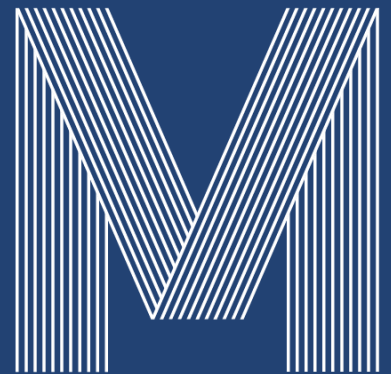

STRATEGYNZ

IMPROVING STRATEGY STEWARDSHIP IN THE PUBLIC SERVICE
WELLINGTON, NEW ZEALAND (22 OCTOBER 2015)



MCGUINNESS INSTITUTE

AS AT FEBRUARY 2015 ...NEXT STEPS

- Report to be published later this year bringing all this work together (late May)
- History of 'goals' directing the public service (any help greatly appreciated)
- More analysis of the data to be completed
- Open to suggestions/discussions on way forward
- Meeting with Hon. Bill English
- Offer to meet with CE of all government departments to discuss index

ASSUMPTIONS

Strategy stewardship matters because without a discussion on strategy the policy landscape would be riddled with goals, with no clarity around which goals are achievable nor any collaboration over how to achieve them.

A public management system that holds strategy stewardship as a core value will result in a country that is prepared to tackle the policy issues of the future in a cost-effective, integrated and community-focused manner.

Strategy is the tool we must use to consider and prioritise the vast array of different possible futures that await us.

OUR APPROACH

3 OUTPUTS

The Government Department Strategies Index Update 2015 Tables

MCGUINNESS INSTITUTE

Working Paper 2015/04 GDS Index Update and Analysis of Government Department Strategies Between 1 July 2014 – 30 June 2015

Authors: Wendy McGuinness and Madeleine Foreman

1.0 Purpose

GDSs are critical instruments able to bring about change. They track and describe the means to desired ends. However, if there is no due diligence as to the content and structure of GDSs, they may in fact operate solely as blunt instruments – delivering the public more harm than good. The purpose of this working paper is to outline the methodology and main observations from the most recent analysis of Government Department Strategies (GDSs), which form the GDS Index Update 2015. This paper is a sister document to the recently published GDS Index Update 2015 Tables publication.

In particular, this paper aims to take a closer look at the content of GDSs published between 1 July 2014 and 30 June 2015, in order to discuss examples of 'best practice' in drafting GDSs. This paper highlights the examples of good practice seen in recently-published GDSs, in order to continue to contribute to the discussion what makes a 'good' GDS, and to identify the key areas for strengthening strategy development in the public service.

It is the intention of the Institute to update the Government Department Strategies Index each year, with an eye to establishing a culture of 'best practice' and guidelines for GDS-devising in the public service.

2.0 Terminology

In this working paper, a 'government department strategy' (GDS) is defined in terms of four criteria:

A 'government department strategy' must:

1. be a publicly available statement or report;
2. be generated by government departments with a national rather than a local focus;
3. contain long-term thinking, in such a way that the strategy links to a long-term vision or aim, and ideally provides clarity over the factors that may impinge on the attainment of that vision or aim; and
4. guide the department's thinking and operations over the long term (i.e. contain a work programme to achieve change over two years or more).

The term 'government department strategy' (GDS) was developed by the Institute and is used in place of the term 'central government strategy' (CGS), which was used in the Institute's 2007 report on this topic. This change was made to prevent confusion between 'central government departments' and 'central government agencies', as the latter is used by government to describe the three core departments (the Treasury, State Services Commission and Department of the Prime Minister and Cabinet). For the purposes of this working paper, the term 'government departments'

About the authors:

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Madeleine Foreman is a fourth-year student at Victoria University of Wellington studying towards a BA/LLB.
Published 22 October 2015, ISBN 978-1-972193-73-0 (PDF)

GDS INDEX UPDATE AND ANALYSIS OF GOVERNMENT DEPARTMENT STRATEGIES BETWEEN 1 JULY 2014 – 30 JUNE 2015 | 1
MCGUINNESS INSTITUTE WORKING PAPER 2015/04

October 2015

Report 15

2058

Improving Strategy Stewardship in the Public Service

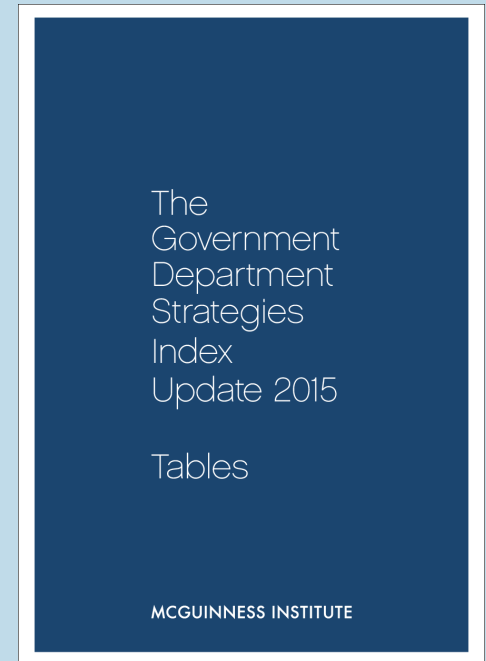
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OUTPUT I: INDEX TABLES

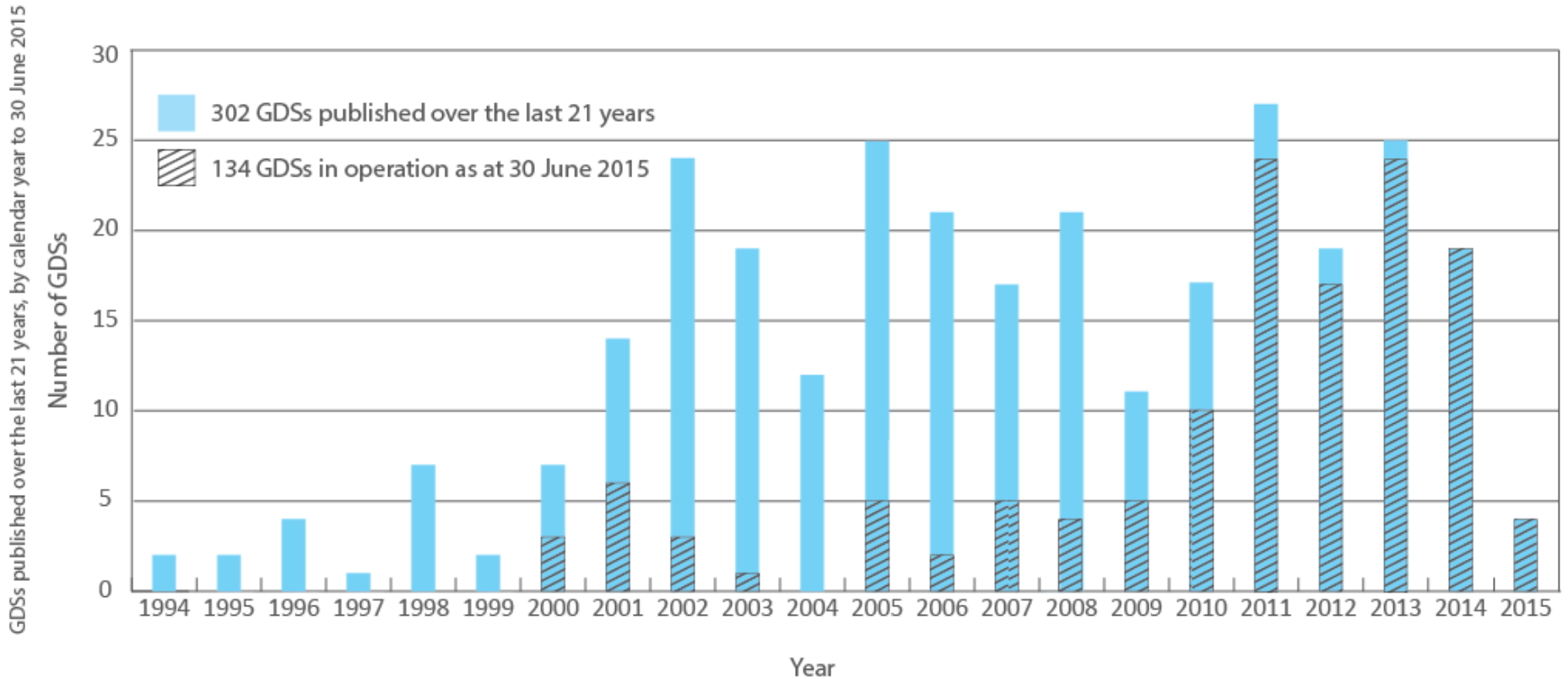
WHAT IS A 'GOVERNMENT DEPARTMENT STRATEGY'?

A government department strategy (GDS) must:

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GDSs by Calendar Year



Deletions from the GDS Index by Financial Year	Reason for deletion	Publication date
1. Drug and Alcohol Strategy 2014 (Dept of Corrections)	Expired	2009
2. New Generation National Library: Strategic Directions to 2017 (DIA)	Expired	2007
3. Geodetic Physical Infrastructure Strategy (LINZ)	Expired	September 2012
4. The Power of 'Where' Drives New Zealand's Success (LINZ)	Expired	2013
5. New Zealand Arts, Cultural and Heritage Tourism Strategy to 2015 (MCH)	Expired	September 2008
6. New Zealand's Climate Change Solutions: Sustainable Land Management and Climate Change: Plan of Action: A Partnership Approach	Expired	September 2007
7. New Zealand Packaging Accord (MfE)	Expired	July 2004
8. Meeting the Challenges of Future Flooding in NZ (MfE)	Expired	August 2008
9. Our Future Together: New Zealand Settlement Strategy (MBIE)	Expired	2007
10. New Zealand Energy Strategy to 2050: Powering our Future: Towards a Sustainable Low Emissions Energy System (MBIE)	Expired	October 2007
11. Defence Capability Plan 2011 (Ministry of Defence)	Expired	September 2011
12. Disability Support Services Strategic Plan (MOH)	Replaced by updated version	March 2012
13. Strengthening Families for Wellbeing (MSD)	Expired	1998
14. National Infrastructure Plan (Treasury)	Transferred to 'all of Government' strategy	July, 2011

Additions to the GDS Index by Financial Year	Month Published
1. Community in Mind, Hei Puāwai Waitaha – a flourishing Waitaha: Strategy for rebuilding health and wellbeing in greater Christchurch (CERA)	June 2014 #
2. RR25%: Reducing Re-offending Strategy 2014–2017: Year One (Dept of Corrections)	November 2014
3. Cadastre 2034: A 10-20 Year Strategy for developing the cadastral system: Knowing the ‘where’ of land-related rights	February 2014 #
4. Topographic Strategy	March 2015
5. Cultural Sector Strategic Framework (MCH)	August 2014
6. He Whare Āhuru He Oranga Tāngata – the Māori Housing Strategy: Directions 2014 to 2025 (MBIE)	July 2014
7. The New Zealand Migrant Settlement and Integration Strategy (MBIE)	March 2015
8. A Nation of Curious Minds, He Whenua Hihiri I Te Mahara: A National Strategic Plan for Science in Society (MoE)	July 2014
9. Disability Support Services Strategic Plan 2014–2018 (MoH)	June 2015
10. Implementing Medicines New Zealand (MoH)	June 2015
11. Te Rautaki Reo Maori: Maori Language Strategy 2014 (June 2014)	July 2014
12. Community Investment Strategy (MSD)	June 2015

OUTPUT 2: WORKING PAPER 2015/04

- There is currently no guide for departments on how to produce a GDS, nor is there a register.
- The GDS Index ranks each strategy (out of 134), each department (out of 29) and each sector (out of 10) against 22 sub-elements using a scorecard.
- This is the first index on GDSs anywhere in the world.
- The results illustrate what we are doing well and, more importantly, what we are not.

Working Paper 2015/04
GDS Index Update and Analysis of Government Department
Strategies Between 1 July 2014 – 30 June 2015

Authors: Wendy McGuinness and Madeleine Foreman

1.0 Purpose

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GDS INDEX UPDATE AND ANALYSIS OF GOVERNMENT DEPARTMENT STRATEGIES BETWEEN 1 JULY 2014 – 30 JUNE 2015 | 1
MCGUINNESS INSTITUTE WORKING PAPER 2015/04

CHARACTERISTICS OF A GOOD GDS

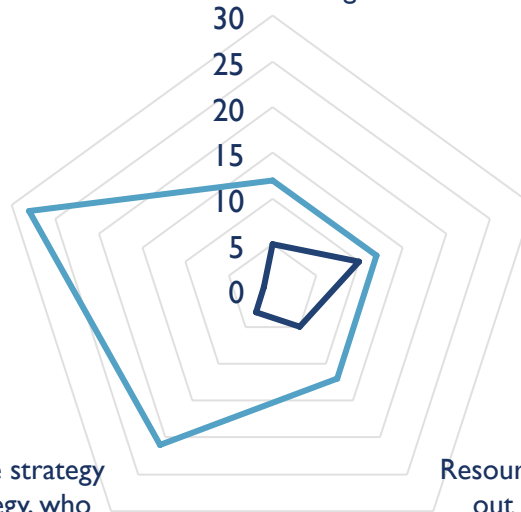
Radar Diagram

— Actual Strategy — Average Strategy

Purpose [what]: The strategy explains what/who will benefit from the strategy being implemented, what choices/priorities are being made and outlines what success might look like.

Alignment [quality of fit]: The strategy aligns both with internal goals (within the department) and external goals (within the overall strategy framework within the public service).

Accountability [who is responsible]: The strategy sets out who will implement the strategy, who will report against what indicators and who will review the strategy.



Context [why]: The strategy outlines why in terms of being informed by the past, builds on the present, and optimises the future (taking into account risk/reward and the probable, possible and preferred futures).

Resources [how/when/where]: The strategy sets out how it will be implemented, over what duration/timeframes, using what financial resources, assets and partnerships.

The Government Department Strategies Index 2015



THE GDS PROFILE

I Rank

Cultural Sector Strategic Framework 2014–2018

This Government Department Strategy [GDS023]	20 out of 134
Department Ministry for Culture and Heritage	1 out of 1 in this department
Sector Maori, Other Populations & Cultural Sector	5 out of 7 in this sector

II About the strategy

Date published	2014 August
Signed by a minister	Not signed
Duration	48 months
Number of pages	7

The approach: How does the department plan to use the broader environment in which it exists (element 1) to leverage its strengths and embrace its weaknesses (element 2) so that it can provide benefits in accordance with its vision (element 3)?

The approach is to ensure that the cultural sector works in a cohesive, collaborative fashion to increase value in this sector in the long-term.

Read more about the GDS's vision on page 6.
Is the strategy illustrated? Yes, see page 6.

III Assessing stakeholder usefulness

If a public servant new to the policy area had an hour to read this GDS, would they be able to understand the approach (element 4) and the implementation and review processes (element 5)?

The key points and principles guiding the strategy are clear. The layout of the GDS is user friendly and logical. The section outlining 'current state 2014' and 'future state 2018' is very well presented and features strong vision statements for the outcomes sought.

If an uninformed member of the public had 30 minutes to read this GDS, would they be able to understand the purpose (element 3), the approach (element 4), the implementation and review processes (element 5) and how this approach fits with the broader goals of government (element 6)?

The overall purpose is sufficiently explained. It is mentioned that monitoring of the GDS's progress will occur by 2018; however, there is not sufficient description of the review process. The GDS is very brief in its description of outcomes, which makes it easily understood; however, these strategic outcomes need more detail.

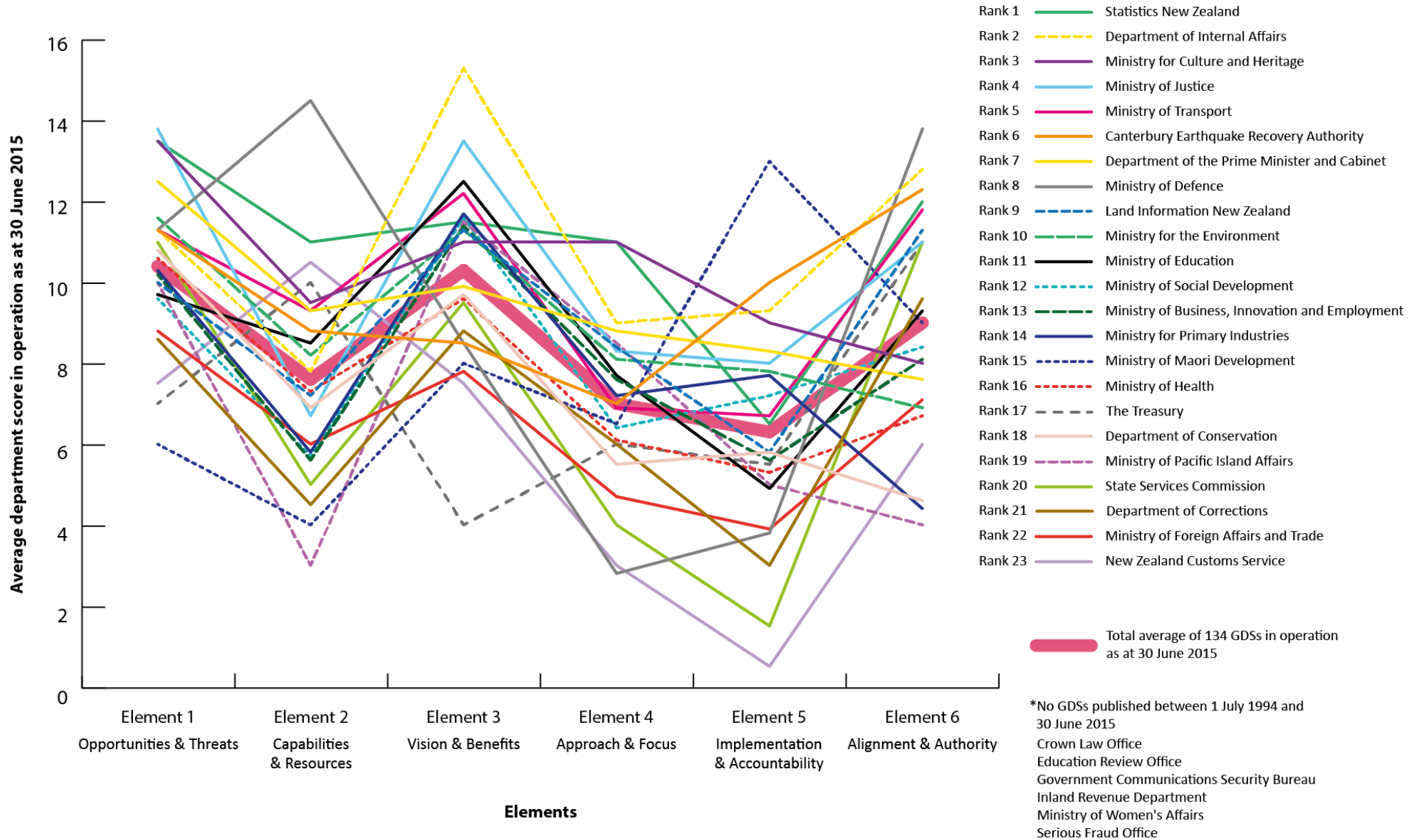
IV The radar chart



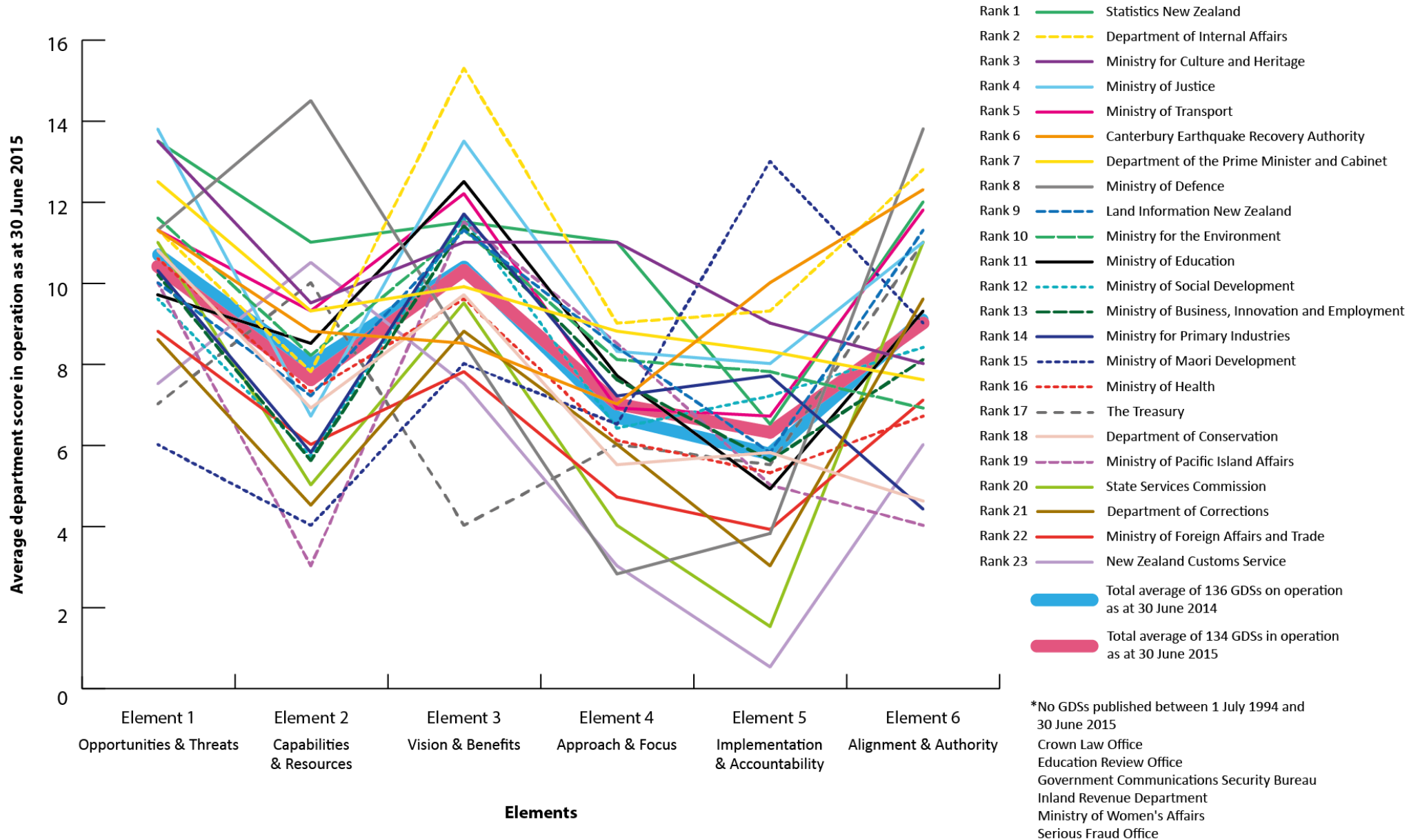
V The scorecard

Elements 1–6	Score	Rank/134
1 Opportunities and Threats What is the external environment?	13.5	13
1.1 Does it identify opportunities going forward?	3.5/4	16
1.2 Does it identify threats going forward?	2/4	78
1.3 Does it contain a clear statement describing the problem that this strategy is trying to solve?	8/8	1
2 Capabilities and Resources What are the internal strengths and weaknesses?	9.5	26
2.1 Does it identify current and future capabilities (e.g. skills, partnerships/relationships)?	3/4	36
2.2 Does it identify what capabilities it does not have and needs to acquire or work around?	2.5/4	45
2.3 Does it identify current and future resources (e.g. financial)?	2/4	30
2.4 Does it identify what resources it does not have and needs to acquire or work around?	2/4	27
3 Vision and Benefits What is the purpose?	11	55
3.1 Does it provide a clear vision as to what success would look like (a desired future condition)?	7/8	13
3.2 Does it identify who the beneficiaries are and how they will benefit?	2/4	99
3.3 Does it describe how success will be measured and over what time frame?	2/4	77
4 Approach and Focus What choices and trade-offs have been made?	11	6
4.1 Does it break down the vision into a number of strategic goals/objectives that are tangible, specific and different from each other?	3.5/4	39
4.2 Does it identify a range of strategic approaches to solve the problem?	3/4	10
4.3 Does it clearly describe the chosen approach, outlining what it will and will not do? See 'the approach' in part II.	3/4	11
4.4 Does it highlight the risks, costs and benefits of the chosen pathway/approach (e.g. possible unintended consequences)?	1.5/4	12
5 Implementation and Accountability Who is responsible for what?	9	32
5.1 Does it identify who is responsible for implementing the GDS?	2.5/4	76
5.2 Does it identify who will report on its progress?	2.5/4	34
5.3 Does it explain how progress will be reported (e.g. reports and statistics) and over what time frames?	2/4	47
5.4 Does it discuss whether the GDS will undergo a final review once it is completed, updated or expired?	2/4	13
6 Alignment and Authority How does it sign with the machinery of government?	8	58
6.1 Does it discuss predecessors to the strategy and identify any lessons learnt from these?	0/4	121
6.2 Does it align with its department's SDI?	2/4	50
6.3 Does it align with its department's 4YP?	4/4	1
6.4 Does it align with its department's annual report?	2/4	63
Total	62/96	20

STRATEGY DOCUMENTS AVERAGED BY DEPARTMENT

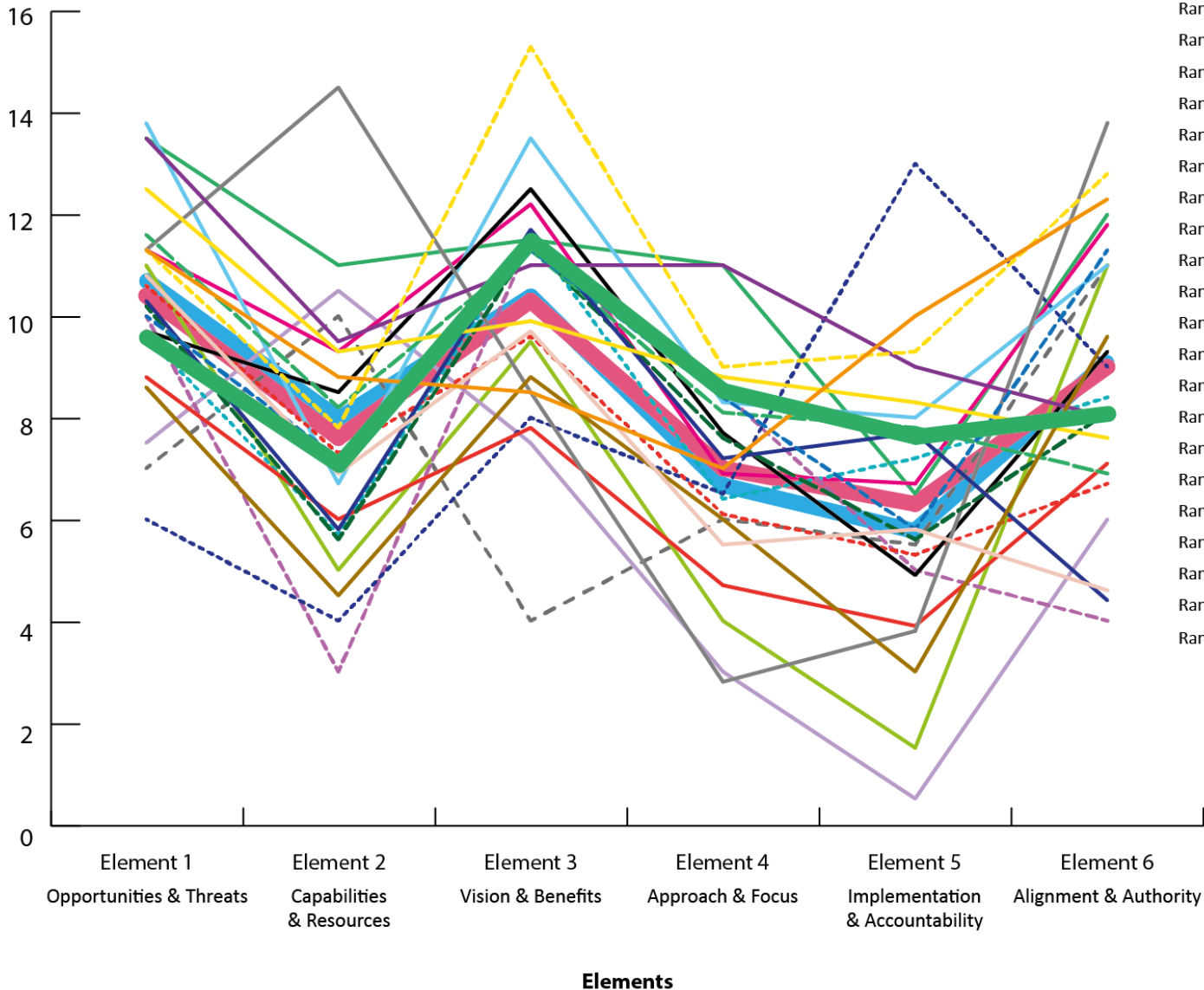


STRATEGY DOCUMENTS AVERAGED BY DEPARTMENT



STRATEGY DOCUMENTS AVERAGED BY DEPARTMENT

Average department score in operation as at 30 June 2015



- Rank 1 — Statistics New Zealand
- Rank 2 — Department of Internal Affairs
- Rank 3 — Ministry for Culture and Heritage
- Rank 4 — Ministry of Justice
- Rank 5 — Ministry of Transport
- Rank 6 — Canterbury Earthquake Recovery Authority
- Rank 7 — Department of the Prime Minister and Cabinet
- Rank 8 — Ministry of Defence
- Rank 9 — Land Information New Zealand
- Rank 10 — Ministry for the Environment
- Rank 11 — Ministry of Education
- Rank 12 — Ministry of Social Development
- Rank 13 — Ministry of Business, Innovation and Employment
- Rank 14 — Ministry for Primary Industries
- Rank 15 — Ministry of Maori Development
- Rank 16 — Ministry of Health
- Rank 17 — The Treasury
- Rank 18 — Department of Conservation
- Rank 19 — Ministry of Pacific Island Affairs
- Rank 20 — State Services Commission
- Rank 21 — Department of Corrections
- Rank 22 — Ministry of Foreign Affairs and Trade
- Rank 23 — New Zealand Customs Service

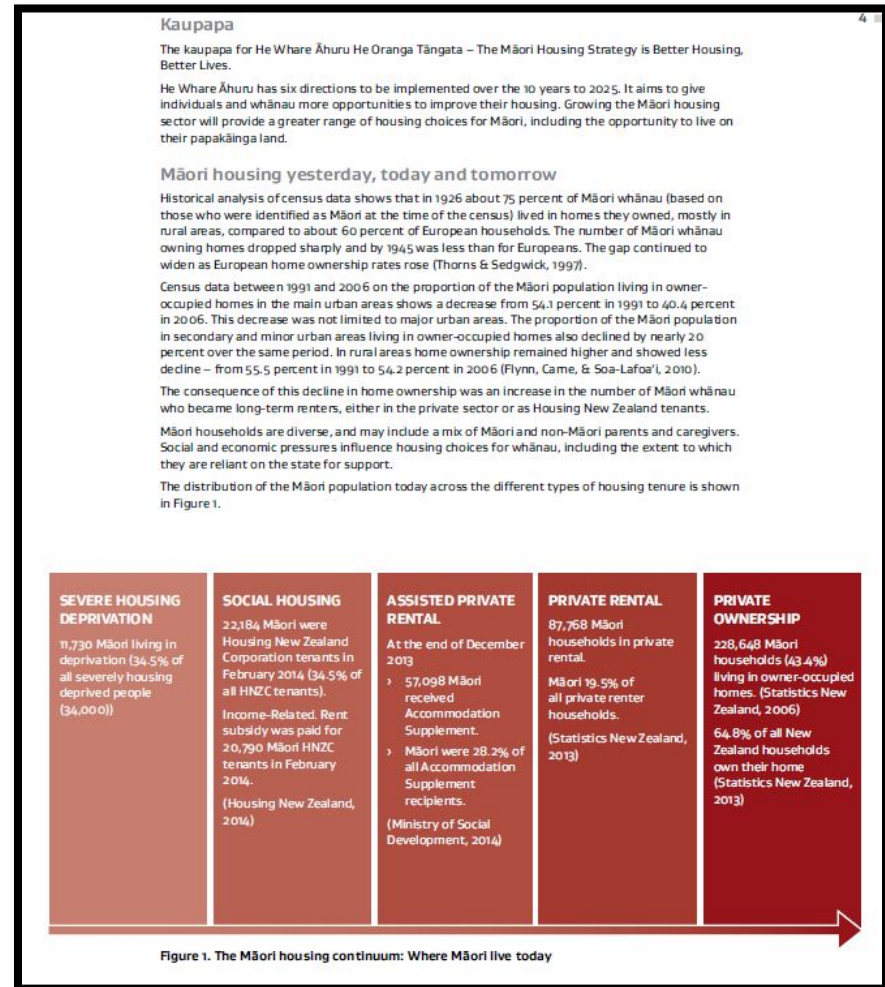
- Total average of 136 GDSs on operation as at 30 June 2014
- Total average of 134 GDSs in operation as at 30 June 2015
- Total average of 10 GDSs published between 30 June 2014 and 30 June 2015

*No GDSs published between 1 July 1994 and 30 June 2015
 Crown Law Office
 Education Review Office
 Government Communications Security Bureau
 Inland Revenue Department
 Ministry of Women's Affairs
 Serious Fraud Office

Element I: Opportunities and Threats

Does it contain a clear statement describing the problem that this strategy is trying to solve?

The Māori Language Strategy 2014
(TPK), page 4



Element 2: Capabilities and Resources

Does it identify what capabilities it does not have and needs to acquire or work around?

Cadastre 2034 (LINZ), page 33

7 Gaps

In order to achieve each goal, a number of gaps need to be closed. These have been identified in the table below.

Goals	Gaps
1. Maintain public confidence as the cadastral system is developed	While there is public confidence in the fundamental cadastre, this does not extend to the broader cadastre.
1a Governance	A There is no coherent policy direction and framework across government agencies for all property related rights, restrictions and responsibilities (especially in the broader cadastre). B There is no robust governance model to sustain and guide the development of, and manage the risks relating to, the broader cadastre. C There is no agreed funding model to enable development of Landonline and initiatives to improve the broader cadastre. D There is a lack of strong cadastral leadership across the broad cadastral system function, especially for the future. E The professional support available to underpin the fundamental cadastre does not adequately extend to the broader cadastre.
1b Disaster protection and security	F The fundamental cadastre is highly regulated but as the cadastre broadens there will emerge a need to ensure the information is protected from disaster and is not exposed to undue risk from security breaches.
1c Research and future-proofing	G There is no strategic approach to investment and collaboration in research.
2. The cadastre includes the extent of all RRRs	H Many RRRs (especially in central and local government) are currently not included or are not readily accessible and interpretable.

Element 3: Vision and Benefits

Does it provide a clear vision as to what success would look like (a desired future condition)?

The Cultural Sector Framework 2014–2018 (MCH), page 4

Medium term sector shifts and impacts

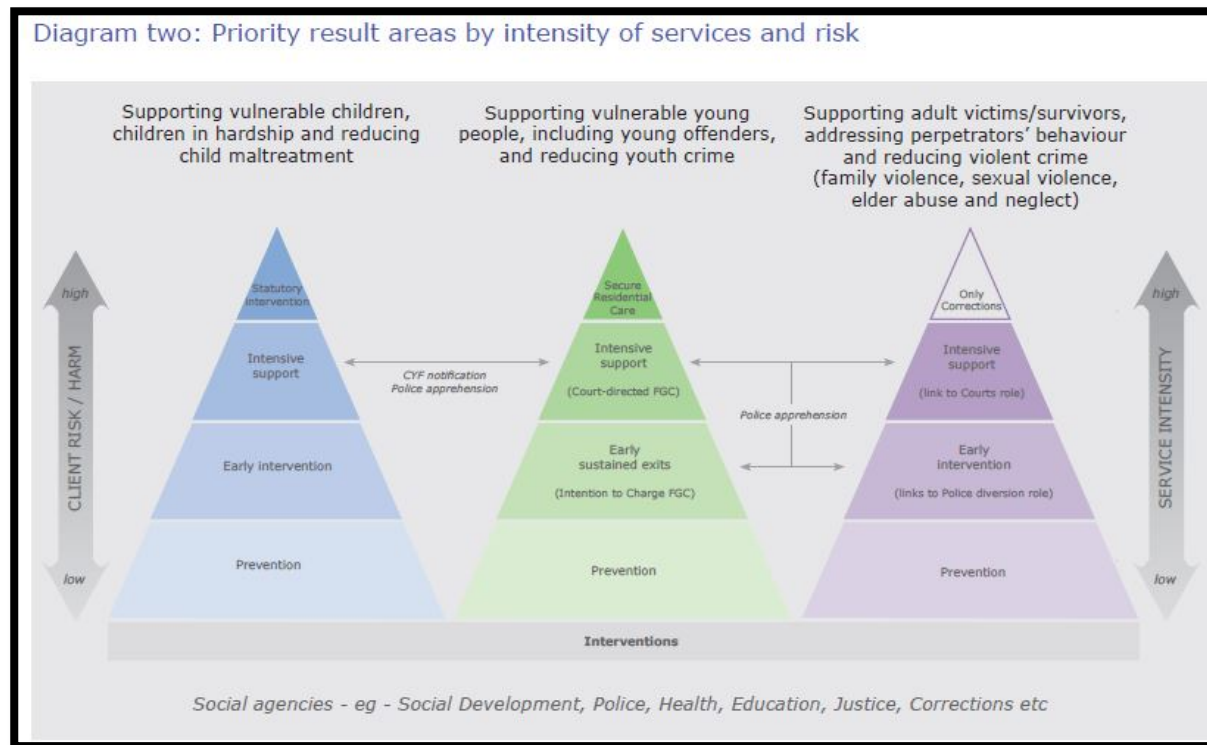
The corresponding *medium term sector shifts and impacts* to address these challenges and opportunities are:

	Current state / 2014	Future State / 2018
<i>Inclusive Identity</i>	Cultural 'infrastructure' has not kept pace with the renewed rapid rise in the diversity of the population, along with a continued urbanisation. This dynamic requires a coordinated approach that binds our sense of what it means to be a New Zealander.	New Zealanders have a strong shared sense of attachment to New Zealand, value diversity and are actively participating in our cultural life and democracy. New Zealand identity is strong globally.
<i>Māori Aspirations</i>	Cultural agencies are committed to working with iwi-Māori to support Māori cultural expression. Iwi are at varying stages in the Treaty settlement process and positioning to advance their own cultural aspirations. Iwi demand a higher level of responsiveness from government and its agencies.	Iwi-Māori, Manatū Taonga Ministry for Culture and Heritage and cultural sector organisations have strengthened capacity to advance Māori cultural aspirations for the benefit of Māori and for all New Zealanders.
<i>Front-foot Technology</i>	New Zealand creative practitioners and organisations have the skills and capability to deliver quality cultural experiences but uptake of transformative technologies to enhance production, distribution and access is variable.	New Zealand creative practitioners and organisations have mastered skills and capabilities to front-foot technological innovation. There is greater scope to select and manage production, distribution and access. New Zealand is recognised as a leader in enabling ease of access to, and re-use of, creative content.
<i>Sustainable Assets</i>	Many of New Zealand's cultural facilities are largely dependent on local government resourcing outside the main urban areas and vulnerable to declining rating bases. The Canterbury earthquakes have highlighted the challenges all communities face in maintaining cultural assets, skills and capabilities.	There is a greater clarity on the most valuable cultural assets and priorities for investing in cultural infrastructure (tangible and intangible) over time within available resources.
<i>Public Value</i>	Decision-making and choices in the cultural sector rely on expert judgement but there is an underdeveloped understanding of the public value of culture.	Decision-making and choices in resourcing cultural infrastructure and cultural activity are better informed by data, evidence and understanding of the public value of culture.

Element 3: Vision and Benefits

Does it identify who the beneficiaries are and how they will benefit?

Community Investment Strategy (MSD), page 14



Element 4: Approach and Focus

Does it break down the vision into a number of strategic goals/objectives that are tangible, specific and different from each other?

Implementing Medicines New Zealand (MOH), page 7

Empowering individuals and families/whānau to manage their own medicines and health

Health literacy is the capacity to find, interpret and use health information and services to make informed decisions about health and wellbeing. There is a connection between health literacy levels and health outcomes, and New Zealanders in general have limited health literacy skills. Building health literacy levels and a health care environment that is easy to access and navigate can contribute to individuals and families/whānau making informed decisions and taking action for their wellbeing.

Health practitioners have a key role in individuals and their family/whānau being able to manage their own medicines and health, through improved communication practices and involving consumers in decisions concerning their treatment options and care planning.

Objectives

- Medicines information is designed, produced and disseminated in ways that are appropriate for end users and that advance health literacy.
- Individuals and their family/whānau are active partners equipped with the necessary knowledge, skills and tools to manage their own medicines and wellbeing.

Actions

Current focus

All health organisations will demonstrate leadership and share knowledge about policies and pathways that make it easier for people to access and navigate the health system. This includes recognising opportunities for enhancing health literacy, and ensuring people who access health services have input into service design and delivery.

The Ministry's *A Framework for Health Literacy* is aimed at widening the focus for improving health literacy and developing associated policies and practices at all levels of the health system. A self-review guide is also available to help organisations identify areas for improvement.

The next five years

Responsible authorities, professional associations, colleges and training providers have a role to ensure that all health professionals have the opportunity to upskill and understand effective communication practices that build health literacy. In turn, practitioners can support the empowerment of individuals and families/whānau by ensuring they:

- are active partners and treatment decisions are made jointly, including which medicines are used
- understand what their medicines are for, and also how, when and for how long they should be taken
- are aware of the health information available via their patient portal and what this means for them
- are provided with care and information in ways that are appropriate for them (eg, if they have a disability) and enhance health literacy.

All health organisations will ensure easy-to-understand, appropriate and high-quality health information is made more accessible to individuals and families/whānau through trusted sources, such as websites, guidelines and brochures. Examples are the Health Quality & Safety Commission's 'Open for better care' resources and health literacy guidance and the Pharmacy Self-Care programme.

The Ministry will consider options for ensuring accurate, easily understood consumer medicine information is available for all medicines under the new regulatory regime.

Element 5: Implementation and Accountability

Does it identify who will report on its progress?

The New Zealand Migrant Settlement and Integration Strategy, (MBIE), page 2

How will we know if the Strategy is successful?

Outcomes will be measured against a number of success indicators using existing data-sets and surveys. Employment and education and training indicators will be reported annually, while the other three outcome indicators will be reported on, at two, three or five year intervals.

Government's Skilled and Safe Workplaces Chief Executive Group will monitor performance across the success indicators and a new Migrant Settlement and Integration Seniors Officials' Group of key agencies will collaborate on settlement-related policy and the purchase of services that support the outcomes and delivery effectively to migrants.

Element 6: Alignment and Authority

Does it discuss predecessors to the strategy and identify any lessons learnt from these?

Māori Language Strategy 2014, (TPK), page 1

Recent Reviews

In recent years, there have been two reviews of the Māori language sector: *Te Reo Mauriora* (2011), produced by an independent panel commissioned by the Minister of Māori Affairs; and *Ko Aotearoa Tēnei* (2011), the Waitangi Tribunal report of the WAI 262 claim that included a chapter on the Māori language. In addition, the Office of the Auditor General published a performance audit of the 2003 Māori Language Strategy.

These reviews identified some common themes, including: the ongoing fragile state of the Māori language; the need to support iwi and Māori leadership of Māori language revitalisation; the need to strengthen Crown-iwi and Māori relationships in this sector; and the importance of support for whānau Māori, hapū and iwi language development.

Seven Observations

1. GDSs tended to describe external environments more critically than their own internal realities.
2. GDSs often failed to document lessons learnt from past strategies or from the wider public service.
3. Assumptions were made but were not articulated.
4. Good structure sometimes masked bad strategy.
5. GDSs that were considered useful to the public service were also considered useful for the general public.
6. A number of GDSs read as though they were written to justify a decision that had already been made.
7. GDSs often failed to articulate who would win (and who might lose) by implementing the strategy.

OUTPUT 3: REPORT 15

Recommendations to Ministers

- 1: Require ministerial sign-off of all new GDSs
- 2: Require GDSs to be listed in Briefings to Incoming Ministers (BIMs)

Recommendations to Treasury, DPMC and SSC

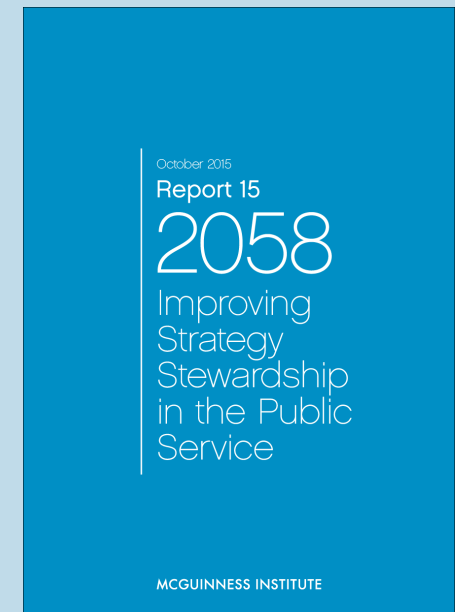
- 3: Develop a guide for developing GDSs and improve strategic culture
- 4: Appoint a central agency to independently review all new GDSs
- 5: Coordinate a government web page listing all operational GDSs
- 6: Formulate a central framework for GDSs describing how they interact

Recommendations to each Government Department CEOs

- 7: Require each department to have a designated strategy team
- 8: Require CEO to sign off on all currently operational GDSs
- 9: Require departments to list all operational GDSs in annual reports and four-year plans
- 10: Require departments to list all operational GDSs on their website
- 11: Require departments to create annual integrated reports

Recommendations to Local Councils

- 12: Integrate with and support central government strategies



THANK YOU



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A stylized graphic of the New Zealand flag, featuring the four red and white stripes of the Southern Cross constellation on a dark background, positioned on the left side of the image.

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50 results, page 1 of 5

Border Clearance Levy

Biosecurity | Ministry for Primary Industries | 16 Jun to 28 Jul 2015 | Open

The Ministry for Primary Industries and the New Zealand Customs Service are seeking feedback on the new Border Clearance Levy which comes into effect on 1 January 2016. They are looking for comment on, how it's collected, if the rates should be different for different transport type, and possible exemptions to the levy.

The levy applies to all travellers (passengers and crew) entering and departing New Zealand to recover the cost of border clearance activities such as risk assessment, x-ray screening, detector dog screening and physical inspections.

[More about the Border Clearance Levy](#)

Camping Bylaw Amendments

Local government - Wellington | Wellington City Council | 16 Jun to 17 Jul 2015 | Open

Bylaw change affecting the Te Koupahou Reserve Entrance car park

[More about](#)

Draft facility standard for animal products

Biosecurity | Ministry for Primary Industries | 11 Jun to 16 Jul 2015 | Open

A new transitional facility standard for animal products has been developed. The existing standard was formerly part of the General Transitional Facilities for Uncleared Risk (GTFUR) products. A new standard for animal products was developed to meet the requirements of managing these products. MPI would like to hear your views on the proposed changes in this

Public engagement



Accident Compensation Corporation

The ACC:

- support you if you've been injured by:
 - paying for treatment
 - helping you get back to work and everyday life as soon as possible
- work to stop injuries from happening in the first place.

Ministers



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Minister for ACC




Hon **Paul Goldsmith**
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