

Data Collection and Reporting of Job Creation Initiatives across government

TO	Employment, Education and Training (EET) CEs
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Purpose

1. This paper sets out the approach agreed by agencies across government, and endorsed by EET Ministers, to collecting data on the employment results from 'job creation' initiatives funded through Government's COVID response and recovery initiatives.

Background

2. Government has made significant investment in job creation programmes as part of its COVID response and recovery programme (through the COVID Response and Recovery Fund, Budget 2020 and the Provincial Growth Fund reset).
3. The programmes are being delivered across government, some by agencies where job creation is part of business as usual and others new to leading these types of initiatives.
4. Agencies responsible for the funding have largely used existing contracting processes and documentation, reporting frameworks and frequency.
5. Consistent reporting on these initiatives across agencies is important however, to enable comparisons across different programmes, to aggregate data to assess progress by all-of-government and to support reporting to Ministers and other stakeholders, including the general public.

Reporting framework agreed

6. Although some contracts were already in place, agencies recognised the value of consistent reporting across government. The EET Secretariat worked with accountable agencies delivering job creation initiatives under the CRRF to coordinate cross-agency discussion that has resulted in agreement to implement a broadly consistent set of measures across the range of job creation programmes going forward.
7. The agreed framework (Table 1) includes:
 - a. three key measures that all job creation initiatives should collect data for and present employment starts, people currently employed, and number of hours of employment (FTE);
 - b. people metrics, including age, gender and ethnicity of people employed; and
 - c. additional best practice data capture, for instance whether those employed by programmes were previously unemployed.

8. Some areas with potential for confusion about what should be included in data collection and reporting and what should not were identified. To mitigate this risk, the framework includes definitions for each measure, and an indication of some of the scenarios where confusion may arise.

The overall aims are to ensure consistent reporting across government and to enable effective planning

9. The following objectives were applied in considering different aspects of job creation reporting:
 - Credibility – uses measures that withstand scrutiny from all stakeholders including the general public
 - Consistency – uses existing measures/approaches where available
 - Comparability - enables comparison of different types of programmes
 - Fit for purpose – the data is useful for tracking different types of programmes and meets accountability and governance requirements
 - Administrative ease/efficiency – uses available data where appropriate, doesn't create undue burden for programme delivery/agencies, and users understand what data is included and what isn't
10. Feedback on this framework from the Office of the Controller and Auditor General highlighted the importance of looking at outcomes achieved from the job creation initiatives. Methodologically, this will tend to involve post facto evaluation and will be the responsibility of the agencies managing each of the initiatives or programmes.

Next steps

11. Data from job creation initiatives will be incorporated into the EET delivery dashboard and reporting once it becomes available.

Table 1: Agreed framework for collecting data and reporting employment-related results of job creation initiatives¹

Measure	Definition	Recommended collection method	Rationale for the measure and collection method
Job measures – must collect and report			
Employment starts	<p><i>Employment starts</i> is the number of employees (including all employment types, contractors, and self-employed people) funded by a job creation programme who have joined the employer since the previous reference date, i.e. the previous month.³</p> <p><i>Employment starts</i> are counted regardless of whether they are full time or part-time.</p> <p>A job filled by a person employed on a casual contract is counted when the employment relationship begins, not each time the employee does some work.</p> <p>No distinction is made between new relationships, existing relationships retained from this funding, or extension (in hours, or tasks undertaken) of existing relationships. <i>Note: A measure to capture existing versus new relationships is proposed in the next section.</i></p> <p>Jobs indirectly supported by the programme are not included, e.g. nursery staff who grew the plants purchased for a riparian planting project, or 'downstream jobs'².</p>	<p>Reporting by funding recipients at an agreed point in time and frequency i.e. last day of the month.</p> <p><i>The People Currently Employed</i> measure will enable the calculation of the net employment created over the life course of the programme, and the <i>average employment opportunities</i> created by the programme.</p> <p>This measure will be reported monthly and also calculated as an average figure over the life of the programme to enable further reporting analysis.</p>	<p>Meets credibility criteria; is consistent with the Stats NZ job creation measure.</p> <p>Enables comparison of different types of programmes.</p> <p>Not differentiating between part-time and full-time, or new and existing relationships, makes it administratively simple to collect.</p>
People currently employed	<p>The number of people employed in jobs funded by a job creation programme, where a job is an employer/employee match³ (including self-employment matches).</p> <p>People are counted whether they work full-time or part-time. Casual employees are included, as are self-employed people contracted by an employer funded by a job creation programme.</p> <p>Jobs indirectly supported by the programme are not included, e.g. nursery staff who grew the plants purchased for a riparian planting project, or 'downstream jobs'⁴.</p>	<p>Reporting by funding recipients of the number of people employed at an agreed point in time and frequency.</p> <p>This can either be monitored by tracking the number of employment starts and stops, or the number of people currently employed at a particular date. This is not a cumulative figure but will enable the calculation of the net employment created over the life course of the programme, and the average employment opportunities created by the programme.</p>	<p>Meets credibility criteria; is broadly consistent with the Stats NZ definition of a job, extended to include self-employed people, given the use of contractor relationships in some of the job creation programmes.</p> <p>Enables comparison of different types of programmes.</p> <p>Demonstrates the number of people who have participated in job creation initiatives and will facilitate telling the 'people benefit' story.</p>

¹ This framework will be used for contracts not yet agreed (as at December 2020). The framework is designed primarily for reporting accountability purposes, not evaluation of effectiveness.

² A 'downstream job' is, for example, where a Council contracts with a farmer to create jobs for 3 people to fence a waterway on the farmer's land. If the farmer then subcontracts with a fencing company to do the work equivalent to one of the 3 jobs, the work done by the fencing contractor is not counted as an additional job/jobs.

³ http://archive.stats.govt.nz/browse_for_stats/income-and-work/employment_and_unemployment/LEED-quarterly-tech-notes.aspx#gsc.tab=0 accessed on 1 October 2020

⁴ A 'downstream job' is, for example, where a Council contracts with a farmer to create jobs for 3 people to fence a waterway on the farmer's land. If the farmer then subcontracts with a fencing company to do the work equivalent to one of the 3 jobs, the work done by the fencing contractor is not counted as an additional job/jobs.

Measure	Definition	Recommended collection method	Rationale for the measure and collection method
FTE	<p>Total number of hours worked by all individuals employed in job creation initiatives will be collected by initiatives each month.</p> <p>This figure can then be used to calculate the equivalent number of full-time jobs for a given period, for instance in a year (1560 hours⁵).</p>	Cumulative reporting by funding recipients of the total number of hours worked by all individuals in the jobs created.	<p>Provides agencies with the information needed to calculate programme FTE into, for instance, an annual equivalent (which is an accountability requirement for some programmes)</p> <p>Reporting total hours worked will be useful for understanding the extent of job creation for the length of a programme (in addition to providing data to calculate annual FTE).</p> <p>Taken with the data of employment starts and people currently employed, the FTE count allows calculation and comparison of the size of the jobs created by different initiatives.</p>
People measures – should collect and report			
Ethnicity	Ethnicity is a measure of cultural affiliation. It is not a measure of race, ancestry, nationality, or citizenship. Ethnicity is self-perceived, and people can belong to more than one ethnic group. ⁶	Reporting by funding recipients, aggregated so the information is not uniquely identifiable.	<p>Some programmes target Māori; therefore, reporting ethnicity of those who get jobs through the job creation schemes is material to the fund purpose.</p> <p>Supporting Māori into work is consistent with Crown obligations under the Treaty of Waitangi and therefore good practice to include in all reporting.</p> <p>Understanding the impact of job creation funding on people from different ethnic groups is important for policy purposes.</p>
Sex or Gender	Gender refers to a person's social and personal identity as male, female, or another gender such as non-binary. ⁷	Reporting by funding recipients, aggregated so the information is not uniquely identifiable. MSD uses the terms male, female, gender diverse.	Understanding the impact of job creation funding on different groups is important for policy purposes.
Age	Age at last birthday, recorded in five-year bands consistent with NZ Stats groupings of 15-19, 20-24, 25-29, 30-34, 35-39 etc.	Reporting by funding recipients, aggregated into bands so the information is not uniquely identifiable.	Understanding the impact of job creation funding on different groups is important for policy purposes.
Region	<p>As defined by Local Government New Zealand Regional Council boundaries.</p> <p>For multiple locations or national projects, the region recorded should be the one where the jobs are located (to track regional employment benefits).</p>	Administrative data. ⁸	<p>Enables comparison of investment by region and how the programmes are contributing to addressing region-specific needs.</p> <p>Using Regional Council boundaries provides consistency when there are differences between agency-defined boundaries.</p>

⁵ FTE is 30 hours per week for 52 weeks a year, consistent with NZ Stats definition of full-term work being 30 hours or more per week.

⁶ <https://www.stats.govt.nz/topics/ethnicity> accessed on 5 October 2020

⁷ <https://www.stats.govt.nz/consultations/sex-and-gender-identity-statistical-standards-consultation> accessed on 8 October 2020

⁸ Administrative data could be derived from the funding allocation process, or collected direct from contracted entities.

Measure	Definition	Recommended collection method	Rationale for the measure and collection method
People measures – collect as many as possible			
Support for unemployed people	Unemployed means without a paid job, available for work and has actively sought work during the four weeks prior ⁹	Reporting by funding recipients of the total number of people who were unemployed before starting to work with the funded entity.	<p>One intent of the COVID Response and Recovery Fund is to support people unemployed as a result of COVID-19 back into work and to reduce the risk of long-term unemployment.</p> <p>A second option to achieve this reporting could be to use connected.govt.nz to record vacancies. This mechanism would enable reporting of job matches to people known to MSD (not necessarily on a main benefit).</p> <p>It may be also be possible to ascertain whether the funding is associated with a continuation of an employment relationship vs a new hire via the IDI; however, there is a time-lag in getting data from the IDI (and a new hire won't necessarily be someone who was previously unemployed).</p>
Permanent or non-permanent resident	<p>People entitled to work in New Zealand are those who:</p> <ul style="list-style-type: none"> are New Zealand or Australian citizens (including people born in the Cook Islands, Niue and Tokelau); or have a New Zealand residence visa; or have a New Zealand work visa or a condition on their New Zealand temporary visa showing they are allowed to work here. 	Reporting by funding recipients, aggregated so the information is not uniquely identifiable.	Understanding the impact of job creation funding on different groups is important for policy purposes.
Quality measures – collect if possible		Together, these measures will provide an indication of the sustainability of jobs created. Although job creation initiatives are by their nature, a short-term stop-gap, some initiatives will provide employment of longer duration than others. Where relevant, it will be useful to collect this data for assessment and planning.	
Occupation and skill level	As per the Australian and New Zealand Standard Classification of Occupations (ANZSCO) - ANZSCO is a skill-based classification used to classify all occupations and jobs in the Australian and New Zealand labour markets.	Administrative data. ¹⁰	Meets credibility and consistency criteria.
External training /education attached to the job	<p>For example, employer supported apprenticeship or traineeship, access to external education towards a qualification, for the funded jobs created.</p> <p>Employer support may include, for example, time off (paid or unpaid) to participate in training or payment of course fees (full or part contribution).</p>	Administrative data. ¹²	External training attached to a job is one variable to contribute to assessment of job sustainability by way of human capital investment made by the employer.
Permanency of employment	<p>A job where the employee/employer match is reflected in a permanent employment agreement.</p> <p>Full time means 30 hours or more per week. Part-time means less than 30 hours per week.</p>	Reporting by funding recipients of the number of jobs where the employment relationship is permanent by numbers full-time and part-time.	Permanency of employment is one variable to contribute to assessment of job sustainability.

⁹ http://archive.stats.govt.nz/browse_for_stats/income-and-work/employment_and_unemployment/Labour-force-categories-in-HLFS.aspx#gsc.tab=0 accessed on 5 October 2020

¹⁰ Administrative data could be derived from the funding allocation process, or collected direct from contracted entities