



COVERSHEET

Minister	Hon Willie Jackson	Portfolio	Employment
Title of Cabinet paper	Employment Strategy report-back and proposed engagements on Employment Action Plans for Māori and for Refugees, Recent Migrants and Ethnic Communities	Date to be published	14/08/20

List of documents that have been proactively released

Date	Title	Author
11/12/19	<i>Employment Strategy Report Back and proposed engagements on Employment Action Plans for Māori and for Refugees, Recent Migrants and Ethnic Communities</i>	<i>Office of the Minister of Employment</i>
11/12/19	<i>Appendix One: Employment Strategy – Role and responsibilities, and implementation (as at December 2019)</i>	<i>MBIE</i>
11/12/19	<i>Appendix Two: Youth Employment Action Plan: Implementation (as at December 2019)</i>	<i>MBIE</i>
11/12/19	<i>Cabinet Social Wellbeing Committee Minute of Decision</i>	<i>Cabinet Office</i>

Information redacted

YES

Any information redacted in this document is redacted in accordance with MBIE's policy on Proactive Release and is labelled with the reason for redaction. This may include information that would be redacted if this information was requested under Official Information Act 1982. Where this is the case, the reasons for withholding information are listed below. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

- Confidential advice to Government

Budget Sensitive

Office of the Minister of Employment

Chair, Cabinet Social Wellbeing Committee

Employment Strategy Report Back and proposed engagements on Employment Action Plans for Māori and for Refugees, Recent Migrants and Ethnic Communities

Purpose

1. This paper:
 - a. Provides the first six-monthly Cabinet report back on the Employment Strategy and the Youth Employment Action Plan as per the Minister of Employment's agreement to do so by the end of December 2019;
 - b. Seeks approval for the Minister of Employment to lead the co-development of a Māori Employment Action Plan with key stakeholders;
 - c. Seeks approval for the Minister for Ethnic Communities and Minister of Immigration to undertake targeted public consultation on a draft for the Refugees, Recent Migrants and Ethnic Communities Employment Action Plan.

Executive Summary

Six monthly report back on the Employment Strategy and Youth Employment Action Plan

2. The Government's Employment Strategy (the Strategy) and the Youth Employment Action Plan have been welcomed by a number of stakeholders, who have indicated a strong interest in working with the Government to help shape New Zealand's labour market to be more inclusive.
3. Overall, the Strategy is on track with the various Action Plans at different stages of their development and implementation.
4. Currently, the Youth Employment Action Plan is in the implementation phase. Agencies are developing a range of initiatives that cut across a number of ministerial portfolios including, for example, Education, Social Development, Oranga Tamariki and Employment. Confidential advice to Government
2020, as well as longer term work, such as the Ministry of Education's work on an improving NCEA, and developing the equity index to improve allocation of resourcing for schools.
5. The development of the other Action Plans are tracking as intended:
 - 5.1. A consultation draft Disability Action Plan has been approved and was publicly released in November for consultation with stakeholders and the disability community;

- 5.2. The Pacific Peoples Employment Action Plan is currently in development, with a draft consultation plan awaiting approval for consultation to begin in early 2020;
 - 5.3. The Older Persons Employment Action Plan will use the Better Later Life – He Oranga Kaumātua Strategy that was released on 1 November 2019 to establish its actions.
6. This paper seeks approval for next steps for:
- 6.1. Partnering with Māori on the development of a Māori Employment Action Plan
 - 6.2. Consulting on a draft Refugees, Recent Migrants and Ethnic Communities Action Plan in early 2020.

Proposal to co-develop a Māori Employment Action Plan

7. I propose that we partner with Māori to jointly produce the thematic framing and specific content of the Māori Employment Action Plan, due to the significance of the Action Plan for Māori interests. This is consistent with Cabinet-endorsed guidelines for partnering and engaging with Māori [CAB-18-MIN-0456 refers] and what I noted in the Cabinet paper on the Strategy, that the Strategy and Action Plans are intended to provide a basis for ongoing dialogue with Māori as Treaty partners [CAB-19-MIN-0385 refers].
8. I propose that a reference group made up of experts and key stakeholders that represent a range of Māori perspectives and regional voices be established to guide the development of the Action Plan. I intend to invite representatives to the group and a Chair to be appointed in consultation with the Ministers for Māori Crown Relations, Māori Development and the Prime Minister's Office.

Proposal to undertake targeted public consultation on a draft Refugees, Recent Migrants and Ethnic Communities Employment Action Plan

9. I propose that Cabinet provide approval for the Minister for Ethnic Communities and the Minister of Immigration to undertake targeted public consultation on a draft Refugees, Recent Migrants and Ethnic Communities Employment Action Plan in early 2020.
10. This Action Plan is made up of four population groups which overlap to a certain extent. These groups are refugees, recent migrants, ethnic communities and temporary migrant workers. It builds on established work programmes for refugees and recent migrants driven by the 2012 New Zealand Refugee Resettlement Strategy and New Zealand Migrant Settlement and Integration Strategy and for proposals for temporary migrant workers and an emerging work programme for ethnic communities.
11. The draft Action Plan, attached at Appendix Four, outlines key challenges faced by the groups, and work underway to improve employment outcomes.

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Background

13. On 5 August 2019, Cabinet approved the All-of-Government Employment Strategy. A key focus of the Strategy is to set out how the Government will support New Zealand's labour market to be more inclusive. Essentially, this will be done through the development of six Action Plans focused on populations that have experienced persistently poor employment outcomes, youth, disabled, older persons, Pacific and Māori people and refugees, recent migrants and ethnic communities.
14. Alongside the Strategy, the first Action Plan, the Youth Employment Action Plan, was released for implementation.
15. At that time, Cabinet agreed that the Minister of Employment would provide overarching stewardship of the Strategy and invited the Minister to report to the Cabinet Social Wellbeing Committee by the end of December 2019 about the Youth Employment Action Plan and continue this at six monthly intervals [CAB-19-MIN-0385 refers].
16. This paper provides a report back on implementation of the Strategy with particular emphasis on the Youth Employment Action Plan as per Cabinet's invitation. The paper also seeks approval:
- 16.1. for the Minister of Employment to lead the co-development of a Māori Employment Action Plan with key stakeholders;
 - 16.2. for the Minister for Ethnic Communities and Minister of Immigration to consult on the draft for the Refugees, Recent Migrants and Ethnic Communities Employment Action Plan.

Cabinet Report back on the Employment Strategy

17. The Employment Strategy and Youth Employment Action Plan have been welcomed by a number of stakeholders. Some have raised questions about the prioritisation and timing for the development of the various Action Plans, such as the Council of Trade Unions suggesting that there should be particular emphasis on the Māori Employment Action Plan. Some have expressed a desire for more detail but it has been accepted that the development of the Action Plans will provide this over time and in a way that is informed by engagement with stakeholders.
18. The Strategy is on track with the various Action Plans at different stages of their development and implementation. This is summarised in **Appendix One**:
- 18.1. The Youth Action Plan is in its implementation phase.

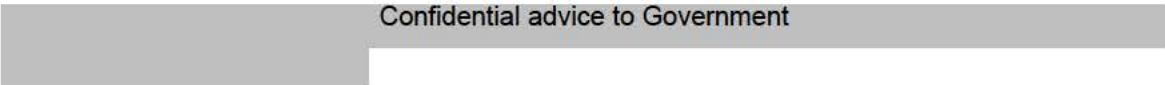
- 18.2. A consultation draft Disability Action Plan has been approved and was publicly released in November for consultation with stakeholders and the disability community.
- 18.3. The Older Persons Employment Action Plan will use the Better Later Life – He Oranga Kaumātua Strategy that was released on 1 November 2019 to establish its actions.
- 18.4. Confidential advice to Government
- 18.5. This paper proposes to consult on the draft Refugees, Recent Migrants and Ethnic Communities Employment Action Plan in early 2020.
- 18.6. This paper proposes to partner with Māori on the development of a Māori Employment Action Plan led by the Minister of Employment.

19. More detail is provided on each Action Plan as follows:

Youth Employment Action Plan

- 20. Released in August 2019, the Youth Employment Action Plan is the first population-focused Action Plan released under the Governments Employment Strategy. Led by the Minister of Employment, the plan consists of 12 broad actions focusing on three themes; to improve young people’s building blocks for success, support young people to make informed choices and transitions, and ensure young people have employment opportunities and support in overcoming barriers.
- 21. Currently, the Youth Employment Action Plan is in the implementation phase. **Appendix Two** provides a summary of the implementation of the Action Plan. Significant action has been undertaken across all three stages of the intervention pipeline across a number of ministerial portfolios including Education, Social Development, Oranga Tamariki and Employment. For example:
 - 21.1. in Stage One, improving building blocks for success, work is underway to reform NCEA to improve learning outcomes from the schooling system, and to release the Career Systems Strategy;
 - 21.2. in Stage Two, supporting more informed transitions, Confidential advice to Government
 - 21.3. in Stage Three, supporting young people to overcome barriers, Phase Two of Mana in Mahi is being progressed, and further work on in-work training is being undertaken as part of the Future of Work process.
- 22. Agencies are developing longer term work as part of the Action Plan, for example the Ministry of Education’s work on the NCEA system. Some of the initiatives in development will further the goals of multiple Action Plans given the cross-overs between the different populations of focus for the different Action Plans. For instance, the Youth Employment Action Plan includes actions to improve

employment outcomes for young disabled people, which are built on through the Disability Employment Action Plan.

23. Over the next six months, before the next Cabinet report back, initial actions such as progressing on best-practice guidance for effective pastoral care/mentoring and the public consultation on the review of youth health and safety responsibilities will be undertaken.
24.  Confidential advice to Government
25. As part of the broader context, the Ministry of Youth Development – Te Manatū Whakahiato Taiohi are working with government agencies to develop a Youth Plan. This is an action under outcome six of the Child and Youth Wellbeing Strategy. While labour market settings and outcomes are not a direct focus of the Youth Plan, the two plans do align to drive improved outcomes for young people in New Zealand. What is learnt from this will inform, support and complement the implementation of the Youth Employment Action Plan.

Disability Employment Action Plan

26. On 23 October 2019, the Cabinet Social Wellbeing Committee (SWC) approved the release of the Minister of Social Development's draft Disability Employment Action Plan [SWC-19-MIN-0158 refers] to allow targeted consultation on its content with the disability community and other stakeholders. The draft Action Plan was released in November for consultation through to the end of February 2020.
27. This Action Plan:
 - 27.1. seeks improvements for all people who experience disadvantage in labour markets because of disability, whether the disability is physical, sensory, intellectual, neurological, or mental health related, whether visible or hidden, whether permanent or temporary, and whether acquired (by accident, injury or illness) or experienced from birth;
 - 27.2. aims to ensure that workers and jobseekers have equal access to employment and that businesses are effective at attracting, retaining and supporting disabled people in the workforce.
28. The draft Action Plan has four objectives that potentially fit with government actions already pipelined, such as:
 - 28.1. enabling disabled people and people with health conditions to steer their own futures by having successful transitions when leaving school, through actions such as the School Leavers Toolkit, the Careers System Action Plan and the expansion of paid internships;
 - 28.2. backing people who want to work by creating meaningful employment support and services through further promotion of the Employment Support Practice Guidelines;

- 28.3. growing employment opportunities by raising visibility of disabled people and people with health conditions as a talent pool through the promotion of the 'Lead Toolkit' to more industry sectors and a web-based employer hub;
- 28.4. creating more inclusive workplaces by promoting wellbeing enhancing workplaces and stopping people from falling out of work through the Health and Safety Strategy and collaborative research between MidCentral Health and the Ministry of Social Development (MSD);
- 29. The draft Disability Employment Action Plan draft also notes its complementarity to other work happening across government that is not specific to employment outcomes such as, He Poutama Rangatahi and Te Ara Mahi, the Welfare Overhaul and the Health and Disability System Review.
- 30. Confidential advice to Government.
- 31. Minister Sepuloni will report back to SWC in April 2020 with a final Action Plan and the associated cross-agency work programme which will include actions to be implemented in the first year.

Older Persons Employment Action Plan

- 32. Better Later Life – He Oranga Kaumātua 2019 to 2034 was released on 1 November 2019. One of the key areas for action in the strategy is to achieve financial security and economic participation for older people. A key aspect of this key area for action is through employment and self-employment.
- 33. The strategy is intended to provide a consistent framework and that will drive action to ensure that as people age they can work if they wish or need to, and that older people, both in and out of work (aged 50+) are treated fairly, recognised for contributing expertise and skills, and have access to training and upskilling.
- 34. Better Later Life – He Oranga Kaumātua 2019 to 2034 will be used as the framework to inform the Older Persons Employment Action Plan, with a number of these suggestions possibly being developed into actions for it.
- 35. Officials will report to Ministers on next steps following further consideration of the resourcing requirements for progressing the work.

Pacific Peoples Employment Action Plan

- 36. The Pacific Peoples Employment Action Plan is currently in development.
- 37. The Minister for Pacific Peoples is leading the Pacific Employment Action Plan which will emphasise the need for Government to take a different approach by investing and working together with Pacific communities to better address Pacific employment.
- 38. On 20 November 2019, Cabinet SWC approved Minister Sio's approach to developing the Action Plan which aims to improve Pacific peoples' labour market outcomes [SWC-19-MIN-0182 refers]. This will be achieved through targeted engagements with Pacific communities, agencies and industry to inform the development of actions and identify programmes and initiatives that could potentially

be piloted and expanded. These engagements will build on Pacific Aotearoa engagements with over 2,500 Pacific peoples to develop a refreshed vision for Pacific peoples in New Zealand.

39. The Action Plan will be informed by three key objectives:
- 39.1. diversifying the Pacific workforce into a broader range of sectors and industries (with a priority focus on science, technology, engineering and mathematics);
 - 39.2. improving Pacific peoples participation in the labour market, with a priority focus on addressing structural discrimination in the workforce;
 - 39.3. leveraging opportunities to improve Pacific labour market outcomes through support for Pacific-owned businesses and entrepreneurs.

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Proposal to co-develop a Māori Employment Action Plan

The Māori Employment Action Plan will support improving labour market outcomes and experiences for Māori

- 41. The Employment Strategy highlighted that Māori require specific labour market attention through an Action Plan. Cabinet previously noted that an Action Plan will be developed to support cross-agency actions that will improve labour market outcomes for Māori [CAB-19-MIN-0385 refers].
- 42. There is a high level of stakeholder interest in the work in terms of the opportunity it presents to substantively improve Māori employment outcomes, and its contribution to a positive Māori-Crown relationship.
- 43. Headline figures suggest that there is a significant disparity in labour market outcomes for Māori, that demographics point to Māori making up an increasing proportion of New Zealand's labour market, and that there are opportunities to capitalise on Māori labour market and economic strengths and aspirations.
- 44. The Māori economy is a growing part of the New Zealand labour market, and the Māori employment action plan should capitalise on this opportunity by partnering with Māori employers, understanding their aspirations and visions for the future of work, and identifying how Government actions can support these.
- 45. An additional opportunity is presented by the changing Treaty settlement environment. As more iwi groups settle their historical Treaty grievances, the focus among iwi and hapū is shifting toward improving wellbeing and strengthening communities. This provides an opportunity to partner with iwi and hapū on employment and labour market outcomes, and contribute to a positive post-settlement relationship.
- 46. It is important that the Māori Employment Action Plan takes account of the best information available, and is consistent with other government activities. This

ensures that the Government plays a coherent and joined-up role in the labour market and wider economy, and can engage with stakeholders consistently and effectively. Current and planned research, projects and initiatives are therefore a critical part of the development of the Action Plan.

47. More detail about the evidence base, possible focus areas, and examples of current opportunities to strengthen the evidence base and possible actions is attached at **Appendix Three**.

I propose that the Action Plan be developed in partnership with Māori, led by a strategic reference group

48. I propose that we partner with Māori to jointly produce the thematic framing and specific content of the Māori Employment Action Plan, due to the significance of the Action Plan for Māori interests.
49. This is consistent with Cabinet-endorsed guidelines for partnering and engaging with Māori [CAB-18-MIN-0456 refers]. The previous Cabinet paper on the Employment Strategy also noted that the Strategy and Action Plans are intended to provide a basis for ongoing dialogue with Māori as Treaty partners. This includes partnering with Māori organisations, social partners and service providers about the direction of our labour market work programme [CAB-19-MIN-0385 refers].
50. I propose that an expert reference group be established to guide the development of the Action Plan, and that this group work closely with officials to consult with communities on the key themes and actions that should be included in the Action Plan. This reference group will be made up of experts and key stakeholders that represent a range of Māori perspectives and regional voices.
51. Having a structure that is based on partnership will support a strengthened relationship between Māori and the Crown, and ensure that Māori voices are integral in the design and implementation of actions that directly affect Māori outcomes and can support Māori ambitions.
52. This approach also balances the timeliness/resource cost of developing an Action Plan with the importance of a legitimate engagement process that provides genuine opportunities for Māori voices to be heard and decisions to be made. I considered other options for developing the Māori Employment Action Plan, but discounted them due to their unsuitability on a number of criteria:
 - 52.1. A faster, less resource-intensive approach would likely produce an Action Plan more quickly, but would not satisfy the need for engagement with Māori on such a significant policy project. Even if a draft plan were to be published for consultation with stakeholders, I consider that this is not a satisfactory way to demonstrate genuine partnership with Māori, and would undermine the Māori-Crown relationship.
 - 52.2. A more formal working group would improve the ability for Māori voices to be heard, or for decisions about the contents of Action Plan to be made by Māori. However, I consider that this sort of deliberative, consultative process is more costly (both to the Crown, and to the capacity and resources of Māori), and

would introduce significant delays. Future iterations of an Action Plan could revisit this type of approach, if feasible.

53. It is my intention for this reference group to form part of an ongoing and possibly permanent relationship between Māori and the Crown concerning the labour market, and to iterate possible future versions of an Action Plan to inform the direction of our labour market work programme. The feasibility of this arrangement to endure will be assessed after the initial Action Plan has been developed.
54. The themes and specific contents of the Action Plan will be developed in partnership with the reference group. Some possible themes or areas for focus, based on an initial analysis of the evidence base and opportunities for the Action Plan, are described in Appendix Three, such as:
 - 54.1. enhancing Māori educational outcomes and experiences, empowering ākonga, and supporting skills development for productive and sustainable jobs;
 - 54.2. addressing intersecting challenges for particular groups of Māori, such as wāhine, rangatahi, sole parents, Māori with disabilities, or Māori with conviction histories;
 - 54.3. capitalising on strengths of the Māori labour market and post-settlement opportunities;
 - 54.4. reducing wage gaps and exposure to future of work trends, lifting employer capability, and addressing barriers to labour market participation;
 - 54.5. assessing the suitability and effectiveness of existing labour market interventions.
55. It is important that the reference group include Māori perspectives that can shape and inform the development of the themes and content of the Action Plan, and that appropriate members are invited to join the group to maximise the impact of the Action Plan and public engagement process. For instance, the group should include representatives of Māori workers and Māori business/employers, and should have members that represent voices of iwi, hapū and communities; regional and place-based service providers; Māori labour market experts; wāhine; rangatahi; and ākonga and education providers.
56. I propose that Cabinet approve the Minister of Employment to establish the Māori stakeholder reference group, and that the Minister invite members to represent various perspectives in consultation with the Prime Minister and the Ministers for Māori-Crown Relations and Māori Development.
57. I propose that members of the reference group will be paid for their participation in accordance with the Cabinet Fees Framework.
58. Officials from relevant agencies (led by MBIE) will work with the reference group and will be guided by co-design principles, such as inclusiveness, respect, participation, iteration and a focus on outcomes. I also expect that officials will work with wider

networks of stakeholders, including local government and economic development agencies, and other networks as proposed by the reference group.

59. The reference group will also lead the development of a wider engagement process. Specific engagement activities with communities and the public will be designed in consultation with the reference group, and could include regional hui, facilitated wānanga/workshops, and formal surveys/submissions.
60. I will report back to Cabinet with a proposed Māori Employment Action Plan after it has been developed and tested by the reference group, reflecting the principles of co-design and partnership. I intend for this to be in the middle of 2020, with exact timeframes to be developed in consultation with our partners.
61. I also intend to report regularly to the Labour Market Ministers Group during the development of the Action Plan and the engagement period, in order to test work with relevant Ministers.

Proposal to undertake targeted public consultation on a draft Refugees, Recent Migrants and Ethnic Communities Employment Action Plan

62. I propose that Cabinet approve the Minister for Ethnic Communities and Minister of Immigration to undertake targeted public consultation on a draft Refugees, Recent Migrants and Ethnic Communities Employment Action Plan in early 2020.
63. This Action Plan is made up of four population groups which overlap to a certain extent. These groups are:
 - 63.1. refugees - covering people that come to New Zealand under the Refugee Quota (which will increase from 1,000 to 1,500 per year from July 2020), and 1951 Convention relating to the Status of Refugees, 1984 Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment and the 1966 International Covenant on Civil and Political Rights (around 150-250 per year).
 - 63.2. recent migrants - those who have been living in New Zealand for five years or less. Many within this group have strong employment outcomes as immigration policy settings are geared towards economic migration. A particular focus is on partners and adult children (aged 18-24) of skilled temporary workers and skilled permanent residents, who tend to have lower rates of employment than principal applicants (note that Pacific migrants are included in the Pacific Peoples Employment Action Plan).
 - 63.3. ethnic communities – including new migrants, refugees, long-term settlers, and those born in New Zealand who identify their ethnicity as Asian, Continental European, and Middle Eastern, Latin American and African. Temporary migrants are also included.
 - 63.4. temporary migrant workers – for example, migrants in New Zealand as working holiday makers, international students studying and working in New Zealand, and essential skills and skilled migrant temporary visa holders.

64. This Action Plan builds on established cross-government work programmes for refugees and recent migrants driven by the New Zealand Refugee Resettlement Strategy and New Zealand Migrant Settlement and Integration Strategy and for proposals for temporary migrant workers and an emerging work programme for ethnic communities. It recognises that employment is critical to successful settlement, including supporting integration, and that these groups face a number of challenges and barriers which impact on employment outcomes.
65. For former refugees, challenges include English language requirements to enter the workforce, lack of recognition of skills and prior experience, as well as access to ongoing skills development including vocational training. This Action Plan highlights work underway, and further actions under the “Improving Refugee Employment Outcomes project” to address challenges faced by working-age former refugees. This project aims to identify and develop an integrated approach across government agencies to support refugees to prepare for, connect to, and sustain meaningful employment that is relevant to their skills and aspirations. This approach includes strategic engagement with employers to reduce barriers to employment.
66. In addition, a set of actions will be developed focused on supporting former refugee youths who have less than five years in the New Zealand education system before the age of 18 years. The actions are proposed to support former refugee youths into further education and/or training to build their skills towards future career pathways.
67. For recent migrants, challenges can include difficulties in knowing how best to pursue employment opportunities, and operating and communicating within New Zealand workplaces, which can have cultures that are not always as inclusive as they could be. This Action Plan highlights work underway, and new actions to address challenges faced by recent migrants:
 - 67.1. Improving employment measures: Supporting the New Zealand Migrant Settlement and Integration Strategy, new data sources and measurements are being trialled from now until 2021.
 - 67.2. Inclusive workplace management: Developing workplace-focused presentation resources. This is a new area of work, which could be broadened to include other areas.
 - 67.3. Expanding the regional skills matching and job assistance services. The current programme could be expanded to more regions in New Zealand.
68. For ethnic communities, the intention is to consult on the actions to be completed in the first phase of the plan (eighteen months). After twelve months, there will be an engagement process with ethnic community representatives to identify the next set of actions, based on what was learned in the first phase. Proposed actions for the first phase include:
 - 68.1. Co-design and implement an employment action research pilot with ethnic community representatives in two locations to support people from a range of ethnicities who experience multiple barriers to employment.

- 68.2. Promote volunteering and paid work experience as a stepping stone to increase social connection, reduce social isolation, and to build skills and work readiness.
- 68.3. Provide support to Middle Eastern, Latin American and African graduates to move into their first work opportunity within the public service.
69. For temporary migrant workers, challenges can include exploitation such as under-payment or non-payment of wages; denial of entitlement to annual holidays; and the non-payment of holiday pay. The Action Plan highlights work underway, and new actions to address these challenges by implementing changes from the review into temporary migrant worker exploitation, across the immigration, employment, health and safety and international education systems.
70. The approach for the Refugees, Recent Migrants and Ethnic Communities Employment Action Plan is to build visibility of the Government's direction and develop consensus with key stakeholders.
71. The Office of Ethnic Communities is planning to undertake targeted consultation with ethnic communities in February and March 2020 on the proposed actions for improving employment outcomes for ethnic communities within the draft Refugees, Recent Migrants and Ethnic Communities Employment Action Plan (that is, Parts One and Four). This will include face-to-face engagements with groups and individual members of ethnic communities across New Zealand. These engagements may be specifically on the draft Action Plan, or as part of a broader meeting with ethnic communities. This will enable officials to reduce consultation fatigue for some communities.
72. Consultation will not be undertaken on the other parts of the draft Action Plan – refugees, recent migrants and exploitation of temporary workers (Parts Two, Three, and Five), because consultation has already been undertaken on the proposed actions as part of the development of the work.
73. After consultation, the Minister for Ethnic Affairs and the Minister of Immigration will report back to Cabinet with the final Action Plan for approval, including updates to the other parts of the Action Plan based on progress on these actions. This is expected to be in June 2020. It is expected that the Action Plan will be published in its entirety at this point.
74. A draft consultation Action Plan is attached in **Appendix Four** for Cabinet consideration, for consultation early in 2020.

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Consultation

81. The Ministry of Business, Innovation and Employment prepared this paper.
82. The following agencies have been consulted on this paper: Ministry of Social Development, Ministry of Education, Tertiary Education Commission, Oranga Tamariki, Office for Seniors, Ministry for Women, Department of Corrections, Te Puni Kōkiri, Ministry for Pacific Peoples, Department of Prime Minister and Cabinet (Policy Advisory Group and the Child Poverty/Wellbeing Units), State Services Commission, Te Arawhiti.

Financial Implications

83. There are no financial implications arising from this paper. There may be financial implications arising from final Action Plans.

84. Confidential advice to Government

Legislative Implications

85. The proposed actions are not anticipated to involve legislative implications, but this will continue to be assessed as actions are developed.

Impact Analysis

86. The proposed actions are not anticipated to involve regulatory impacts, but this will continue to be assessed as actions are developed.

Human Rights

87. The proposals in this paper are consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Gender Implications

88. The Employment Strategy and all of the Action Plans highlight the need to improve women's employment and wage outcomes. The Youth Employment Action Plan, while noting young women's outcomes have improved over time, highlights that young women, particularly young mothers, continue to be overrepresented in the youth not in education, employment or training population. It identifies barriers to women's participation in education, training and employment, such as not having accessible childcare or a drivers licence, to highlight these as important areas of focus for communities and the Government.

89. Māori women are a key focus and a highly impacted group of the Māori Employment Action Plan and the Employment Strategy as a whole, as wāhine Māori, young and old are significantly more disadvantaged than Pākehā women in employment.

Disability Perspective

90. Improving outcomes for disabled people is a major focus of the proposed Employment Strategy, especially within the Disability Employment Action Plan being publicly consulted on.

91. The Youth Employment Action Plan also works to improve service coordination and work experience opportunities to young disabled people, and are expected to provide significant benefits to this population.

92. The development and implementation of the Disability Employment Action Plan strongly aligns with the New Zealand Disability Strategy, which includes employment as a key outcome.

Publicity

93. In respect of the Māori Employment Action Plan, once the membership of the reference group has been confirmed, the Minister of Employment will make public announcements about the process for developing the Action Plan. This is expected to be in early 2020.
94. In respect of the Refugees, Recent Migrants and Ethnic Communities Employment Action Plan, targeted consultation has been proposed on parts of the draft Action Plan. The remaining parts of the Action Plan will not be consulted on or published until after the final Action Plan has been reported back to Cabinet for approval – expected to be in June 2020.

Proactive Release

95. I intend to release this Cabinet paper. I intend to withhold any Budget sensitive material, and any other material that could prejudice proper consideration of proposals by Cabinet.

Recommendations

The Minister of Employment recommends that the Committee:

Employment Strategy report back

1. **note** that on 5 August 2019 Cabinet approved the publication of the Employment Strategy and Youth Employment Action Plan and;
 - a. Agreed that the Minister of Employment will provide overarching stewardship of the Employment Strategy;
 - b. Invited the Minister of Employment to report to SWC at six monthly intervals on the progress, following the first report back in December 2019 [Cab-19-MIN- 0385 refers].
2. **note** that, as shown in Appendix One, the overall implementation of the Employment Strategy is tracking well:
 - 2.1. The Youth Employment Action Plan is in its implementation phase (Appendix Two);
 - 2.2. The Disability Employment Action Plan has had its consultation draft Action Plan approved and is being consulted with stakeholders and the disability community;
 - 2.3. The Older Persons Employment Action Plan will use the recently released Better Later Life – He Oranga Kaumātua 2019-2034 1 November 2019 to establish its actions;

2.4. Confidential advice to Government

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2.5. This paper proposes the release of a consultation document for the Refugees, Recent Migrants and Ethnic Communities Employment Action Plan in early 2020;

2.6. This paper proposes to partner with Māori on the development of a Māori Employment Action Plan led by the Minister of Employment.

3. **note** that the Youth Employment Action Plan is tracking as expected, as shown in Appendix Two;

4. Confidential advice to Government

Proposal to co-develop a Māori Employment Action Plan

5. **approve** the development of the Māori Employment Action Plan using principles of partnership and co-design in accordance with Cabinet guidelines on engagement with Māori [CAB-18-MIN-0456 refers], led by the Minister of Employment;

6. **approve** the formation of a Māori stakeholder reference group:

6.1. that partners with officials (led by MBIE) to design and develop the themes and content for the Māori Employment Action Plan;

6.2. to inform and lead wider engagement with communities;

6.3. to present a recommended Action Plan to the Minister of Employment.

7. **approve** the Minister of Employment to invite representatives and a Chair to join the Māori stakeholder reference group, in consultation with the Prime Minister, and the Ministers for Māori/Crown Relations and Māori Development;

8. **note** that the Labour Market Ministers Group will be used to test work as it is developed on the Action Plan, and that the Minister of Employment will provide updates on progress to Ministers through the Group;

9. **invite** the Minister of Employment to report to the Cabinet Social Wellbeing Committee in June 2020 on the Māori Employment Action Plan;

Proposal for targeted consultation on the draft Refugees, Recent Migrants and Ethnic Communities Employment Action Plan

10. **note** that a consultation draft, attached as Appendix Four, has been prepared for targeted consultation in early 2020 setting out actions for government to undertake to improve employment outcomes for refugees, recent migrants and ethnic communities which build on:

10.1. the New Zealand Refugee Resettlement Strategy;

10.2. the New Zealand Migrant and Integration Strategy;

10.3. the Review of Temporary Migrant Exploitation.

11. **note** that the consultation draft for the Refugees, Recent migrants and Ethnic Communities Employment Action Plan highlights key themes and challenges faced by these groups;

12. **approve** the Minister for Ethnic Affairs and the Minister of Immigration to undertake targeted public consultation with key stakeholders on the draft Refugees, Recent Migrants and Ethnic Communities Employment Action Plan in early 2020;

13. **authorise** the Minister for Ethnic Affairs and the Minister of Immigration to make minor changes to the Refugees, Recent Migrants and Ethnic Communities Employment Action Plan documents;

14. **invite** the Minister of Ethnic Communities and the Minister of Immigration to report back to the Cabinet Social Wellbeing Committee in June 2020 with a Refugee, Recent Migrants and Ethnic Communities Employment Action Plan for approval;

15. Confidential advice to Government



Authorised for lodgement

Hon Willie Jackson

Minister of Employment

Appendix One: Employment Strategy - Roles and responsibilities, and implementation (as at December 2019)



<p>Purpose</p> <p>To set out the roles and responsibilities of Ministers and LMMG for exercising stewardship over the strategy, and guarantee the Action plans will be implemented.</p>	<p>Roles and responsibilities</p> <p>Minister of Employment (supported by MBIE)</p> <ul style="list-style-type: none"> High level tracking of progress on the development of the Action Plans, facilitating links between plans as needed Reports back to Cabinet on overall progress, with the first by end of December 2019, and then subsequent reports six monthly. <p>Labour Market Ministers Group (LMMG) (supported by agencies as relevant)</p> <ul style="list-style-type: none"> test work under the Action Plans across Ministerial portfolios as they are developed, create collective drive and support initiatives for improving LM outcomes for disadvantaged groups. maintain collective accountability and support for delivery <p>Lead Ministers for Action Plans (supported by relevant agencies):</p> <ul style="list-style-type: none"> track progress of the development and implementation of the Action Plans. <p>Portfolio Ministers retain responsibility for specific actions (supported by relevant agencies)</p>
<p>Background</p> <ul style="list-style-type: none"> Ensuring that rewarding jobs are available for all is an important part of the Government Wellbeing agenda and the Government's goal for a productive, sustainable and inclusive economy. The Employment Strategy sets out the Government's vision for the labour market and shows how the labour market reforms, for instance, of the education, immigration, and welfare systems, will work together to unlock people's potential and help businesses get the skills they need. The Strategy sets out a roadmap for six Action Plans with detailed activities to better support our most vulnerable groups to grow their skills and careers and have decent, stable work. These six action plans are laid out in the table below. To be successful, the Employment Strategy requires a cross-portfolio and cross-agency approach, with clear accountability for actions. 	

	Ministers and agencies	Stakeholder engagement	Oct-Dec 2019	Jan-Mar 2020	Apr-Jun 2020	Jul-Sep 2020	Oct-Dec 2020	Next steps
Youth Employment Action Plan	Minister of Employment (MBIE lead, with MSD, MoE, OT)	Inform	Confidential		Initial actions announced	Policy development	Confidenti	Implementation phase Policy, Confidential advice to Government
Disability Employment Action Plan	Minister for Social Development (MSD lead, with MoH, MoE, MBIE, ACC)	Consult	Cabinet has approved consultation on the draft Action Plan Targeted stakeholder consultation that is also open to the public Confidential	Stakeholder engagement, feedback	Initial actions announced Cabinet approval of Final Action Plan released April 2020	Implementation	Confidenti	Consultation phase Policy, Confidential advice to Government
Pacific peoples Employment Action Plan	Minister of Pacific Peoples (MPP and MBIE lead, with MoE, MSD, MoH, MfW, OT, MFAT, TSY, TEC, NZQA, Creative NZ).	Consult	Cabinet approval of Consultation Action Plan November Consultation Action Plan released December Confidential	Stakeholder Engagement	Initial actions announced Stakeholder engagement, feedback	Cabinet consideration, Final Action Plan released	Confidenti	Development phase Scoping underway Cabinet, November 2019
Māori Employment Action Plan	Minister of Employment (MBIE lead, TPK, MSD)	Co-design	Stocktake of issues and current initiatives underway Development of a co-design process, stakeholder engagement for Cabinet approval, December 2019	Stakeholder engagement to confirm issues, and identify actions	TBD	TBD	Confidenti	Development phase Process planning, stakeholder mapping Cabinet Consideration, December 2019
Refugees, recent migrants and ethnic communities Employment Action Plan	Minister for Ethnic Communities (MSD, OEC, MBIE, MOE, DPMC)	Consult	Work underway to scope actions for ethnic communities, and identify issues and possible actions across groups. Consultation Action Plan for Cabinet approval, December 2019	Consultation Action Plan released February 2020	Stakeholder engagement, feedback Cabinet consideration Final Action Plan released	Implementation	Confidenti	Development phase Confirm Ministerial leads Cabinet consideration, December 2019
Older persons Employment Action Plan	(MSD, Office for Seniors, MBIE)	Consult	Better Later Life Strategy released	Work to scope issues and possible actions for Action Plan	TBD	TBD	Confidential advice to Government Confidential	Development phase Confidential advice to Government Cabinet TBD

Appendix Two: Youth Employment Action Plan: Implementation (as at December 2019)

Purpose –

To set out key milestones and next steps for implementing the Youth Employment Action plans.

Background –

The Youth Employment Action Plan involves strategies to bolster employment outcomes for youth in specific disadvantaged groups, like Māori and Pacific and disabled young people who are experiencing poorer labour outcomes.

	Oct-Dec 2019	Jan-Mar 2020	Apr-Jun 2020	Jul-Dec 2020	2021 and beyond
Stage One: Improve young people's building blocks for success					
1. Improve early identification and effectiveness of interventions targeting young people at risk of limited education, employment and training outcomes.	Learning Support Action Plan implementation (MoE)		Initial support package available		
	NCEA reform policy work underway (MoE)		Cabinet approvals		Support available for schools
2. Expand early work experience opportunities and access to high quality vocational education and training pathways, including through improvements to NCEA and RoVE.	Foundation tertiary education policy work underway (MoE/TEC)				
	Career Systems Strategy released (TEC)	Implementation planning		Careers tools available	
Stage Two: Support young people to make good choices and transitions through complexity					
3. Improve brokering of employment opportunities and careers assistance, including the development of the Career Systems Strategy	Work on Jobs and Skills hubs (MBIE)	Confidential advice to Government			
	He Poutama Rangatahi (HPR) evaluation, policy work (MBIE)				
4. Improve the quality and effectiveness of pastoral care/mentoring programmes including approaches that build on cultural and community strengths	Undertake work on Best Practice guidance for effective pastoral care/mentoring (MBIE/MSD)				
5. Increase opportunities for young people to gain the vital skills they need to transition out of compulsory schooling into further education, training or employment, including through improvements to NCEA and RoVE	Confidential advice to Government				
	Implement the School Leavers' Toolkit (MoE)	First tranche of curriculum tools and resources are available			
6. Provide a relationship-based support service for young people transitioning from care and youth justice to independence (ages 15-25)	Establish good practice delivery of supported employment (OT/MSD)			Explore national system-wide expansion	
7. Strengthen interventions delivered through local partnerships such as local connector/kaitūhono services, and expand initiatives demonstrated as being effective	Explore creation of digital platform to support navigation of local level supports (MBIE/MSD/MoE/TPK/MPP/Police)				
	Stocktake local level supports to identify opportunities to leverage greater impact (MBIE/MSD MoE/TPK/MPP/Police)				
8. Improve service provider collaboration, for instance through including better referral pathways and joined up funding					
Stage Three: Ensure young people have employment opportunities and support in overcoming barriers					
9. Building on the Reform of Vocational Education system, provide better support for employers to employ and train more young people with employment challenges	Phase 2 Mana in Mahi implementation (MSD)				
	Undertake research on gaps in in-work training policy settings (MBIE/Moe/TEC)				
10. Increase driver licence uptake and progression through the Graduated Driver Licences System	Explore greater support for in-school training, testing (MoE/NZTA)				
	Explore expansion of support for community-led driver training/mentoring (MBIE/NZTA/Police)				
	Consolidate additional support to MSD population (MSD)				
11. Expand public sector internships for young people leave care of the State	Support young people leaving care to take up entry level ranger roles (OT/DoC)			Explore expansion to other agencies (OT/SSC)	
12. Improve employment opportunities and address barriers to employment for young disabled people	Explore additional support for young disabled people to transition from education to employment (MSD/MoE/MoH)				