



## Proactive Release

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

### **Progress report on Implementation Unit Assignments**

The following documents have been included in this release:

**Title of paper:** Progress report on Implementation Unit Assignments  
(CAB-21-SUB-0519 refers)

- Implementation Unit Work programme update
- Progress Update on Actions from the Mid-Term Review of the Budget 2019 Mental Health and Addiction Package
- New Zealand Upgrade Programme Transport Assessment
- Report: Emergency and Transitional Housing
- Jobs for Nature Stocktake of Progress
- Infrastructure Reference Group Programme Status Update

**Title of minute:** Progress report on Implementation Unit Assignments (CPC-21-MIN-0034 refers)

**Title of minute:** Report of the Cabinet Priorities Committee: Period Ended 10 December 2021  
(CAB-21-MIN-0519 refers)

**Title of paper:** Stocktake of Progress Report – Carbon Neutral Government Programme  
(CAB-22-SUB-0006 refers)

- Carbon Neutral Government Programme Stocktake of Progress

**Title of minute:** Stocktake of Progress Report – Carbon Neutral Government Programme  
(CBC-22-MIN-0006 refers)

**Title of minute:** Report of the Cabinet Business Committee: Period Ended 25 February 2022  
(CAB-22-MIN-0045 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:**

- 9(2)(a) to protect the privacy of individuals;
- 9(2)b(ii) to protect the commercial position of the person who supplied the information, or who is the subject of the information;
- 9(2)(f)(iv) to maintain the confidentiality of advice tendered by or to Ministers and officials;
- 9(2)(g)(i) to maintain the effective conduct of public affairs through the free and frank expression of opinion;
- 9(2)(h) to maintain legal professional privilege; and
- 9(2)(j) to enable negotiations to be carried on without prejudice or disadvantage.

[© Crown Copyright, Creative Commons Attribution 4.0 International \(CC BY 4.0\)](#)

Office of the Minister Hon Grant Robertson  
**Deputy Prime Minister**

Chair, Cabinet Priorities Committee

## **Progress Report on Implementation Unit Assignments**

### **Proposal**

- 1 This paper is a progress update on the findings and recommendations of five Reports produced by the Implementation Unit (the Unit) and includes decisions made on those recommendations.

### **Relation to government priorities**

- 2 The Unit's operations are critical to enabling the successful delivery of Government priorities, particularly *accelerating economic recovery* and *laying foundations for the future*.

### **Executive Summary**

- 3 The Unit has now completed five of its six initial priority assignments agreed by Cabinet in August 2021.
- 4 Completed briefs are: a stocktake of progress against the Unit's Mid-Term Review of the Budget 2021 Mental Health and Addiction Package; a stocktake of progress on the Jobs for Nature programme; a status update on the Infrastructure Reference Group programme; an assessment of agencies working arrangements for the transport component of the New Zealand Upgrade Programme; and an assessment of agencies working arrangements for emergency and transitional housing. I am expecting the Unit's final report back for 2021 on progress against the Carbon Neutral Government Programme in December.
- 5 The Unit has identified further areas for follow-on work. These are across the Mental Health and Addiction package, Infrastructure Reference Group, New Zealand Upgrade, and Housing programmes. Where directed, the Unit will report back to me on these programmes over the course of 2022-2023.
- 6 There are system-wide learnings from this work that can be applied to future programmes, including ensuring that agencies undertake a deliberate discussion about the degree of coordination required, when commencing a complex, multi-agency programme of work.
- 7 I have done some initial thinking about the Unit's 2022 work programme and I will bring a paper on this to Cabinet in February.

## Background

- 8 On 25 August 2021, the Cabinet Business Committee:
- 8.1. **noted** the Unit's operating model
  - 8.2. **agreed** the initial scope of activity for the Unit
  - 8.3. **noted** that the Unit had completed a priority assignment and reported on progress of the delivery of the Budget 2019 \$1.9bn Mental Health and Addiction Package [CAB-21-MIN-0071 refers].
- 9 The Unit's agreed initial work programme involved reports which were due on:

Project	Delivery date
<i>Mental Health and Addictions Package</i>	29 October 2021
<i>Jobs for Nature Programme</i>	29 October 2021
<i>Infrastructure Reference Group projects</i>	5 November 2021
<i>New Zealand Upgrade (Transport) Programme</i>	19 November 2021
<i>Emergency and Transitional Housing Programme</i>	26 November 2021
<i>Carbon Neutral Public Service</i>	10 December 2021

### Unit Work Programme: Completion of first assignments

- 10 The Unit has completed five of its six assignments. Since my last report back, the Unit has submitted four Briefings and a progress update. A summary of the purpose and findings of each Briefing is in Appendix A. Completed Briefings are attached in Appendices B-E.
- 11 Where I have made decisions, I have done so after discussion of each Reports findings with the relevant group of Ministers. This is a key part of the operating model that has been implemented.

#### *Follow-on from the Mental Health and Addiction package*

- 12 In July 2021, the Unit conducted a Mid-Term Review of the Budget 2019 Mental Health and Addiction Package (the July Review) to advise on whether delivery of the Package was on track and whether any remedial action was necessary.
- 13 The July Review concluded that while agencies had made good progress overall towards delivering the intended outputs, elements of implementation needed to be strengthened.

- 14** In August 2021, the Minister of Health and I commissioned the Unit to provide agencies with ongoing support for six months to implement the recommendations from the July Review. On 28 October 2021, the Unit reported to me its findings on agencies' progress. A copy of the Review is in Appendix B.
- 15** The Unit found that in the three months since the July Review was completed, agencies had made good progress and had either completed, or were on track to implement, the July Review's recommendations. In particular, the progress update found:
- 15.1. the Ministry of Health had strengthened delivery of the Mental Health Infrastructure Programme, initiated a range of interventions to improve recruitment and workforce development, re-planned interim output targets for key initiatives. The Ministry is in the process of developing options for cross-agency governance arrangements to support the Ministry of Health's role as system leader for mental wellbeing, taking into account the change in the Ministry's role through the health and disability system reforms
  - 15.2. agencies continue to face shared challenges in recruiting the mental health workforce, but are beginning to work more closely together
  - 15.3. internal recruitment challenges and capacity pressures from the COVID-19 psychosocial response and s9(2)(f)(iv) have inhibited the pace of the Ministry's work.
- 16** The Unit is continuing to support agencies as they work to implement the outstanding recommendations from the July Review. I have also directed the Unit to undertake a delivery assessment against the package as whole in mid-2022. The Unit will report back to me and the Minister of Health on 17 June 2022.

#### *Jobs for Nature Programme*

- 17** Jobs for Nature was designed to create nature-based employment opportunities as part of the COVID-19 economic recovery. In June 2020 the Government allocated \$1.2bn to the programme, 90% of which was funded through the COVID-19 Response and Recovery Fund (CRRF).
- 18** The focus of the Unit's assignment was to provide a stocktake of progress on the Jobs for Nature Programme, including advice to me on whether components of the programme may require re-baselining and/or redesign due to New Zealand's stronger than expected economic performance.
- 19** The Unit reported its findings to me on 29 October 2021. A copy of the Briefing is in Appendix C.
- 20** The Unit found that good progress had been made across the Jobs for Nature Programme. The Unit's stocktake identified:
- 20.1. agencies were successful at delivering jobs at pace and are on track to employ 11,000 people by the end of the Programme

- 20.2. delivery of environmental outputs is mixed, but all contracted outputs are likely to be delivered over the life of the Programme
- 20.3. there is \$203m allocated to the Programme yet to be approved for specific projects. This would largely fund projects related to implementing freshwater reforms. There is an option to reconsider how this funding is used
- 20.4. programme arrangements are broadly fit for purpose and agencies could look at whether projects set up for short-term jobs can be optimised to deliver greater long-term benefits from the same budget
- 20.5. future programmes could improve cross-agency coordination and the experience of funding recipients.

**21** I have accepted the Unit's recommendations to put mechanisms in place that will support and strengthen delivery across the remainder of the programme. I have asked Ministers to inform me of their intended decisions for the remaining \$203m not yet approved for specific projects.

**22** As the Unit determined that current arrangements are fit for purpose, it did not recommend that it needed to do any follow-up work on the programme.

#### *Infrastructure Reference Group Programme*

**23** In May 2021 Ministers established the Infrastructure Reference Group (IRG) to identify a pipeline of shovel ready projects to support the COVID-19 rebuild. These were funded by the CRRF. Responsibility for project delivery was split between several agencies with the bulk being administered by Crown Infrastructure Partners (CIP) and Kānoa.

**24** The Unit provided me with a status update on the delivery of projects under the CRRF, focusing on projects Kānoa is responsible for.

**25** The Unit reported its findings to me on 5 November 2021. A copy of the Briefing is in Appendix D.

**26** The Unit found that, overall, the Infrastructure Reference Group (IRG) programme is mostly on track, with 86% of projects either complete or identified as low risk as of 31 August 2021. The stocktake identified that:

- 26.1. the resurgence of COVID-19 and rising supply chain costs will test progress of the programme
- 26.2. CIP's monthly reporting and risk assessment system is a good model and is well received by agencies. There are opportunities for CIP to adopt a connecting role in the programme
- 26.3. Kānoa is currently performing well on contracting, construction starts and spending across regions, but has 19 projects forecast to miss their completion or start milestones by 3-6 months or more. It is undertaking some actions that will result in most of those projects becoming low risk

26.4. Kānoa has missed some critical milestones across the programme and has had difficulty with its data and reporting. It has agreed to undertake a range of actions to strengthen its delivery.

**27** I have accepted the Unit's recommendations, which includes extending CIP's role beyond its current reporting and monitoring functions.

**28** Delivery of the programme will be further supported by the Unit undertaking an additional stocktake to assess delivery of the IRG programme and progress against the recommendations from the stocktake. The Unit will report back to me in May 2022.

### *New Zealand Upgrade Programme*

**29** In January 2020, Ministers announced a \$12bn investment in infrastructure in transport, health and education known as the New Zealand Upgrade Programme. The transport part of the Programme was allocated \$6.8bn and went through a reset in 2021 with a further \$1.926bn put into a tagged capital contingency.

**30** I directed the Unit to assess the working arrangements between agencies and officials that support the delivery of the transport component of the New Zealand Upgrade Programme, to help ensure that the new governance structures are embedded rapidly, and to advise on any possible improvements that could be made to monitoring and performance reporting.

**31** The Unit reported its findings to me on 19 November 2021. A copy of the Briefing is in Appendix E.

**32** The Assessment found that:

32.1. Waka Kotahi and KiwiRail have responded positively to their new delegations and revised responsibilities

32.2. agencies are reviewing their governance arrangements and making changes to account for their new responsibilities, although neither agency has had to make significant changes

32.3. improvements are being made to further strengthen working arrangements and reporting, which include changes to reporting to Ministers

32.4. agencies are committed to ensuring effective working arrangements are put in place. But it is too early to assess whether new working arrangements are being effectively embedded.

**33** The Unit has recommended that I direct it to review the effectiveness of the working arrangements between agencies and advise on any improvements that could be made to reporting. If directed, the Unit would report back to me in April 2022. I will discuss the Briefing with the Minister of Transport before I decide.

## Housing Programme

- 34** Agencies responsible for delivering the emergency housing system have s9(2)(f)(iv) [REDACTED]
- 35** The Unit undertook an assessment of the current working arrangements between agencies responsible for delivering emergency and transitional housing, and their plans for reporting on progress to Cabinet.
- 36** The Unit reported its findings to me on 26 November 2021. A copy of the Briefing is in Appendix F.
- 37** The Unit found that agencies are performing their respective roles and responsibilities as they were designed, and that working arrangements between agencies are operating as intended. It further identified that:
- 37.1. the Ministry of Housing and Urban Development is mostly track on to deliver its 2020/2021 output goal for transitional housing
  - 37.2. there are opportunities for agencies to enhance their data collection to strengthen reporting to Ministers on the provision of social services as part of transitional housing.
- 38** The Unit recommended that I direct it to assist agencies s9(2)(f)(iv) [REDACTED] for which the Unit will put together an additional Commissioning Brief by the end of 2022. I will discuss these recommendations with the Minister of Housing before I make decisions.

### Unit Work Programme: Remaining report

- 39** I have also directed the Unit to undertake a stocktake of progress on the delivery of the Carbon Neutral Government Programme, including an assessment of programme management and governance across the programme, with advice to me on where additional support may be useful.
- 40** I am informed that work on this Briefing is underway, and that the Unit will report its findings to me on or before 10 December 2021.

### Findings at the System level

- 41** There are some useful learnings that can be applied to future programmes. These relate to ensuring some deliberate discussion occurs at the time a complex, multi-agency programme of work involving a significant Crown investment is commenced, about the nature of the Programme and the degree of co-ordination or integration needed across agencies.



- 42** It would be beneficial for a series of questions to be discussed by agencies involved in these Programmes about how it is to be managed and the planning, key metrics and definitions to be applied cross agency. It would also be useful for discussion to occur about how common issues will be identified and managed across a programme.

### **Consultation**

- 43** Agencies were consulted in the preparation of each of the five Reports appended to this paper prior to them going to the Deputy Prime Minister. The agencies consulted for each Report were Ministry for the Environment, Department of Conservation, Ministry of Primary Industries, Toitū te Whenua LINZ, Jobs for Nature Secretariat, Ministry of Health, Department of Corrections, Kānoa, Crown Infrastructure Partners, EECA, NZ Police, Heritage NZ, Fire and Emergency NZ, Ministry of Justice, Kāinga Ora, Ōtākaro, Ministry of Transport, Waka Kotahi, KiwiRail, Ministry of Housing and Urban Development, Ministry of Social Development. The Treasury were consulted on all reports.

### **Financial Implications**

- 44** There are no financial implications from this paper.

### **Legislative Implications**

- 45** There are no legislative implications arising from this paper.

### **Impact Analysis**

- 46** An Impact Statement is not necessary for this paper.

### **Human Rights**

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

### **Gender Implications**

- 48** There are no gender implications arising from this paper.

### **Disability Perspective**

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

### **Publicity**

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

### **Proactive Release**

- 51** I intend to proactively release this paper, its associated minute after the standard 30 business days from the decision being made by Cabinet. The delay in release is needed because of the Christmas break.

## Recommendations

- (a) **Note** that the Implementation Unit has delivered five Briefings on a diverse set of Programmes
- (b) **Note** that I will provide the Cabinet Priorities Committee with a quarterly Report on the work undertaken by the Implementation Unit.
- (c) **Note** that I will bring a proposed work programme for 2022 for the Implementation Unit to CPC and Cabinet in February.

Authorised for lodgement

Hon Grant Robertson  
**Deputy Prime Minister**

Date:

Proactively Released

# Implementation Unit work programme update

As at 26 November 2021

## Progress since last report

- The Unit has now completed five of its first six assignments. The remaining assignment, on the Carbon Neutral Government Programme, is due on 10 December 2021.
- The Unit recommended it undertake follow-on work in several areas. The Unit is providing ongoing support to agencies delivering the Mental Health and Addiction package and will undertake another review of progress in mid-2022. The Unit will undertake follow-on reports on IRG, and subject to DPM's agreement, NZUP Transport and emergency housing.
- Assignments to date have found a number of lessons for future cross-agency programmes. In 2022 the Unit could look at how these lessons can inform system-level design choices.

## Upcoming milestones

- 10 Dec: Submit CNGP report

## Work programme

Programme	Commission	Status	Commentary	2021		2022		2023			
				Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2
Mental Health and Addiction package	Mid-term review of progress on the Budget 2019 Mental Health package	Complete submitted 30 July 2021	<ul style="list-style-type: none"> <li>Agencies are making good progress towards delivering the intended outputs</li> <li>However, agencies are delivering the package in silos – not as a cross-agency programme</li> <li>The main risks to successful delivery are workforce recruitment and mental health capital projects</li> </ul>	■							
	Support agencies to implement recommendations arising from the stocktake.	In progress Progress update submitted 28 Oct 2021	<ul style="list-style-type: none"> <li>IU is acting as a 'critical friend' to agencies, supporting agencies to re-plan interim outputs, refresh reporting, and develop options for cross-agency governance and system leadership.</li> <li>Agencies are making strong progress notwithstanding pressures from COVID-19 psychosocial response and challenges in internal recruiting.</li> </ul>		.....						
	Assessment of delivery status	Not started Due 17 June 2022	<ul style="list-style-type: none"> <li>Timed to be 12 months post mid-term review</li> </ul>				■				
Jobs for Nature	Stocktake of progress including advice on whether components require re-baselining or redesign	Complete submitted 29 Oct 2021	<ul style="list-style-type: none"> <li>Agencies were successful at delivering jobs at pace and are on track to employ 11,000 people.</li> <li>Over time emphasis moved from jobs to environmental outcomes. \$203m is yet to be approved for specific projects and is earmarked for freshwater. Agencies could consider providing recipients greater flexibility to adapt projects to achieve more enduring benefits.</li> <li>Programme management is fit for purpose, but future programmes could improve cross-agency coordination and funding recipients' experiences.</li> </ul>	■							
Infrastructure Reference Group	Status update on the delivery of projects	Complete submitted 5 Nov 2021	<ul style="list-style-type: none"> <li>IRG projects are mostly on track: 86% of projects are complete or identified as low risk. 19 of 140 Kānoa projects are forecast to miss construction milestones. Kānoa is undertaking more active management of these projects, as well as improving its governance and reporting to Ministers.</li> </ul>	■							
	Stocktake of progress towards recommendations	Not started due May 2022					■				
NZUP (Transport components)	Assess working arrangements between agencies and officials	Complete submitted 19 Nov 2021	<ul style="list-style-type: none"> <li>Agencies are reviewing their governance arrangements and making changes to account for their new responsibilities. Improvements are being made to further strengthen working arrangements but it is too early to assess their effectiveness.</li> </ul>	■							
	Follow-on work to be determined		<ul style="list-style-type: none"> <li>Subject to DPM's agreement, the Unit recommends it reviews the effectiveness of working arrangements and report back in April 2022.</li> </ul>				■				
Emergency and Transitional Housing	Assess working arrangements between agencies	Complete submitted 26 Nov 2021	<ul style="list-style-type: none"> <li>Agencies are performing their respective roles and responsibilities as they were designed. HUD is broadly on track to deliver its output goals for transitional housing, despite COVID-related delays.</li> <li>s9(2)(f)(iv)</li> </ul>	■							
	Follow-on work to be determined		<ul style="list-style-type: none"> <li>Subject to DPM's agreement, the Unit recommends it supports s9(2)(f)(iv)</li> <li>s9(2)(f)(iv)</li> </ul>				.....			■	
Carbon Neutral Govt. Programme	Stocktake of progress on the delivery of the CNGP	In progress due 10 Dec 2021			■						

We are here ▲

■ Completed report

■ Upcoming report

..... Ongoing support



# Cabinet Priorities Committee

## Minute of Decision

---

*This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.*

---

### Progress Report on Implementation Unit Assignments

**Portfolio**                      **Deputy Prime Minister**

On 7 December 2021, the Cabinet Priorities Committee (CPC):

- 1        **noted** that the Implementation Unit has delivered five briefings on a diverse set of programmes, attached to the submission under CPC-21-SUB-0034;
- 2        **noted** that the Deputy Prime Minister will provide CPC with a quarterly Report on the work undertaken by the Implementation Unit;
- 3        **noted** that the Deputy Prime Minister will bring a proposed work programme for 2022 for the Implementation Unit to CPC in February 2022.

Jenny Vickers  
Committee Secretary

---

**Present:**

Rt Hon Jacinda Ardern (Chair)  
Hon Grant Robertson  
Hon Kelvin Davis  
Hon Dr Megan Woods  
Hon Carmel Sepuloni  
Hon David Parker  
Hon Stuart Nash  
Hon Kiri Allan

**Officials present from:**

Office of the Prime Minister  
Officials Committee for CPC



# Cabinet

## Minute of Decision

*This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.*

### Report of the Cabinet Priorities Committee: Period Ended 10 December 2021

On 13 December 2021, Cabinet made the following decisions on the work of the Cabinet Priorities Committee for the period ended 10 December 2021:

[REDACTED]	[REDACTED]	[REDACTED]
CPC-21-MIN-0034	<b>Progress Report on Implementation Unit Assignments</b> Portfolio: Deputy Prime Minister	CONFIRMED
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]

Michael Webster  
Secretary of the Cabinet