. Manatū Hauora considers that dedicated implementation support and resourcing bringing together project management and subject matter expertise would further improve delivery. The strong focus on reporting separately against Budget 2019 as a package of initiatives and tracking granular information against these initiatives separately from baseline investment creates challenges for agencies and providers. It would be beneficial to consider if greater integration of reporting is possible.
59. Plans for integrated reporting to CPC would include the approximately \$200m investment in mental health and addiction made in Budget 2022. The Unit supports this broadening as it would reflect the cross-government approach committed to in *Kia Manawanui* (the Government's long-term pathway to mental well-being).
60. Agencies agree that there are opportunities for further strengthening of reporting through a stronger focus on risks and mitigations for initiatives with problematic and mixed ratings.
61. Agencies also agree with the Unit's finding that procurement timelines should be factored more into programme planning and further consideration of different approaches to procurement using MBIE expertise where relevant, and the Ministry of Social Development (MSD) relational contracting guidance through the Social Sector Commissioning hub.
62. The Unit acknowledges that the Department of Corrections has already introduced its own relational contracting model and is rolling it out more widely across the organisation. Similarly, Te Whatu Ora and Te Aka Whai Ora are enhancing their commissioning approaches learning from previous innovative procurement approaches used for Budget 2019 initiatives.
63. The Mental Health and Addiction Investment Steering Group chaired by Te Whatu Ora could consider whether milestones should be changed or reset for relevant initiatives given the shifting approach to the Forensic Mental Health Services for Youth initiative and the difficulties in finding forensic clinical specialist drawing on what Te Whatu Ora is doing in the Waikato region.
64. The Department should ensure that there is active governance of these initiatives through its governance structures and reporting to the Minister of Corrections and CPC where the timeframe for the delivery of milestones is changed (for example, phases 2 and 3 of AOD aftercare workers). The Department is seeking confirmation of the revised timeframe for phases 2 and 3 through the next quarterly report to CPC. The Department will advise its Minister as part of the next regular update.
65. The Unit's assessment is that this would lead to a more active targeted role in tracking progress against the four initiatives and help steer remedial action to ensure milestones are met, and risks are mitigated.

## Risk management and mitigation

66. Delivery risks and mitigations are set out at a high level as part of the CPC quarterly reporting across the 2019 Budget package as a whole not initiative by initiative. The detailed initiatives table in CPC reporting does include discussion of risks and mitigations in relation to initiatives' status ratings, and problematic initiatives are discussed in the cover briefing to the Minister of Health.
67. For the initiatives rating as problematic or mixed, it is suggested that specific risk reporting and remedial action/mitigation could be included more prominently in CPC reporting.
68. Manatū Hauora and Te Whatu Ora are developing a risk register for the wider commissioning work programme including Budget 2019 initiatives. Advice on risk and mitigations is also included in the 2019 Budget package reporting to the Investment Steering Group.

## Treaty of Waitangi considerations and te ao Māori perspective

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69. All agencies are committed to a Te Ao Māori model to addressing the issues central to quality delivery and positive outcomes for Māori through Health and Corrections initiatives. Māori are over-represented in mental health and addiction and prison statistics. There is strong recognition that Initiatives need to be delivered in a way that recognises the needs of Māori and reflect Te Ao Māori.
70. Examples of initiatives include:
  - The continuing care/AOD workers in probation sites aftercare service consistent with the Department of Correction's Hōkai Rangi Strategy, which symbolises change, potential and transformation.
  - Te Whatu Ora and Te Aka Whai Ora co-chairing the Workforce Taskforce set up in December 2022 (the work of the Taskforce is underpinned by the commitment to improve equity and Māori outcomes led by taking a Māori partnership approach in addressing workforce priorities.
  - Te Aka Whai Ora co-commissioning work with Te Whatu Ora.
  - The Department of Corrections is developing a Health Services People Plan with three strands covering: workforce composition (better meet everyone's health needs by increasing the number of Māori health practitioners), recruitment and retention, and Improve Matauranga Māori.
  - The ITP proposed as at January 2023 is approved and will start in April 2023 for Rolleston Prison. It is a partnership between Odyssey and Purapurawhetu. Purapurawhetu is a local iwi and hāpu mandated organisation delivering kaupapa Māori health, mental health and social services; it has active representation in the co-development of the proposed service at Rolleston Prison.

## Financial implications

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71. This rapid assessment has no financial implications.

## Consultation

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72. This assessment was conducted with the cooperation of Manatū Hauora, Te Whatu Ora, and the Department of Corrections. Agency staff were advised of emerging findings throughout the assessment. The Treasury was consulted on the assessment.

## Next steps

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73. The next step is for you to meet the Ministers of Health and Corrections to discuss this Report. The Report will then be reported to a CPC meeting and subsequently proactively released.

Proactively Released



# Coversheet

## Briefing: Second Stocktake of the Carbon Neutral Government Programme

Date:	17/03/2023	Report No:	DPMC-2022/23-948
		Security Level:	<del>IN-CONFIDENCE</del>
		Priority level:	Medium

	Action sought	Deadline
Hon Grant Robertson Minister of Finance	agree to the recommendations	31 March 2023

Name	Position	Telephone	1 <sup>st</sup> Contact
Katrina Casey	Executive Director Implementation Unit	9(2)(a)	9(2)(a) ✓
Chris McIntyre	Advisor, Implementation Unit	9(2)(a)	9(2)(a)

Departments/agencies consulted on Briefing
The Implementation Unit consulted the Ministry for the Environment (MfE), Ministry for Business, Innovation and Employment (MBIE), the Energy Efficiency and Conservation Agency (EECA), the New Zealand Defence Force (NZDF), New Zealand Police, Department of Corrections, Ministry of Foreign Affairs and Trade, Ministry of Justice, Department of Conservation, Oranga Tamariki, the Ministry for Social Development, Ministry for Primary Industries, Public Service Commission, Department of the Prime Minister and Cabinet, Ministry for Women, Ministry for Pacific Peoples, the Ministry of Education, Te Whatu Ora, Kainga Ora, Waka Kotahi, and the Treasury.

### Minister's Office

Status:

Signed

Withdrawn

Comment for agency

Attachments: Yes

# Briefing

## Second Stocktake of the Carbon Neutral Government Programme

To: Hon Grant Robertson  
Minister of Finance

Date	17/03/2023	Security Level	<del>IN CONFIDENCE</del>
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### Purpose

1. This stocktake assesses progress made towards the goals of the Carbon Neutral Government Programme (CNGP) since the Implementation Unit's ('the Unit') stocktake in December 2021. The Commissioning Brief is in Attachment A.

### Executive Summary

2. The CNGP includes 99 organisations: 40 departments and departmental agencies in Tranche 1, 29 Crown agents in Tranche 2, and 30 tertiary institutions and other bodies in Tranche 3.
3. The CNGP has four goals:
  - a. reduce gross emissions 20% by 2025 and 42% by 2030;
  - b. phase out the largest and most active coal boilers by the end of 2025;
  - c. reduce the size of the government fleet and transition to electric vehicles, and
  - d. improve the energy efficiency of government offices by achieving 4 Star ratings.

#### ***Organisations within the CNGP have significantly matured but there is more work to do***

4. 39 organisations in Tranche 1 were due to report 2020/21 emissions, set reductions targets, and create emissions reductions plans (ERPs) in December 2022. All 39 met the deadline.
5. The ten largest emitters in Tranche 1 are underway implementing emissions reductions activities, and most have well-developed plans and processes in place. All organisations are improving their capability to collect, report on, and assess the emissions impact of their activities. At this early stage, none of the largest-emitting organisations can routinely use emissions data to make informed trade-offs as part of regular decision-making.
6. The largest organisations in Tranche 2 are progressing well towards their first reporting deadlines. Kāinga Ora, Waka Kotahi, and schools are due to report in December 2023. Te Whatu Ora has a 12 month extension and is due to report in December 2024.

#### ***Tranche 1 is unlikely to meet the overall target of a 20% reduction by 2025***

7. It is unlikely Tranche 1 will achieve a combined 20% reduction by 2025 because there are limited reductions opportunities in the three largest emissions sources: fuel use by NZ Defence Force (NZDF), agricultural emissions at the Department of Corrections' farms, and the NZ Police fleet. These comprise 30% of all Tranche 1 emissions. Most other Tranche 1 organisations can achieve 2025 targets and cite changing organisational behaviours as the main barrier.



8. Emissions are likely to increase in the current reporting period (2022/23) reflecting a return to baseline activity post-Covid. The Ministry for the Environment (MfE) expects most of the increase to come from air travel and is supporting organisations to revise travel policies and set carbon budgets.
9. Tranche 1 organisations expect emissions to start decreasing by 2025 as they implement ERPs but cannot yet estimate the size of the decrease. It will not be possible to accurately estimate how far the overall public sector will get towards the CNGP target of a 42% reduction by 2030 until after Tranche 2 organisations report in 2023 and 2024. Total Tranche 2 emissions could be 6-12 times larger than Tranche 1 emissions.

**All coal boilers except one are on track to be replaced by 2025**

10. Funding is allocated to the transition away from coal for all but three of the 193 coal boilers across the public sector. 9(2)(f)(iv) [REDACTED]
11. 9(2)(f)(iv) [REDACTED], all coal boilers will be on track for replacement by June 2025 except one: a NZDF boiler in Burnham, due to be fully replaced by 2029.

**The fleet is forecast to be the same size in 2026 as when CNGP began in December 2020**

12. By 2026 the government's commercial light vehicle fleet is expected to be the same size but comprise 40% EVs, up from 1.6% in December 2020. 9(2)(g)(i) [REDACTED]
13. MBIE could provide greater visibility to chief executives and CNGP Ministers on whether the total impact of fleet transition plans is enough to achieve Programme goals.

**Energy efficiency assessments for office buildings are forecast to be 78% complete by 2025**

14. 98 buildings are in scope for energy efficiency assessments by 2025. As at March 2023, 26 of 107 buildings have been assessed, eight of which did not meet the minimum standard.
15. 23 buildings (22%) are not due to be assessed by 2025 because leases will not expire until later. MBIE has agreed to follow-up with organisations that are lead tenants in these buildings.

**The Energy Efficiency and Conservation Authority (EECA) is on track to fully allocate the State Sector Decarbonisation Fund (SSDF) by the end of June 2023**

16. As at 17 March 2023, \$215.2m (98%) of the SSDF has either been approved for specific projects (75%) or is with Ministers for approval (23%). 9(2)(f)(iv) [REDACTED]. EECA expects to spend 100% of the SSDF by June 2025. Although the NZDF Burnham project will not complete until 2029, it will spend 100% of its SSDF funding before June 2025.
17. Once the SSDF is fully allocated there are limited funding sources available to help CNGP organisations invest in decarbonisation. 9(2)(f)(iv) [REDACTED]

**Organisations should report on a range of output measures in addition to gross emissions**

18. Reporting to Ministers and chief executives is an important lever for being able to hold organisations accountable for progress against the targets. The CNGP requires reporting on gross emissions, which are calculated using emissions factors that are outside organisations' control. An increase in the value of an emissions factor can increase an organisation's gross emissions even if the organisation is making progress by doing less of the activities that create emissions.
19. MfE has agreed to look at how reporting could highlight other measures, such as whether activities that drive gross emissions are reducing. The Unit could support this work.

**Organisations would benefit from standardised data measures and procurement guidance**

- 20. Organisations take different approaches to estimate emissions from the same sources. MfE should align data and measurement methods to improve consistency, ideally before any requirement to offset emissions. Standards would also make it easier for suppliers to report.
- 21. Procurement and all-of-government contracts are increasingly important levers for achieving emissions reductions. Organisations would also benefit from guidance on how to approach their suppliers, who are responsible for most of some organisations' emissions. MBIE and MfE have agreed to explore how to help organisations use new and existing contracts with suppliers to create opportunities for improved emissions reporting and reductions.

**Recommendations**

We recommend you:

- 1. **note** that organisations in Tranche 1 have made significant progress to measure, report, and have plans in place for reducing emissions but it is unlikely Tranche 1 will achieve a 20% reduction by 2025 because limited reductions are possible in the largest emission sources.
- 2. **note** that the SSDF is expected to be fully allocated by June 2023 and fully spent by June 2025, 9(2)(f)(iv) [REDACTED]
- 3. **note** that MfE has agreed to explore how reporting can evolve to better reflect organisations' progress in reducing activities that drive emissions.
- 4. **discuss** with CNGP Ministers whether MfE and MBIE should undertake a shared work programme to:
  - 4.1. identify data standards for key emissions sources and begin to incorporate these into all-of-government contracts **YES / NO**
  - 4.2. create procurement guidance to help organisations use new and existing contracts with suppliers to report on and reduce emissions **YES / NO**
  - 4.3. provide Ministers greater visibility over overall progress Programme goals on fleet, buildings, and other key emission sources. **YES / NO**
- 5. **direct** the Implementation Unit to support MfE and MBIE to 30 June 2023 as they undertake the work outlined in recommendations 3 and 4. **YES / NO**
- 6. **agree** to proactively release this report, subject to any appropriate withholding of information that would be justified under the Official Information Act 1982. **YES / NO**

  
**Katrina Casey**  
**Executive Director**  
**Implementation Unit**

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17 / 03 / 2023

**Hon Grant Robertson**  
**Minister of Finance**

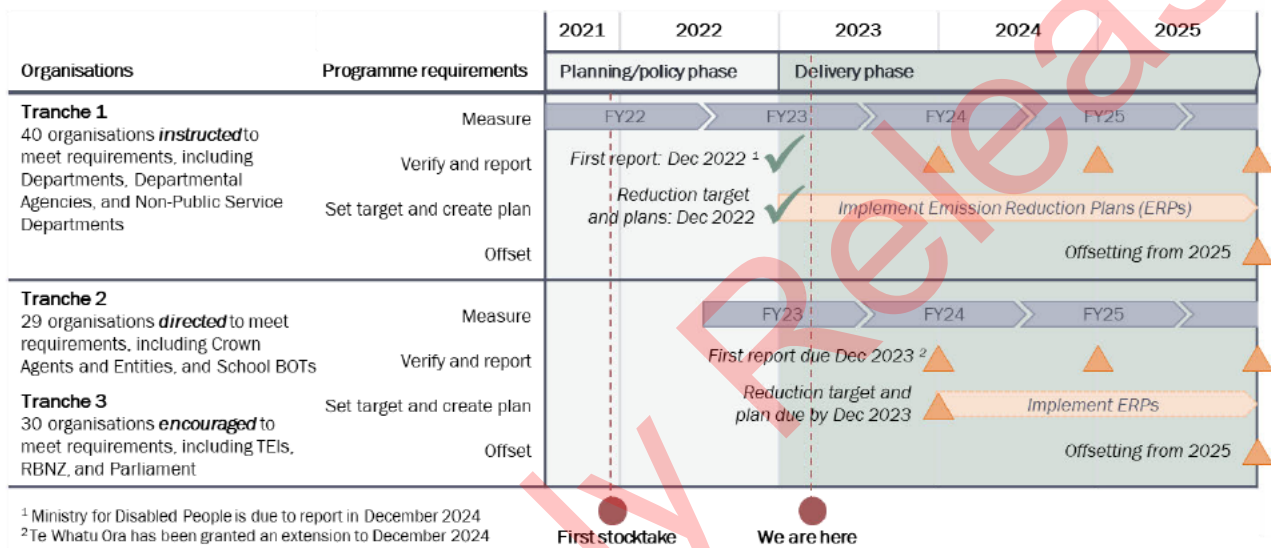
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## Background

22. The CNGP requires 99 public sector organisations ('CNGP organisations') to achieve carbon neutrality from 2025, including measuring and reporting emissions, creating ERPs, and offsetting emissions that can't be reduced. CNGP requirements are shown in Figure 1.
23. CNGP requirements are staged. 39 organisations in Tranche 1 were due to meet CNGP requirements in December 2022. 28 organisations in Tranche 2 are due to meet requirements by December 2023 and Te Whatu Ora has an extension until December 2024. The remaining 30 organisations in Tranche 3 are encouraged to meet requirements by December 2023.
24. Three agencies oversee the CNGP: MfE is the lead agency, with support from MBIE and EECA. EECA administers the \$219.5m SSDF, which co-funds emissions reductions projects.

Figure 1. Timeline of organisations' requirements under the CNGP



## Actions since the Unit's first stocktake of the CNGP in December 2021

### In 2022, MfE, MBIE and EECA actioned all recommendations of the first stocktake

25. The Unit undertook a stocktake of progress of the CNGP in December 2021 that focussed on programme management and governance settings. Recommendations aimed to ensure organisations had sufficient guidance to meet programme requirements, streamline approvals for the SSDF, and to ensure programme arrangements were suitable for delivery.
26. MfE, MBIE, and EECA have implemented all recommendations. Their actions are summarised in Attachment B. These actions had a positive impact on organisations' readiness to meet requirements and provided Ministers with a better view of progress. MfE and MBIE continue to refine their responses to the recommendations by, for example, ensuring guidance meets organisations' needs and refining reporting as better data comes available.
27. As Tranche 1 organisations implement emissions reductions plans, MfE and MBIE's focus is moving from helping CNGP organisations to meet Programme requirements to supporting organisations to drive emissions reductions.
28. Procurement and all-of-government contracts are increasingly important levers for achieving emissions reductions. MBIE is the system leader for this work and can play a greater role in leading and coordinating work with MfE on this and other pieces of work that support implementation. Opportunities to do so are outlined in the following sections.

## Progress towards meeting Programme requirements and reducing emissions

### Organisations in Tranche 1 are now measuring and reporting on emissions

- 29. 39 organisations in Tranche 1 met the December 2022 deadline to measure and report 2020/21 emissions, set 2025 and 2030 reduction targets relative to a base year, and create an emissions reductions plan.<sup>1</sup> MfE will report full Tranche 1 results to CNGP Ministers on 29 March 2023.
- 30. All but one organisation set targets in line with a 1.5 degree reduction pathway, equivalent to a 42% reduction by 2030 and a 20% reduction by 2025.<sup>2</sup> The Ministry for Pacific Peoples set a 0% target for 2025 and a 21% target for 2030, from a 2021/22 base year, because its suppliers could not provide historical data. The Unit assesses that this is equivalent in ambition to targets set by other organisations with earlier base years.
- 31. It is too early to assess whether organisations' actions are leading to reductions. Most plans are only a few months old or are still being put into place and many organisations do not regularly collate emissions data. The first opportunity to see whether organisations' activities are leading to reductions will be at the end of the next reporting cycle in March 2024.

### Most of the largest emitters in Tranche 1 are making good progress putting plans into effect

- 32. The Unit spoke to 14 organisations in Tranche 1, comprising 94% of total emissions. This included the 10 organisations with the largest emissions in 2021/22 and four small agencies.
- 33. The Unit worked with MfE to develop a maturity framework to describe what an organisation should have in place to give it the best chance at meeting its reductions targets. Most aspects are within organisations' control, but some are not. The maturity framework is in Attachment C and assessments of the maturity of the ten largest emitters in Tranche 1 are in Table 1.

Table 1. Assessment of the maturity of the ten Tranche 1 organisations with the largest emissions

Stages of maturity	Assessment of top ten emitters
<b>Early stage</b> Organisation has high-level plans in place and is undertaking more work to be able to operationalise and report on its emission reductions activities.	Ministry of Justice
<b>Early stage plus</b> Early stage in key areas, well-developed in some areas.	
<b>Well underway</b> Has good plans and structures in place and is working towards being able to provide decision-makers with regular, high-quality insights across all its major emissions sources.	Department of Corrections NZ Defence Force Oranga Tamariki Ministry of Foreign Affairs and Trade Ministry of Social Development
<b>Well underway plus</b> Well-developed in most areas, with advanced practices in some areas.	NZ Police Department of Conservation Ministry for Primary Industries MBIE
<b>Advanced</b> Routinely collects robust information on most sources of	<i>No organisations spoken to in this stocktake are at a fully advanced stage yet.</i>

<sup>1</sup> One additional organisation in Tranche 1, the Ministry for Disabled People, is not due to report until December 2024.

<sup>2</sup> Organisations can choose any year from 2016/17 to 2021/22 as their base year, which represents 'baseline' activity. The base year does not imply that an organisation has been reducing emissions since that year.

emissions and uses insights to make informed decisions about emissions reductions and associated trade-offs.

- 34. The assessments in Table 1 do not necessarily indicate that more mature organisations have or will achieve reductions. Organisations' reduction opportunities vary widely based on available technologies, and some organisations will be able to deliver reductions at an early stage of maturity while some advanced organisations will not.
- 35. All organisations the Unit spoke to have a good understanding of what they need to do to mature and have plans in place to do so. The Unit has discussed with organisations what they could do to improve their maturity. To support organisations to develop, MfE is expanding its work to help CNGP organisations share best practices through 'communities of interest'.

**Progress towards all-of-government CNGP goals**

- 36. The CNGP has four all-of-government goals related to gross emissions reductions, coal boilers, the government fleet, and buildings. Status ratings of progress are in Table 2.

*Table 2. Status of progress towards all-of-government CNGP goals*

Goal	Status rating
Reduce emissions 20% by 2025 and 42% by 2030	<b>Insufficient information to form an assessment</b> – Tranche 1 is unlikely to meet 2025 targets due to limited reduction potential in the largest sources. It will not be possible to assess overall reduction potential until Tranche 2 and 3 organisations report in Dec 2023.
Phase out the largest and most active coal boilers by the end of 2025	<b>On track</b> – Funding is allocated or earmarked to replace 100% of coal boilers. 99% of coal boilers are due to be replaced by June 2025. One NZDF coal boiler will not be fully replaced until 2029.
Reduce the size of the government fleet and transition to electric vehicles	<b>Problematic</b> – In 2026, the fleet is projected to be the same size as when CNGP began in Dec 2020, and EVs are forecast to comprise 40% of the fleet (compared to 1.6% in Dec 2020).
Improve the energy efficiency of government offices by achieving 4 Star ratings	<b>Problematic</b> – As at March 2023, 26 of 98 existing buildings have been assessed, and 8 did not meet minimum standards. 78% of buildings are due to be assessed by 2025.

**Goal: Reduce emissions 20% by 2025 and 42% by 2030**

***It is unlikely Tranche 1 organisations will collectively achieve a 20% reduction by 2025***

- 37. Meeting the target would require near-term operational trade-offs that are not realistic because there are limited reduction opportunities in the largest emissions sources for NZDF (aviation and shipping fuels), Department of Corrections (agriculture), and NZ Police (vehicle fleet). These three sources comprise 30% of total Tranche 1 emissions. This means the 2025 target would require up to 35% reductions in all other sources in the next two to three years.
- 38. Other than NZDF, the Department of Corrections, and NZ Police, most of the Tranche 1 organisations spoken to in this stocktake indicated they should be able to achieve their 2025 targets and cite changing organisational behaviours as the main barrier to doing so.

***It is not yet possible to estimate the impact organisations' plans will have by 2025 or 2030***

- 39. Organisations are starting to implement activities to reduce emissions but in general are not able to estimate the impact of their activities. This is because some activities are being piloted or there is limited data available from internal systems or suppliers for many sources.

40. Emissions are likely to increase in the current reporting period (2022/23). Almost all organisations spoken to in this stocktake report that emissions are tracking higher as operations returning to pre-Covid levels. MfE assesses that most of the increase will come from air travel and is helping organisations revise travel policies and explore carbon budgets.
41. There is evidence that organisations have been able to transition some aspects of their operations to lower-emissions ways of working post-Covid, such as implementing new travel policies. Tranche 1 organisations report that new ways of working are not having a material impact on gross emissions yet but expect emissions to start decreasing by 2025 as they implement specific activities from their ERPs.

***Tranche 2 will have significantly larger emissions than Tranche 1***

42. Tranche 2 organisations are due to report for the first time in December 2023, and December 2024 for Te Whatu Ora. Tranche 2 includes Te Whatu Ora, Waka Kotahi, Kāinga Ora and schools. These entities' total emissions are likely to be 6-12 times larger than all of Tranche 1.
43. Tranche 3 organisations – mostly tertiary institutions – have been encouraged, but not directed, to report in December 2023. The Unit did not speak to Tranche 3 for this stocktake.

**Goal: Phase out the largest and most active coal boilers by the end of 2025**

44. In December 2020, there were 193 coal boilers, made up of 150 in schools, 25 in Te Whatu Ora sites, 12 in tertiary institutions, four in NZDF sites, and two in Department of Corrections sites. As at February 2023, funding is allocated to replace 190 of 193 coal boilers, of which:
  - a. 67 coal boilers (35%) have been replaced (63 in schools, two at a Te Whatu Ora site in Timaru, and two at a Southern Institute of Technology site in Telford)
  - b. 53 coal boilers (27%) are currently being replaced
  - c. 70 coal boilers (36%) have been funded and are in a planning stage.
45. Three coal boilers (2%) require funding decisions. These are at NZDF sites in Woodbourne (two boilers) and Waiouru (one boiler). 9(2)(f)(iv) [REDACTED]
46. 192 of 193 coal boilers (99%) are due to be replaced by the end of 2025. Only one coal boiler is expected to be operating after 2025: a NZDF boiler in Burnham. A replacement project is underway and will reduce emissions by 23%, but upgrades to electricity networks are needed before full replacement can occur. NZDF advises this will take place by 2029.
47. There is some risk that 5-10 of the most complex projects at NZDF sites, hospitals, and schools may not fully transition by 2025. The main delivery risks are longer-than-expected manufacturing and delivery times of boilers from overseas, availability of subcontractors and materials, and stable electricity supply to remote sites. EECA and the Ministry of Education manage and report on these risks and the Unit assesses these arrangements are appropriate.

**Goal: Reduce the size of the government fleet and transition to electric vehicles**

***The size of the fleet is projected to remain the same as when the CNGP was launched***

48. The government's fleet grew 5% between December 2020, when the CNGP was launched, and September 2022. Organisations' current fleet transition plans indicate the overall size of the government fleet will reduce by around 5% from its current size by June 2026. This would return the fleet to roughly the same size as December 2020. MBIE advises that the forward trend is decreasing, which is better than would have been achieved if the CNGP did not exist.

***The proportion of the fleet that is EVs is forecast to increase to 40%, but could grow further***

49. In December 2020 EVs comprised around 1.6% of the fleet. As at December 2022, EVs comprise around 10.7% of the fleet, and total light vehicle fleet size is around 16,400 vehicles.
50. Organisations' current plans indicate that approximately 40% of the fleet will be EVs by June 2026, up from a 25% estimate in July 2022.
51. Many organisations have operational needs that cannot be met by current EVs (for example, 22% of the fleet comprises police vehicles where there are few suitable alternatives, and the resiliency of Police and NZDF fleets will rely on a mix of vehicle types).
52. 9(2)(g)(i) both the Unit and MBIE assess that there are opportunities to transition more than 40% of the fleet by June 2026. Organisations with similar operations have very different estimates for the proportion of EVs they can achieve, which indicates that ambition and buy-in varies by organisation.

***MBIE could improve visibility for Ministers over future fleet size and composition***

53. MBIE reports on the current state of the fleet and is starting to report on the future composition of the fleet. It did not have detailed information on organisations' fleet transition plans until late 2022 and first reported the forecast size and composition of the fleet in November 2022.
54. MBIE does not yet report on whether the proportion of new vehicles that are EVs is increasing, or when organisations will make procurement decisions that are material to the overall composition of the fleet. MBIE has agreed to improve reporting as data improves.

***Upcoming policy work aims to address barriers to the fleet transition***

55. Common barriers include a lack of charging infrastructure, the electrical network and supply capacity to meet higher electricity demand, and the higher cost of EVs, which can be 30% to 100% more expensive. MBIE and the Ministry of Transport are undertaking policy work on grid upgrades and funding for new infrastructure. 9(2)(f)(iv)

**Goal: Improve the energy efficiency of government offices**

***Of 98 office buildings, 18 are confirmed as meeting minimum energy standards***

56. Since 1 January 2021, CNGP organisations with office accommodation over 2,000m<sup>2</sup> have been required to begin the NABERSNZ assessment process at the next available opportunity (e.g., a lease renewal). The assessment produces a rating from 0 Stars ('very poor') to 6 Stars ('aspirational'). Organisations must ensure buildings achieve at least a 4 Star rating.
57. As at March 2023, 98 office buildings are in scope for NABERSNZ assessments:
- assessments are not yet due or have not started for 44 buildings
  - assessments are planned or underway for 20 buildings
  - assessments are complete for 26 buildings, of which 18 buildings achieved a 4 Star rating or higher, and eight buildings did not achieve the minimum 4 Star rating. The lowest-rated buildings were two buildings with a 2 Star rating ('below average').
58. The Unit spoke with the organisations that are lead tenants in each of the five buildings that did not achieve a 4 Star rating. All organisations have undertaken minor energy efficiency improvements and are engaging with landlords to advocate for more substantive changes. In general organisations have limited levers to influence landlords within existing leases but plan to take energy efficiency into account when assessing options for future tenancies.

***22% of buildings will not meet the goal of completing a NABERSNZ assessment by 2025***

59. MBIE estimates assessments will be complete for 78% of in-scope buildings by 2025 and 90% by 2030. MBIE has informed organisations of their requirements under the programme and will undertake follow-ups with the organisations responsible for the remaining 22% of buildings to confirm that assessments will be completed by the end of December 2025.

**Other initiatives are in place to ensure new buildings meet energy efficiency standards**

60. Since 1 April 2022, new non-residential buildings over \$25m capital value must be built to a minimum 5-star Green Star rating. The threshold will drop to \$9m on 1 April 2023. Nine projects are registered with Green Star and outcomes will be tracked as projects are completed.

**Delivery of the State Sector Decarbonisation Fund**

**SSDF funding is 75% allocated and can be 100% allocated by June 2023**

61. In August 2022, \$138.6m (63%) of the \$219.5m SSDF had been allocated and Ministers sought advice on how the rate of allocation and spending could be improved. EECA is on track to fully allocate SSDF funding by June 2023. As at 17 March, \$165.2m (75%) of the SSDF is approved for specific projects and \$50m (23%) is awaiting decisions from Ministers.

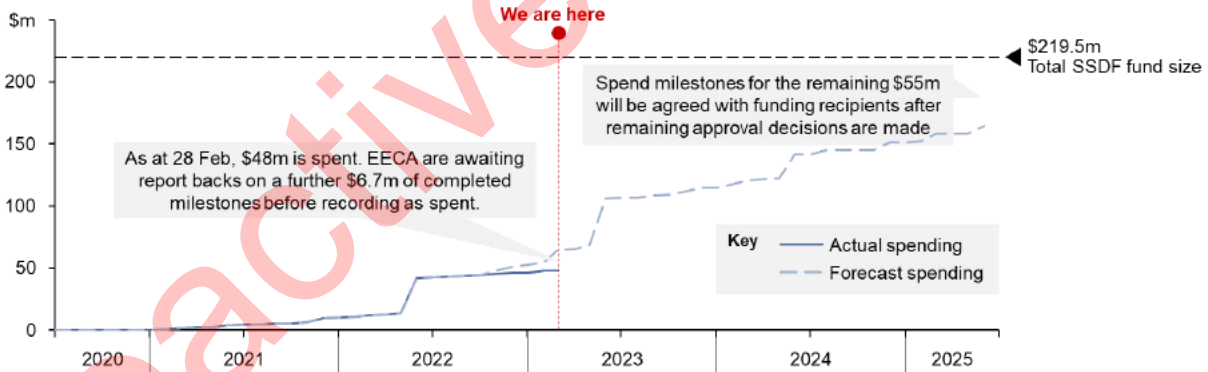
62. 9(2)(f)(iv)

**25% of total funding is spent. Spending lags completion as most milestones are in 2024/25**

63. EECA projects that 100% of the fund is due to be spent by June 2025. As at 17 March, \$48m (25%) has been spent. Figure 2 shows actual and expected spend to 2025 based on project spending milestones for the \$165m of funding approved to date.

64. Spending is a lagging indicator of delivery progress: it is common for payments to be made when the final project milestone is complete, and recipients may take time after completion to provide EECA with documentation to record an appropriation as 'spent'.

Figure 2. SSDF actual and forecast spending to June 2025



**Most projects are tracking well, and all but one, are due to be delivered in full by June 2025**

65. 44 projects are complete, an increase from 10 as at December 2021. These tend to be small projects: half received under \$100k in SSDF funding, and the average size is around \$300k.

66. Larger projects tend to be more complex and are not due to complete until closer to June 2025. Only one project is not due to deliver planned reductions in full by June 2025: the NZDF Burnham project (see para. 46). The project has faced substantial cost escalation and delays to necessary upgrades to internal and external electrical networks. A delivery plan is in place and EECA is providing regular updates to SSDF Ministers.



67. EECA monitors progress and project risk and has sound processes in place to ensure recipients meet project milestones. The 55 projects that were approved at the first stocktake have tracked well since December 2021: 41 projects (75%) are on track or ahead of deadline. 14 projects (25%) have faced some delay, for a range of reasons including site access to hospitals or prisons, equipment not arriving in New Zealand, or delays to resource consents.

## **Lessons learned and opportunities to improve delivery**

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### **Lessons and opportunities across the Carbon Neutral Government Programme**

#### ***Reporting on gross emissions targets will make it difficult to show progress over time***

68. The most important lever for holding organisations accountable for their progress is Programme reporting to Ministers and Chief Executives. Programme settings require CNGP organisations to report on gross emissions [CAB-21-MIN-0030 refers] and therefore Programme-wide reports are on gross emissions.
69. Reporting on gross emissions is a reasonable requirement for the CNGP and aligns with international standards. However, gross emissions figures have limitations that make it difficult to assess organisations' progress over time and can obscure good work.
70. The key limitation is that gross emissions will not necessarily show if organisations are making progress on factors in their control or with the highest abatement potential. In general, gross emissions for a source are calculated by multiplying a per-unit emissions factor with a unit of activity or output (such as kg of waste). Most emissions factors are set annually by MfE and are outside the control of CNGP organisations. An organisation that reduces its activities could have higher gross emissions due to an updated larger emissions factor being applied; an organisation that does nothing or increases an activity could reduce gross emissions due to a smaller emissions factor.

#### ***Reporting on key outputs would help show progress but should not increase requirements***

71. As the Programme develops, MfE, MBIE, and CNGP organisations should add granularity to reporting that shows whether CNGP organisations are making progress on reducing activities and outputs that drive gross emissions in the areas they have more control.
72. CNGP organisations currently spend time measuring and reporting gross emissions from the long tail of small sources to meet international standards that, at the margin, would be better spent reporting key drivers of the largest emissions sources and reporting progress implementing the most material activities in organisations' ERPs.
73. At the same time, reporting is a significant activity for CNGP organisations, and any additional reporting should aim to reduce – or at least not increase – the sum of requirements on CNGP organisations. The goal for steady-state Programme reporting should be to:
- show, in addition to gross emissions, whether the drivers of emissions are changing;
  - hold organisations accountable for emissions sources most in their control and/or with the highest abatement potential – and ensure they get credit where it is due, and
  - minimise requirements by ensuring it is simple to collect and report required data.

#### ***Formal changes to mandated CNGP reporting requirements should not occur until 2025, but there are opportunities to make improvements in the meantime***

74. Adjustments to reporting requirements may require changes to MfE's mandate, wider Programme design, and the direction for Crown agents. The most appropriate time to consider formal adjustments would be a scheduled review of CNGP targets in 2025 [CBC 21-MIN-0030 refers] or in any legislation related to offsetting.

75. In the meantime, MfE and MBIE could adopt some 'no-regret' changes to improve reporting:
- use existing output data (e.g., km flown, kWh of electricity) to report on changes in activity levels; encourage organisations to report on key activities, and provide examples of metrics and goals relating to, for example, output units or measures of emissions intensity.
  - provide CEs and Ministers with visibility on whether the net impact of all organisations' plans is enough to meet Programme goals on fleets and buildings, including where upcoming decisions could have a material impact on overall progress.
  - investigate whether there are other emission sources where it would be suitable for Ministers to have visibility over organisations' decisions with major carbon implications, such as construction, land use, and other supply chain decisions.
76. Subject to Ministerial decision, the Unit could support MfE and MBIE with this work.

***MfE and MBIE should standardise collection and estimation of some data***

77. CNGP organisations report that data quality and availability is one of their largest barriers to making informed decisions. Addressing gaps in data is a key focus for many organisations.
78. At present, organisations use a range of data and methodologies to measure or estimate the same emissions sources. This reflects variation in data availability from suppliers, internal systems and operating contexts.
79. Data and measurement methodologies should be aligned over time, on the basis that:
- organisations' data systems for emissions reporting should have a basic degree of compatibility with what the Programme requires in annual reporting cycles, to reduce the level of manual work required to report, and
  - administrative burdens on suppliers should be reduced, to ensure the same supplier does not have to report different data in different formats to different organisations.
80. MfE and MBIE should work together with CNGP organisations to agree a work programme towards developing all-of-government data standards for key emissions sources where there are a small set of large suppliers. MfE has started some work on air travel and rental car data, that could be incorporated into AOG contracts and have identified freight as another potential source where all-of-government standards may be suitable. Further work could look to introduce data standards for the largest suppliers to government.

***Data and methods should be aligned to the extent possible prior to offsetting requirements***

81. At present organisations' liabilities for gross emissions could vary widely depending on the methodology used to estimate key emissions sources. The method used may rely on what a supplier is able to provide and therefore sit outside organisations' direct control. As an example, estimates of gross air travel emissions for two organisations with identical travel could vary by up to 50% if one organisation's supplier applies an average emissions factor and another applies factors specific to types of aircraft.
82. The Unit assesses that it is desirable for standards for key sources to be aligned before offsetting requirements are introduced. MfE advises that it may not be possible to align standards for some sources by 2025 and that this should not be a prerequisite for offsetting.

***Organisations would benefit from guidance on using procurement to achieve reductions***

83. A significant proportion of many organisations' emissions come from suppliers. MBIE plans to undertake work with large suppliers to understand their capacity to measure and report on emissions and is considering how this might flow through to all-of-government contracts and guidance for CNGP organisations.

84. Organisations can use new contracts, existing contracts, and contract renewals as opportunities to improve reporting on, and reduce, those emissions and report that more guidance would assist them to navigate supplier relationships.
85. MBIE and MfE have agreed to create guidance to help organisations address opportunities for emissions reductions in new and existing contracts. This guidance may include for:
- a. new contracts, example clauses that can be included to emissions reporting, and criteria and pre-requisites for incorporating emissions considerations in tender evaluations;
  - b. existing contracts, guidance to approach renegotiations with suppliers and landlords, including examples of previous contract adjustments and associated cost benchmarks.

### Lessons and opportunities in the SSDF

86. Organisations the Unit spoke to were positive about EECA's work on the SSDF and its assistance to undertake transition projects. Some organisations raised concerns about:
- a. the scope of the SSDF (for example, that it did not fund Plug-in Hybrid Electric Vehicles; investments in New Zealand-owned assets overseas such as boilers in embassies; or prerequisite work, such as electrical network upgrades);
  - b. the type of funding available (for example, to fund depreciation or increases in operating expenditure that result from new capital assets);
  - c. poor awareness of sources of funding available to organisations and their suppliers, and
  - d. opportunities for funding support for major capital expenses after the SSDF is used up.
87. The SSDF will be fully allocated by June 2023. 9(2)(f)(iv)
88. MfE, MBIE and EECA have agreed to update Programme guidance with information about funding sources available and their respective criteria, and to update with any new sources.

### Treaty of Waitangi considerations and te ao Māori perspective

89. MfE and MBIE have previously advised Ministers that there are expected to be limited direct effects of the Programme on iwi and Māori [for example, CBC-21-SUB-0030 refers].
90. MBIE and the Ministry of Social Development note that introducing procurement requirements for smaller suppliers that relate to emissions measurement and reporting may work against the Government's wider goal of broadening the range of suppliers including Māori and Pacific enterprises. This will be considered as part of future work on procurement guidance and requirements, for example applying requirements only to the largest suppliers.

### Next steps

91. The Unit recommends it work alongside MfE and MBIE to the 30 June 2023 to support their work in the areas agreed as part of this stocktake. The Unit will report on MfE and MBIE's progress implementing the recommendations in its monthly reporting.

Attachments	Title	Security classification
Attachment A	Commissioning Brief	<del>IN CONFIDENCE</del>
Attachment B	Status of recommendations from the first stocktake of the CNGP (December 2021)	<del>IN CONFIDENCE</del>

Attachment C	Maturity framework for implementing the CNGP	<del>IN CONFIDENCE</del>
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Proactively Released

## Attachment A

# Implementation Unit: Commissioning Brief

## Second stocktake of the Delivery Progress of the Carbon Neutral Government Programme and State Sector Decarbonisation Fund

<b>Commissioning Agent:</b>	Minister of Finance
<b>Commission to:</b>	Implementation Unit (IU), DPMC
<b>Commission:</b>	To undertake a second stocktake of delivery progress of the Carbon Neutral Government Programme (CNGP) and State Sector Decarbonisation Fund (SSDF)

### Background

The CNGP requires the public sector to achieve carbon neutrality from 2025. The Programme is overseen by the Ministry for the Environment (MfE), the Ministry of Business, Innovation and Employment (MBIE), and the Energy Efficiency and Conservation Authority (EECA). EECA administers the SSDF, a \$219.5m fund to support emissions reductions projects. The IU undertook a stocktake of progress of the CNGP in December 2021 that focussed on programme management and governance settings. The first deadline for 41 agencies to meet CNGP requirements, including reporting emissions, was December 2022.

### Areas of Focus

The Stocktake will:

1. Identify whether MfE, MBIE and EECA have implemented the recommendations of the first stocktake and whether any further actions related to those recommendations are needed.
2. Assess the progress of agencies that are part of the CNGP towards meeting the requirements of the Programme, including reducing their overall emissions.
3. Assess the delivery of the SSDF, including the nature and effectiveness of the working arrangements between EECA and agencies eligible for funding. This will include processes and practices in giving effect to the SSDF and their impact on the pace of project approvals, timeliness of spending approved funding, and completion of approved projects.
4. Identify lessons learned and how they could be applied to remaining agencies striving to meet their first deadlines together with opportunities to improve delivery of the remainder of the CNGP.

The stocktake will not assess delivery in areas where policy decisions have not yet been made, including offsetting policy and compliance mechanisms. State-owned enterprises' delivery progress will not be assessed as their inclusion in the CNGP occurred in late 2022.

### Parties

The Unit will work with relevant senior leaders and teams within MfE, MBIE, EECA, and a selection of agencies in scope of the CNGP, including the New Zealand Defence Force, Police, Department of Corrections, Ministry of Foreign Affairs and Trade, Ministry of Justice, Department of Conservation, Ōranga Tamariki, the Ministry for Social Development, Te Whatu Ora, the Ministry of Education, and other agencies where appropriate. The Treasury will support the work of the Unit as required.

### Timeframe

The Unit will report to the Minister of Finance on 17 March 2023.

Hon Grant Robertson  
February 2023

<b>Briefing: Second Stocktake of the Carbon Neutral Government Programme</b>	<b>DPMC-2022/23-948</b>
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## Attachment B

### Status of recommendations from the first stocktake of the CNGP (December 2021)

Noting recommendations not shown

What did the first stocktake recommend?	What did agencies do in response, and is the recommendation complete?
<b>Discuss</b> with CNGP Ministers that MfE and MBIE should undertake targeted engagement with Tranche 1 organisations to ensure they have enough guidance to plan for how they will meet programme requirements, with an initial focus on organisations with complex emissions profiles.	<b>Complete</b> Following the stocktake, the CNGP Secretariat undertook targeted one-on-one engagement with all Tranche 1 organisations. Organisations the IU spoke to in this stocktake reported the engagements to be helpful, and all Tranche 1 organisations met programme requirements on schedule.
<b>Discuss</b> with CNGP Ministers that MfE should provide guidance to CNGP organisations on how to budget for future offsetting liabilities as they await policy decisions on offsetting to be made in 2023.	<b>Complete</b> The CNGP Secretariat shared Treasury's guidance on shadow carbon pricing in February 2022 and have included information on offsetting in Programme guidance materials.
<b>Discuss</b> with CNGP Ministers that MfE, MBIE and EECA should continue to strengthen reporting to provide a more detailed view of organisations' progress ahead of Programme deadlines.	<b>Complete</b> All agencies' reporting is significantly improved relative to the first stocktake. Further improvements are possible and discussed in this report. Organisations report that CNGP progress reporting shared to Ministers and CEs helped to build interest and support from senior leadership.
<b>Discuss</b> with CNGP Ministers whether they would like to receive options from the Treasury, MBIE and EECA on streamlining the SSDF process, including a mechanism for urgent approval decisions.	<b>Complete</b> Ministers approved new SSDF processes in August 2022. The streamlined approval process was first used in October 2022. The new mechanism for urgent approval mechanisms was first used in November 2022.
<b>Discuss</b> with CNGP Ministers whether the report back on governance arrangements due to CNGP Ministers in March 2022 be expanded to also include programme management arrangements and the deadline for the report back changed from March to May 2022.	<b>Complete</b> The report back was submitted to CNGP Ministers in August 2022. Ministers agreed to adjustments to governance arrangements and noted that the roles and responsibilities for programme management had been clarified between MfE, MBIE, and EECA.
<b>Invite</b> CNGP Ministers to report back to Cabinet on governance and programme management arrangements that will be put in place in late 2022 to oversee CNGP organisations' delivery of ERPs in 2023 and beyond.	<b>Overtaken by events</b> CNGP Ministers chose not to report back to Cabinet on the basis that the revised governance and programme management arrangements were within Cabinet's original delegations.
<b>Direct</b> the Implementation Unit to support MfE, MBIE and EECA as a 'critical friend' as they consider changes to governance and programme management arrangements and assist to strengthen Programme-level reporting.	<b>Complete</b> The Unit supported agencies to implement recommendations from the first stocktake, beginning in early 2022 and concluding at the end of July 2022.

## Attachment C

### Maturity framework for implementing the CNGP

Theme	Early stage	Well underway	Advanced
<b>Planning</b> Does the organisation have detailed plans for its largest addressable emission sources?	Plans exist, but are high-level and more work is needed before they can be put into place.	Plans are in place including specific activities to address key sources. Plans vary in level of detail, some aspects are still development.	Detailed plans exist for a range of initiatives. Plans include owners and project timelines for key activities.
<b>Emissions pathway</b> Can the organisation quantify how far its plans will go towards achieving its targets?	Plans are not quantified or quantifiable, and have a limited relationship to targets	The impact of some activities on the target is clear, but unclear for other activities.	The impact of most major activities has been estimated and the agency can report with reasonable confidence the level of reduction it can achieve under different scenarios.
<b>Data availability</b> Can the organisation regularly collect, receive and collate high quality data on its emissions?	Limited data is available on the largest emissions sources.	Data is available for key sources, but substantial effort is required to collate data.	High quality data is available for most or all key sources. Some data is collected automatically. Engaging with their suppliers to obtain data on difficult but significant sources.
<b>Monitoring and reporting</b> Can the organisation regularly report on its emissions and the impact of its reduction activities?	Reporting is done annually, but only limited information is available between annual reports	There is regular reporting on some sources, at least every quarter. Insights from reporting are starting to inform some decisions.	Quarterly reports cover all main sources, with monthly or real-time monitoring and reporting of some sources at sufficient detail to inform decisions. Tools are used to forecast reductions.
<b>Integration in the organisation</b> Are emissions reductions activities incorporated in plans, processes, practices, and decision-making?	Emissions reductions activities are starting to be incorporated into strategies and plans. Some policies in development but not yet in place.	Emissions reductions activities are incorporated into strategies and plans, and some new policies have been put into place.	Strategies, plans, and policies are in place and emissions impacts are a regular part of decision-making alongside cost and other factors. The organisation is using its influence with its suppliers.
<b>Resourcing</b> Is there a team in place with the resources to drive implementation of the plan?	A new role or team was recently established or will be established. Resources are still coming into place.	Dedicated role(s) or team is in place. Team has expertise in some areas and is building the relationships it needs to be successful.	Dedicate role(s) or teams are in place and have extensive expertise in relevant areas. The team is well-networked across the organisation.



## Coversheet

### Briefing: Stocktake of Delivery of the Suicide Prevention Action Plan 2019-2024

Date:	21/04/2023	Report No:	DPMC-2022/23-1259
		Security Level:	<del>IN-CONFIDENCE</del>
		Priority level:	Medium

	Action sought	Deadline
Hon Grant Robertson Minister of Finance	agree to recommendations	26/5/2023

Name	Position	Telephone	1 <sup>st</sup> Contact
Maari Porter	Acting Executive Director Implementation Unit	9(2)(a)	✓
Erin Wynne	Advisor, Implementation Unit	9(2)(a)	

#### Departments/agencies consulted on Briefing

Manatū Hauora (the Ministry of Health), Te Whatu Ora (Health New Zealand), Te Aka Whai Ora (the Māori Health Authority), Te Hiringa Mahara (the Mental Health and Wellbeing Commission), the Ministry of Education, the Treasury, and the New Zealand Police.

#### Minister's Office

**Status:**

Signed

Withdrawn

#### Comment for agency

Attachments: Yes



# Briefing

## Stocktake of Delivery of the Suicide Prevention Action Plan 2019-2024

To: Hon Grant Robertson

Date	21/04/2023	Security Level	<del>[IN CONFIDENCE]</del>
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### Purpose

1. This briefing provides an updated assessment of the suicide prevention initiative funded in the Budget 2019 Mental Health and Addiction Package (Budget 19 Package) and an assessment of progress of the *Suicide Prevention Action Plan 2019-2024* ('the Action Plan') focused on the 'supports and services' under Action Areas Five to Eight.

### Executive Summary

#### Follow up assessment of suicide prevention component of Budget 2019 Package

2. Budget 2019 allocated \$40 million over four years to the 'Preventing Suicide and Supporting People Bereaved by Suicide' initiative. The largest components are Māori and Pacific Community Funds (\$12m) and a support service for people bereaved by suicide (\$9.7m).
3. The Unit previously rated delivery progress as 'mixed' in its July 2021 and June 2022 stocktakes. A mixed rating indicates good progress, with some aspects requiring attention.
4. The Unit assesses that delivery progress remains 'mixed' as of April 2023:
  - a. the Māori and Pacific Community Funds component (\$12.4m) is progressing well, and 250 community initiatives have been funded since 2019.
  - b. the bereavement support service is delivering around 2,000 sessions per year, close to delivering at full scale, and services are available in all districts. The service is assessed as 'mixed' as the number of people referred to support services is below expected levels (133 referrals from October to December 2022 below the goal of 180 referrals), and because contract renegotiations with the service provider are incomplete.
5. Contract renegotiations with the service provider were started in June 2022 by the Suicide Prevention Office (SPO) to revise delivery milestones. Responsibility for renegotiations transferred to Te Aka Whai Ora as part of the 2022 health reforms and are not complete as of April 2023. The delay has not impacted service delivery, although it means the contract does not reflect revised delivery milestones, which limits Te Aka Whai Ora's ability to manage performance. Te Aka Whai Ora advises that it expects to complete the renegotiation before 1 July 2023.
6. Manatū Hauora will report to the Cabinet Priorities Committee (CPC) in June 2023 on how the counselling service is tracking against delivery milestones and whether the contract renegotiation is due to be complete by 1 July 2023.

## Assessment of Progress of the Suicide Prevention Action Plan 2019-2024

7. In 2019 the Government launched Every Life Matters - He Tapu Te Oranga o ia Tangata: the Suicide Prevention Strategy 2019-2024 ('the Strategy') to reduce suicide rates and improve wellbeing for all. The Strategy is supported by the Action Plan, which includes eight Action Areas. This stocktake focuses on the 'supports and services' under Action Areas Five to Eight.

### *Assessment of progress under Action Areas Five to Eight of the Action Plan*

8. The Unit finds that Manatū Hauora, Te Whatu Ora and Te Aka Whai Ora ('health agencies'), and other agencies including the Ministry of Education and the NZ Police, are undertaking a wide range of activities under Action Areas Five to Eight. Manatū Hauora has provided a self-assessment of these activities, which is provided in Attachment B.
9. Since the Action Plan was released in 2019, Manatū Hauora reports that out of a total of 19 'supports and services' under Action Areas Five to Eight, four actions have been completed, two actions are underway but not yet complete, and 13 actions are ongoing and do not have defined milestones for delivery. The Unit acknowledges that 'tools and resources' have also been developed under Action Areas Five to Eight but are not assessed in this stocktake.
10. The Strategy and Action Plan are high-level documents informed by the World Health Organisation's approach to suicide prevention, which encourages collective and community action. The Action Plan does not include specific delivery milestones, progress measures, or indicators. Manatū Hauora advise that this approach is intended to enable a broad range of actions and contributors, and not specify outputs that could constrain actions.
11. In the absence of specific delivery milestones, progress measures, or other mechanisms to validate progress, the Unit cannot provide assurance that overall progress is on track under Action Areas Five to Eight.
12. The Unit recommends that interim milestones are developed to guide the remaining period of the current Action Plan and that delivery milestones form a central part of the next Action Plan to guide the period 2024 to 2029. The Unit is available to support the SPO in the development of the interim milestones, which could then be reported against to Social Wellbeing Board (SWB) and CPC as part of the regular quarterly reporting cycle.

### *Health agency respective roles and responsibilities are clear*

13. In 2019 the SPO was established within Manatū Hauora as the system leader for suicide prevention. The SPO also held Vote Health suicide prevention commissioning and delivery functions until the 2022 health reforms. In October 2022 the SPO transferred commissioning and delivery roles for suicide prevention within the health system to Te Whatu Ora and Te Aka Whai Ora. As a result, the SPO's role as system leader is now clearer.
14. The Unit finds that health agencies have clarified their respective roles following the 2022 health reforms. The Unit did not find evidence of duplication in relation to suicide prevention across the health agencies. There are examples of the SPO leading cross-sector collaboration, for example through Accords with a range of organisations in key topic areas, including an Accord on Front-Line responders.

### *The SPO should assert a stronger role as system lead*

15. Stronger system leadership is needed on suicide prevention and implementation of the Action Plan. In particular, the SPO should set clear expectations of agencies, regularly convene agencies to discuss progress and implementation challenges, and more actively steward delivery of the Action Plan as a whole – including by identifying specific, evidence-based milestones that can show whether agencies' activities are achieving the intent of each Action Area. The Unit recommends that a whole-of government senior officials group is stood up to guide the delivery of the Action Plan and report to the Social Wellbeing Board (SWB) on progress.

16. The Unit finds that the complementary system-level relationship between the SPO and Te Hiringa Mahara is not actively operating in an aligned and collaborative way as originally intended by Cabinet in 2019, and by the legislation establishing Te Hiringa Mahara in 2021.
17. The Unit recommends that Manatū Hauora revisit the placement of system level roles in relation to suicide prevention for SPO and Te Hiringa Mahara in the context of the 2022 health reforms.

## Recommendations

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We recommend you:

1. **note** that progress of the \$40m Preventing Suicide and Supporting People Bereaved by Suicide initiative is assessed as 'mixed' as at April 2023.
2. **note** that Manatū Hauora will report to Cabinet Priorities Committee in June 2023 on mental wellbeing investment, including whether the bereavement support service is meeting revised delivery milestone, and on progress of contract renegotiations due to complete before 1 July 2023.
3. **note** that agencies are undertaking a wide range of activities under the Action Plan but that in the absence of specific delivery milestones or progress measures the Unit cannot provide assurance that overall progress is on track for Action Areas Five to Eight.
4. **agree** to discuss with the Minister of Health that implementation of the Action Plan Action Areas Five to Eight can be strengthened by the Suicide Prevention Office:
  - 4.1. asserting its cross-agency system leadership role working with key agencies to set expectations and delivery milestones for the remaining period of the current Action Plan 2019 to 2024 where appropriate, and the next Action Plan 2024 to 2029. **YES / NO**
  - 4.2. establishing a second-tier cross agency officials group, reporting to the Social Wellbeing Board on implementation of the Action Plan within Manatū Hauora's framework of Kia Manawanui Aotearoa – the Long-Term Pathway to Mental Wellbeing. **YES / NO**
5. **agree** to discuss with the Minister of Health whether Manatū Hauora should revisit the placement of system level roles in relation to suicide prevention for the Suicide Prevention Office and Te Hiringa Mahara in the context of the 2022 health reforms. **YES / NO**
6. **agree** to proactively release this report, subject to any appropriate withholding of information that would be justified under the Official Information Act 1982. **YES / NO**



**Maari Porter**  
**Acting Executive Director,**  
**Implementation Unit**

21/04/2023

**Hon Grant Robertson**  
**Minister of Finance**

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Proactively Released

## Scope of this stocktake

18. This stocktake has two components:
  - a. an updated assessment of the 'Preventing Suicide and Supporting People Bereaved by Suicide' initiative funded in Budget 2019
  - b. an assessment of progress of 'supports and services' under the Action Plan's Areas Five through Eight, covering Promotion, Prevention, Intervention, and Postvention.
19. The commissioning brief for the stocktake is in Attachment A.

## Background

20. In Budget 2019 the Government allocated \$40 million over four years to the 'Preventing Suicide and Supporting People Bereaved by Suicide' initiative. The largest components of the initiative are Māori and Pacific Prevention Community Funds (\$12.4m) and a counselling service for people bereaved by suicide (\$9.7m).
21. The initiative included other smaller components, including capacity building for Suicide Prevention Coordinators within districts, expanding existing services, and providing one-off funding for specific activities, such as youth wellbeing grants.
22. In September 2019, the Government released the Strategy and the Action Plan. In November 2019, Manatū Hauora established the SPO within its (then) Mental Health and Addiction Directorate (completing the key action under Action Area One of the Action Plan). The Government announced that the SPO would provide central leadership and coordination of suicide prevention work, including reporting on progress of the Strategy and Action Plan.
23. From July 2022, the role of the SPO (comprising an office of three to five people) shifted its focus from managing the Budget 2019 Package funding and commissioning on suicide prevention to re-enforcing its system leader role. In July 2022, funding and commissioning responsibility for the Vote Health funding on suicide prevention shifted to Te Aka Whai Ora with suicide prevention commissioning largely transferring to Te Aka Whai Ora in October 2022 in recognition of the disproportionately high suicide rates experienced by Māori.
24. In 2021/22 538 people died by suspected intentionally self-inflicted deaths in New Zealand, a rate of 10.2 suspected intentionally self-inflicted deaths per 100,000 population. Some groups are disproportionately affected including Māori, young people aged 15 to 24 (particularly Māori and Pacific peoples), and men. The statistics on deaths by suicide can fluctuate significantly from year to year, understanding trends in rates is only possible over long periods of time (five to 10 years, or even longer for small population groups).
25. Table 1 sets out the number and rate of suspected intentionally self-inflicted deaths from 2018/19 to 2021/22 as reported by the Chief Coroner.

**Table 1: Suspected intentionally self-inflicted deaths 2018/19 to 2021/22 in New Zealand**

Year	Number of suspected self-inflicted deaths	Rate of suspected self-inflicted deaths per 100,000 population
2018/19	655	12.9
2019/20	632	11.9
2020/21	615	11.8
2021/22	538	10.2

Source: Suicide webtool available at [www.tewhatauora.govt.nz/our-health-system/data-and-statistics/suicide-web-tool/](http://www.tewhatauora.govt.nz/our-health-system/data-and-statistics/suicide-web-tool/).

## SECTION 1: THE BUDGET 19 SUICIDE PREVENTION INITIATIVE






### Overall assessment of delivery progress

26. The Unit assesses that since June 2022, progress remains 'mixed' overall. Table 2 outlines the Unit's status ratings in its July 2021, June 2022, and April 2023 stocktakes.

**Table 2: The Unit's delivery status ratings as of July 2021, June 2022, and April 2023**

Initiative	\$m	July 2021	June 2022	April 2023	Delivery status – April 2023
Preventing Suicide and Supporting People Bereaved by Suicide	40	Mixed	Mixed	Mixed	<p>The 'mixed' rating overall considers progress of the two largest components:</p> <ul style="list-style-type: none"> <li><b>Māori and Pacific Suicide Prevention Community Funds (\$12m)</b> are on track. The Funds continue to disburse grants to community projects. A fourth round of funding has commenced and in total the Funds have supported 250 projects since 2019.</li> <li><b>Counselling service for people bereaved by suicide (\$9.7m)</b> is 'mixed'. The basis for this rating is discussed in the sections below.</li> </ul>

**Key**

	On track – continue to refine
	Mixed – some aspects require attention
	Problematic – aspect(s) require significant attention and action
	Off track – requires urgent attention and action
	Insufficient information available to form an assessment

### Bereavement support services are close to delivering at full scale

27. At the time of the Unit's first stocktake in July 2021, the bereavement support service was at 10% of its intended scale. This increased to 50% by the time of the Unit's second stocktake in June 2022. As of April 2023, the initiative is close to delivering at its full intended scale.

28. In 2021, the Unit found that the SPO could not show how services would ramp up over time to achieve full scale. Following the stocktake the SPO worked with the service provider to clarify milestones and the 'sessions' (the number of times a person sees a counsellor) and the 'referrals' (the number of people referred to a service).

29. The original assumptions that informed the contract specified up to 2,500 sessions would be provided per year. As the service was rolled out, this assumption was revised to approximately 500 sessions a quarter reflecting that fewer people were seeking help than planned, but that each person needed more sessions than anticipated.

30. The bereavement support services are now delivering at expected levels, with approximately 2,000 sessions a year with providers available in all districts.

### The number of referrals to support sessions is tracking below expectations

31. The number of people who are referred to support sessions is tracking below expected levels. From October to December 2022, there were 133 referrals against a quarterly expectation of 180. The Unit notes that expectations were either met or exceeded in the previous four quarters. Te Aka Whai Ora is working with the provider to understand and address this change, which appears to be due to a decrease in referrals from one referral service agency.

32. At the time of the June 2022 stocktake agencies were renegotiating the provider contract to reflect the revised assumptions and update milestones. That became Te Aka Whai Ora's

responsibly around October 2022. As of April 2023, Te Aka Whai Ora has not completed the contract renegotiation.

33. The provider continues to deliver services while Te Aka Whai Ora renegotiates the contract for the next term. The renegotiated contract will reflect the revised assumptions informed by actual delivery levels and provide a stronger basis to manage contract performance.
34. The Unit's assessment is that delivery progress under this initiative remains 'mixed' due to the need to conclude the contract with the service provider by 1 July 2023 and ensure that revised delivery milestones are met. It is acknowledged that milestones will change to reflect new assumptions under the revised contract.

#### Reporting to CPC on progress on risk and mitigation

35. Following the Unit's Rapid Assessment (*Follow up from the Year Three Stocktake of the 2019 Budget Mental Health and Addiction Package*) in February 2023, agencies including Manatū Hauora agreed to consider more specific reporting on risk and remedial actions for initiatives rated problematic and mixed in their quarterly reporting to CPC. Health agencies also agreed to develop a risk register. These actions will assist ongoing reporting of the suicide prevention initiative.

## SECTION 2: SUICIDE PREVENTION ACTION PLAN

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### Findings on the delivery of 'supports and services': Action Areas Five to Eight

36. Agencies are undertaking a wide range of activities under the Action Plan. Activities include national and community-based activities both for the whole population and tailored to disproportionately affected population groups across different age ranges and settings. A summary of agencies' self-reported progress on 'supports and services' under Action Areas Five to Eight is in Attachment B.
37. Action Areas Five to Eight outlines a total of 19 'supports and services' activities. Health agencies report that out of those 19 activities:
  - a. four are **complete**.
  - b. two are **underway** and not yet complete but do have a fixed end point where the activity will be considered 'complete'.
  - c. thirteen are **ongoing**, which means the activity is open ended and does not have a fixed end point when it would be considered complete.
38. The Unit's overall assessment is that while progress is evident, the less prescriptive approach SPO has taken to implementing the Action Plan means that most actions do not have milestones or end points necessary for providing assurance of delivery progress.
39. The SPO's ability to ascertain implementation progress towards the Action Plan is critical, and distinct from the monitoring and evaluation activity the SPO has planned. The former would indicate whether implementation is on track, while the latter would indicate whether what has been implemented is effective in achieving the outcomes of the Strategy. Both should inform the remainder of the current Action Plan period 2019 to 2024, and the development of the next Action Plan 2024 to 2029.
40. When the SPO develops the next Action Plan for 2024 to 2029, it will need to consider the trade-off between specifying outputs and milestones and assigning accountabilities, versus the enabling approach to drive collective ownership and action including and beyond government agencies that it has taken to date.
41. Other government agencies are actively contributing to the Action Areas. For example, the Ministry of Education is leading and delivering across the education sector at all levels from

primary to tertiary working with Māori to both design and deliver services. NZ Police is actively working with Suicide Prevention Coordinators across all districts.

### **Health agencies' suicide prevention roles are clear**

42. The Unit finds that the health agencies have clarified their respective roles following the 2022 health reforms. The SPO is moving into a clearer system leader role with Te Whatu Ora and Te Aka Whai Ora having the commissioning and delivery roles for suicide prevention.
43. The SPO provides leadership and support for agencies to incorporate a suicide prevention focus in relevant activities through its system leadership role for suicide prevention and implementation of the Action Plan agreed by Cabinet in September 2019.
44. The SPO maintains a view of suicide prevention activity across Government, which informs the Minister of Health's annual reporting to Cabinet on suicide prevention progress. In addition, it supports and provides guidance on a case-by-case basis to other government agencies, non-governmental organisations (NGOs) and community groups.
45. The Unit did not find evidence of duplication between the health agencies in the implementation of the Action Plan.

### **The SPO has supported cross-agency collaboration, but a more visible system leadership role could improve implementation**

46. While the SPO is focusing more on its system leadership role following the 2022 health reforms, agencies interviewed for this stocktake (outside of the core health agencies) reported that it is not broadly visible and that it needs to ensure that sector relationships and working arrangements are operating effectively, and clear expectations are being set in order to implement the Action Plan.
47. The Unit recommends the SPO takes a stronger and more visible leadership role for implementation of the Action Plan. Agencies interviewed for this stocktake provided similar feedback.
48. The Unit acknowledges the development of 'accords' led by the SPO is an effective collaborative approach with business, communities, government and NGO's. Current accords underway include the Frontline Responders Accord, Social Media, and Suicide Risk Accord, with five more accords planned.

### **The relationship between the SPO and Te Hiringa Mahara (the Mental Health and Wellbeing Commission) needs to be more active**

49. In September 2019, Cabinet was advised by the Minister of Health [CAB-19-MIN-0451] that the new SPO was expected to work collaboratively with Te Hiringa Mahara. Te Hiringa Mahara's role is to provide independent system level oversight of mental wellbeing, including suicide prevention.
50. Cabinet decided on the system leadership and implementation functions of the SPO, and the system level independent oversight and leadership functions of Te Hiringa Mahara [CAB-19-MIN-0329.01] to illustrate how the two agencies would need to work together to ensure their functions complemented each other.
51. There is limited engagement between the two agencies at present. The Unit finds that the complementary system-level relationship between the SPO and Te Hiringa Mahara is not actively being carried out as originally intended by Cabinet in 2019 and by the legislation establishing Te Hiringa Mahara in 2021.
52. Manatū Hauora in its overall system leader role for the health sector should consider whether the roles and overall operating model in relation to suicide prevention is operating as intended following the placement of the SPO within Manatū Hauora in 2019, the establishment of Te Hiringa Mahara in 2021, and the 2022 health reforms.



## Giving effect to the findings of this stocktake

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### Milestones, monitoring and evaluation to guide the current and next Action Plan 2024 to 2029

53. The SPO will commence development of the next Action Plan, covering 2024 to 2029, in the second half of 2023. As part of developing the next Action Plan 2024-2029, the SPO intends to evaluate delivery and identify lessons learned. In this work, the SPO will also consider progress under the Action Areas and review data and metrics relating to suicide prevention.
54. The Unit recommends that interim milestones are developed to guide the remaining period of the current Action Plan and that delivery milestones form a central part of the next Action Plan to guide the period 2024 to 2029.
55. For the next Action Plan 2024-2029 consideration should be given towards inclusion of:
  - a. delivery milestones - at a minimum, implementation milestones are necessary in order to provide assurance to Ministers and the public that outcomes are on track to be delivered.
  - b. output measures for actions related to services, such as the capacity of services or number of referrals and sessions (as with the Budget 2019 Package).
  - c. accountabilities for agencies where appropriate.
  - d. interim measures of progress, such as leading indicators that could show whether actions are improving factors that contribute to the suicide rate.
56. Health agencies support the Unit's finding that there may be benefits in adopting this approach in the next Action Plan. The Unit is available to support the SPO in the development of the interim milestones on the current Action Plan and work on the next Action Plan 2024-2029.
57. Agencies should also consider whether a series of leading indicators could help to show whether actions are having their intended impacts on improving preventative factors and reducing risk factors.
58. Manatū Hauora advise that a meaningful change in the suicide rate cannot be established for at least a five-year period and given the range of factors it is not possible to attribute changes to particular factors or initiative. The five-year time lag increases the importance of mechanisms for validating progress towards the Action Plan in the interim.
59. The evaluation of the bereavement support service will be finalised by the middle of 2023. This evaluation will provide important insights to inform the delivery of any future funds and services.

### Strengthening governance arrangements

60. The SWB is the governance forum for cross-agency mental wellbeing activities, which would include actions in the Action Plan. Health agencies consider the SWB to be the right governance forum within the overall long term wellbeing framework adopted under Kia Manawanui Aotearoa – the Long-Term Pathway to Mental Wellbeing.
61. The Unit recommends a tiered governance approach that includes reporting to CPC in the context of existing cross-agency mental wellbeing investment reporting and the SWB. This would include augmenting current arrangements with a senior officials group. The senior officials group should have with a clear purpose of providing advice to the SWB on delivery against the Action Plan, including on individual actions, as part of the regular reporting on mental wellbeing investment including suicide prevention.

## Treaty of Waitangi considerations and te ao Māori perspective

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62. There is strong recognition across the Action Plan that initiatives need to be implemented in a way that recognises the needs of Māori and reflect te ao Māori. Te Aka Whai Ora is now the key commissioning agency for Vote Health-funded suicide prevention activities reflecting the disproportionate effect suicide has on Māori, and young Māori men in particular.
63. The Māori Suicide Prevention Community Fund enables a te ao Māori approach to delivery. It will be important that the formative evaluation under way of the bereavement support service to be finalised by mid-2023 informs further delivery of that service from a te ao Māori perspective.
64. During discussions on this stocktake, Te Aka Whai Ora reflected the importance of a whanau centred approach that recognises broader measures of wellbeing and the importance of co-design to meet the needs of different communities.
65. There are examples of good practice, co-design and delivery demonstrated by the Ministry of Education in the Budget 2022 initiative to partner with the six iwi who designed and piloted Te Mana Tikitiki – an Iwi led action to support ages eight to 12 at risk of disengaging with school.

## Financial implications

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66. This stocktake has no financial implications.

## Consultation

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67. This stocktake was conducted with assistance from Manatū Hauora, Te Whatu Ora, Te Aka Whai Ora, Te Hīringa Mahara, the Ministry of Education, and the NZ Police. The Treasury was consulted on the assessment.

## Next steps

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68. The next step is for you to meet the Minister of Health to discuss this report. The Unit will support you to report to the CPC on the findings of this report meeting and subsequently proactively released.

Attachments:	Title	Security classification
Attachment A:	Commissioning brief	In confidence
Attachment B:	Health agencies' self-reported assessment of progress	In confidence

# Attachment A: Implementation Unit Commissioning Brief

## Stocktake of Delivery of the Suicide Prevention Action Plan 2019-2024

<b>Commissioning Agent:</b>	Minister of Finance
<b>Commission to:</b>	Implementation Unit, DPMC
<b>Commission:</b>	A stocktake of delivery of the key action areas in the Suicide Prevention Action Plan 2019-24; and a follow up assessment of the suicide prevention component of the 2019 Mental Health and Addiction package ('the Budget 2019 Package').

### Background

The Suicide Prevention Strategy 2019 – 2029 (the Strategy) outlines the framework and strategic direction for how agencies will work together in a coordinated way to achieve the vision in the Strategy.

The Suicide Prevention Action Plan 2019 – 2024 (the Action Plan) identifies specific actions that will be undertaken to help achieve the vision, prevent suicide, and support people affected by suicide in Aotearoa New Zealand. These actions are not limited to the health system.

In 2019, the Government allocated \$1.9 billion to the Budget 2019 Package, which is a cross-government package to improve mental wellbeing, including funding for mental health and addiction services and facilities. The package includes \$40 million over four years to enhance suicide prevention and postvention efforts (Preventing Suicide and Supporting People Bereaved by Suicide).

The Implementation Unit (the Unit) has completed two stocktakes of the Budget 2019 Package (the Mid-Term Review in August 2021, and the Year Three Stocktake in June 2022). Both stocktakes assessed the suicide prevention component as having a mixed rating.

### Areas of Focus

The stocktake will:

1. assess whether the delivery of the key eight action areas under the Action Plan is on track, and if not, what changes are needed:
  - a. focusing on 'Supports and Services' under the Action Plan Areas 5 to 8: Promotion, Prevention, Intervention, and Post intervention.
  - b. identifying barriers to the delivery of the Action Plan, and solutions to address these barriers.
  - c. assessing how effectively the relevant parties work together to implement the Action Plan, and whether there is duplication that affects delivery, or areas where processes and practices can be improved.
2. undertake a follow up assessment of the suicide prevention component of the Budget 2019 Package, which returned a mixed rating in the August 2021 and June 2022 IU stocktakes.

### Parties

The Unit will work with relevant senior leaders and working teams within Manatū Hauora, Te Whatu Ora, Te Aka Whai Ora, and the Mental Health and Wellbeing Commission.

### Timeframe

The Unit will report to the Minister of Finance on 21 April 2023.

Hon Grant Robertson  
February

## Attachment B: Health agencies' self-reported assessment of progress

Suicide Prevention Action Plan: Action Areas 5-8		Health agencies' self-reported assessment of progress		
<b>Action 5: Increased wellbeing support for children and young people in places of learning</b>				
Supports and services identified in Action Plan	Status	Health agencies' assessment of progress	Specific activities undertaken as at March 2023	
1 Provide increased wellbeing support for children and young people in places of learning.	Ongoing	Given the number of initiatives in place, the range of coverage of ages and settings, health agencies consider the intent of this action has been delivered on. It is expected that government agencies and non-governmental organisations (NGOs) active in providing wellbeing support for children and young people in places of learning will continue to explore opportunities to enhance or increase the support available.	<ul style="list-style-type: none"> <li>Expanded school-based health services to decile 5 schools and into activity centres and kura kaupapa.</li> <li>Expanded Mana Ake to include primary and intermediate students.</li> <li>Developed guidelines for how to deliver the mental health curriculum.</li> <li>Rolling out the \$25 million Tertiary student mental wellbeing package.</li> <li>Rolling out the Counselling in Schools initiative.</li> <li>Created a School Leavers' Toolkit.</li> <li>Provided the Inclusive website which provides guidance for teachers on creating an inclusive learning community</li> <li>Supported Sparklers program to support wellbeing of year 1-8 students.</li> </ul>	
2 Work with Māori to identify current whānau, hapū, iwi and community-based wellbeing initiatives that support Māori (particularly tamariki and rangatahi Māori) to connect to their culture and build a strong cultural identity.	Ongoing	Te Aka Whai Ora is now leading health sector commissioning of suicide prevention activity which will support further work with Māori. It is expected that government agencies and NGOs active in the mental wellbeing and suicide prevention space will also continue to work with Māori to identify current whānau, hapū, iwi and community-based wellbeing initiatives that support Māori.	<ul style="list-style-type: none"> <li>Te Taumata established to advise the Suicide Prevention Office and provide ongoing engagement.</li> <li>The Māori Suicide Prevention Community Fund delivered by Te Rau Ora.</li> <li>The Rangatahi Manawaroa fund delivered by Te Puni Kōkiri.</li> <li>The Kia Piki te Ora suicide prevention programme, currently nine sites with Te Aka Whai Ora currently considering expression of interests to co-design a new programme and funding model, with a view to moving towards a kaupapa based service delivery model.</li> </ul>	
3 Establish a relationship-based transition response service for young people moving from care and youth justice.	Completed		<ul style="list-style-type: none"> <li>The Transition Support Service (supported by funding from Budget 2019 from Oranga Tamariki partnering with community organisations; supports the approximately 600 eligible young people who leave care or custody each year. Support is available up to the age of 25 years.</li> </ul>	
4 Support DHBs to develop and update population-based suicide prevention plans.	Ongoing	Since the health reforms District Health Board (DHB) positions now sit in Te Whatu Ora, with Te Aka Whai Ora leading commissioning of health suicide prevention activity and the Suicide Prevention Office (SPO) continuing to provide support, oversight and strategic guidance.	<ul style="list-style-type: none"> <li>The SPO provided support to suicide prevention and postvention coordinators in districts (previously DHBs), including in developing and updating their population-based suicide prevention plans, hosting virtual and national hui.</li> </ul>	
5 Support the delivery of wellbeing programmes by community-based organisations and NGOs with a focus on young people, Māori, men, Pacific peoples and rainbow and rural communities.	Ongoing	Support has been provided for the delivery of a range of wellbeing programmes by community-based organisations and NGOs. Given the range of funds available to support the delivery of wellbeing programmes by community organisations and NGOs, health agencies consider the intent of this action to have been delivered on. Support for the delivery of wellbeing programmes is expected to continue on an ongoing as needed basis.	<ul style="list-style-type: none"> <li>The Māori Suicide Prevention Community Fund delivered by Te Rau Ora.</li> <li>The Pacific Suicide Prevention Community Fund delivered by Le Va.</li> <li>Funded one-off Youth Wellbeing Fund, with a focus on supporting young people most affected by COVID-19 and associated lockdowns.</li> <li>The Rangatahi Manawaroa Fund delivered by Te Puni Kōkiri.</li> <li>Funded for the Rule Foundation to offer grants for initiatives to help rainbow communities.</li> <li>Funded one-off Mental Wellbeing Innovation Fund to support the Key to Life Charitable Trust and the MATES in Construction programme.</li> <li>Continue funding for a national Māori and Pacific suicide prevention programmes.</li> </ul>	
<b>Action 6: Prevention – responding to suicidal distress</b>				
Supports and services identified in Action Plan	Status	Health agencies' assessment of progress	Specific activities undertaken as at March 2023	
6 Work with Māori to support current investment in Māori DHB, NGO and community suicide prevention services and to develop and implement new kaupapa Māori suicide prevention and postvention resources.	Ongoing	Health agencies consider the work under way delivers on the intent of this action. It is expected that government agencies and NGOs will continue to invest in Māori suicide prevention services and support the development of kaupapa Māori suicide prevention and postvention resources.	<ul style="list-style-type: none"> <li>Te Taumata established to advise the SPO and provide ongoing engagement.</li> <li>The Māori Suicide Prevention Community Fund delivered by Te Rau Ora.</li> <li>The Rangatahi Manawaroa fund delivered by Te Puni Kōkiri.</li> <li>The Kia Piki te Ora suicide prevention programme. There are currently nine sites across Aotearoa within hauora Māori partners. Te Aka Whai Ora is increasing investment into Māori Suicide Prevention approaches that are consistent with mātauranga Māori and has recently advertised for Registrations of Interest.</li> <li>Te Aka Whai Ora continues to invest in the national Māori suicide prevention programme delivered by Te Rau Ora, which regularly develops and implements new kaupapa Māori suicide prevention and postvention resources.</li> <li>Te Whatu Ora continues to invest in a suicide prevention and mental health promotion service delivered by the Mental Health Foundation, which includes the development of new kaupapa Māori suicide prevention and postvention resources.</li> </ul>	
7 Work with Pacific peoples to support current investment in Pacific DHB, NGO and community suicide prevention services and to develop and implement new suicide prevention and postvention resources.	Ongoing	Health agencies consider the work already underway delivers on the intent of this action. It is expected that government agencies and NGOs will continue to invest in Pacific suicide prevention services and support the development of new Pacific focused suicide prevention and postvention resources.	<ul style="list-style-type: none"> <li>The Pacific Suicide Prevention Community Fund delivered by Le Va, which enables Pacific groups to apply for funding to support new suicide prevention and postvention resources.</li> <li>Te Aka Whai Ora continues to invest in the national Pacific suicide prevention programme delivered by Le Va which provides a range of suicide prevention and postvention resources.</li> </ul>	
8 Develop a programme of activities that responds to the needs of young people experiencing suicidal distress within their learning environment (including providing resources that guide best practice in school-based suicide prevention activities and improving information sharing and referral pathways between school-based health services and other community mental health services.	Underway	The SPO will support the Ministry of Education in updating the suicide prevention toolkit for schools to reflect international best practice.	<ul style="list-style-type: none"> <li>The Ministry of Education is updating its suicide prevention toolkit for schools to better support schools' responses to suicidal behaviour with the SPO's support.</li> <li>The University of Auckland has developed guidelines for the management of self-harm in schools.</li> <li>Range of school-based wellbeing supports in place (outlined in the first action under Action Area 5).</li> </ul>	

Suicide Prevention Action Plan: Action Areas 5-8		Health agencies' self-reported assessment of progress		
9	Develop systems and programmes that ensure young people in care and people in correctional facilities have access to intervention and support when experiencing self-harm or suicidal distress.	Underway	Oranga Tamariki intends to update the guidance it provides around preventing suicide and self-harm so it reflects a commitment to practice framed by te Tiriti o Waitangi. The Department of Corrections (Ara Poutama) will be progressively implementing their action plan over the coming years.	<ul style="list-style-type: none"> <li>Oranga Tamariki funds the Towards Wellbeing Programme, which provides advice to social workers who work with tamariki and rangatahi who may be suicidal and support around identifying and managing suicide risk.</li> <li>Ara Poutama established a Suicide Prevention and Postvention Advisory Group, as well as a Suicide Prevention and Postvention Action Plan. The Action Plan outlines specific steps they will be undertaking to prevent and reduce suicide, including around providing more mental health and wellbeing support.</li> <li>The Mental Health Foundation, contracted by Te Whatu Ora, is also working on a resource for young people in correctional facilities and care about how and where to seek help. This resource is expected to be finalised by the end of Quarter 3 2023/24.</li> </ul>
10	Work with DHBs to develop and implement a range of whānau and family and community-led responses for people experiencing suicidal distress.	Ongoing	In light of the 2022 health system reforms, there is an opportunity to adapt working arrangements as the new system embed.	<ul style="list-style-type: none"> <li>The SPO supports prevention and postvention coordinators in districts including in developing and implementing responses for people experiencing suicidal distress.</li> </ul>
<b>Action 7: Intervention – Responding to suicidal behaviour</b>				
	<b>Supports and services identified in Action Plan</b>	<b>Status</b>	<b>Health agencies' assessment of progress</b>	<b>Specific activities undertaken as at March 2023</b>
11	Work with DHBs to develop and enhance early intervention primary and secondary health care guidelines for people experiencing suicidal distress and to support community-led programmes.	Ongoing	In light of the health system reforms, there is an opportunity to adapt working arrangements as the new system embed.	<ul style="list-style-type: none"> <li>The SPO supports suicide prevention and postvention coordinators in districts, including in relation to the guidelines within the districts' suicide prevention and postvention plans.</li> <li>Community-led programmes, including suicide prevention community funds and youth wellbeing funds.</li> </ul>
12	Design and implement a peer-led telehealth support for people who have attempted suicide and have been discharged to community services.	Ongoing	The peer support line will be monitored by Te Whatu Ora so that any improvements can be identified. It is expected that the pilot of the peer support crisis hub will inform any future work related to peer-led support for people experiencing a mental health crisis or who have attempted suicide.	<ul style="list-style-type: none"> <li>A peer support line has been added to the 1727 telehealth service to support a broader range of people who may be at risk of suicide.</li> <li>A peer support crisis hub is being piloted in Hawke's Bay.</li> </ul>
13	Review the systems and range of current responses available for people who have been discharged from an emergency department or inpatient services following a suicide attempt.	Ongoing	Following the 2022 health systems reforms, there is an opportunity to re-look at the systems and range of responses that are in place.	<ul style="list-style-type: none"> <li>Monitoring of measures to determine the percentage of acute inpatient discharges that are followed up in the community within the seven days immediately following discharge to support quality improvement.</li> <li>Budget 2019 Package funding for the improving support for people experiencing a mental health crisis, provided each district with funding to develop district crisis capability plans, including funding for additional Full Time Equivalents (FTEs). All districts now have these plans, and 9.1 of the 10.7 contracted FTEs in place.</li> <li>Collaboration between Manatū Hauora, Te Whatu Ora and the Ministry of Primary Industries around wellbeing supports for rural communities, including funding National Council of Rural Support Trusts.</li> </ul>
14	Scope additional support for the assessment and response to suicidal behaviour within the rural population.	Ongoing	The Ministry of Health, Te Whatu Ora, and the Ministry for Primary Industries will continue to work together to identify supports that may be needed for rural communities.  Consideration of the need for support is expected to be given as part of the development of the rural health strategy, which is mandated by the Pae Ora (Health Futures) Act 2022.	<ul style="list-style-type: none"> <li>Farmstrong funded by ACC and support from the Mental Health Foundation.</li> <li>Movember Foundation and rural insurer FMG.</li> <li>The Māori Suicide Prevention Community Fund.</li> <li>Youth Mental Wellbeing Fund included rural-focused initiatives.</li> <li>Work with Rural Women New Zealand and others as part of the Women's Accord to look at the impact of perinatal suicide, maternal mental health and women over the age of 55 years.</li> <li>Work is also under way that includes consideration of rural communities, in particular, the agricultural, horticultural and small business sector through the Small Business Accord.</li> </ul>
<b>Action 8: Postvention – Supporting individuals, whānau and families, and communities after a suicide</b>				
	<b>Supports and services identified in Action Plan</b>			
15	Develop a national suicide bereavement counselling service, including support for first responders and mental health professionals.	Completed		<ul style="list-style-type: none"> <li>Aoake te Rā (bereavement support services) is now available via at least one provider in every region across the country.</li> </ul>
16	Review the Coronial Suspected Suicide Data Sharing Service.	Completed		<ul style="list-style-type: none"> <li>A review of the Coronial Suspected Suicide Data Sharing Services has been completed. Findings have informed initial changes to the review of the process for investigating death by suicide.</li> </ul>
17	Work with DHBs to ensure suicide postvention plans promote utilisation of a DHB interagency postvention group to monitor and support local and community-led postvention activity.	Ongoing	Ongoing meetings between the SPO and the district suicide prevention and postvention coordinators. In light of the health system reforms, there is an opportunity to re-look at the arrangements in place around district level suicide postvention.	<ul style="list-style-type: none"> <li>Meeting between the SPO and districts to support the development and implementation of their suicide postvention plans, including promoting interagency postvention groups.</li> <li>Budget 2019 Package funding provided for additional postvention FTEs in Te Whatu Ora districts, which include provision of ongoing coordination and facilitation of effective interagency postvention groups.</li> </ul>
18	Use the Suicide Mortality Review Committee to investigate deaths by suicide to inform best-practice.	Ongoing	Suicide Mortality Review Committee will release further reports following its reviews, their findings and recommendations will continue to be considered by the SPO and other government agencies to inform their work.	<ul style="list-style-type: none"> <li>The Suicide Mortality Review Committee is operational. It sits within the Health Quality and Safety Commission and is funded by the SPO. The Suicide Mortality Review Committee has produced a number of reports related to deaths by suicide. Relevant government agencies and the SPO review any report findings and recommendations to help inform their work and suicide prevention efforts.</li> </ul>
19	Review the coronial investigative process Scope and complete a review of the process for investigating deaths by suicide.	Completed		<ul style="list-style-type: none"> <li>Review of the coronial investigative process has been completed. Recommendations are with the Coroner and related agencies and will inform the development of implementation plans.</li> </ul>

**Key**

- Completed:** This action has been achieved and no further work specific to the action is required, though there may be ongoing associated activity or opportunities for further related activities (e.g., where the action involved establishing a function or service).
- Ongoing:** This is an action where work is ongoing; the action is open ended and does not have a fixed end when it will be achieved.
- Underway:** This is an action where work is underway, and there is a fixed end where it will be achieved and become a "completed" task.

## Completed commissions since the tracker was reported to the Cabinet Priorities Committee (paper lodged on 18 August 2022)

Programme	Commission	Deadline	Status	Update
Immigration Rebalance	Rapid assessment of Immigration New Zealand's (INZ) planning and approach to visa processing for the border reopening.	✓ 18 Aug 2022	Complete	Report delivered to the Deputy Prime Minister on 19 August 2022. Update provided to the CPC in October 2022.
Census Readiness for Reaching Vulnerable Communities	Rapid assessment of the implementation planning including risk mitigation measures to reach vulnerable communities before and during the census.	✓ 31 Aug 2022	Complete	Report delivered to the Deputy Prime Minister on 31 August 2022. Update provided to the CPC in October 2022.
He Waka Eke Noa	Work alongside Ministry for the Environment and Ministry for Primary Industries to assist with implementation planning.	✓ 26 Aug 2022	Complete	Implementation Unit support concluded in August 2022.
	Rapid assessment of progress towards the farm-level emissions reporting and planning milestones.	✓ 18 Nov 2022	Complete	Report delivered to the Deputy Prime Minister on 18 November 2022.
Te Aorerekura	Work alongside Te Puna Aonui to support the transition to the Interdepartmental Executive Board (IEB).	✓ 31 Aug 2022	Complete	Implementation Unit support concluded in August 2022.
Government Investment in Decarbonising Industry Fund (GIDI)	Stocktake of implementation readiness of the implementation of the GIDI.	✓ 14 Oct 2022	Complete	Report delivered to the Deputy Prime Minister on 14 October 2022. Update provided to the CPC in December 2022.
Mental Health and Addiction	Deep dive into the Mental Health Infrastructure Programme.	✓ 14 Oct 2022	Complete	Report delivered to the Deputy Prime Minister on 14 October 2022. Update provided to the CPC in December 2022.
NZ's International Climate Finance Commitments	Stocktake of delivery of the 2019 to 2022 commitment and readiness to deliver the 2022 to 2025 commitment.	✓ 20 Oct 2022	Complete	Report delivered to the Deputy Prime Minister on 20 October 2022. Update provided to the CPC in December 2022.
Emissions Reductions Plan	Work alongside agencies as the IEB is established and Emissions Reduction Plan (ERP) implementation plan developed.	✓ 31 Oct 2022	Complete	Implementation Unit support concluded in December 2022.
Three Waters	Work alongside agencies to strengthen transition planning and risk mitigation.	✓ 31 Oct 2022	Complete	Implementation Unit support concluded in October 2022.
Public housing	Stocktake of the progress of Kāinga Ora's public housing construction pipeline and delivery.	✓ 25 Nov 2022	Complete	Report delivered to the Deputy Prime Minister on 25 November 2022. Updated provided to the CPC in March 2023.
	Stocktake of delivery of existing housing supply initiatives.	✓ 9 Dec 2022	Complete	Report delivered to the Deputy Prime Minister on 9 December 2022. Update provided to the CPC in March 2023.

## Status of commissions for January to 30 June 2023

Programme	Commission	Deadline	Status	Update
Follow on from the Year 3 Stocktake of the 2019 Budget Mental Health & Addiction Package	Rapid assessment of progress on four initiatives rated as problematic in the Year 3 stocktake.	24 Feb 2023	Complete	Report was delivered to the Minister of Finance on 24 February 2023. The report is attached to this paper.
Carbon Neutral Government Programme (CNGP)	Stocktake of progress made since the Unit's stocktake in Dec 2021, agencies' delivery of emissions reductions under the CNGP, and Energy Efficiency Conservation Authority (EECA) delivery of the State Sector Decarbonisation Fund.	17 Mar 2023	Complete	Report was delivered to the Minister of Finance on 17 March 2023. The report is attached to this paper.
Suicide Prevention	Stocktake of progress the suicide prevention components of the Budget 2019 Mental Health and Addiction Package and the delivery of outputs and key actions in the Suicide Prevention Action Plan 2019-24.	21 Apr 2023	Complete	Report was delivered to the Minister of Finance on 21 April 2023. The report is attached to this paper.
Health System Reforms	Assessment of the effectiveness of the new working arrangements between agencies.	31 May 2023	Complete	The report was delivered to the Minister of Finance on 31 May 2023. The report will be attached to the July CPC paper
	Support the Ministry of Health to develop plans to implement the additional funding received in Budget '22 to increase its capability.	30 Jun 2022	Complete	The Director-General of Health engaged Ernst & Young to provide independent advice on Manatū Hauora's required role, functions and capabilities in the reformed system and ensure fit and alignment with the reform principles and intentions. This will assist the Director-General to develop a transition roadmap for Manatū Hauora to build the appropriate functions, capability and capacity so it can fully implement its role and remit as part of the reformed system. The Executive Director of the Implementation Unit was interviewed as part of the Ernst & Young process.
Te Pūkenga	Stocktake of progress in establishing a new operating model for the new entity.	16 Jun 2023	Complete	The report was delivered to the Minister of Finance on 16 June 2023. The report will be attached to the July CPC paper.
Public Housing Register	Stocktake of the Public Housing Register to identify how housing need is assessed and which households are placed off the register.	23 June 2023	In progress	The Implementation Unit commenced initial interviews in May 2023 with the leadership and operational staff from the Ministry of Social Development (MSD), Kāinga Ora and Community Housing Providers. The Implementation Unit have continued its work with Oranga Tamariki to identify the number of children in care who are on the housing register.
Immigration Rebalance	Work alongside Immigration New Zealand (INZ) as it delivers the Immigration Rebalance Programme.	30 Jun 2023	In progress	Continue to work alongside INZ as it develops an overarching contingency plan following the Implementation Unit's rapid assessment in August 2022.
Emergency and Transitional Housing	Support the Ministry of Housing and Urban Development (HUD) and Ministry of Social Development to implement a place-based emergency housing model in Wellington and Hamilton.	30 Jun 2023	In progress	The Implementation Unit continues to work alongside HUD to ensure the lessons learned in the Rotorua pilot are taken into account in the design and delivery of emergency housing responses in Hamilton and Wellington metropolitan areas; and that it is implemented in a way that is fit for purpose and responsive to the respective contexts in the two locations.



# Cabinet Priorities Committee

## Summary

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### Implementation Unit: Review of the Unit and Work Programme to December 2023

**Portfolio** Finance

**Purpose**

This paper:

- provides an update on the independent review of the Implementation Unit (the Unit);
- seeks agreement to the Unit's work programme for July to December 2023; and
- provides a progress update on the 2023 work programme, including reports on the Rapid Assessment Follow up of the Budget 2019 Mental Health and Addiction Package, the Second Stocktake of the Carbon Neutral Government Programme (CNGP), and the Stocktake of the Suicide Prevention Action Plan (the reports).

**Previous Decisions**

In December 2022, CPC noted that the Unit will undertake follow-on work on programmes including the Suicide Prevention Action Plan and Budget Mental Health and Addiction Package, and agreed to new assignments including the CNGP [CPC-22-MIN-0045].

**Proposal**

In October 2022, the Unit's Governance Group commissioned an independent review of the Unit (the review). The review (**attached as Appendix A**) concluded that the Unit is achieving its purpose and adding value, and that agencies appreciated the contribution of the Unit in providing assurance on specific programmes.

A number of areas for improvement were identified (listed in **paragraph 15**), including that the Unit's workplan from 2024 onwards involve fewer, deeper assignments that are organised around the Government's priority programmes, and more regular utilisation of subject matter experts.

Agreement is sought to add the following assignments to the Unit's work programme for 2023: Ngā Tini Whetū (a whānau-centred early support prototype), Whaikaha establishment, New Zealand Defence Force workforce, implementation of the 2022 Pharmac Review, health performance monitoring, and education attendance and engagement actions. Details of the assignments are in the table under **paragraph 22**.



The Minister has discussed the relevant findings and recommendations outlined in the reports **attached as Appendices B-D** with the responsible Ministers. The progress tracker for the Unit's work programme is attached as **Appendix E**.

<b>Impact Analysis</b>	Not applicable.
<b>Financial Implications</b>	None from this paper.
<b>Legislative Implications</b>	None from this paper.
<b>Timing Matters</b>	None specified.
<b>Communications</b>	None specified.
<b>Consultation</b>	<p>Paper prepared by DPMC, DOC, Corrections, NZDF, MoE, EECA, MBIE (Energy and Resources), MfE, MFAT (Foreign Affairs), MoH, MoJ, Police, DPMC (Prime Minister), Women, Pacific Peoples, MPI (Agriculture), Oranga Tamariki, PSC, MSD, Te Aka Whai Ora and Te Whatu Ora were consulted. The Mental Health and Wellbeing Commission, Waka Kotahi, and Kāinga Ora were also consulted.</p> <p>The Minister indicates that CPC Ministers were consulted, and that discussion has occurred with the government caucus.</p>

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### **The Minister of Finance recommends that the Committee:**

- 1 note that the independent Review of the Implementation Unit was completed by the end of February 2023 and delivered to the Minister of Finance on 6 April 2023;
- 2 note that the Minister of Finance (the Minister) has discussed the recommendations in the independent Review of the Implementation Unit with the Unit's Governance Group;
- 3 agree that the assignments be added to the Unit's work programme from July to December 2023:
  - 3.1 Ngā Tini Whetū (rapid assessment);
  - 3.2 Whaikaha establishment (stocktake of progress);
  - 3.3 New Zealand Defence Force workforce (stocktake of progress);
  - 3.4 Pharmac's implementation of the 2022 Pharmac Review (rapid assessment);
  - 3.5 Health performance monitoring (stocktake of progress);
  - 3.6 Education Attendance and Engagement Actions (stocktake of progress);
- 4 note that the Unit will review their July to December 2023 workplan following the October general election;

- 5 note that the Unit delivered its Rapid Assessment Follow-up from the Year Three Stocktake of the 2019 Budget Mental Health and Addiction Package to the Minister on 24 February 2023, and that he has discussed the Unit's recommendations with the Minister of Health and the Minister of Corrections;
- 6 note that the Unit delivered its Second Stocktake of the Carbon Neutral Government Programme (CNGP) to the Minister on 17 March 2023 and that he has discussed the Unit's recommendations with CNGP Ministers;
- 7 note that the Unit delivered its Stocktake of the Suicide Prevention Action Plan 2019 – 2024 to the Minister on 21 April 2023 and that he has discussed the Unit's recommendations with the Minister of Health.

Jenny Vickers  
Committee Secretary

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Cabinet Priorities Committee

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# Cabinet

## Minute of Decision

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### Report of the Cabinet Priorities Committee: Period Ended 23 June 2023

On 26 June 2023, Cabinet made the following decisions on the work of the Cabinet Priorities Committee for the period ended 23 June 2023:

[REDACTED]	[REDACTED]	[REDACTED]
CPC-23-MIN-0012	<b>Implementation Unit: Review of the Unit and Work Programme to December 2023</b> Portfolio: Finance	CONFIRMED
[REDACTED]	[REDACTED]	[REDACTED]

Diana Hawker  
Acting Secretary of the Cabinet

Proactively Released



# Cabinet Priorities Committee

## Minute of Decision

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### Implementation Unit: Review of the Unit and Work Programme to December 2023

Portfolio                      Finance

On 20 June 2023, the Cabinet Priorities Committee:

- 1        **noted** that the independent Review of the Implementation Unit (the Unit) was completed by the end of February 2023 and delivered to the Minister of Finance (the Minister) on 6 April 2023;
- 2        **noted** that the Minister discussed the recommendations in the Independent Review of the Implementation Unit with the Unit's Governance Group;
- 3        **agreed** that the assignments be added to the Unit's work programme from July to December 2023:
  - 3.1      Ngā Tini Whetū (rapid assessment);
  - 3.2      Whaikaha establishment (stocktake of progress);
  - 3.3      New Zealand Defence Force workforce (stocktake of progress);
  - 3.4      Health performance monitoring (stocktake of progress);
  - 3.5      Education Attendance and Engagement Actions (stocktake of progress);
- 4        **noted** that the Unit will review their July to December 2023 workplan following the October general election;
- 5        **noted** that the Unit delivered its Rapid Assessment Follow-up from the Year Three Stocktake of the 2019 Budget Mental Health and Addiction Package to the Minister on 24 February 2023, and that he has discussed the Unit's recommendations with the Minister of Health and the Minister of Corrections;
- 6        **noted** that the Unit delivered its Second Stocktake of the Carbon Neutral Government Programme (CNGP) to the Minister on 17 March 2023, and that he has discussed the Unit's recommendations with CNGP Ministers;

7 **noted** that the Unit delivered its Stocktake of the Suicide Prevention Action Plan 2019 – 2024 to the Minister on 21 April 2023, and that he has discussed the Unit’s recommendations with the Minister of Health.

Jenny Vickers  
Committee Secretary

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**Present:**

Rt Hon Chris Hipkins (Chair)  
Hon Carmel Sepuloni  
Hon Kelvin Davis  
Hon Grant Robertson  
Hon Dr Ayesha Verrall  
Hon Damien O'Connor  
Hon Andrew Little  
Hon David Parker

**Officials present from:**

Office of the Prime Minister  
Department of the Prime Minister and Cabinet

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