



## BRIEFING

### Budget 2022 – Proposed Budget Bid for the Building and Construction Portfolio

<b>Date:</b>	3 December 2021	<b>Priority:</b>	High
<b>Security classification:</b>	Budget - Sensitive	<b>Tracking number:</b>	2122-1992

Action sought		
	Action sought	Deadline
Hon Poto Williams <b>Minister for Building and Construction</b> <i>Co-lead for the Construction Sector Accord</i>	<b>Approve</b> Next Generation Transformation Plan for the Construction Sector Accord initiative for Budget 2022 for the Building and Construction portfolio.	10 December 2021
Hon Dr Megan Woods <b>Minister of Housing</b> <i>Co-lead for the Construction Sector Accord</i>	<b>Agree to sign and send</b> Budget 2022 Submission Letter for the Building and Construction portfolio to the Minister of Finance by <b>10 December 2021</b> .	

Contact for telephone discussion (if required)				
Name	Position	Telephone		1st contact
James Hartley	General Manager, Digital Communications & Transformation	<i>Privacy</i>	<i>Privacy</i>	
Claire Solon	Kaiaki, Place-based Policies and Programmes, Te Tūāpapa Kura Kāinga, Ministry of Housing and Urban Development		<i>Privacy</i>	
Judy Zhang	Director, Accord Transformation Unit	<i>Privacy</i>	<i>Privacy</i>	✓

The following departments/agencies have been consulted
Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development (MHUD); The Treasury; Ministry of Business, Innovation and Employment (Innovation Policy)

Minister's office to complete:

- |   |  |
|---|--|
| <input type="checkbox"/> Approved             | <input type="checkbox"/> Declined            |
| <input type="checkbox"/> Noted                | <input type="checkbox"/> Needs change        |
| <input type="checkbox"/> Seen                 | <input type="checkbox"/> Overtaken by Events |
| <input type="checkbox"/> See Minister's Notes | <input type="checkbox"/> Withdrawn           |



## Briefing: Budget 2022 – Proposed Budget Bid for the Building and Construction Portfolio

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### Purpose

This briefing seeks your approval to submit an initiative bid to support the second generation Transformation Plan for the Construction Sector Accord.

### Recommended action

The Ministry of Business, Innovation and Employment (MBIE) recommends that you:

- a) **Agree** to the proposed spending initiative for Budget 2022 as set out in Annex One.

*Agree / Disagree*

- b) **Agree** to sign and forward the Budget 2022 Submission Letter as set out in Annex Two to the Minister of Finance by 5pm, 10 December 2021.

*Agree / Disagree*

James Hartley  
**General Manager**  
Digital Communications & Transformation, MBIE

3 / 12 / 2021

Claire Solon  
**Kaiaki**  
Place-based Policies and Programmes, MHUD

3 / 12 / 2021

Hon Poto Williams  
**Minister for Building and Construction**

Hon Dr Megan Woods  
**Minister of Housing**

5.12.2021

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## Background

1. The focus for Budget 2022 is continuing to make progress towards achieving the government's goals for this term. The goals for Budget 2022 are:
  - a. keeping New Zealanders safe from COVID-19
  - b. accelerating the recovery and rebuild from the impacts of COVID-19, and
  - c. laying the foundations for the future, including addressing key issues such as climate change, housing affordability and child poverty.
2. In September 2021 you wrote to the Minister of Finance requesting to submit potential initiatives for Budget 2022 consideration [*MBIE briefing 2122-0915*]. In October 2021 you received letters from the Minister of Finance inviting you to submit initiatives, including a bid under the **Core Budget 2022 process** to deliver the second generation *Transformation Plan for the Construction Sector Accord (13635)*.
3. This briefing provides an overview of the proposed spending initiative that is being developed for the second generation Transformation Plan for the Construction Sector Accord (the Accord). Subject to your approval, this new spending initiative will be sent to the Minister of Finance by **10 December 2021**.
4. Timelines for the Budget 2022 process provided by the Treasury are below:

Item	Action	Date
Initiative templates due in CFISnet by 5pm and submission letters due with the Minister of Finance	Minister of Building and Construction submit to the Minister of Finance  MBIE Planning and Performance upload into CFISnet	5pm, 10 December 2021
Cross MBIE portfolio prioritisation discussions for manifesto initiatives	Minister Nash's Office to organise with MBIE portfolio Ministers	Early 2022
Treasury completes initiative assessments and submits a draft Budget 2022 package to Minister of Finance	Treasury	February 2022
Budget Ministers meet to discuss Budget 2022 package	Budget Ministers	Late February 2022
Budget Ministers finalise Budget 2022 package	Budget Ministers	March 2022
Cabinet agrees to the Budget 2022 package	Cabinet	Early April 2022
2022 Budget Day announcements	Minister of Finance	Mid-May 2022

# Initiative – second generation Transformation Plan for the Construction Sector Accord

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## *Construction Sector Accord*

5. The current three year Construction Sector Transformation Plan expires in June 2022. The collaborative platform that the Accord has developed has enabled constructive engagement between industry leaders and government to building strong foundations for industry transformation as well as assisting in urgent unified response to emerging challenges such as COVID-19.
6. Progress across the current Transformation Plan has created strong sector and agency support to continue the partnership approach to transition the construction sector to a thriving, equitable and sustainable sector that enables the wellbeing of Aotearoa New Zealand's environment and its people. As a result, officials have been engaging with the sector and Accord agencies to design the next generation Construction Sector Transformation Plan (Accord 2.0), which strives to increase the impact and momentum of the sector's transformation over the coming three year period.
7. The budget bid seeks funding to implement Accord 2.0, in order to maintain system leadership through a government and industry partnership and deliver the actions needed to transform the construction sector for the benefit of New Zealand.
8. Without the Accord's support, the sector will be unable to maintain momentum on the transformational journey that the Accord has begun. This would impact the sector's ability to achieve the vision of a healthy, prosperous sector, and the government's ability to follow-through on the commitment to growing more innovative, productive and sustainable industries.
9. The objectives and priorities for the Accord 2.0 plan were discussed with Accord Ministers at your meeting on 24 November 2021. There was general endorsement of the proposed priorities and approach for the next generation of the Construction Sector Transformation programme.

## *Objectives of Accord 2.0*

10. Accord 2.0 proposes covering four key priorities: People, Procurement, Planet and Progress. A summary of what is covered in each of these priorities is provided below:

### **People**

- a. Create effective learning networks among business owners, procurers and other professions to accelerate learning to support transition;
- b. Attract, retain and develop business leaders who can lead organisations into the future;
- c. Attract, retain and develop a diverse workforce with the right skills in the right numbers to do the work of the future;
- d. Support the creation of a strong Māori economy that enables the flow through of prosperity to tangata whenua to resolve inequities in Aotearoa New Zealand;


### **Procurement**

- e. Use public and private clients as 'value-chain leaders' to catalyse change by creating collaborative project environments, stimulating innovation and promoting procurement for broader environmental and social outcomes such as low-carbon construction, increasing supplier diversity by contracting with Māori businesses, and creating good quality employment opportunities;
- f. Improve programming and cohesion between government construction projects, to better align demand with market capacity at a national level as well as in key regions;

### **Planet**

- g. Promote the adoption of advanced products and practices that contribute to Aotearoa New Zealand's climate and environmental commitments;

### **Progress**

- h.  *Confidential advice*
  - i. Enable effective and efficient regulation, consenting and compliance to maintain pace with sector transition.
11. Accord 2.0 will be enabled by data and insights, which will be used to share good practice, lessons learned and provide commentary on long-term trends and provide early warning signals for upcoming challenges.
  12. Delivery of Accord 2.0 will be overseen and coordinated by a Programme Management Office (PMO) within MBIE.
  13. Annex One provides more detail to explain this.

## **Cross-portfolio prioritisation**

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14. Minister Nash has agreed to coordinate a cross-portfolio prioritisation exercise based on implementation readiness with MBIE portfolio ministers.
15. MBIE officials will work with Minister Nash's office to schedule this meeting with you to discuss Accord 2.0 and reach consensus on the relative priority of initiatives across MBIE portfolios.
16. After initiatives have been submitted to the Treasury, MBIE officials will prepare advice to portfolio Ministers, which will include the implementation readiness assessment for Accord 2.0.
17. Following this meeting, Ministers may choose to advise the Minister of Finance of the prioritisation outcome, which could include decisions on whether certain initiatives should be deferred to later budgets or scaled (if appropriate).

**Table one: Implementation Readiness**

<b>Building and Construction Manifesto initiative</b>	<b>Policy / Regulatory Readiness Rating</b>	<b>Internal Readiness Rating</b>	<b>External Readiness Rating</b>
<b>Next Generation Transformation Plan for the Construction Sector Accord</b>	<b>Green</b> The Construction Transformation Plan is a change programme, not a legislative/ regulatory/ policy programme, so this is not applicable.	<b>Green</b> MBIE has an Accord Transformation Unit and most of the resourcing in place to be extended to deliver the next iteration plan. All staffing for the current plan (ATU) are fixed-term tied to the current budget period. Confirmed funding for the next iteration plan will assist in securing current fixed-term resourcing.	<b>Amber</b> There is strong industry engagement on the current Plan delivery as well as next iteration Plan development. Engagements will need to be maintained to support implementation design as well as delivery. The Amber status reflects the need to give funding certainty to maintain industry and stakeholder engagement and input to the next iteration Plan delivery.

## **Next steps**

18. Subject to your approval of the proposed Accord 2.0 spending initiative as set out in Annex One, please provide the Budget 2022 Submission Letter (provided in Annex Two) to the Minister of Finance by 5pm **10 December 2021**.

## **Annexes**

Annex One: Summary of the proposed Accord 2.0 spending initiative

Annex Two: Budget 2022 Submission Letter

## Annex One: Funding the delivery of the next generation of the Construction Sector Accord – Accord 2.0

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1. The current three year Construction Sector Transformation Plan (Transformation Plan) expires in June 2022. There is strong sector and agency support to continue the Accord's work, building on the partnership approach that has enabled the Accord to make progress against its transformational goals and create a platform to bring the sector together to respond to emerging crises. There is still more work to do to realise the Accord's vision of a high performing construction sector.
2. Officials have been engaging with the sector and agencies to design the next generation Construction Sector Transformation Plan (Accord 2.0). The Accord 2.0 plan will include a number of initiatives carried-forward from the existing plan, given the long-term nature of transformational projects. It will place much greater emphasis on the Māori construction ecosystem, driving innovation, and reducing carbon emissions to help the sector to achieve a renewed set of transformational goals aiming for a thriving, equitable and sustainable construction sector.
3. More work is planned through to April to carry out the detailed design of the Accord 2.0 plan and initiatives. This work will be informed by Budget 2022 decisions on the scale of funding that will be put towards delivering Accord 2.0. A final Accord 2.0 plan will be presented to you and Cabinet for endorsement by May 2022.
4. This initiative will fund delivery of the initiatives that make up the Accord 2.0 which will either catalyse change or remove barriers to change. This will be supported by a greatly improved capability to use data to generate insights, understand trends, and identify change signals. Better insights on sector trends will ensure that investments in innovation, including the use of new approaches and technologies, can be targeted to the right parts of the system.
5. This capability will reside within an MBIE-hosted Programme Management Office, which will also coordinate delivery in partnership with industry and Accord agencies. In addition to initiatives that the Accord is directly responsible for, the Accord will continue to use its position as a 'system leader' to convene and connect people and existing work across the sector.
6. The Accord has engaged widely across the sector to develop the themes and objectives of Accord 2.0, which align with government priorities related to addressing climate change, housing affordability and supporting the recovery from COVID-19<sup>1</sup>:
  - a. **Continuing to keep New Zealand safe from COVID-19:** the Accord will continue to coordinate the sector's response to COVID-19 through its 'Response' workstream, ensuring the implications of future COVID-19 incursions into construction sites are effectively managed and appropriate health and safety protocols are in place.
  - b. **Accelerating the recovery and rebuild from the impacts of COVID-19:** infrastructure is a key sector for protecting jobs and mitigating the economic impacts of COVID-19. A number of programmes under Accord 2.0 will support these efforts, by improving the resilience and prosperity of businesses in the sector, removing barriers to successful project delivery by government and the private sector, increasing the capacity and capability of the domestic construction workforce, and improving the productivity and exportability of firms in the sector.

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<sup>1</sup> The key stakeholders engaged for Accord 2.0 include private and public clients, Māori and Iwi business owners and construction experts, small and medium business owners, disruptors and innovators, local and global construction experts, developers and contractors.

- c. **Laying the foundations for the future, including addressing key issues such as our climate change response, housing affordability and child poverty:** Accord 2.0 will help coordinate the sector's response to climate change. Improving the capability of firms in the sector to manage material supply and cost, and embrace developments in training and technology will make a material impact to housing affordability.
7. To deliver the Accord's work to-date, both government and industry have made significant financial and in-kind contributions. Industry has contributed an estimated \$2.538 million<sup>2</sup>, including time and direct financial contributions. This commitment and contribution is expected to continue throughout the lifespan of Accord 2.0.

### **Budget Bid: The Accord 2.0 is crucial to maintaining progress and transitioning the construction sector**

8. Accord 2.0 will be implemented over three years to June 2025 at a cost of *Confidential advice*. This funding will enable supporting partners to deliver different elements of the plan (which equates to approximately *Confidential adv* of total funding), and resource a Programme Management Office to manage the delivery of Accord 2.0 (equates to *Confidential ad* total funding).
9. Funding certainty is required to sustain the work of the Accord and to deliver on long term industry transformational objectives. The consequences of government not contributing to these efforts are considerable. Ministers have publicly committed to industry transformation plans as a key lever for progressing the Government's Economic Plan for a more productive, sustainable and inclusive economy, and have endorsed the Accord as the vehicle for partnering with industry to drive change in construction. The momentum and support gained during the delivery of the current Transformation Plan has set industry expectations that this partnership will continue to drive action, change and progress to bring about a thriving, equitable and sustainable construction sector.

### **The Accord's progress in implementing the current Construction Sector Transformation Plan**

10. In January 2020, the government launched the Transformation Plan, setting out a three-year programme to address challenges facing the sector, including skills and labour shortages, unclear regulations, lack of coordinated leadership, an uncertain pipeline of work, and a culture of shifting risk. The Transformation Plan covers 28 programme across eight major focus areas that drive culture change and help create a better construction sector for all.
11. The Accord's governance and delivery teams include leaders from public and private sectors including major civil, commercial and residential construction companies, property developers, industry and professional bodies, and unions. People from all parts of the construction ecosystem have signed up to follow the work of the Accord through its newsletter, and over a thousand have participated in monthly Accord webinars.
12. During 2021, the Accord launched the Accord Network as a way for leaders and businesses to join a community committed to positive change in the construction sector. Over 230 organisations have joined the Network since its launch, including a significant proportion of the industry's major construction firms and public and private clients. Contractor and specialist trades are the largest sub-sector represented, accounting for 34% of the Network,

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<sup>2</sup> Beginning January 2020 (Transformation Plan launch). Costs include: Accord Steering Group, Transformation Delivery Group and Building Sector Working Group time commitment, leadership, workstream delivery, and travel; joint funding agreements and contributions, e.g. industry effort and time commitment for the Engineer to the Contract Panel, financial contributions towards the NZS 3910 review, and other initiatives led by BRANZ and CHASNZ.



and professional services account for 25%<sup>3</sup>. Network organisation sizes are evenly spread between small, medium, and large businesses<sup>4</sup>.

13. The Accord has provided a vehicle for leadership and collaboration between government and industry while managing the impacts of COVID-19. It has provided an important forum for two-way dialogue between industry and government, for example by responding to workforce capacity issues and co-ordinating the industry's request for a construction-specific allocation of Managed Isolation and Quarantine places to bring in critical workers from overseas.
14. Most recently, the Accord led the development of the *Roadmap Towards a Sustainable Construction Sector in a COVID-19 Environment*. The Roadmap, which will be implemented in partnership between industry and government, provides tools, guidance and information to help prepare the sector to safely carry out construction and related activity under the COVID-19 Protection Framework.
15. The inaugural Beacons Awards were held in November 2021, providing the first-industry wide platform for celebrating good practice and recognising the people and businesses that are embracing the spirit and principles of the Accord. The Beacons workstream will continue to evolve, for example by working with professional bodies (such as the New Zealand Institute of Quantity Surveyors, the Association of Consulting Engineers, and the Chartered Institute of Procurement and Supply) to embed the good practice identified in Beacons case studies in the learning programmes of professionals across the industry.
16. Feedback from the sector<sup>5</sup> indicates that the work of the Accord has begun to pay dividends, particularly in relation to improvements in procurement practice and an increase in the use of more collaborative forms of contract. Momentum continues to build around improvements in procurement activity, following the recent commissioning of a formal review of the industry standard contract NZS3910, an initiative which the Accord has led and which involved obtaining broad support from across industry. A recently published set of guidance for clients and suppliers on Broader Outcomes in construction also represents a significant step towards building capability in the pursuit of environmental and social objectives through construction.
17. In the less than two years since the launch of the Construction Sector Transformation Plan, the Accord has achieved a great deal, all of which would not have been possible without the Accord's unique role in the system, and the trust and mana that it has already acquired. Additional achievements of note include the following:
  - a. The establishment of a single framework to standardise health and safety pre-qualifications across industry (Tōtika);
  - b. The release of guidance for procurers on reducing carbon from construction;
  - c. The establishment of a Construction and Infrastructure Centre of Vocational Excellence (ConCOVE); and
  - d. The launch of the Infrastructure Skills Centre pilots.

### **Accord funding and expenditure to date**

18. Several of the Accord's workstreams have launched initiatives that will take more time to deliver, for example the Construction Skills Strategy, the Construction Diversity Roadmap

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<sup>3</sup> Other sub-sector group representation is as follows: Sector organisations or support bodies 16%, Clients 9%, Product suppliers 6%, Educators 2%, Legal services 2%, and Other organisations (for example workforce recruitment companies) 8%.

<sup>4</sup> 23% of Network member organisations have 0-4 employees, 23% have 5-19 employees, 26% have 20-99 employees, and 27% have over 100 employees.

<sup>5</sup> Construction Sector Accord and Accord Transformation Plan: Early Outcomes Evaluation – MartinJenkins, 2021

and the Construction Sector Environment Roadmap. All of these initiatives are underway and are on track for delivery as part of the Accord 2.0 plan.

19. The Accord was allocated \$8.50 million under Vote Building and Construction as part of Budget 2020. The Accord has spent approximately \$7 million to date, including resourcing a Programme Management Office and funding partners including CHASNZ, Mates in Construction, BRANZ, Engineering NZ, and Equal Employment Opportunities Trust to deliver key projects. It is expected that the Accord will have spent the entire \$8.50 million fund by June 2022.

### **Accord 2.0 implementation and delivery**

20. A consultation and co-design process was initiated in August 2021 to gain input from across the sector into the future of the Accord and possible focus areas. Targeted reference groups were convened to strengthen input from parts of the sector that to date have felt under-represented: innovators, Māori, and representatives from the commercial and residential sectors. Based on those initial engagements, a high-level plan and operating model has been developed and is currently being tested with the sector.
21. Accord 2.0 will continue its partnership approach to delivery, with a governance group made up of government and industry leaders who will ensure the strategic alignment of the Accord with system needs. New thinking will be brought into the Accord, including a Māori Leaders advisory group, as well as reference groups representing the vertical, residential, infrastructure and professional services sub-sectors.
22. MBIE's Accord Transformation Unit will continue to balance the issues of the day, including crisis response, with Programme Management functions to support delivery of Accord 2.0. There will, however, be an intentional bias towards longer-term, transformational activities (at least 70% of resource and focus).
23. The work of the Accord must be evidence-driven. Data, long-term trends, and best practice will be gathered 'on the ground' from live projects. Additionally, a Think Tank will share insights and learnings with the sector to promote learning and encourage business leaders to incorporate long-term strategic thinking on issues such as climate change and diversity.
24. International trends indicate that, at a global-level, the sector is beginning to embrace technology and data, and invest in developments that will surpass long-standing construction methods. Businesses in New Zealand have been slow to adopt these new developments, therefore Accord 2.0 will place a much stronger emphasis on removing barriers to innovation, and bringing together the currently fragmented innovation ecosystem.

### **The overall proposed funding of Accord 2.0, subject to Cabinet approval**

25. The Accord proposes an operating fund of *Confidential advice* for a three-year programme of work. This includes funding for partners to deliver key projects and includes the cost to maintain an effective Programme Management Office within MBIE.

*Confidential advice*

- 26.

27.

28.

29. Confidential advice to Government

Confidential advice

30. Industry will continue to make in-kind contributions to support delivery of Accord 2.0. Industry leaders committed an estimated \$2.538 million<sup>6</sup> from January 2020 to November 2021, including time spent attending meetings and overseeing and delivering Transformation Plan activities, as well as direct financial contributions to Accord projects.

### **Links to the other Industry Transformation Plans (ITPs)**

31. This is one of eight Industry Transformation Plans (ITPs) in progress across government. The ITPs are focused on partnering with industries to catalyse transformation to a highly productive, high wage and low emissions future, supporting wellbeing outcomes for New Zealanders.
32. This initiative for the Construction Accord ITP is part of a coordinated package agreed by the Industry Policy Ministers Group (chaired by the Minister for Economic and Regional Development), responding to your advice to ensure alignment, sequencing and management of delivery risk across the ITP Programme.

Confidential advice

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<sup>6</sup> Calculations covers the period since the implementation of the Transformation Plan from January 2020. Costs include Accord leadership contribution from industry across the programme travel in time and travel costs, joint funding agreements and contributions towards initiatives. For example, industry effort and time commitment for the Engineer to the Contract Panel, financial contributions towards the NZS 3910 review, and other initiatives led by BRANZ and CHASNZ.

34.

### **Links to Building for Climate Change**

35. The Climate Change Response (Zero Carbon) Amendment Act puts the spotlight on the construction sector to determine what its contribution to New Zealand's goal of achieving zero carbon by 2050 should be.
36. Accord 2.0 will focus on supporting the construction sector to make changes to the way we build in response to the threat of climate change, and align with other significant work underway across the sector to improve environmental performance, including the government's Building for Climate Change programme.

### **Links to MHUD objectives and budget bids**

37. The construction sector plays a key role in enabling MHUD to deliver its objectives around new housing supply, including public housing. This bid has been checked by MHUD officials to ensure alignment with housing priorities and put forward with their endorsement.

Hon Grant Robertson  
 Minister of Finance  
 Parliament Buildings  
 WELLINGTON

Dear Grant

I am submitting the initiatives outlined below for the Building and Construction portfolio for consideration as part of the Budget 2022 process, with the support of my colleague Hon Dr. Megan Woods, as co-lead Minister for the Construction Sector Accord. I confirm that you have invited me to submit the following initiatives.

**Total amount of funding sought for this portfolio**

Operating Funding Sought (\$m)	2020/21		2021/22		2022/23		2023/24		2024/25 & outyears		Total	
Next generation Transformation Plan for the Construction Sector Accord					Confidential advice							
Capital Funding Sought (\$m)	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	Total	
			0.220								0.220	

- 13635 – Next Generation Transformation Plan for the Construction Sector Accord ('Accord 2.0')

*Construction Sector Accord – Implementation of the Transformation Plan*

The current three year Construction Sector Transformation Plan expires in June 2022. The collaborative platform that the Accord has developed has enabled constructive engagement between industry leaders and government to respond to a range of issues across the sector as well as assisting in urgent unified response to emerging challenges such as COVID-19.

Engagement to date has created strong sector and agency support to continue the partnership approach to transition the construction sector to a thriving, equitable and sustainable sector that enables the wellbeing of Aotearoa New Zealand's people and its environment. As a result, officials have been engaging with the sector to design the next generation Construction Sector Transformation Plan ('Accord 2.0').

This initiative seeks support to fund the implementation of Accord 2.0, to ensure government and industry can deliver the actions needed to transform the construction sector for the benefit of New Zealand.

*Links to the other Industry Transformation Plans (ITPs)*

This is one of eight Industry Transformation Plans (ITPs) in progress across government. The ITPs are focused on partnering with industries to catalyse transformation to a highly productive, high wage and low emission future, supporting wellbeing outcomes for New Zealanders.

This initiative for the Construction Accord ITP is part of a coordinated package agreed by the Industry Policy Ministers Group (chaired by the Minister for Economic and Regional Development), responding to your advice to ensure alignment, sequencing and management of delivery risk across the ITP Programme.

*Confidential advice*

Yours sincerely



Hon Poto Williams  
**Minister for Building and Construction**  
*Co-lead Minister for the Construction Sector Accord*

Hon Dr. Megan Woods  
**Minister of Housing**  
*Co-lead Minister for the Construction Sector Accord*