

14 December 2023

Tēnā koe

Thank you for your email of 25 October 2023, requesting information from the Ministry of Social Development (the Ministry).

I have considered your request under the Official Information Act 1982 (the Act). Please find my decision on your request set out below.

• I request all briefings and reports from the last 12 months about MSD's computer system for paying benefits and the possibility or need of replacing it.

I have identified the following documents in scope of your request that are released as attachments:

- REP/23/6/513 Aide-mémoire *Te Pae Tawhiti Programme: Detailed Business Case for Horizon One Investing in the Ministry of Social Development's future*, dated 6 June 2023.
- REP/23/5/492 Aide-mémoire *Te Pae Tawhiti Programme: Detailed Business Case for Horizon One Investing in the Ministry of Social Development's future*, dated 1 June 2023.
- Briefing *Programme Update at Officials Meeting on 2 May*, dated 27 April 2023.

I have identified four documents relating to the Ministry's 2023 Budget bids that contain information in scope of your request. These documents are released to you as excerpts, as it would impair efficient administration to assess and prepare these documents for release (sections 16(1)(e) and 16(2)(a) of the Act refer):

- REP/22/11/1091 Report Budget 2023 invitation letter outcomes and implications for Vote Social Development, dated 11 November 2022.
- REP/22/12/1235 Report *Vote Social Development Budget 2023 Submission,* dated 9 December 2022.

- REP/23/2/103 Aide-mémoire Budget 2023 Bilateral, dated 22 February 2023.
- REP/23/4/281 Aide-mémoire Vote Social Development Budget 2023 information to support Cabinet discussions, dated 6 April 2023.

Some information is withheld under section 9(2)(f)(iv) of the Act to maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials. The release of this information is likely to prejudice the ability of government to consider advice and the wider public interest of effective government would not be served.

Further information is withheld under section 9(2)(j) of the Act to enable the Ministry to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations). The greater public interest is in ensuring that government agencies can continue to negotiate without prejudice.

Please note that where information does not relate to the Ministry's computer system for paying benefits in documents 01 to 03, I have marked and withheld it as 'out of scope'. I have kept information that is broadly related to the Te Pae Tawhiti bid within documents 04 to 07 as I believe it will be of interest to you in relation to Budget bids.

I am aware that you have been provided with a link to documents that the Ministry has published on our website about Te Pae Tawhiti. For your ease of reference, I have copied this link here: www.msd.govt.nz/about-msd-and-our-work/work-programmes/te-pae-tawhiti/documents.html.

I will be publishing this decision letter, with your personal details deleted, on the Ministry's website in due course.

If you wish to discuss this response with us, please feel free to contact <u>OIA Requests@msd.govt.nz</u>.

If you are not satisfied with my decision on your request, you have the right to seek an investigation and review by the Ombudsman. Information about how to make a complaint is available at <u>www.ombudsman.parliament.nz</u> or 0800 802 602.

Ngā mihi nui

pp.

Magnus O'Neill General Manager Ministerial and Executive Services

Aide-mémoire



Cabinet paper

Date:	6 June 2023	Security Level: Cabinet Sensitive
For:	Hon Carmel Sepuloni, Employment	Minister for Social Development and
File Reference:	REP/23/6/513	

Te Pae Tawhiti Programme: Detailed Business Case for Horizon One – Investing in the Ministry of Social Development's future –

Cabinet Committee	Government Administration and Expenditure Review
Date of meeting	8 June 2023, 10.30am
Talking points	• In November 2021, Cabinet agreed that there was a case for change in MSD's systems and processes. We have high aspirations for an overhaul of the welfare system and made significant policy changes to support this. But MSD's core systems and processes make it hard for New Zealanders to access the support they need.
	 In May last year Cabinet agreed on a preferred way forward and agreed that MSD proceed with the development of a Detailed Business Case. I am seeking agreement to start MSD's transformation, beginning with Horizon One, as described in the Detailed Business Case.
	• In Horizon One, covering 2023-2026, we need to set MSD up for the future but balance making valuable changes for clients with being practical and feasible about delivery.

•	That means setting up the technology and the way MSD will work in the future, while delivering these first changes:
	 Students will be able to apply online through a modern system for a loan or student allowance. This will set the scene for working age in the next phase.
	 There will be online options for job seekers and employers too. Whether you're looking for a job or hoping to fill a vacancy, you'll be able to do that using a new digital employment service.
	 MSD will also change its practice on the frontline, based on best practice. In Horizon One MSD will start with those working with students, and this will set the scene for wider changes in the next phase.
	 MSD will retire its old, at-risk contract management systems while designing a new relational approach. This will support MSD's adoption of the Social Sector Commissioning Action Plan.
	The first improvements will be in place in 2025.
	Funding was approved through Budget 2023 for the Programme. This is sufficient to deliver the first two years of the Programme.
OFF CIN.	The Programme is investment ready for Horizon One and MSD has the people and structures in place to implement these changes while continuing to provide existing services without disruption.
•	MSD has learnt from Inland Revenue's and ACC's experience and these agencies sit on the Programme's governance, along with independent external advisors.
•	The Programme understands and is actively managing key risks to ensure the Te Pae Tawhiti proceeds with as low a risk profile as possible.
Summary of • proposal	This paper seeks agreement to start the Ministry of Social Development's (MSD) Te Pae Tawhiti Transformation Programme, beginning with Horizon One, as described in the Detailed Business Case.

- In line with Treasury Better Business Case guidance, MSD has analysed options for the pace and extent of the Programme, the service changes to undertake in Horizon One, and the preferred scope.
- The proposal is to deliver the Programme over three Horizons of three years each.
- The preferred option for Horizon One (Option C), covering mid-2023 to mid-2026, is to invest in four proposed service changes: Service Experience, Employment Service, Client Engagement Practice and Kotahitanga.
- The preferred option balances making valuable changes for clients while being practical and feasible to implement.
- The Cabinet Paper recommends that Horizon One is investment ready as MSD has:
 - determined the procurement requirements for Horizon One and that there is a market for the key procurements it needs to undertake
 - detailed plans and schedules in place
 - the capability and capacity to implement these changes

comprehensive governance and assurance arrangements in place

The Cabinet Paper also recommends a reporting arrangement where you and the Minister of Finance will receive quarterly reports from the beginning of Horizon One and Cabinet will receive six-monthly reports.

What are the benefits of the Programme for New Zealanders?

- Te Pae Tawhiti Programme will improve New Zealanders' experience of MSD's services and overall wellbeing by providing:
 - a fully digital service for those who want to use it, including for employment
 - the ability to move seamlessly between channels to seek more personalised assistance when needed

 simpler and transparent processes, saving on reworking and manual processing, and reducing debt to government
 fast and accurate services that deliver full and correct entitlement to clients, and
 a service model that includes more focus on prevention and sustaining outcomes, especially employment outcomes, with intensive case management support for those who need it
 partnering and commissioning that delivers better outcomes for all, including equity of outcomes for Māori as tangata whenua, Pacific peoples and other priority groups.
 How will MSD's transformation Transformation is not going to be cheap. The current estimated cost of the programme over its intended lifespan (nine years) is \$2.1 to \$2.6 billion. This cost will be refined in coming years as MSD learns more.
 Funding of up to \$183 million over two years was agreed in Budget 2023. \$100 million of this was through Budget 2023, the rest is from MSD baseline.
• A paper seeking joint Ministers approval to draw down the funding held in contingency, and to make other financial changes necessary to reprioritise funding from within MSD's baseline, will be submitted soon after Cabinet's agreement
The next significant decision point is a Detailed Business Case that would come to Cabinet ^{\$9(2)(f)(iv)}
 Treasury have expressed an interest in understanding the size of Year 3 of Horizon One. This figure is not in the Cabinet Paper or Detailed Business Case. ^{\$9(2)(j)}
 MSD will learn a considerable amount over the next two years, including from the procurement processes, about future costs and will be able to provide increased levels of certainty to Ministers through the regular

	reporting arrangements. The refined costings will be reflected in the next Detailed Business Case ^{s9(2)(f)(iv)}
How will MSD ensure its	• MSD will ring fence the dedicated people and funding to deliver Horizon One.
current work programme is successful, while also delivering	 MSD will continue to deliver on Government priorities but delivering the Programme will constrain MSD's capacity to take on additional work during Horizon One and later phases.
delivering Transformation	• MSD will retain some capacity to implement new change outside the Programme and I will be regularly updated on MSD's overall work programme.
How will Ministers be	 Regular reporting will ensure appropriate Ministerial oversight to support on time and on budget delivery
involved in the transformation as it progresses?	 The Minister of Finance and I will receive quarterly reports from the beginning of Horizon One
progresses:	Cabinet will receive six monthly reports
~	A Detailed Business Case will be submitted to Cabinet
uthor: Katie McKen	zie, Business Case Architect and Lead, Transformation
esponsible manage	e: Nic Blakeley, DCE Transformation, Transformation

Aide-mémoire



Cabinet paper

Date:	1 June 2023	Security Level: Cabinet Sensitive
For:	Minister Sepuloni, Min Employment	ister for Social Development and
File Reference:	REP/23/5/492	

Te Pae Tawhiti Programme: Detailed Business Case for Horizon One – Investing in the Ministry of Social Development's future

Cabinet Committee	Government Administration and Expenditure Review
Date of meeting	8 June 2023, 10.30am
Minister	Minister Sepuloni, Minister for Social Development and Employment
Proposal	This paper seeks agreement to start the Ministry of Social Development's (MSD) Te Pae Tawhiti Transformation Programme, beginning with Horizon One, as described in the Detailed Business Case.
Background	In November 2021, you took a Strategic Assessment to Cabinet that made a case for transforming MSD's service model. In May 2022, you took a Programme Business Case to Cabinet and Cabinet agreed to a preferred way forward. Cabinet also agreed that MSD proceed with the development of a Detailed Business Case (DBC).
Context and our advice	• The Strategic Assessment identified three serious problems constraining MSD's ability to achieve the Government's vision for welfare overhaul:

- its fragmented, transaction-focused service approach will not meet the future needs and expectations of New Zealanders
- the high and increasing likelihood of service and payment failure risks serious harm to clients, partners, and New Zealand
- its current service model can make it difficult for clients to get help, which could result in harm and exacerbate hardship.
- A large transformation programme is needed to fundamentally transform MSD's service model – and, thereby, realise the Government's vision of welfare overhaul and respond to the problems identified.
- Te Pae Tawhiti is a major transformation programme that will make it easier for New Zealanders to get the support they need from MSD and its partners. It will provide a modern digital experience for clients, with new ways of working and significant technology and process improvements which will transform accessibility and support for the million New Zealanders who interact with MSD every year.

 Since Cabinet agreement to the preferred way
 forward in May 2022, MSD has analysed options for the pace and extent of the Programme, the service changes to undertake in Horizon One, and the preferred scope of each service change.

- You are proposing to deliver the programme over three Horizons of three years each. The expected nine-year timeframe reflects that transforming MSD is a long-term commitment.
- Your preferred option for Horizon One, covering mid-2023 to mid-2026, is to invest in four proposed service changes: Service Experience, Employment Service, Client Engagement Practice and Kotahitanga.
- Budget 23 provides investment for the first two years of Horizon One on this basis. Funding of up to

\$183 million over the 2023/24 and 2024/25 financial years was agreed through Budget 2023.

- Your preferred option for Horizon One (Option C) balances making valuable changes for clients while being practical and feasible to implement.
- MSD has followed Treasury Better Business Case guidance and has taken steps to ensure the Programme is investment ready for Horizon One. It has:
 - determined the procurement requirements for Horizon One and that there is a market for the key procurements it needs to undertake
 - detailed plans and schedules in place
 - the capability and capacity to implement these changes while continuing to provide existing services without disruption
 - comprehensive governance and assurance arrangements in place

You are recommending that the Committee agree to start Te Pae Tawhiti Programme, beginning with Horizon One, and agree to your preferred option. You are recommending that Horizon One is investment ready.

You are also recommending a reporting arrangement where you and the Minister of Finance will receive quarterly reports from the beginning of Horizon One and Cabinet will receive six-monthly reports.

Author: Katie McKenzie, Principal Advisor, Transformation

Responsible manager: Nic Blakeley, DCE Transformation, Transformation



Te Pae Tawhiti Programme update



1 May 2023

What's been agreed?



- Budget 2023 secured \$100 million for Te Pae Tawhiti over two years MSD can begin transformation.
 - \$20 million appropriated to ensure work continues.
 - \$80 million in tagged contingency to enable Horizon One to begin, following Cabinet decisions in June.
- MSD will contribute up to \$83 million by reallocating resources from other projects and technology upgrades.
- The total amount of funding for two years is \$183 million.
- [BUDGET SENSITIVE]

What are the steps to Cabinet – the next three months

IN-CONFIDENCE



- May Independent Quality Assurance (IQA) on the Detailed Business Case (DBC) and other assurance activity to support successful delivery.
- Post-Budget Ministerial consultation on DBC and Cabinet Paper.
- June DBC and Cabinet Paper to GOV.

What do the next six months look like?

• Procurement process – beginning in July.

Out of scope

 We are progressing well with our approach and the material for going to market for Service Experience and Employment Service.

IN-CONFIDENCE

• This will be a major public procurement.



What do the next six months look like?



What do regular touchpoints with the Programme look like for you?



 We will provide a quarterly update to you and the Minister of Finance.

IN-CONFIDENCE

• Cabinet will receive a six-monthly update.

Out of scope

Annex



Attached for your information are a series of three A3 summaries that give a high level overview of Te Pae Tawhiti Programme, the Future Service Model and the four service changes that will bring the Future Service Model to life. These will evolve as work progresses, and will be used to support ongoing engagement for the Programme.

REP/22/12/1235 – Report - Vote Social Development Budget 2023 Submission, dated 9 December 2022

Initiative	2022/23	2023/24	2024/25	2025/26	2026/27 & outyears	Total
Te Pae Tawhiti Programme (\$m)		s9(2)(f)(iv)				

Te Pae Tawhiti Programme (Investment Panel Initiative) – Delivering Horizon One of the Ministry of Social Development's transformation

Funding is required from Budget 2023 for Horizon One of MSD's transformation programme. Te Pae Tawhiti is a multi-year programme, agreed by Cabinet in May 2022, which supports our Government's overhaul of the welfare system to ensure MSD meets the current and future needs and expectations of New Zealanders, and contribute towards more equitable outcomes. Investing now will ensure MSD has the capability to serve New Zealanders for the coming decades.

MSD's transformed operating model will support and enable the Future Service Model, which is at the heart of MSD's transformation. The expected nine-year timeframe reflects that the transformation of MSD is a long-term commitment. Horizon One, covering mid-2023 to mid-2026, will set the foundations for future change, while delivering tangible benefits to jobseekers, students and MSD's partners and delivering significant reduction in wider IT service failure risk and improvements to MSD's employment services.

Funding is required to invest in four key service changes. They will deliver:

- a redesigned service experience for students, built on a modern technology platform and capabilities that will provide the key digital foundation needed to deliver a transformed service experience
- a digital employment platform, creating new ways for jobseekers to connect with employers and training providers
- a new case management practice model, implemented for staff working with students; and improvements to contracts with providers, and the design of a new relational approach to partnering
- a key expected benefit of the programme is improved wellbeing of people in need, and reduction in overpayments and debt to government which relies on the sequenced delivery of foundational changes to income support systems.

MSD has also undertaken a Gateway Review 2, with the Review Team providing a delivery confidence assessment of amber/green in late November.

The estimated total costs for Horizon One excluding depreciation, capital charge, and contingency are $\frac{1}{2}(2)(f)(iv)$ across the three years. This currently includes reprioritisation by MSD of nearly $\frac{1}{2}(2)(f)(iv)$ of operating funding for Horizon One. This will be sourced from transitioning existing MSD staff to the Programme, reprioritising funding from current projects and from other technology upgrade projects that will not require funding due to the implementation of the Programme. However this reprioritisation may not be fully possible if no additional funding is available to meet remuneration and frontline staff cost

pressures which may therefore increase this bid. This reprioritised funding is also contingent on the full scope of Horizon One progressing as otherwise this resourcing will be needed to continue to be used for the remediation of existing systems to manage risk.

Forecast period	2022/23	2023/24	2024/25	2025/26	2026/27 & outyears	Total
Total additional funding required (\$m)	-	s9(2)(f)(iv)				
Operating funding required (\$m)	-					
Capital funding required (\$m)	-					
			\land			
		~			Oltzi .	
	~				~	
ſ						
		R				
N FIL						

REP/23/2/103 – Aide-mémoire – *Budget 2023 Bilateral*, dated 22 February 2023

Te Pae Tawhiti

- Te Pae Tawhiti is a multi-year programme. In May 2022, Cabinet agreed to a transformation as the preferred way forward, recognising that a large transformation programme is needed to fundamentally transform MSD's service model, and realise the Government's vision of welfare overhaul.
- Transformation through Te Pae Tawhiti Programme will enable MSD to better meet the needs of New Zealanders.
- The four key service changes as part of Horizon One of MSD's transformation programme are:
 - a redesigned service experience for students, built on a modern technology platform and capabilities that will provide the key foundations needed to deliver a transformed service experience
 - a digital employment platform, creating new ways for jobseekers to connect with employers and training providers
 - a new client engagement practice model, implemented for staff working with students; and
 - Kotahitanga; effective partnering and commissioning improvements to contracts with providers, and the design of a new relational approach to partnering.
- MSD has identified \$1.2 billion in monetisable benefits over 12 years from improved social and employment outcomes, and a reduction in overpayments and debt to government. This relies on the sequenced delivery of service changes to support our Future Services Model and requires the full scope of the Programme to be funded. A change to any part of the model will significantly reduce this benefit.
- Funding the preferred scope of Horizon One is a commitment to a transformation of MSD, with the programme expected to last 9 years across
 3 horizons.

REP/23/4/281 – Aide-mémoire – Vote Social Development – Budget 2023 information to support Cabinet discussions, dated 6 April 2023

At the same time, it is important to continue to prioritise long-term transformation efforts, such as Te Pae Tawhiti and Social Sector Commissioning. These efforts aim to address critical technology and practice issues that will otherwise see widespread and systemic failure impacting the sector, and the whānau and individuals requiring support.

Please also see the table on the next page

RELEASED UNDER THE ACT

Initiativ	/es			Invitation letter			
Entity Track		Initiative title	Sub-components (if applicable)	Total (\$m / 4 yrs)	Title (as applicable)	Detail per Title (initiatives included,	Envelope (\$m /
				Per initiative	THE C	conditions)	4yrs)
MSD	New Spending	Te Pae Tawhiti Programme – Delivering Horizon One of the Ministry of Social Development's transformation	 Redesigned service experience for students, built on a modern platform and business capabilities Digital employment platform, creating new ways for jobseekers to connect with employers and training providers New case management practice model, implemented for staff working with students Improvements to contracts with providers, and the design of a new relational approach to partnering. 	Opex:s9(2) Capex:s9(2)	Te Pae Tawhiti Programme – Delivering Horizon One of the Ministry of Social Development's transformation	The Ministry of Social Development is also proposing to seek funding for the first 'horizon' of Te Pae Tawhiti (TPT) at Budget 2023, and I look forward to receiving further information on this potential investment. Out of scope	N/A

REP/21/11/1091 – Report – Budget 2023 invitation letter outcomes and implications for Vote Social Development, dated 11 November 2022

ID# Title Description Opex/Capex Funding sought by agency (OFP) Funding sought by agency (OFP)	Budget	2023 funding p	er initiative					\sim			
(OFP) 2022/23 2023/24 2024/25 2025/26 & Total outyears	ID#	Title	Description	Opex/Capex	sought by					(OFP)	
						2022/23	2023/24	2024/25	2025/26	&	
14936 Te Pae Tawhiti This initiative provides Opex \$9(2)(f)(iv)	14936	Te Pae Tawhiti	This initiative provides	Opex	s9(2)(f)(iv)						
programme - funding to ensure the					2/12						
Continuing Work Ministry of Social an the Ministry of Development's S ⁹ (2)(f)(iv) S ⁹ (2)(f)(iv)					-0(2)(f)(iv)						
on the ministry of Development's				Capex	()))()))))))))))))))))))))))))))))))))						
Social transformation programme,											
Development's Te Pae Tawhiti (TPT),											
Transformation continues in the 2023/2024		Transformation									
year.			year.	N.S. ~							