



MINISTRY OF  
YOUTH DEVELOPMENT  
TE MANATŪ WHAKAHIATO TAIOHI  
*Administered by the Ministry of Social Development*



MINISTRY OF SOCIAL  
DEVELOPMENT  
TE MANATŪ WHAKAHIATO ORA

# Report

**Date:** 19 April 2021

**Security Level:** IN CONFIDENCE

**To:** Hon Priyanca Radhakrishnan, Minister for Youth

## Review of the Partnership Fund Board - further advice

### Purpose of the report

- 1 Following the Ministry of Social Development – Te Manatū Whakahiato Ora review of the governance arrangements for the Partnership Fund Board, this report provides you with further analysis of our earlier advice to you [REP/21/3/239 refers], and sets out proposed options for you to consider, to enable youth voice in decision-making.

### Recommended actions

It is recommended that you:

- 1 **Note** the contents of this report
- 2 **Note** the four options presented in this report have been developed to enable and strengthen youth voice in decision-making
- 3 **Indicate** your preferred option (by circling the option below), and provide any feedback to officials no later than 29 April 2021


**Option 1A**

**Option 1B**

**Option 2A**

**Option 2B**

- 4 **Note** that officials are available to discuss the options in this report with you as required.

  
\_\_\_\_\_  
Juanita Te Kani  
General Manager, Youth

19/4/21  
\_\_\_\_\_  
Date

\_\_\_\_\_  
Hon Priyanca Radhakrishnan  
Minister for Youth

\_\_\_\_\_  
Date

## Background

- 2 In 2020, Hon Peeni Henare, previous Minister for Youth, commissioned a review of the governance arrangements for the Partnership Fund Board (the Board), to consider whether the arrangements are 'fit for purpose' to ensure the Board is operating more strategically and independently and whether the Board has the right resources and funding to deliver on its objectives [REP/20/7/751 refers]. The Ministry of Social Development (MSD) – Te Manatū Whakahiato Ora Child and Youth Policy team led this review.
- 3 In March 2021, the findings of the review noted that the policy intent of the Board did not align with the current operational implementation and proposed three high level approaches to help reorient the Board to better realise your strategic intentions [REP/21/3/239 refers].
- 4 You have asked for advice to re-establish the Board as a Youth Advisory Group ensuring youth voice in decision-making, with the Ministry of Youth Development (MYD) – Te Manatū Whakahiato Taiohi taking over the investment functions for the Partnership Fund.
- 5 Officials have developed four options that focus specifically on ensuring youth voice in decision-making for you to consider. Following your decision, MYD will provide you with further advice regarding any implications for the Partnership Fund.

## Repurpose the Board as a youth advisory committee

- 6 If you decide to repurpose the Board, it could transition to a youth advisory committee reporting either to you or MYD.

### *Option 1A: Repurpose the Board and transition to a Ministerially-appointed Youth Advisory Committee*

- 7 Ministers can set up committees to provide them with independent advice in an ongoing way or on particular issues. Often Cabinet agreement is sought prior to establishing such a committee, particularly if a Minister is seeking extra resources or if the committee's work may have implications for other portfolios. Resourcing will need to align with the Cabinet Fees Framework, a Terms of Reference will need to be developed, and an open Expressions of Interest process will be required. Appointments will then be confirmed through the Cabinet Appointments and Honours Committee (APH).
- 8 Ministerial advisory committees are part of the Crown in terms of the Public Finance Act 1989, and committee expenses are usually met by the Minister's department, which in this case is MYD. MSD Child and Youth Policy will support and manage the process of committee establishment as per your instruction.
- 9 If you were to repurpose the Board to be a Ministerial advisory committee, we do not expect extra funding to be needed as the current funds allocated to the operations of the Board are in alignment with the Cabinet Fees Framework, and so should be sufficient provided the number of members is similar.
- 10 MYD would provide secretariat support to the Ministerial committee, depending on your expectations regarding the frequency and intensity of the advisory committee's function. Additional resourcing may be required to enable MYD to provide this service to ensure youth development best practice (e.g. pastoral care, training and development etc.).

### *Option 1B: Repurpose the Board and transition to an MYD-appointed Youth Advisory Committee*

- 11 Forming a departmental advisory committee would follow a similar process to that outlined in Option 1A, however a Cabinet Appointments and Honours process would not be needed. If you decided a departmental advisory committee function is preferred, you could still engage with the group alongside MYD as needed. Similar to Option 1A, MYD may need additional resourcing to ensure youth development best practice.

## *Consultation*

- 12 MSD Child and Youth Policy consulted with agencies who have stood up similar ministerial or departmental advisory groups, including the Office of the Children's Commissioner (OCC) who assisted in setting up the Youth Advisory Panel to support the review of Child, Youth and Family; and the Ministry of Education who have facilitated the Minister of Education's Ministerial Youth Advisory Group.
- 13 The advice highlighted the importance of understanding specifically what the group would provide that could not be provided in other formats such as a youth hui, and the necessity of enforcing and upholding the group's mana at Ministerial level.
- 14 Depending on how many times the committee will be expected to meet, this could also impact the committee's ability to influence decision-making as agencies are often working to time constraints. The fewer times the committee meets, the fewer opportunities they have to impact decision-making.
- 15 Youth advisory committees require departmental staffing resource, expert facilitation, pastoral care, clarity and buy-in at all levels of participation to ensure the best possible outcomes for youth, the Minister and agency. Whilst this format has been successful, youth development best practice is moving away from this style of engagement to more flexible and targeted arrangements. Early estimates for cost to stand up and run a group of this nature is approximately \$60,000 to \$80,000 per annum excluding the staffing costs of 2.0 Full Time Equivalents (FTE).

## *Advising Cabinet of your intentions*

- 16 If you decide to repurpose the Board to be an advisory committee, we recommend you take your intentions to Cabinet. We suggest a transition period is needed to develop a Terms of Reference and to consider the appropriate membership requirements for the group. Youth development best practice would also require an increase in support for young people regardless of the committee structure.

## **Alternate options to ensuring youth voice in decision-making**

- 17 Following the Board review, you have an opportunity to consider alternate options that follow a less traditional committee approach in seeking youth voices. s 9(2)(f)(iv)  
s 9(2)(f)(iv)  
s 9(2)(f)(iv)  
s 9(2)(f)(iv)

## *Effective youth participation and positive youth development*

- 18 Effective youth participation occurs when young people are actively involved in decisions that affect their lives and communities. The principles that underpin effective youth participation include:
  - Young people are informed
  - Young people have an effect on outcomes
  - Young people are supported to organise themselves
  - Young people make decisions or are involved in decision-making
  - Young people are involved in the follow-up<sup>1</sup>.
- 19 Additionally, positive youth development occurs when young people have opportunities to inform, shape, design and contribute to the development of policies,

---

<sup>1</sup> *Keepin' It Real*, Ministry of Youth Development, 2009, Wellington.

services and programmes for them, and contribute to society in a way that is valued and respected.<sup>2</sup>

- 20 The strengths-based principles that underpin positive youth development are like the strengths-based and holistic principles that underpin Whānau Ora and Pacific cultural frameworks.

s 9(2)(f)(iv)

21 s 9(2)(f)(iv)

22 s 9(2)(f)(iv)

23 s 9(2)(f)(iv)

24 s 9(2)(f)(iv)

s 9(2)(f)(iv)

25 s 9(2)(f)(iv)

- 26 Approaches to youth development have shifted since the Board's inception in 2016. Current approaches are focused on a holistic, wellbeing and outcomes-based model. This is a shift from an output-based approach in 2016.

27 s 9(2)(f)(iv)

28 s 9(2)(f)(iv)

*Consultation*

29 s 9(2)(f)(iv)

---

<sup>2</sup> Ibid.

- 30 Youth voice feedback gathered during and post COVID-19 lockdown by MYD and government and non-government partners, was shared widely through various platforms (e.g. websites, Facebook, Instagram, My Voice competition). From the outset, young people have told us that they want to engage and participate in things that matter most to them.

*Other complementary work that supports youth to have a voice in decision-making*

- 31 The Youth Plan is a platform to amplify youth voice in the recovery from COVID-19, support the wellbeing of rangatahi and their whānau, and enable youth leadership to collectively drive transformative change. The Youth Plan is an overarching mechanism to enable youth voice in decision-making by initiating a large ongoing body of work on youth engagement.
- 32 MYD currently leads actions in the Youth Plan to enable youth voice in COVID-19 recovery (working with other action partners including OCC and Oranga Tamariki – Ministry for Children), and implementing the Youth Voice project. Key initiatives that support these actions include:
- The Hive – is a 'by youth, for youth' initiative that creates a two-way conversation between young people and policy makers, enabling young people to have their voices heard in the policy development consultation process. Currently working on He Pou a Rangī/Climate Change Commission.
  - DMs (Deep and Meaningful) – a youth insight gathering project, co-funded by Te Hīringa Hauora and MYD. Recordings of young people sharing their experiences were used to develop a micro-campaign designed by young designers. This micro-campaign amplifies and reflects the voices and experiences of rangatahi throughout 2020 and highlights their hopes and aspirations for the future.
  - Working with the Ministry of Business, Innovation and Employment, which is looking to involve young people in its Regional Skills Leadership Group, and piloting a different youth engagement approach to what has been traditionally used by agencies.
  - Instagram platform - key messages from young people and to young people are pushed through this medium. Instagram followers continue to steadily increase.

*Advising Cabinet of your intentions*

- 33 If you decide to disestablish the Board, we recommend you take your intentions to Cabinet. MSD Child and Youth Policy will support and manage the process as per your instructions.

**Options analysis**

- 34 There are strengths and weaknesses to the options canvassed in this paper. A full analysis of the options, including trade-offs are provided in Appendix 1.

**Implications for the Board**

- 35 Of the nine current Board members, five members' terms end on 30 June 2021 and four members' terms end on 31 December 2021. One Board member has stepped away from the Board due to personal reasons. The Board also has one vacancy.
- 36 Officials will provide you further advice regarding potential communications with the Board once a preferred option is confirmed.

## **Next steps**

- 37 We recommend that you provide an indication of your preferred option, and any feedback, no later than 29 April 2021.
- 38 Officials are available to discuss the options in this report with you as required.

REP/21/3/337

Author: Allannah Thomas, Policy Analyst, MSD Child and Youth Policy; Debra Tuifao, Director Youth, MYD

Responsible manager: Juanita Te Kani, General Manager, Youth; Molly Elliott, General Manager, MSD Child and Youth Policy



Assessment criteria	Proposed options and options analysis			
Principles for effective youth participation and positive youth development opportunities	Repurpose the Board and transition to a Ministerially-appointed Youth Advisory Committee (Option 1A)	Repurpose the Board and transition to an MYD-appointed Youth Advisory Committee (Option 1B)	s 9(2)(f)(iv) [Redacted] (Option 2A)	Disestablish the Board, s 9(2)(f)(iv) [Redacted] (Option 2B)
<ul style="list-style-type: none"> <li>Young people are informed</li> </ul>	✓	✓	s 9(2)(f)(iv) [Redacted]	s 9(2)(f)(iv) [Redacted]
<ul style="list-style-type: none"> <li>Young people have an effect on outcomes</li> </ul>	X	X	s 9(2)(f)(iv) [Redacted]	s 9(2)(f)(iv) [Redacted]
<ul style="list-style-type: none"> <li>Young people are supported to organise themselves</li> </ul>	X	X	s 9(2)(f)(iv) [Redacted]	s 9(2)(f)(iv) [Redacted]
<ul style="list-style-type: none"> <li>Young people are making decisions or being involved in decision-making</li> </ul>	X	X	s 9(2)(f)(iv) [Redacted]	s 9(2)(f)(iv) [Redacted]
<ul style="list-style-type: none"> <li>Young people are being involved in follow-up</li> </ul>	X	X	s 9(2)(f)(iv) [Redacted]	s 9(2)(f)(iv) [Redacted]
<ul style="list-style-type: none"> <li>Young people have opportunities to influence</li> </ul>	✓	✓	s 9(2)(f)(iv) [Redacted]	s 9(2)(f)(iv) [Redacted]
<ul style="list-style-type: none"> <li>Young people have opportunities to inform, shape, design and contribute to the development of policies, services and programmes for them</li> </ul>	X	X	s 9(2)(f)(iv) [Redacted]	s 9(2)(f)(iv) [Redacted]
<b>Policies and processes to support implementation</b>	<ul style="list-style-type: none"> <li>Cabinet approval required to support change in intentions</li> <li>Expression of interest (EOI) process to seek public interest</li> <li>Guidance material required include Role description for members, Terms of Reference, Letters of Expectations</li> <li>Public Finance Act 1989 and Cabinet Fees Framework apply</li> <li>Selection process for Committee members</li> <li>APH paper required to support appointment of members</li> <li>Secretariat support required</li> <li>Youth development best practice would require an increase in support for members (e.g. pastoral care, training and development etc)</li> </ul>	<ul style="list-style-type: none"> <li>Cabinet approval required to support change in intentions</li> <li>Public EOI process</li> <li>Ministerial priorities, Terms of Reference, role description, member expectation, agenda and Letters of Expectations drafted</li> <li>FTEs appointed to lead Youth Advisory Committee implementation (MYD resource)</li> </ul>	<ul style="list-style-type: none"> <li>Cabinet approval required to disestablish the Board and signal new intentions</li> <li>s 9(2)(f)(iv) [Redacted]</li> <li>Youth participation best practice will be used to underpin this option/approach</li> <li>s 9(2)(f)(iv) [Redacted]</li> </ul>	<ul style="list-style-type: none"> <li>Cabinet approval required to disestablish the Board and signal new intentions</li> <li>s 9(2)(f)(iv) [Redacted]</li> <li>Youth participation best practice will be used to underpin this option/approach</li> <li>s 9(2)(f)(iv) [Redacted]</li> </ul>
<b>Effectiveness/impact re. ensuring youth voice in decision-making</b>	<ul style="list-style-type: none"> <li>May provide you with a formal mechanism to hear and engage with</li> </ul>	<ul style="list-style-type: none"> <li>May provide MYD with a formal mechanism to hear and engage</li> </ul>	<ul style="list-style-type: none"> <li>s 9(2)(f)(iv) [Redacted]</li> </ul>	<ul style="list-style-type: none"> <li>s 9(2)(f)(iv) [Redacted]</li> </ul>

Assessment criteria	Proposed options and options analysis			
	<p>youth directly on a progressive agenda of work</p> <ul style="list-style-type: none"> <li>• Would elevate youth voice to directly feed in at Ministerial level</li> <li>• Enable a group of youth to share their lived experience, ensuring that their voice is heard, seen and validated, and providing an opportunity for their input to be used to help in the design and implementation of policy issues within the youth portfolio, and as a touchstone before further consultation work</li> </ul>	<p>with youth directly on a progressive agenda of work</p> <ul style="list-style-type: none"> <li>• Would elevate youth voice to directly feed in at policy level</li> <li>• Enable a group of youth to share their lived experience, ensuring that their voice is heard, seen and validated, and providing an opportunity for their input to be used to help in the design and implementation of policy issues within the youth portfolio, and as a touch-stone before further consultation work</li> <li>• Group could be used to help set a clear agenda such as the review and design of the next focus areas for the Youth Plan</li> </ul>	<ul style="list-style-type: none"> <li>• s 9(2)(f)(iv)</li> <li>• [Redacted]</li> <li>• [Redacted]</li> <li>• [Redacted]</li> <li>• [Redacted]</li> <li>• [Redacted]</li> <li>• [Redacted]</li> <li>• [Redacted]</li> </ul>	<ul style="list-style-type: none"> <li>• s 9(2)(f)(iv)</li> <li>• [Redacted]</li> <li>• [Redacted]</li> <li>• [Redacted]</li> <li>• [Redacted]</li> <li>• [Redacted]</li> <li>• [Redacted]</li> <li>• [Redacted]</li> </ul>
<b>Timing re. implementation</b>	<p>Estimate 6-12 weeks:</p> <ul style="list-style-type: none"> <li>• Cabinet approval required</li> <li>• Policy process i.e. Terms of reference, Letters of Expectation</li> <li>• EOI process, role description</li> <li>• Selection process for members</li> <li>• Develop induction process</li> </ul>	<p>Estimate 6-12 weeks:</p> <ul style="list-style-type: none"> <li>• Cabinet approval required</li> <li>• Policy process i.e. Terms of reference, Letters of Expectation</li> <li>• EOI process, role description</li> <li>• Selection process for members</li> <li>• Develop induction process</li> </ul>	<p>Estimate 6-10 weeks:</p> <ul style="list-style-type: none"> <li>• Cabinet approval required</li> <li>• s 9(2)(f)(iv)</li> <li>• [Redacted]</li> <li>• Review/revise Partnership Fund policy (if applicable)</li> </ul>	<p>Estimate 6-12 weeks:</p> <ul style="list-style-type: none"> <li>• Cabinet approval required</li> <li>• s 9(2)(f)(iv)</li> <li>• [Redacted]</li> <li>• Review/revise Partnership Fund policy (if applicable)</li> <li>• s 9(2)(f)(iv)</li> <li>• [Redacted]</li> </ul>
<b>Costs (Operational budget)</b>	<ul style="list-style-type: none"> <li>• Minimum cost \$60,000</li> <li>• Additional funding may be required to ensure youth development best practice</li> </ul>	<ul style="list-style-type: none"> <li>• Minimum cost \$60,000</li> <li>• Additional funding may be required to ensure youth development best practice</li> </ul>	<ul style="list-style-type: none"> <li>• s 9(2)(f)(iv)</li> <li>• [Redacted]</li> </ul>	<ul style="list-style-type: none"> <li>• s 9(2)(f)(iv)</li> <li>• [Redacted]</li> </ul>
<b>MYD staff resourcing including costs</b>	<ul style="list-style-type: none"> <li>• A minimum 2.0 FTEs (\$140k)</li> <li>• Additional support will be required to ensure youth development best practice is available to support members (e.g. pastoral care)</li> </ul>	<ul style="list-style-type: none"> <li>• A minimum 2.0 FTEs (\$140k)</li> <li>• Additional support will be required to ensure youth development best practice is available to support members (e.g. pastoral care)</li> </ul>	<ul style="list-style-type: none"> <li>• s 9(2)(f)(iv)</li> <li>• [Redacted]</li> </ul>	<ul style="list-style-type: none"> <li>• s 9(2)(f)(iv)</li> <li>• [Redacted]</li> </ul>
<b>Implications on the Partnership Fund</b>	<ul style="list-style-type: none"> <li>• MYD to undertake Partnership Fund investment function</li> <li>• Revise Partnership Fund policy</li> <li>• As MYD currently administers the Partnership Fund, this is likely to be a smooth transition</li> </ul>	<ul style="list-style-type: none"> <li>• MYD to undertake Partnership Fund investment function</li> <li>• Revise Partnership Fund policy</li> <li>• As MYD currently administers the Partnership Fund, this is likely to be a smooth transition</li> </ul>	<ul style="list-style-type: none"> <li>• s 9(2)(f)(iv)</li> <li>• [Redacted]</li> </ul>	<ul style="list-style-type: none"> <li>• s 9(2)(f)(iv)</li> <li>• [Redacted]</li> </ul>



Assessment criteria	Proposed options and options analysis	
<p><b>Potential risks and mitigation strategies</b></p>	<p>Potential risks include:</p> <ul style="list-style-type: none"> <li>• It is not representative of all young people in Aotearoa New Zealand</li> <li>• Has limited number of opportunities for engagement (e.g. quarterly meetings) which will impact on what/how youth voice is involved in decision-making</li> <li>• Does not meet effective youth participation and youth development best practice (i.e. wrap around support (infrastructure and personnel))</li> <li>• Agencies were not supportive of either of the Option 1 choices</li> <li>• Repurposed Board may be viewed negatively by the sector</li> </ul>	<p>Potential risks include:</p> <ul style="list-style-type: none"> <li>• Negative feedback from Board members and the sector</li> <li>• A perception that the disestablishment of the Board means the Minister/MYD does not value youth voice</li> <li>• s 9(2)(f)(iv) [Redacted]</li> <li>• Perception that the partnership investment aspect of the Partnership Fund has been completely diminished or lost</li> </ul>
	<p>Proposed mitigation strategies include:</p> <ul style="list-style-type: none"> <li>• Setting up a coach for young people based on a 1:2 ratio to ensure best practice youth development support including pastoral care, training and development, and a robust induction process</li> <li>• s 9(2)(f)(iv) [Redacted]</li> <li>• [Redacted]</li> <li>• Clear communications strategy and plan to convey key messages regarding changes</li> </ul> <p>To implement the above, additional operational funding of up to \$200,000.00 will be required</p>	<p>Proposed mitigation strategies include:</p> <ul style="list-style-type: none"> <li>• s 9(2)(f)(iv) [Redacted]</li> <li>• [Redacted]</li> <li>• [Redacted]</li> <li>• Clear communications strategy and plan to convey key messages regarding changes</li> </ul>