

Attachment Three: Gap analysis report

Gap analysis of policies and programmes for a just transition

The Future of Work Tripartite Forum

Draft subject to publication proof

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1. Executive summary

Future of work trends are changing the nature of work in New Zealand. New Zealand's response to climate change, in particular, could have significant impacts on the labour market as we transition to a low emissions economy. We need to ensure that economic transitions are fair.

The Future of Work Forum has identified Just transitions as a priority for 2022 and in March, commissioned work on the impacts of economic transitions on the economy and workforce, a stocktake and gap analysis of current policies and programmes that contribute to Just transitions. This work is intended to support discussion at the September Forum around whether there are gaps in the policy suite to support Just transitions.

Domestic and international evidence tells us that successful just transitions systems and policy responses span the period in the lead up/anticipation of a transition and change. In a successful Just transition system, policy responses can also be used flexibly, be adapted to respond to a variety of transition shocks and be targeted to those that need it the most.

Some groups and areas of New Zealand will face worse impacts of transitions than others. While there are evidence gaps on the impacts of future transitions under different scenarios, our work to date shows that there are specific groups where the impacts are likely to be disproportionately felt. Regionally isolated households and workers, Māori firms and workers, workers with no or low levels of formally recognised qualifications, women, Pasifika workers, and workers in high emissions sectors are all more at risk of displacement, or face disproportionate impacts if displaced, if change is not well-managed.

A number of initiatives and strategies are underway that are either related to a just transition or support the outcomes of a just transition for workers. Some programmes are a result of New Zealand's climate response, others are intended to support economically displaced workers or those at risk at poor labour market outcomes.

We have identified opportunities for further work that the Forum may want to prioritise, including:

- exploring how to improve data on the impacts of transitions
- gathering feedback from businesses and workers on challenges with and opportunities for skills matching and earning while learning/in-work training
- exploring options for increasing targeted support for SMEs, including Māori SMEs, looking to reduce emissions or capitalise on existing opportunities
- gathering feedback from businesses and workers about challenges taking up new technology
- seeking feedback from businesses and workers on access to capital and just transitions

This paper is intended to inform discussions at the Forum's meeting in September. Key issue to discuss include:

- Whether the findings fit with the perspective and experience of the Forum
- Where the Forum sees the priorities for supporting just transition
 - Where the Forum sees gaps in knowledge and data, and the role of the Forum in filling those gaps
- The Forum's in addressing the priorities

The Equitable Transitions Strategy (currently in development) is intended to set the direction of a just transition, aligned with the Government's economic plan of a high wage, low emissions economy that provides economic security in good times and bad. While the primary focus of the

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Equitable Transitions Strategy is climate change, some of the actions associated with the Strategy are likely to apply to other types of transitions. The initial work set out in this paper and the outcomes of the Forum's discussions may contribute to the development of the Equitable Transitions Strategy.

2. Purpose

The purpose of this paper is to generate discussion on priority areas for the Forum to focus on for strengthening a just transition for workers and businesses affected by economic change. The paper provides an overview of:

- what a well-functioning approach to just transitions looks like for workers and businesses, informed by a review of the domestic and international literature and experience; and
- how existing (or planned) policy settings support a well-functioning approach to just transitions
- opportunities to strengthen the approach to just transitions

3. Context

How we mitigate and adapt to climate change will be a major driver of economic disruption in the coming years and decades. It is not the only driver – technology, demographics, our broader relationship with the natural environment, and international geopolitics will also drive economic change.

There will be direct impacts of climate change such as migration patterns as people retreat from coastal areas due to sea level rise, and indirect impacts of behaviour changes such as impacts on employment as policies disincentivise emissions intensive industries. While government policy plays a part of this change (e.g. carbon pricing), it is only one part of the picture and sits within a broader context of other drivers of change (e.g. changes in consumer preferences as awareness of the issue increases, individuals self-selecting against pursuing jobs in industries most likely to be affected, etc). Specific labour market impacts include more people being displaced from work and changes in types of work, the skills needed and the profile of the workforce. These changes may negatively impact some groups more than others.

The Government has committed to considering the negative impacts of any changes in its climate response. This includes developing the Equitable Transitions Strategy, which aims to set out a vision and supporting actions to enable a transition to a high-wage, low emissions future that improves wellbeing and builds social licence for the transition. While the primary focus of the Equitable Transitions Strategy work programme is the climate transition, some of the actions associated with the Strategy are likely to apply to other types of transitions.

The Forum has agreed that one of its priorities for 2022 is just transitions. At the March Future of Work Forum, Ministers and social partners commissioned work on the impacts of economic transitions on the economy and workforce, and a stocktake and gap analysis of current policies and programmes that contribute to just transitions. This work is intended to support discussion at the September Forum around whether there are gaps in the policy suite to support just transitions.

This work aligns with the Government's goal for the current parliamentary term of "laying the foundation for the future, including addressing key issues such as our climate change response...".

It also aligns with two of the Government's five wellbeing objectives (for Budget 2022):

- Just transition – supporting the transition to a climate-resilient, sustainable and low-emissions economy
- Future of Work – enabling all New Zealanders and New Zealand businesses to benefit from new technologies and lift productivity and wages through innovation.

Ultimately, a just transition and the outcomes experienced by New Zealanders will be shaped by Government, Māori, as Te Tiriti o Waitangi partners, social partners (business and unions), local

communities and local Government and there is already a lot of work underway. This paper suggests where the Forum can add the most value and have the greatest impact.

4. Limitations and assumptions

An in-depth evaluation of every government programme was not possible in the time available. Instead, we used descriptions of programmes and engagement with agencies to inform judgements on the relevance of programmes to a just transition.

Importantly, several programmes are in planning or the early stages of implementation. The impacts of these programmes will not be known for several years. For example, if the New Zealand Income Insurance Scheme is implemented, labour market impacts may not be understood for another five to ten years post-implementation. This report assumes programmes will meet their objectives and achieve their intended impact.

The stocktake conducted as part of this review includes programmes managed by Crown Agencies and some relevant Crown entities. There is likely to be other programmes that are related to labour market transitions that have been excluded from this scope, such as some regional and community-based initiatives. We have tried to select the high-level, high-impact programmes related to labour market transitions.

While just transitions often focus on wider system issues, this report focuses on labour market impacts and outcomes, particularly in high emissions industries. A macroeconomic lens has not been applied due to the limited timeframe.

In developing the paper, we have not consulted beyond social partners and government agencies. This could create a narrow view of the impact transitions could have on regions, groups, and individuals. The Equitable Transitions Strategy will be undertaking extensive consultation with workers, employers, iwi and Māori, regions and communities to understand impacts related to climate change transitions.

We do not fully understand the Tiriti o Waitangi implications of just transitions, but the implications are likely to be significant. Analysis of any te Tiriti o Waitangi implications of just transitions would require extensive engagement.

There were limitations with the evidence base to help understand the impacts of a transition. For example, there is a lack of evidence on how marginalised groups are likely to be affected by the transition. These are discussed in the conclusion and could be a focus area for the Forum depending on priorities.

Figure 1. Equitable Transitions Strategy

Managing the negative impacts of the transition and supporting people to seize the opportunities is a critical component of New Zealand's climate strategy. Government has committed to developing an Equitable Transitions Strategy by June 2024 to deliver a high-wage, low emissions and climate resilient future that maximises opportunities, minimises disruption and inequities and builds social license for the transition.

The Ministry of Business, Innovation & Employment and the Ministry of Social Development will lead the development of the strategy and will work closely with a diverse range of groups to develop the Strategy and practical actions to support affected groups to manage the impacts of the transition and seize the opportunities.

The research, findings and suggested framing is intended to inform Forum discussion and is not government policy. However, we do expect that this work and the Forum's discussion will contribute to relevant work programmes across government, particularly the Equitable Transitions Strategy (Figure 1).

5. Key findings and opportunities for further work

There are already large Government work programmes underway related to just transitions, including the Active Labour Market Programmes review, the proposed New Zealand Income Insurance Scheme, Regional Skills Leadership Groups, Workforce Development Councils, Industry Transformation Plans and Just Transitions regional partnerships. These need time to embed.

History tells us the impacts of transitions do not fall equitably across communities, regions or sectors, and the costs fall most heavily on particular communities, regions and sectors. There is an opportunity to do things differently and find creative solutions to promote a just transition.

We don't know the future, so approaches need to be both flexible (e.g., we can pull different levers at different times) and targeted to those who bear the greatest costs and are least able to respond by themselves.

There are evidence gaps on the impacts of future transitions under different scenarios e.g., regional exposure to transitions.

Opportunities for further work include:

- exploring how to improve data on the impacts of transitions
- gathering feedback from businesses and workers on challenges with and opportunities for skills matching, earning while learning/in-work training opportunities, and barriers
- exploring options for increasing targeted support for SMEs including Māori SMEs looking to reduce emissions or capitalise on existing opportunities
- gathering feedback from businesses and workers about challenges with taking up new technology
- seeking feedback from businesses and workers on access to capital and just transitions

Through conversations with social partners, other opportunities were identified that could be tested further. These include:

- Employment Action Plans and how those findings can help inform or target a just transitions strategy
- exploring options for increasing targeted support for those who need it most, e.g., by region, industry, ethnicity, gender, disability, education, or skills based
- Active Labour Market policies, especially in the context of NZIIS

Discussion questions for the Forum

- Do the findings fit with the perspective and experience of the Forum? Do you agree with the gaps that have been identified?
- Where does the Forum see the priorities for supporting just transitions?
 - Where does the Forum see gaps in knowledge and data and what is the role of the Forum in filling those gaps?
- What is the role of the Forum in addressing these priorities?

6. What is a just transition?

The concept of a just transition originated in the 1990s in North America when unions were urging support for workers who had lost their jobs particularly in high-emissions sectors due to policies to

protect the environment.¹⁰⁷ The concept has been widely adopted internationally including by the United Nations, the International Labour Organisation, and the International Trade Union Confederation.

While the just transition concept was developed in the context of climate change, the notion of a just transition, where the burden of change is evenly shared, and workers are supported to transition to new jobs in new sustainable industries, resonates well with changes brought about for other reasons, especially technologically driven change. Therefore, just transition mechanisms could be applied to other future of work megatrends beyond climate change.

Definition of a just transition for the Future of Work Tripartite Forum

The Future of Work Forum has agreed on principles for a just transition process, based on the International Labour Organisation's principles for a just transition (**Appendix One**).

A just transition is a process run in partnership between the Government, Māori, as Te Tiriti o Waitangi partners, social partners (business and unions), local communities and local Government. The process is designed to secure rights and livelihoods when communities, industry or the country experience economic shocks or structural change.

7. Impacts of change – learning from the past and what we know about the future

Officials have undertaken a literature review to explore the impacts of economic transitions on workers, firms, and households.

Based on a review of three important transition case studies (climate change, technology change, and the 1980s reforms) it is clear the costs of adjusting to economic transitions can fall heavily on particular groups, such as Māori firms and workers, small businesses in exposed industries, and regions of Aotearoa with 'tight' labour markets. While economic transitions can bring benefits to society, they can also:

- drive economic displacement
- reduce demand for certain skills
- increase operating costs for business, and
- reduce household wellbeing.

The findings of this review suggest that there could be a valuable role for Government, Māori, workers and businesses to work in partnership to manage the disruptive impacts that economic transitions pose for our economy and labour market. Taking a just transitions approach through the Future of Work Forum (the Forum) presents an opportunity to learn from past experiences and do things differently.

Learning from past experiences and the key impacts noted in this review, we find that the key levers that comprise an effective just transition system include:

- Setting the direction and managing the pace of change
- Planning for change through undertaking proactive workforce transition planning
- Strengthening research and the evidence base to identify international trends and supporting the diffusion of ideas and new technology
- Fostering responsive skillsets and helping workers and firms to recognise transferable skills and deliver skills pipelines to enable transition-aligned growth
- Providing support to firms to enable transition-aligned growth
- Managing distributional impacts by implementing equity-based approaches, and

¹⁰⁷ Just transitions Centre 2017

- Supporting economically displaced workers through income support and back to work support.

8. How just transitions are applied internationally

A review of the domestic and international literature (and previous experience in New Zealand) reveals that just transitions require a range of levers that:

- span the lead up/anticipation period of a transition and change - including mechanisms that set or influence the overall direction, scale and pace of change – and the period through and after transition
- can be used flexibly by government, workers (and their representatives) and business
- can be adapted to respond to a variety of transition shocks, including being targeted to those most likely to be impacted

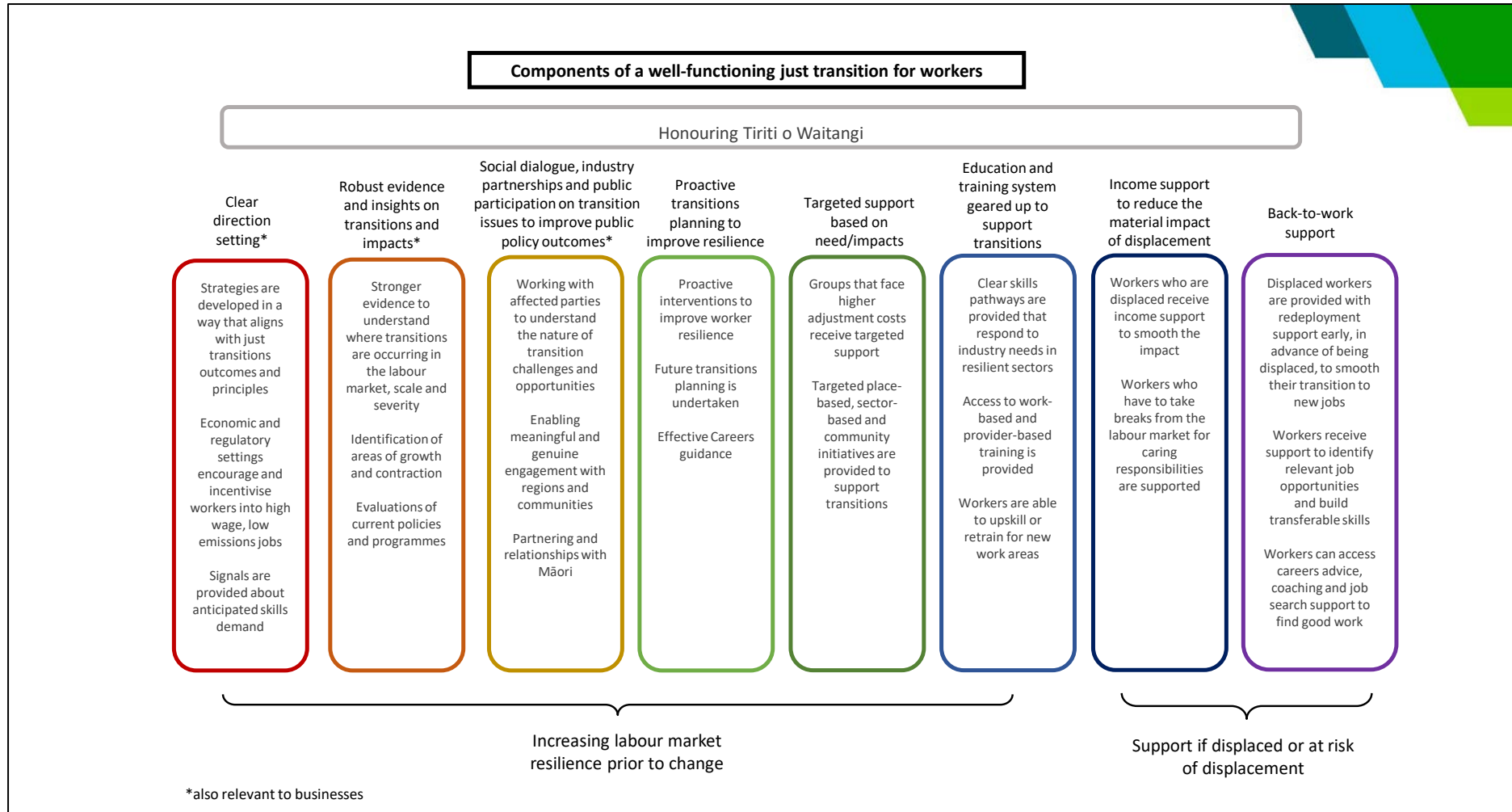
Therefore, approaches to preparing for the future of work need to be:

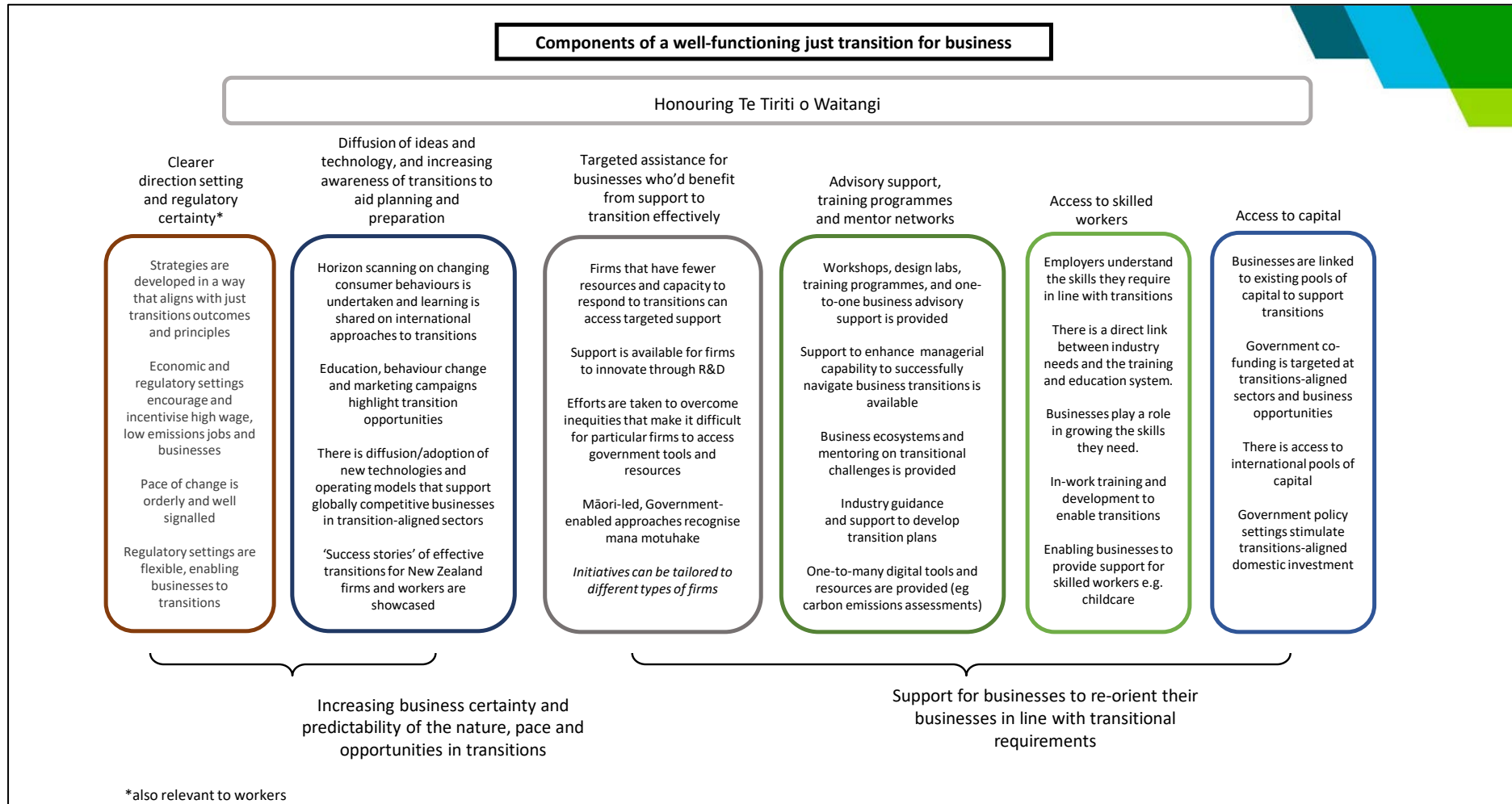
- Proactive and responsive – A broad-spectrum approach from prevention to avoid harm in the first place and proactive support before displacement for those at-risk, to supporting displaced workers to re-enter good work.
- Flexible and adaptable – They're not one-size-fits all, tailored to the circumstances etc.
- Targeted to those who bear the greatest costs and are least able to respond by themselves

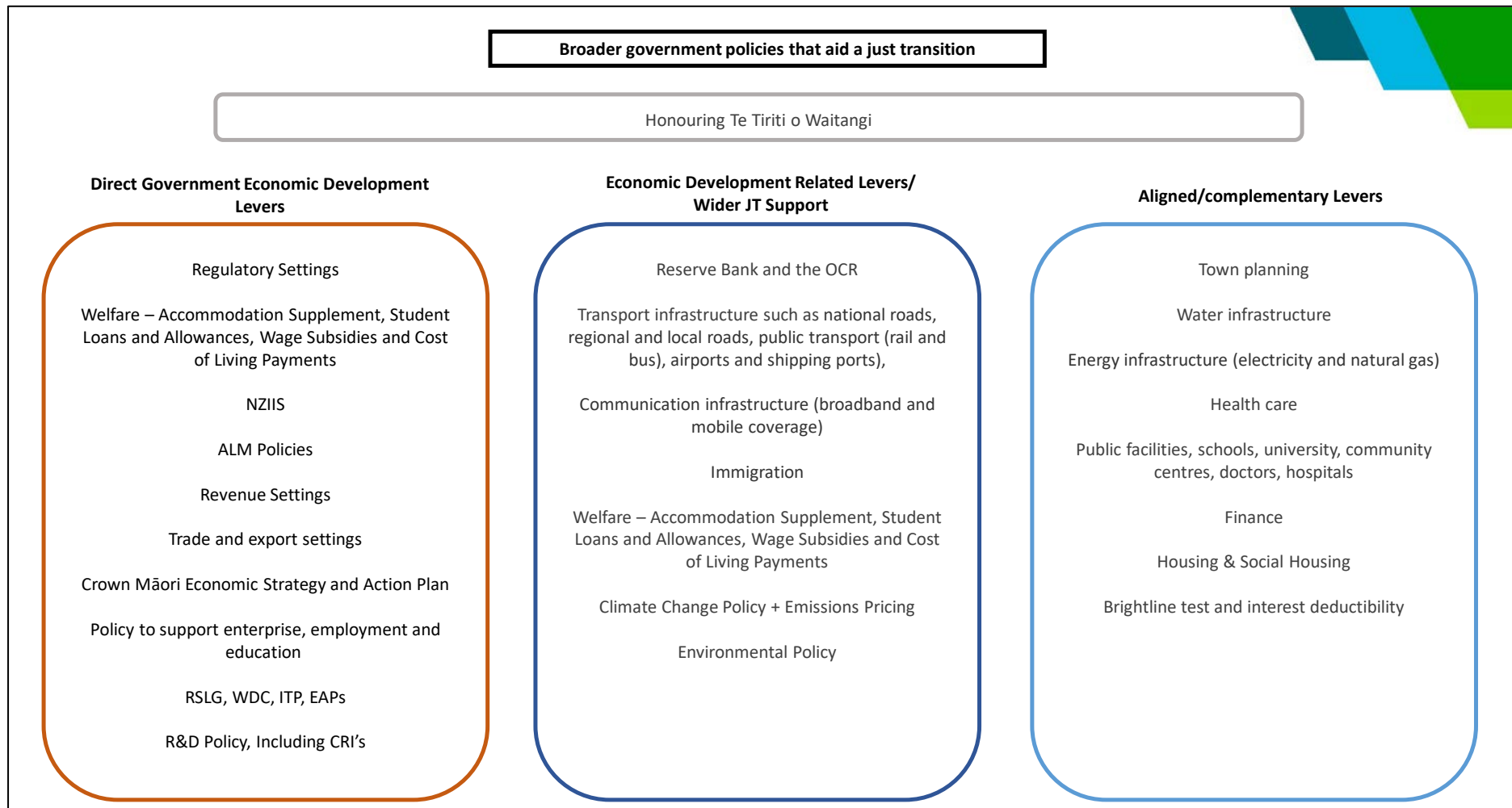
Officials mapped components of the system that support just transitions to inform the Forum discussion. The diagrams set out what might be needed for a just transition for both workers and business, including:

- smoothing impacts for workers through interventions that both increase labour market resilience in anticipation of transition and support people if they are, or are at risk of being displaced because of transition; and
- creating certainty and predictability for business and provide the right information and tools to enable business to decide their adjustment path through the transition

We have also included a diagram drafted by the Council of Trade Unions of direct, related and complementary government levers that may aid a just transition.







9. Stocktake of current just transitions initiatives

There are a lot of government programmes underway in the climate change and transitions planning spaces, including the National Adaptation Plan (NAP), the Emissions Reduction Plan (ERP), the Equitable Transitions Strategy (EqTS), the Emissions Trading Scheme (ETS), and the development of a refreshed Economic Strategy. There are several initiatives already in place that align with the objectives of a just transition, or that directly target high emissions and low wage areas of the labour market to ensure a just transition for those workers.

We have identified over 100 programmes or initiatives that may relate to a just transition. Of these, around 30 appear to align with the principles of a just transition as they are intended to manage the impacts of change. Around 70 programmes are indirectly related as they are likely to assist in managing the impacts of the transition.

Some key programmes or elements (implemented or underway) related to just transitions include:

National level:

- Economic plan
- Employment strategy
- Emissions Reduction Plan – Equitable Transitions Strategy and Circular Economy and Bioeconomy Strategy
- National Adaptation Plan
- He kai kei aku ringa
- Workplace relations and safety framework
- New Zealand Income Insurance Scheme
- Review of Active Labour Market Programmes
- National Careers System Strategy refresh and Tahatū
- Te Pūkenga
- Unified Funding System
- Key employment supports:
 - Flexi-wage
 - Mana in Mahi
 - Skills for Industry
 - Rapid Return to Work
 - Redeployment Support (trial)

Regional level:

- Regional Strategic Partnerships Fund
- Regional Skills Leadership Groups
- Just transitions regional partnerships

Sectoral level:

- Industry Transformation Plans
- Workforce Development Councils
- Industry partnerships
- Sector Workforce Engagement Programme reset

Key agencies/Crown entities involved:

- Ministry of Business, Innovation and Employment
- Ministry of Education

- Ministry for the Environment
- Ministry for Ethnic Communities
- Ministry for Pacific Peoples
- Ministry of Social Development
- Ministry for Women
- Ministry for Youth Development
- Office for Seniors
- Te Puni Kōkiri
- Tertiary Education Commission
- Callaghan Innovation
- Energy Efficiency and Conservation Authority

10. Identification of gaps

MBIE engaged with agencies and social partners to identify where there could be potential gaps in existing system settings. We used the system map and programme stocktake to inform potential gaps, and asked the following questions:

Does the existing suite of interventions under this area:

- respond to people/businesses most likely to be impacted?
- allow enough flexibility to respond to a variety of shocks?

Further opportunities identified

Through conversations with social partners, further opportunities were identified that could be tested. These include:

- Employment Action Plans and how those findings can help inform or target a just transitions strategy
- exploring options for increasing targeted support for those who need it most, e.g., by region, industry, ethnicity, gender, disability, education, or skills based
- Active Labour Market policies, especially in the context of NZIIS

A detailed table of the gaps can be found in **Appendix Two**.

Summary of gaps and opportunities

Gap identified	Opportunity	Role for Forum
Gap in evidence base on the impacts of transitions, particularly in terms of distributional impacts.	<p>Improve data on the regions, towns, communities and firms most at risk of poor outcomes.</p> <p>Improve understanding of the timing and magnitude of impacts on households</p>	Support improving the evidence base on the impacts of transitions on different sub-groups.
Gap in knowledge of current state of skills and what future state may need and how to match these up	Understand the gaps between the current state of skills in declining jobs and the future state of skills that will be in demand by emerging industries, and challenges in accessing training	BusinessNZ and CTU could utilise their networks to gather feedback from businesses and workers on challenges with and opportunities for skills matching and earning while learning/in-work training opportunities and barriers
Gap in understanding flexibility of regulatory systems	Coordination between businesses as innovators and government to understand what regulatory barriers exist	BusinessNZ and CTU could utilise their networks to facilitate engagement with businesses on the key issues regulatory barriers they experience in the context of new technology or supporting transitions
Gap in coordination across key challenges for diffusion of ideas and tech	Improve understanding of regulatory systems and share information and ideas about funding and support for new tech	BusinessNZ and CTU could utilise their networks to engage with businesses and workers about challenges with taking up new technology
Gap in understanding alignment of current investment signals and incentives	Understand how investment signals and incentives are aligned and Government levers for mobilising private capital to support transitions	Seek feedback from businesses and workers on access to capital and just transitions

11. Conclusion and next steps

This paper is intended to inform the Forum's second session on just transitions (September 2022). We find a significant programme of work is already underway and that this work needs time to embed and for benefits to flow. Careful monitoring of this work will help the government identify and respond to any emergent gaps in the system.

There are also current opportunities to strengthen our approach to a just transition. Knowledge gaps can be filled, approaches to proactive skills matching tested, barriers to adopting technologies explored and targeted support provided to specific groups.

Our literature review revealed gaps in our understanding of the impacts of transitions on certain parts of the labour market. These include:

- Exploring placed based risk and resilience to economic transitions
- Refining estimates of the impact of transitions on jobs and skills requirements
- Exploring the impacts of climate change mitigation policies on low-income households
- Develop persona journeys to chart individual experiences of transitions
- Applying a gender lens to just transitions interventions
- Explore just transition for tangata Māori
- Understanding the needs of high emissions intensity firms in the transition to a low emissions economy
- The costs of climate change for businesses: horizon scanning

Social partners have also noted there may be opportunities to leverage existing initiatives, such as Employment Action Plans and Active Labour Market Policies, to strengthen our approach to just transitions.

Depending on the Forum's discussion, next steps could involve research into improving data on the impacts of transitions. There is research funding of \$100,000 for the 2022/2023 Budget year. This would require Governance Group agreement.

Appendix One: Definition of a Just Transition for the Future of Work Tripartite Forum

At the March 2022 Forum on just transitions, the Future of Work Tripartite Forum agreed to a shared definition of a Just Transition. This shared definition sets out the principles of a Just Transition for the specific purpose of enabling the Forum to scope a national strategy and programme of work that meets these principles.

Definition of a Just Transition for the Future of Work Tripartite Forum

A Just Transition is a process run in partnership between the Government, Māori, as Te Tiriti o Waitangi partners, social partners (business and unions), local communities and local Government. The process is designed to secure rights and livelihoods when communities, industry or the country experience economic shocks or structural change.

The New Zealand economy will face uncertain future disruptions. Challenges from climate change, automation and the impacts of globalisation will occur alongside recessions, business restructuring and other international and national factors.

At times, the challenges posed by these future disruptions, the transition to the future of work, and the interaction between these will affect a community, region or industry. If not addressed promptly and proactively they will negatively impact businesses and workers alike. The economy will be unnecessarily impacted, skills will be lost, and human capital will be destroyed in the process. These changes risk reducing the availability of decent work together with secure and liveable incomes.

We can address these challenges through a Just Transition, towards a more productive, sustainable, and inclusive economy and society.

A Just Transition process:

- Mitigates the negative impacts of the transition and existing change processes
- Enables valuable change to occur and capitalizes on opportunities that come about because of the transition
- Prepares New Zealand's response to future adverse shocks
- Proactively shapes the economy to minimise the future impacts of change, and builds New Zealand's social, economic, and environmental capacity to respond to threats to its wellbeing
- Seeks to determine whether a change can be mitigated by government or other action, and what sort of action is necessary
- Recognizes that not all shocks are necessarily adverse
- Is a partnership with Māori, as Te Tiriti o Waitangi partners, social partners (business and workers) and local communities
- Strengthens the ability of communities, workforces, and industry to determine their own futures over the long term
- Seeks to equitably share the costs, benefits, and opportunities of change across society and the economy and mitigates the potential for that change to create larger economic inequality
- Is as fair and inclusive as possible to everyone concerned, creating decent work opportunities, and leaving no one behind
- Ensures that the workers directly affected by a transition do not unfairly shoulder the burden of transitions.
- Delivers for more marginalized groups and sectors of the community. It supports these groups to play a leadership role in identifying and planning for the actions that will be needed for their transition over the short-, medium- and long-term.

- Actively works to achieve these outcomes

Appendix Two: Identification of gaps

High level assessment: current just transition system for workers			
Broad policy area/tool	Comments/specific gaps Does the existing suite of interventions under this tool? <ul style="list-style-type: none"> respond to people/businesses most likely to be impacted? flexible enough to respond to a variety of shocks? 	Opportunity	Potential role for the Forum
Robust evidence and insights on transitions and impacts	<ul style="list-style-type: none"> Limited information on impacts at individual, household and regional levels making it harder to target policy (particularly for marginalised groups). Limited information on which firms are most likely to be impacted by transitions, how and when the costs might fall, particular impacts for small businesses. RSLGs and WDCs can feed into insights with region and industry-specific views Action in Women’s Employment Action Plan to monitor women’s participation in the labour market and the supports government provides to facilitate improved labour market outcomes for women Emissions Reduction Plan/Equitable Transitions Strategy will address some gaps 	<ul style="list-style-type: none"> Improve data on impacts at individual, household and regional levels, especially for marginalised groups Improve data and understanding of the impact of policies on business, especially the additive impacts of multiple policy reforms 	The Forum could champion an evidence-informed approach to shaping the future work of the Forum, starting with supporting the work to improve the evidence base on the impacts of transitions on different population groups
Social dialogue, industry partnerships and public participation on transition issues to improve public policy outcomes	<p>Sizeable amount of work under way in this area and key stakeholders are deeply engaged in both labour market planning and other direction-setting work, e.g.</p> <ul style="list-style-type: none"> Regional Skills Leadership Groups taking climate change into account and passing onto Workforce Development Councils and Te Pūkenga participation in sector transition planning through Industry Transformation Plans and Just transitions Partnerships. the Future of Work Forum and the Māori Future of Work rōpu are looking at Just transitions as part of their work work on Māori Climate Action Platform Emissions Reduction Plan public participation actions The development of the Equitable Transition Strategy will involve social dialogue 	Opportunities may arise from the upcoming Māori and the Future of Work Forum in November	At this stage, the Forum could maintain its existing role (e.g. continuing a watching brief on ITPs and RSLGs), but note that new opportunities for the Forum’s involvement may arise from the November session.
Proactive transitions planning to improve resilience	<ul style="list-style-type: none"> Gap in overarching workforce planning system outside of sectors and regions Just transitions Partnership team developing a resource to help regions do their own transitions planning (i.e. with less hands on central government involvement/support). Industry Transformation Plans support industries to transform to a lower emissions future, and workforce planning towards a high wage economy Active Labour Market Programmes review identified a gap in initiatives responding to economically displaced workers, including early interventions, and is looking into expanding support for these workers. The Equitable Transition Strategy may include actions for proactive labour market planning The Sector Workforce Engagement Programme is being reset, which includes advice on options to address gaps in the workforce planning system 	Consider options to improve overarching workforce planning system	No immediate action, depends on direction for Sector Workforce Engagement Programme reset
Targeted support based on need/impacts	<ul style="list-style-type: none"> Good coverage of plans for impacted groups that we know of on an ethnicity, age and gender basis, including Employment Actions Plans which target Māori, Pacific, Women, older workers, younger workers, workers with disabilities, and former refugees, recent migrants and ethnic communities. However, a number of these plans were developed at a general labour market participation level and their flexibility to deal with shocks is untested. MSD shifting focus to proactively supporting people at risk of poor labour market outcomes, prioritising people who most need employment assistance in line with Government priorities 	A lot of actions and initiatives have recently started, including a number of Employment Action Plans published this year, so it is too early to evaluate how these might fill gaps.	No obvious role for the Forum given current work

High level assessment: current just transition system for workers			
Broad policy area/tool	Comments/specific gaps	Opportunity	Potential role for the Forum
	<p>Does the existing suite of interventions under this tool?</p> <ul style="list-style-type: none"> respond to people/businesses most likely to be impacted? flexible enough to respond to a variety of shocks? 		
Education and training system geared up to support transitions	<ul style="list-style-type: none"> Ongoing reforms in this space (e.g. Apprenticeship Boost, the Reform of Vocational Education programme) are designed to meet the increase in demand and supply for transitional needs. RSLGs and WDCs are intended to provide direct links to address skill shortages. Gap in how high-emissions employees can signal their skills and how any gap between current and future needed skills signals can be bridged Tahatū online career planning and Career Strategy Targeted financial assistance to take up study and training e.g., Training Incentive Allowance BAU employment services e.g., Mana in Mahi (supports people at risk of long-term benefit receipt into employment and an industry training pathway), Flexi Wage and Skills for Industry (provides short-term job-focused training to prepare clients who require up-skilling for specific requirements identified by industry) New skill standards, and Rules for the development of micro-credentials underway following amendments to the Education and Training Act 2020 	Understand the gaps between the current state of skills in declining jobs and the future state of skills that will be in demand by emerging industries, and challenges in access training	BusinessNZ and CTU could utilise their networks to gather feedback from businesses and workers on challenges with and opportunities for skills matching and earning while learning/in-work training opportunities and barriers
Income support to reduce the material impact of displacement	<p>There is a gap currently in supports for economically displaced workers, however there is work ongoing to address these gaps:</p> <ul style="list-style-type: none"> New Zealand Income Insurance Scheme – which will provide displaced workers with 80% of their previous income for a period of time after losing their job. Welfare Overhaul – systems and processes, improving access to housing, disability and other supports, reviewing income support settings, tax credits, additional financial support e.g accommodation and childcare assistance <p>Existing welfare provisions provide a degree of support to displaced workers (where eligible)</p>	None identified	The Forum could continue its existing watching brief of the work programme in this space. While recognising that gaps exist, a significant program of work is already underway and there is limited capacity for further work.
Back to work support	<ul style="list-style-type: none"> A range of existing support levers in this space, particularly for training and upskilling. While gaps exist (e.g., barriers to accessing childcare, with associated gender impacts/disparities), there are avenues to address at least some of these challenges/issues via existing initiatives already underway. At least 120 national Active Labour Market Programmes (ALMPs), various regional ALMPs currently in place (includes programmes for supporting people into work as well as back to work) The Review of ALMPs found gaps in additional support for displaced workers most at risk of poor labour market outcomes, work underway to address this. Work also underway to consider ALMPs and employment support needs of future NZIIS claimants as part of the review NZIIS is developing a case management service to support claimants' return to work 	Opportunities may arise from the pay transparency research that will be reported back to the Forum at a later date	The Forum could continue its existing watching brief of the work programme in this space. While recognising that gaps exist, a significant program of work is already underway and there is limited capacity for further work

High level assessment: current just transition system for businesses			
Broad policy area/tool	Comments/specific gaps Does the existing suite of interventions under this tool: <ul style="list-style-type: none"> respond to people/businesses most likely to be impacted? Flexible enough to respond to a variety of shocks? 	Opportunity	Potential role for the Forum
Clearer direction setting and regulatory certainty	<ul style="list-style-type: none"> Gap in understanding regulatory systems for transitions, and whether there are regulatory settings that lock in path dependencies and barriers to transitions. The economic strategy and forward work programmes announced as part of the emissions reduction plan will fill some of the gap. 	Coordination between businesses as innovators and government to understand what regulatory barriers exist	BusinessNZ and CTU could utilise their networks to facilitate engagement with businesses on the key issues and regulatory barriers they experience in the context of new technology or supporting transitions
Diffusion of ideas and technology, and increasing awareness of transitions to aid planning and preparation	<ul style="list-style-type: none"> Gap in coordination on key challenges. Early climate funding focused on existing tech over new tech ERP actions for Climate Innovation Platforms, Advanced Technology road map, strategic partnerships to ensure R&D has more focus Various partnerships, incubator and accelerator programmes that focus on energy/climate EECA GIDI fund Te Ara Paerangi in very early stages 	<ul style="list-style-type: none"> Improve understanding of where regulatory systems are both facilitating or impeding the adoption of new technology Share information and ideas about funding options and other support mechanisms for new technology more widely 	BusinessNZ and CTU could utilise their networks to engage with businesses and workers about challenges with and key focus areas for taking up new technology
Targeted assistance for businesses who'd benefit from support to transition effectively	Gap in the system for targeted support for Māori SMEs and micro-SMEs to have the enabling ingredients and support to take up the opportunities presented by transitions	Increase targeted support for SMEs including Māori SMEs looking to reduce emissions or capitalise on existing opportunities	No immediate action, but note that new opportunities for the Forum's involvement may arise from the November session
Advisory support, training programmes and mentor networks	<ul style="list-style-type: none"> Preliminary work underway on NAP action for researching business adaptation preparedness and providing guidance for small businesses to adapt NAP action to develop a one-stop shop Climate Adaptation Portal on adaptation guidance for businesses and other affected groups (local govt, iwi, communities, insurers etc). Potential gap in the guidance/support for proactive workforce transitions in emissions intensive firms. MOTU's Just transition guide for the layperson audience 	None identified	No immediate action, depends on direction for Sector Workforce Engagement Programme reset. Social partners are on the governance group
Access to skilled workers	<ul style="list-style-type: none"> Gap in incentives for in-work training, including a role for Government, businesses and workers to deliver, champion and take up in work training programmes that promote greater labour market resilience to economic transition Some BAU MSD programmes can support with this. However, they tend to support people into work and training e.g., Mana in Mahi rather than when someone is already in work 	Consider ways to recognise skills, map standards across occupations towards a future state	BusinessNZ and CTU could utilise their networks to gather feedback from businesses and workers on challenges with and opportunities for skills matching
Access to capital	<ul style="list-style-type: none"> Gap in understanding of the alignment of investment signals/incentives for supporting transition aligned growth. Gap in understanding Government levers for mobilising private capital to support business transitions Emissions reduction plan/funding and financing the transition. Green Investment Finance ERP actions for mobilising private capital and aligning investment e.g. Green Bonds 	<ul style="list-style-type: none"> Understand how investment signals and incentives are aligned Understand Government levers for mobilising private capital to support transitions 	The Forum is not typically involved in the access to capital space, but could seek feedback from businesses and workers on access to capital and just transitions

Appendix Three: Stocktake of key just transitions supports

Stocktake of key evidence/data/research

Data	Description	Relevance to just transitions for labour market
Household Labour Force Survey StatsNZ	New Zealand's official measure of employment. The survey results also help to provide an accurate picture of New Zealand's economy, which is useful for knowing where jobs need to be created and where training and education effort is needed.	Knowing where jobs need to be created and where training and education effort is needed is key to mitigating the impacts of transitions. Opportunity to collect more data as the last survey was in 2018.
Business Operations Survey StatsNZ	Collects information about business practices. The survey covers businesses with six or more employees. The business operations survey for 2021 included questions on the transition to a low emissions economy, and innovation.	In particular, insights from businesses about transitioning to a low emissions economy and innovation are key to informing just transition approaches. Opportunity to collect more information on how businesses plan or manage displacement.
Te Matapaeroa Te Puni Kōkiri	Research that outlines the number and breadth of economically significant Māori-owned businesses and provides a clearer picture of the contribution of Māori to the wider economy. 2019 and 2020 reports available.	Given the identified impacts on Māori and Māori businesses, knowledge of Māori-owned businesses is key to understanding impacts and opportunities of transitions for Māori.
Climate tech for the world (Callaghan Innovation)	This research seeks to answer the question, "How will New Zealand climate tech businesses succeed on the global stage?"	Identifies opportunities to embrace transitions, and how to coordinate efforts
Better for Business MBIE	A cross-agency programme developed to champion New Zealand businesses. In-depth research and analytical insights into the experiences Kiwi businesses have dealing with government. Share and highlight these insights with policy and operational teams within the agencies NZ businesses deal with most regularly to identify, incubate and support initiatives focused on reducing the cumulative impact of compliance on small businesses.	Transitions may have more on an impact on small businesses, so insights into impacts is key for ensuring a just transition.
Long Term Insights Briefing: Future of Business MBIE	Raise awareness about some of the less well-known aspects of climate change, technology change, demographic change and globalisation and to support discussion on possible implications for New Zealand businesses. The Briefing does not make policy recommendations, but it does provide some prompts and questions about the possible role of government. Currently seeking feedback on the draft.	In particular, the shift towards purpose-led businesses is relevant to just transitions as it can involve broader outcomes such as treating workers fairly, supporting local communities, addressing intergenerational wellbeing and reducing environmental impact. Insights from consultation can inform further just transitions approaches.

Stocktake of plans/initiatives/programmes

National level		
Programme	Description	Relevance to just transitions for labour market
<p>Economic Plan</p> <p>MBIE/TSY</p>	<p>Plan for the next 30 years. Currently undergoing a refresh to high wage, low emissions economy. The vision acknowledges:</p> <ul style="list-style-type: none"> • High wage: The need to tackle long-standing productivity issues that have impacted wellbeing for too long. That means unleashing our innovative potential, increasing skills as we move away from reliance on low-wage international workers, and reducing New Zealand’s infrastructure deficit. • Low emissions: That tackling climate change is the most pressing long-term challenge we face, and the action required presents opportunities to achieve our economic as well as environmental goals. • Economic security: That our economy must be resilient to shocks like COVID-19 but also resilient to emerging trends like climate change and a more volatile geopolitical landscape. 	<p>Relevant to businesses and workers</p> <p>Relevant to direction setting</p> <p>Transitioning to a high wage, low emissions economy will need to take Just transitions into account</p>
<p>Employment Strategy</p> <p>MBIE</p>	<p>The Employment Strategy supports New Zealand to become a productive, sustainable and inclusive economy that raises the wellbeing of all New Zealanders. It sets out the overarching framework for the Government’s labour market priorities and provides for a suite of population-focused employment action plans to improve the employment outcomes of those most disadvantaged in the labour market.</p> <p>There are seven population-focused employment action plans supporting the Strategy that seek to improve the employment outcomes of those most disadvantaged in the labour market. The seven employment action plans are:</p> <ul style="list-style-type: none"> • the Youth Employment Action Plan (YEAP) - 2019 • the Older Workers Employment Action Plan (OWEAP) • the Māori Employment Action Plan (MEAP) • the Pacific Employment Action Plan (PEAP) • the Women’s Employment Action Plan (WEAP) • the Working Matters Disability Employment Action Plan (DEAP) the Former Refugees, Recent Migrants and Ethnic Communities Employment Action Plan (FRRMEC EAP) 	<p>Relevant to businesses and workers</p> <p>Relevant to direction setting</p> <p>Relevant to targeted support (Employment Action Plans)</p>
<p>Emissions Reduction Plan – Equitable Transitions Strategy and Circular Economy and Bioeconomy Strategy</p> <p>MBIE/MSD</p>	<p>The Government has published and committed to an Emissions Reduction Plan (ERP) and associated actions, including developing an Equitable Transitions Strategy and a Circular Economy and Bioeconomy Strategy</p> <p>The ERP also includes actions to build the evidence base (action 3.4) and to increase public awareness and participation (actions 3.5.1, 3.5.2 and 3.5.3)</p> <p>The Circular Economy and Bioeconomy Strategy will be a plan of action to transition New Zealand to a circular economy with a thriving bioeconomy by 2050. The Strategy will integrate discrete and disjointed initiatives across sectors and regions, starting by improving our understanding of how materials circulate through the economy.</p>	<p>Relevant to businesses and workers</p> <p>Relevant to direction setting, evidence and insights, social dialogue and public participation, proactive transition planning, diffusion of ideas and tech and increasing awareness of transitions, and access to capital</p> <p>See Figure 1 on the Equitable Transitions Strategy.</p> <p>The Circular Economy and Bioeconomy Strategy is an opportunity to consider how to transition regions towards low emissions economies.</p>

IN CONFIDENCE: RELEASE EXTERNAL

<p>National Adaptation Plan</p> <p>All of Government</p>	<p>The National Adaptation Plan (NAP) is a six-year plan that sets out how New Zealand will adapt to a changing climate. The NAP and the Emissions Reduction Plan (ERP) will work together to drive the changes needed to achieve a climate-resilient and low emissions New Zealand. The NAP has over 120 actions and responds to risks raised in the National Climate Change Risk Assessment (2020). Every six years, a new risk assessment will identify what needs to be addressed most urgently, and a new NAP will be released in response.</p>	<p>Relevant to businesses and workers</p> <p>Relevant to advisory support and training programmes</p> <p>NAP action to develop a one-stop shop Climate Adaptation Portal on adaptation guidance for businesses and other affected groups (local govt, iwi, communities, insurers etc).</p>
<p>He kai kei aku ringa (Crown/Māori Economic Development Strategy)</p> <p>MBIE</p>	<p>He kai kei aku ringa, provides an organising framework to drive an all-of-government focus on achieving positive economic outcomes for Māori. The overarching goal of He kai kei aku ringa is to increase Māori median income by 20% by 2021, from \$26,500 to \$31,800.</p>	<p>Relevant to workers and businesses</p> <p>Relevant to direction setting and targeted support</p>
<p>Workplace relations and safety framework</p> <p>MBIE</p>	<p>Includes the employment relations and standards regulatory system, and the health and safety at work regulatory system. These regulatory systems are critical in supporting businesses to employ skilled and productive people, ensuring work is healthy and safe, building productive employment relationships and protecting minimum standards of employment.</p>	<p>Relevant to workers and businesses</p> <p>Relevant to direction setting and regulatory certainty, back to work support, and access to skilled workers</p> <p>In particular the following programmes support a just transition: Fair Pay Agreements, Parental Leave entitlements and dependent contractors</p>
<p>New Zealand Income Insurance Scheme</p> <p>MBIE</p>	<p>A proposed programme to support workers to retain about 80 percent of their income for a period after they lose their jobs, funded through levies on wages and salaries by both workers and employers. The desired outcomes are to:</p> <ul style="list-style-type: none"> • minimise the immediate financial impact of losing income and work for workers and their families • support workers back to good jobs <p>support the economy to adjust more rapidly to shocks or downturns.</p>	<p>Relevant to workers</p> <p>Relevant to income support</p> <p>Will fill most of the current gap in income support if workers are economically displaced, and the requirement for employers to notify displacement will help provide some advance notice and insights into displacement that doesn't currently exist.</p>
<p>Active Labour Market Programmes Review</p> <p>MBIE/MSD/MoE</p>	<p>ALMPs are government funded or provided interventions that actively assist people into employment (including removing barriers to their ability to get or retain a job, or to move between jobs), increase earning capacity and improve the functioning of the labour market. ALMPs fall into five broad categories:</p> <ul style="list-style-type: none"> • Information and advice - careers advice, job search techniques, assistance with writing a CV • Job brokerage and placement/matching - employment-related case management and wrap-around services • Work-related education and training - work readiness, mid-career upskilling or retraining • Financial support - grants to remove barriers to work or training, wage or training subsidies to employers <p>Job creation initiatives incl self-employment start-up support</p> <p>The ALMP Review has been completed. Ministers have agreed to further work to fill gaps in the areas of (i) supporting economically displaced workers, (ii) the provision of programmes for disabled people, including people with health conditions, and (iii) monitoring and evaluation across the</p>	<p>Relevant to workers</p> <p>Relevant to proactive transitions planning, education and training and back to work support</p> <p>The recent ALMP review considered just transitions and the impact of Future of Work trends to identify gaps. The review identified gaps relevant to a just transition i.e. supports for economically displaced workers and advice on further work in this area is being considered.</p>

IN CONFIDENCE: RELEASE EXTERNAL

<p>Te Pūkenga, the New Zealand Institute of Skills and Technology</p> <p>TEC</p>	<p>Integration of the 16 Institutes of Technology and Polytechnics and the 'arranging training' function from 9 Transitional Industry Training Organisations into one institution to become a long-term skills training partner for firms and industries</p>	<p>Relevant to businesses and workers</p> <p>Relevant to proactive transitions planning, education and training, access to skilled workers</p> <p>It is expected that Te Pūkenga will utilise insights from WDCs and RSLGs on transitions to help workers upskill</p>
<p>National Careers System Strategy and Tahatū</p> <p>TEC</p>	<p>The National Careers System Strategy is being refreshed. The new Careers System Strategy will set out to deliver three outcomes:</p> <ul style="list-style-type: none"> • Strengthen and future-proof New Zealand's careers system. • Support the system to help New Zealanders make careers decisions. • Support New Zealanders to grow the skills and capability needed now and in the future. <p>The refreshed Strategy will take account of other related strategies such as the Tertiary Education Strategy and respond to economic and structural changes due to COVID-19, and the maturing of the existing Careers Strategy.</p> <p>Tahatū (previously known as Tiro Whetū) is a new online career planning solution that supports Aotearoa New Zealanders, aged 7-70+ to make career plans that work for them throughout the course of their lifetime.</p>	<p>Relevant to workers</p> <p>Relevant to proactive transitions planning and education and training</p>
<p>Unified Funding System (UFS)</p> <p>TEC</p>	<p>The UFS will fund the delivery of vocational education and training that is focused on learners, supports employers, and addresses national and regional skill priorities. The changes will mean unifying the funding for provider-based study at levels 3 to 7 (non-degree) and for all industry training. The transition to the new system will start from January 2023. The intent of the UFS is to put the needs of learners at the centre to ensure they can access training that is right for them, at the right time and in the right place.</p>	<p>Relevant to businesses and workers</p> <p>Relevant to education and training and access to skilled workers</p>
<p>Key employment supports</p> <p>MSD</p>	<p>Some relevant employment supports include (non-exhaustive list):</p> <ul style="list-style-type: none"> • Flexi-Wage - provides a wage subsidy and extra assistance to support employers to take on people who do not meet the entry level requirements of the job. This helps people get the employment skills and experience they need to get into and stay in unsubsidised employment. • Mana in Mahi - helps eligible people who need additional support to get paid jobs and gain real world skills and experience. It supports them into long-term sustainable employment while gaining an apprenticeship or formal industry qualification. • Skills for Industry Provides short-term job-focused training for people on income support who require up-skilling for specific requirements identified by industry. The programmes will be short to medium term and tailored to job-specific requirements for particular vacancies (eg retail skills, hospitality skills etc). Also includes MySkill - online training for people looking for work in the aged care, disability and home and community health sector. • Rapid Return to Work (MSD) gives new jobseekers information on vacancies, preparing CVs and cover letters, getting ready for interviews, and identifying transferable skills. The scheme was established in April 2020 in response to COVID-19 and was piloted with people who had recently lost their job and come into the benefit system (note that most displaced workers do not come into the benefit system). It is phone-based, and people can join the scheme through a new function in MyMSD. 	<p>Relevant to businesses and workers</p> <p>Relevant to education and training, income support, back to work support, and access to skilled workers</p> <p>BAU MSD employment initiatives provide targeted support to people disadvantaged in the labour market and/or at risk of long-term benefit receipt, supporting Just transitions into work and training</p>

	The Redeployment Support service trial (MSD) is delivered by dedicated teams located across New Zealand, who gather local intelligence and build relationships with employers and other key stakeholders to identify displacement risk. It includes engaging with employers and workers to support retraining, upskilling, transitioning to new employment, and connecting to other services as needed. The trial was launched in April 2022, building on MSD's Rapid Response Teams and other informal redeployment support services.	
Regional level		
Regional Strategic Partnership Fund MBIE	<p>The Regional Strategic Partnership Fund (RSPF) is a \$200 million fund to support regions to make steps towards achieving their economic potential. The aim is to have more productive, resilient, inclusive, sustainable and Māori enabling regional economies. The RSPF will allocate up to \$180 million for seed funding in three main areas:</p> <ul style="list-style-type: none"> • enabling regional economic and business development • accelerating Māori economic aspirations • supporting sector transformations <p>The remaining \$20 million of the \$200 million in the RSPF has not been allocated at this stage.</p> <p>Regions have developed Regional economic development priorities through RSLGs, and updated regional economic development strategies and action plans to reflect these priorities. MBIE is partnering with regions to develop proposals for funding for Regional Economic Development Ministers decision</p>	<p>Relevant to businesses and workers</p> <p>Relevant to targeted support based on need/impacts and access to capital</p> <p>RSPF works through Just transitions Partnerships in the regions that Just transitions Partnerships exist (Taranaki and Southland)</p>
Regional Skills Leadership Groups (RSLGs) MBIE	<p>There are 15 RSLGs intended to identify and support better ways of meeting future skills and workforce needs in regions and cities. They develop Regional Workforce Plans (RWPs) that project labour supply needs, to ensure regions have the right skills and workforce planning to seize local economic opportunities. RWPs are completed and being released. Approximately 300 actions in total. A cross-agency response is being developed to the RWPs, grouped by cross-cutting theme.</p>	<p>Relevant to businesses and workers</p> <p>Relevant to evidence and insights, social dialogue, industry partnerships and public participation, proactive transitions planning, education and training, access to skilled workers</p> <p>Broad themes of RWP priorities have been identified, and the ones most relevant to a Just transition are:</p> <ul style="list-style-type: none"> • Sectors and industries: Construction and infrastructure, food and fibre, manufacturing, Māori economy, technology/ICT • Priority groups: Māori workforce, including wāhine, older workers, pacifika workforce, disabled people and people with health conditions, rangatahi, women • Cross-cutting themes: accessibility to education and employment, sustainable, decent and rewarding employment, work readiness and pastoral support, workforce mobility, workforce resilience, youth transitions
Just transitions Partnerships MBIE	<p>The Just transitions Partnerships team support local communities in times of economic upheaval and energy shock within a region, to ensure the transition is as just and fair as possible</p> <p>Commenced work on a resource that will allow other regions to undertake their own transitions planning (i.e., with less hands-on central government involvement/support)</p>	<p>Relevant to businesses and workers</p> <p>Relevant to evidence and insights, public participation and proactive transitions planning</p>

Sectoral level		
<p>Industry Transformation Plans</p> <p>MBIE</p>	<p>Brings together all relevant parties around an industry to agree a long-term vision for the industry and identify the actions that can be taken by industry, government and others to realise this vision. Focused on 8 sectors:</p> <ul style="list-style-type: none"> • Advanced manufacturing • Agritech • Construction • Digital technologies • Fisheries • Food and beverage • Forestry and wood processing • Tourism <p>Each of the 8 ITPs is at a different stage of development, implementation and/or refresh. In each ITP, multiple actions are identified to shift industry to a high productivity, high wage, low emissions future. This includes action in areas such as skills and workforce, innovation, investment, internationalisation, and climate change.</p>	<p>Relevant to businesses and workers</p> <p>Relevant to proactive transitions planning, industry partnerships, increasing awareness of transitions and advisory support, access to skilled workers</p>
<p>Workforce Development Councils</p> <p>TEC/MoE</p>	<p>Six WDCs were established in October 2021 through the Reform of Vocational Education programme. The role of WDCs is ensure the vocational education system meets industry needs and gives a stronger voice to Māori business and iwi development. WDCs will set standards, develop qualifications and help shape the curriculum of vocational education</p> <p>Give industry greater voice in the skills system and ensure that what is being delivered meets industry and learner needs.</p> <p>Inform government investment and decision-making including endorsement of regional workforce plans (regional plan and actions in harmony with ITP goals).</p> <p>Employers - including Māori business owners - are confident that vocational education graduates are ready for work and that the future skills needs of their industry will be addressed by the vocational education system.</p>	<p>Relevant to businesses and workers</p> <p>Relevant to evidence and insights, social dialogue, industry partnerships and public participation and education and training, access to skilled workers</p>
<p>Industry Partnerships</p> <p>MSD</p>	<p>Work closely with large businesses and industry associations to help fill vacancies and provide them with a customised recruitment service, specific to them. Form partnerships with industries and employers to minimise skill and labour shortages and maximise job and career opportunities. Form industry partnerships with large companies, national industry associations and large retail chains.</p>	<p>Relevant to businesses and workers</p> <p>Relevant to social dialogue, industry partnerships and public participation</p>
<p>Sector Workforce Engagement Programme</p>	<p>Established to provide the government with an effective intervention to reduce the number of migrant workers in critical sectors by working with sector leaders to promote the training and recruitment of the domestic work force. SWEP aims to improve employers' access to reliable, appropriately skilled staff at the right time and place, while facilitating employment opportunities for New Zealanders. Reset of programme underway, but detailed decisions have not been made yet.</p>	<p>Relevant to businesses and workers</p> <p>Relevant to proactive transitions planning</p> <p>The reset advice includes options to address gaps in the workforce planning system which may support just transitions</p>