

# 2018 GDS Index Handbook launch

Wendy McGuinness, 2 May 2019

# Three parts

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1. What is a strategy?



2. What is a  
Government  
Department Strategy  
(GDS)?



3. What is the  
GDS Index?



# Part 1. What is a strategy?



The means to an end

- Exploring
- where you have been (hindsight),
  - where you are now (insight),
  - where you want to be (values and vision) and
  - ways you might get there (foresight)

The process is the strategy

It is not a plan, but a strategy is a higher than a plan, so they are connected

Strategy is about choice. What do we focus on and not focus on?

Strategy is a narrative that explains how to cope with the future/s

# History of the term strategy

The term is derived from the Greek word strategos meaning military leader or general.

It is made up of two words, stratos (meaning the army) and ago (meaning to lead).

1736 –  
lesser and  
higher parts  
of the art  
of war

Marshal Maurice de Saxe's wrote *My Reveries Upon the Art of War*.

He argued that commanders must understand the lesser parts, though elemental and mechanical, covering methods of fighting and discipline, as they provided the “base and the fundamentals of the military art.”

Once Saxe had dealt with those in the first part of his book, he then moved on to the higher — “sublime” — parts, which he suspected might interest only experts. This meant moving beyond the “methodical,” suitable for ordinary minds, to the “intellectual,” with which the ordinary might struggle. **This is why war was like the other “sublime arts.” Application was not enough. There must be talent and excellence.**

1772 –  
lower and  
higher levels  
of military  
tactics

Jacques-Antoine-Hippolyte, Comte de Guibert, wrote *Essai Général de Tactique*.

Elementary tactics contained ‘all detail of formation, instruction, and exercise of a battalion, squadron, or regiment.’

The higher level, to which all other parts were secondary, was ... **the science of the generals.** This part was ‘of itself everything, since it contains the art of conveying action to troops.’

1799 –  
military tactics  
versus  
military strategy

Heinrich von Bülow, who served in the Prussian army, theory was:

**All operations of which the enemy was the object, were operations of Tactics; and**

**that those of which he was merely the aim and not the direct object, were made a part of Strategics.**

Rather than fight a “hostile army,” better to attack the means by which this army kept itself supplied, which meant that the “flanks and rear must be the objective of operations,” even in an offensive war, and frontal operations should be avoided.

1950s –  
military strategy  
versus  
business strategy

Strategy first emerged as a management concept in the 1950s and early 1960s in the United States of America (USA).

In both business and the military, strengths were used to exploit competitors' weaknesses.



# 1980s – The difference between business strategy and government strategy

Common themes:

- A focus on the long-term direction
- Durable sustainable success
- Linking internal and external environments

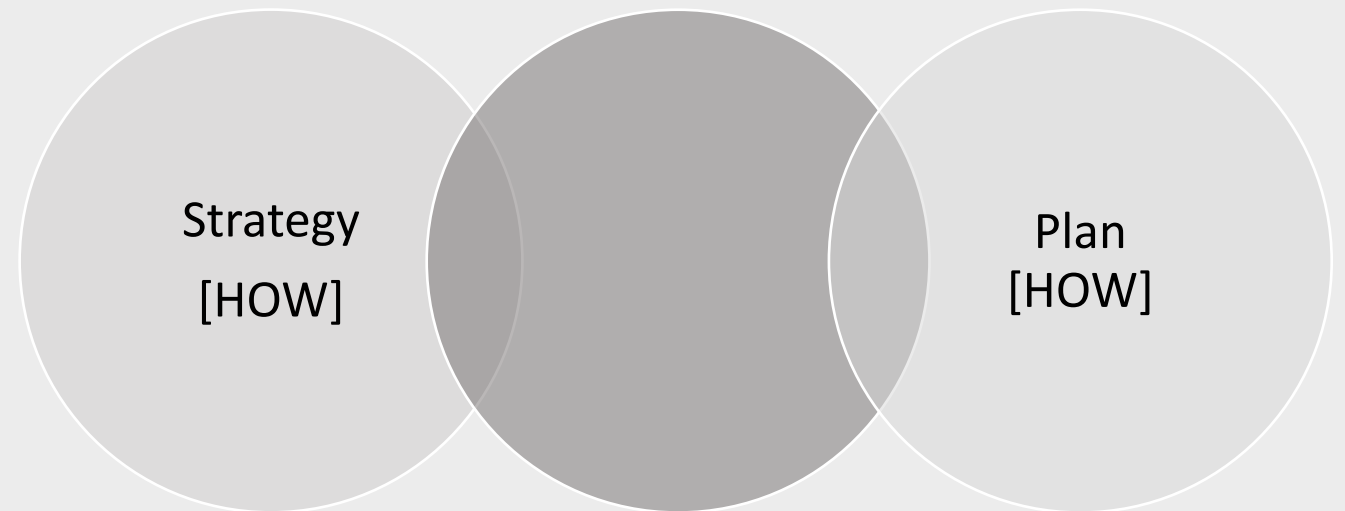
Key differences:

It is not winning or losing but about a win-win for society. It is about:

- building connections and resilience in society,
- using public resources efficiently and effectively,
- empowering citizens to bring about change through collaborating and/or working separately towards the same goals.

# 2019 – The difference between a plan and a strategy

Henry Mintzberg, in the *The Rise and Fall of Strategic Planning* (1994) said that ‘Strategic planning is an oxymoron’. What he means is that the minute a formal strategic planning process codifies into goals and action, it ceases to be strategic. Mintzberg believes that organisations should remain in a strategic posture at all times.



# Part 2. What is a government department strategy document?



Not  
all strategy  
is external



Not  
all strategy  
is long term



Not  
all strategy  
is made  
public



It is a strategic  
document that  
has been  
prepared by a  
government  
department/s for  
citizens



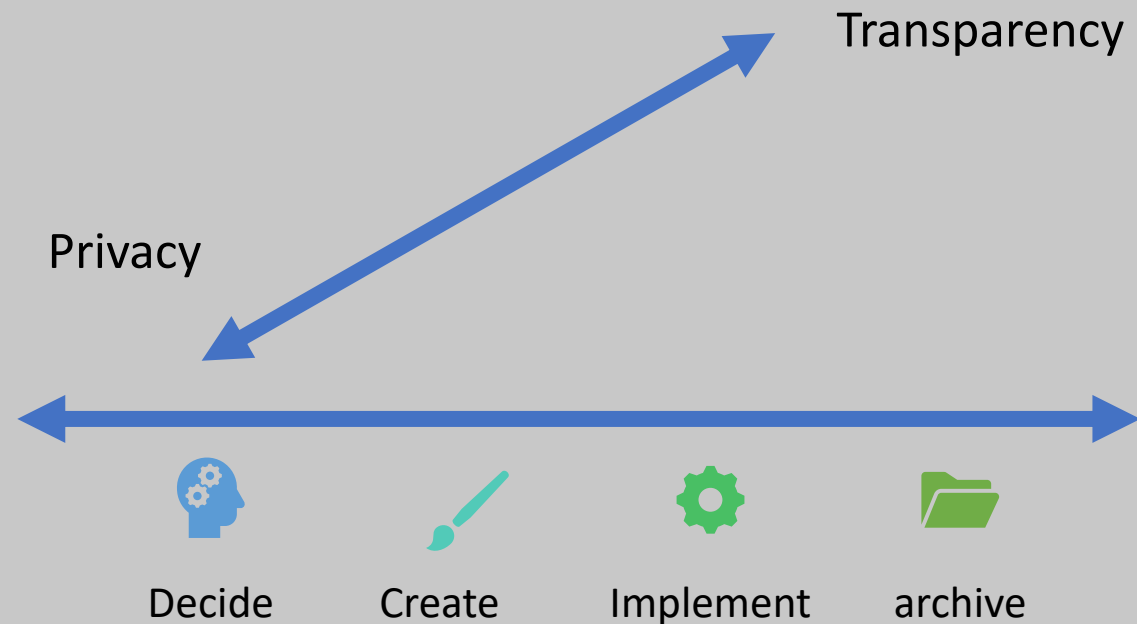
It focusses  
on solving  
complex  
issues



Requires  
implementation  
over a long term  
(e.g. over 2  
years)

# Q2a: When should a strategy become public?

‘Two potentially competing principles of good government: officials should provide free and frank advice to ministers, and the public should have opportunities to participate in decision making and hold the government to account.’



## Q2b: Is a GDS framework necessary?

Most private sector organisations develop a rich and complex strategic framework that focus on these points:

1. Specific business objectives for each strategy.
2. Identify which goals have priority over others.
3. Map relationships between the various strategies. Showing, for example, which of them support others.

To our knowledge there is no framework. Issues for consideration in creating one include whether:

- A steward be made responsible (e.g. operating and archived)
- A hierarchy should exist (i.e. should there be a type of whole-of-government strategy (e.g. if of national significance or jointly held)
- Ownership clarified i.e. Ministers or CEOs

# Q2c: Is a GDS a corporate document?

Note: The term corporate document is used broad here as it is emerging language. Government departments are not corporations, but they are entities.

If they are official documents of the entity, as in required in legislation, signed by a Minister, signed off by Cabinet, we would argue they are corporate documents and should be treated as such on website and in their care as an archive.

# Part 3. What is the GDS Index?



Created a definition of what makes a GDS



Records all GDSs published since 1994



Lists all GDSs in operation and archived



Scores and ranks each operational GDS



But does not review the quality of the strategic approach



And does not review the alignment between the six elements in the *Scorecard*

# The GDS Index Method

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Stage 1: Excel OIA (showcases correspondence with departments)

Stage 2: Excel Master (413 GDSs since July 1994)

Stage 3: Excel Scoring (148 GDSs in operation)

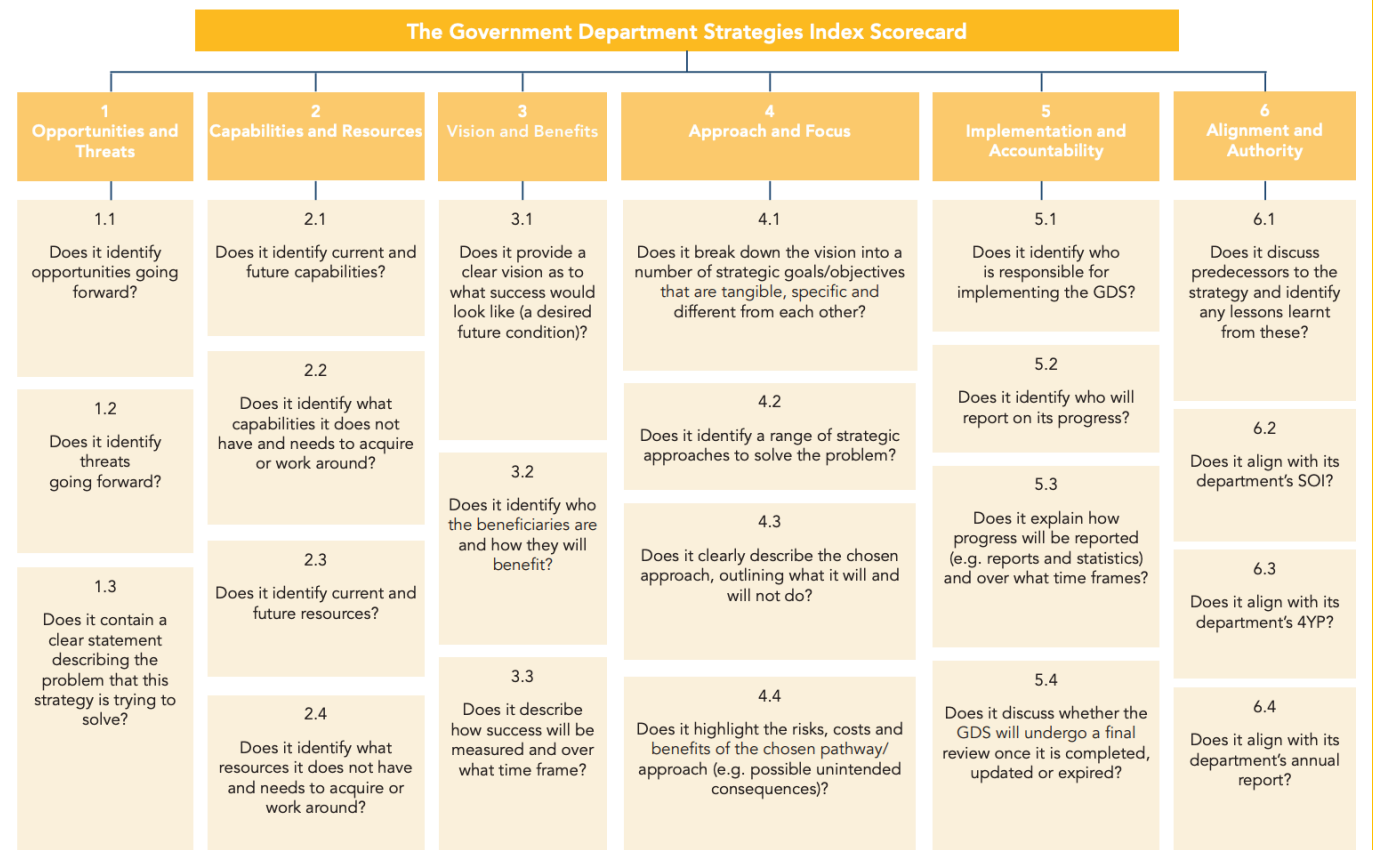


# The GDS Index Scorecard

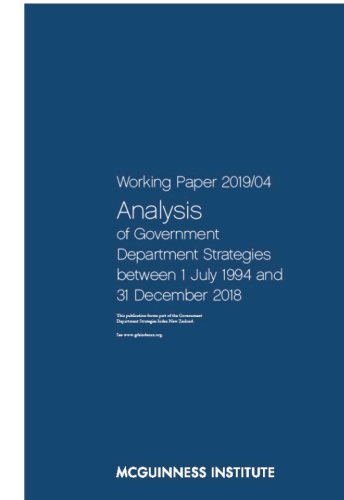
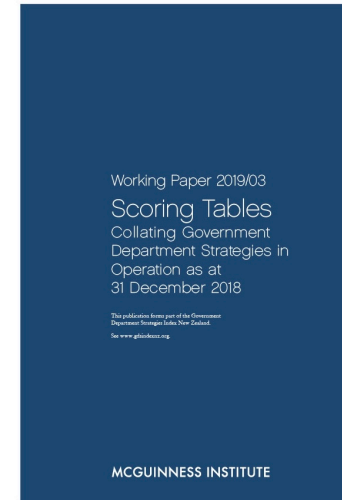
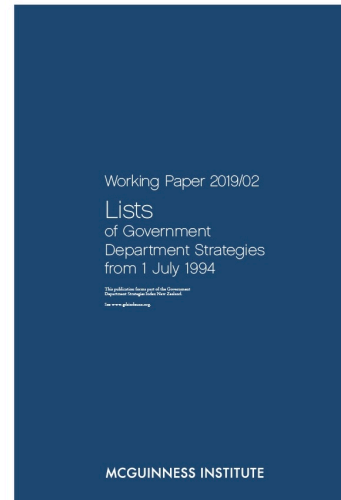
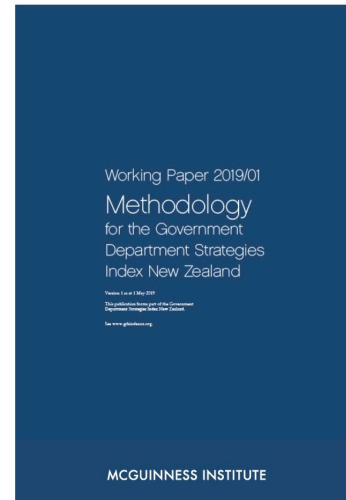
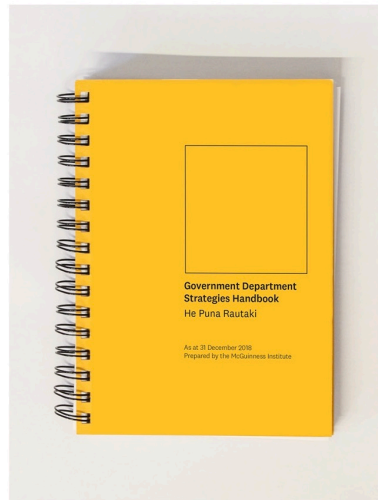
The *Scorecard* identified six elements, which is then further broken up into a further three or four sub-elements. Each element has a total score of 16, being a total of 96 points.

The *Scorecard* was identified in 2014.

## HOW TO ASSESS THE CONTENT OF A GOVERNMENT DEPARTMENT STRATEGY (GDS) DOCUMENT



# The GDS Index Publications



# The GDS Index Website



Contains

- PDFs of all GDSs in operation (see the home page)
- PDFs of all archived GDSs (see the archive register)
- List of all relevant publications from the 2014, 2015 and now 2018 GDS Index

# The top scoring GDS in the 2018 GDS Index

**List D: GDSs in rank order (148)**

This ranking evaluates the extent that essential information is provided in the GDS documents so that readers can go on and source the quality of the approach for themselves. It does not rate the content of the GDS. For further information on what contributes to the scoring and ranking processes, see Working Paper 2019/01 - Methodology for the Government Department Strategies Index New Zealand.

Rank	GDS Title	Score
1	Biosecurity Science Strategy for New Zealand - Mahere Rauraki	150
2	Putako Whakamaru	149
3	Rising to the Challenge - The Mental Health and Addiction Service Development Plan	148
4	Tau Whā Te Ripo - The Māori Language in Education Strategy	147
4+	Ka Hikita - Accelerating Success: The Māori Education Strategy Strategy to 2040 - He Kai Kōi Aka Ringa	147
6	Cultural Sector Strategic Framework	146
7	Falva Ora 2016-2021 - National Framework	145
8	Nation of Curious Minds - He Whenua Hihiri   Te Māhara: A National Strategic Plan for Science in Society (jointly held between MfE and MBIE)	144
9	National Statement of Science Investment	143
10	Urban Design Paper 2016	142
11	Clean Design Protocol	141
12	Youth Justice Work Programme (previously called Youth Crime Action Plan)	140
13	National Health IT Plan Update	139
14	Pacific Economic Strategy	138
15	Transforming the New Zealand Strategy	137
16	Nation of Curious Minds	136
17	Strategic Plan for...	135

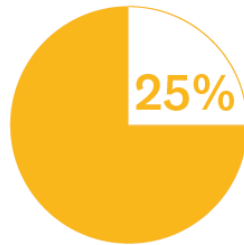


# By the numbers: Publication and content

## 2018 GDS Index: By the numbers

· GDSs – Government department strategies · 413 – All GDSs published since July 1994 · 148 – GDSs on the 2018 GDS Index

### Publication



**25%** of operational GDSs (37 out of 148) replaced a previous GDS.



**5** department websites were the only sites to include a list of their operational GDSs.

**1** GDS had a name change (when it was transferred from MoJ to Oranga Tamariki).

**53%** of operational GDSs (78 out of 148) were published in the last four years.



**18%** of operational GDSs (27 out of 148) failed to include a publication date.

**4.5** years was the average age of an operational GDS.

**6.7** years was the average age of an archived GDS.

### Content



**36** pages was the average length of a GDS.

**298** pages was the longest. **1** page was the shortest.

**17%**

of operational GDSs (25 out of 148) included a te reo Māori title alongside English.

**7** departments released GDSs as part of a series.

# By the numbers: Low-level systems

## Low-level systems

**8%**

of all GDSs published since July 1994 (34 out of 413) were jointly held.

**9** GDSs were transferred to other departments since the 2014 GDS Index.



**7%** of operational GDSs (11 out of 148) are jointly held.

**4**

departments do not hold any operational GDSs.

# By the numbers: High-level systems

## High-level systems



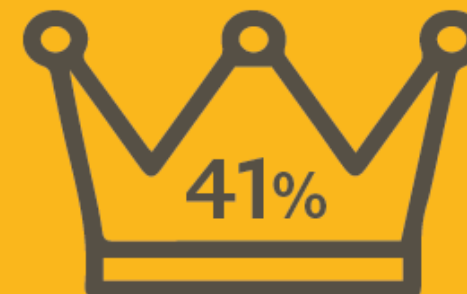
**31%** of all GDSs published since July 1994 (128 out of 413) were not signed.

# 30%

of operational GDSs (44 out of 148) were not signed.

**15** GDSs were specified in legislation. The number of GDSs approved by Cabinet is unknown.

**2** departments (MBIE & MoJ) operated GDSs across Budget Votes.



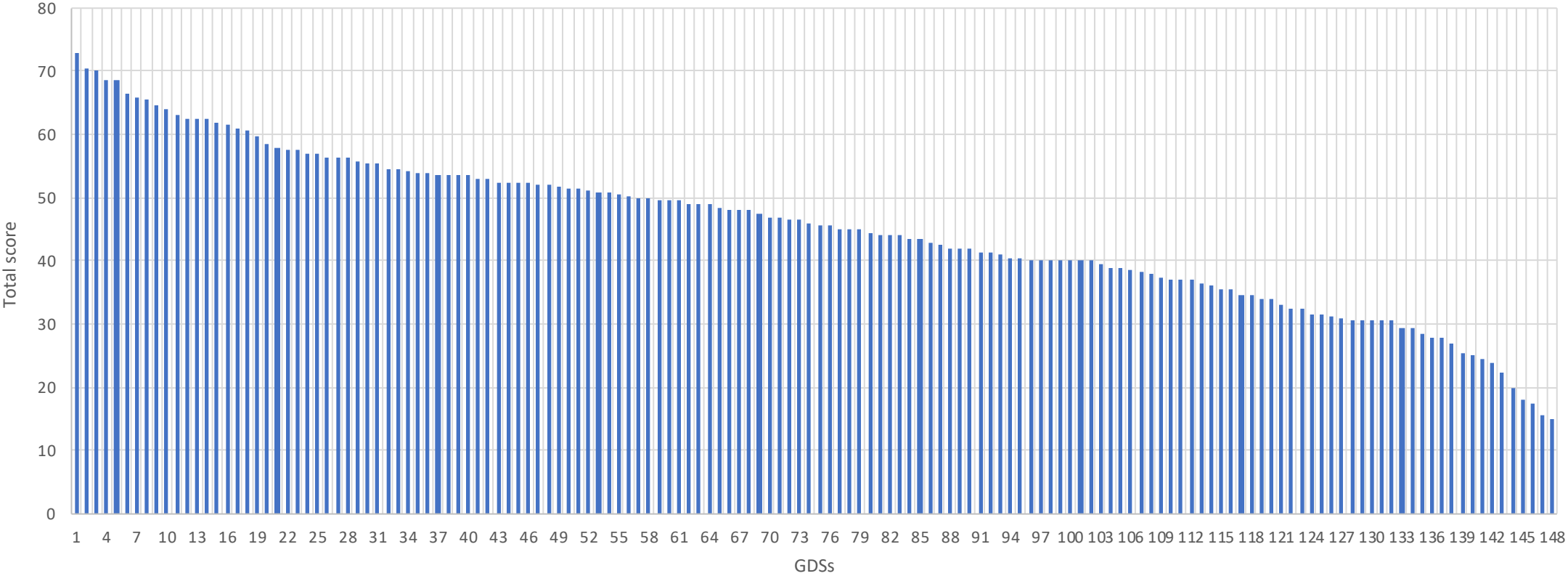
**41%** of operational GDSs (61 out of 148) were signed by the Crown only.

Source: McGuinness Institute. (2019). *Working Paper 2019/04 - Analysis of Government Department Strategies Between 1 July 1994 and 31 December 2018*. Retrieved from <http://www.mcguinnessinstitute.org/working-papers>.

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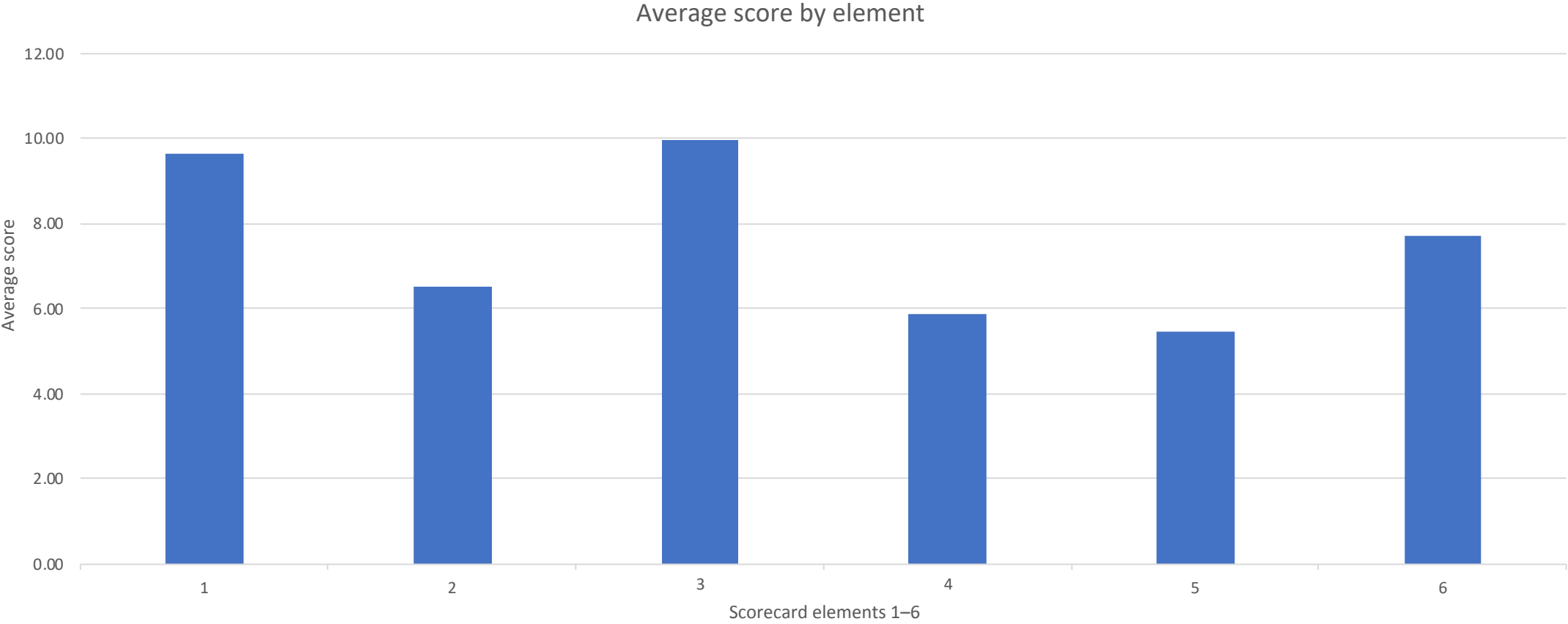
# Total scores of operational GDSs [148] from highest to lowest

Total scores of operational GDSs [148] from highest to lowest

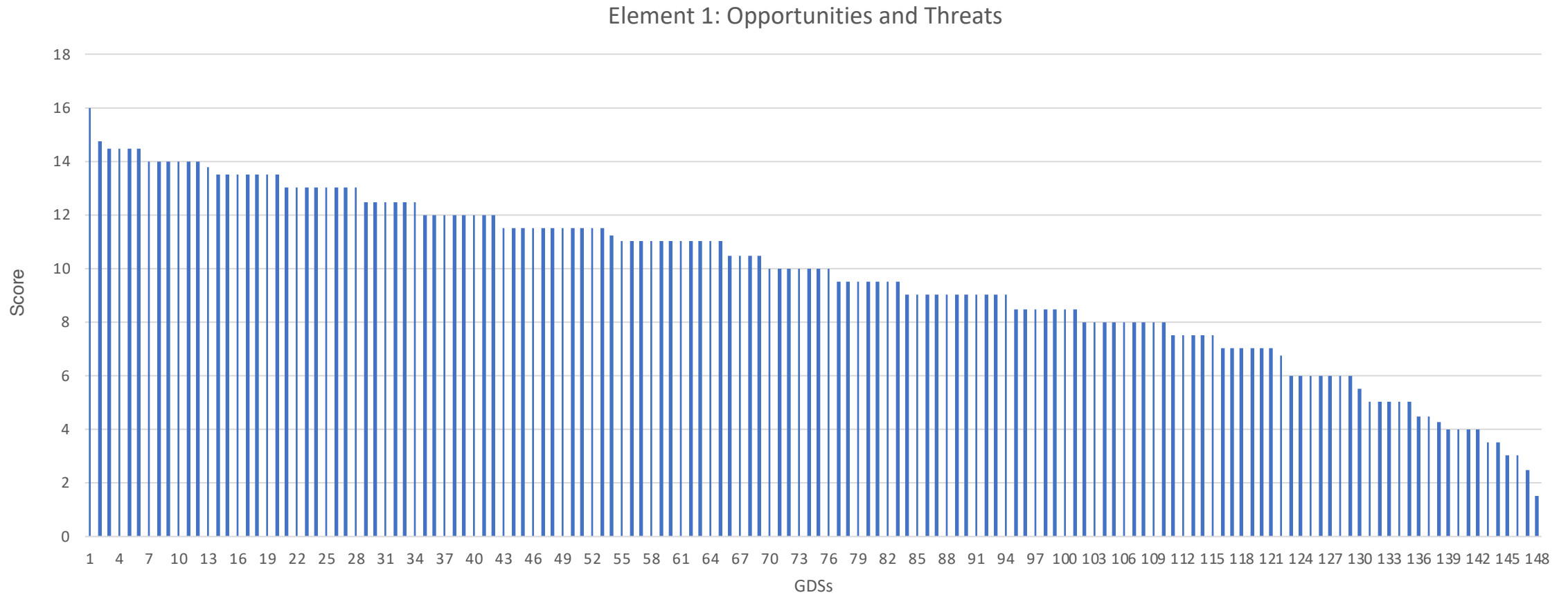




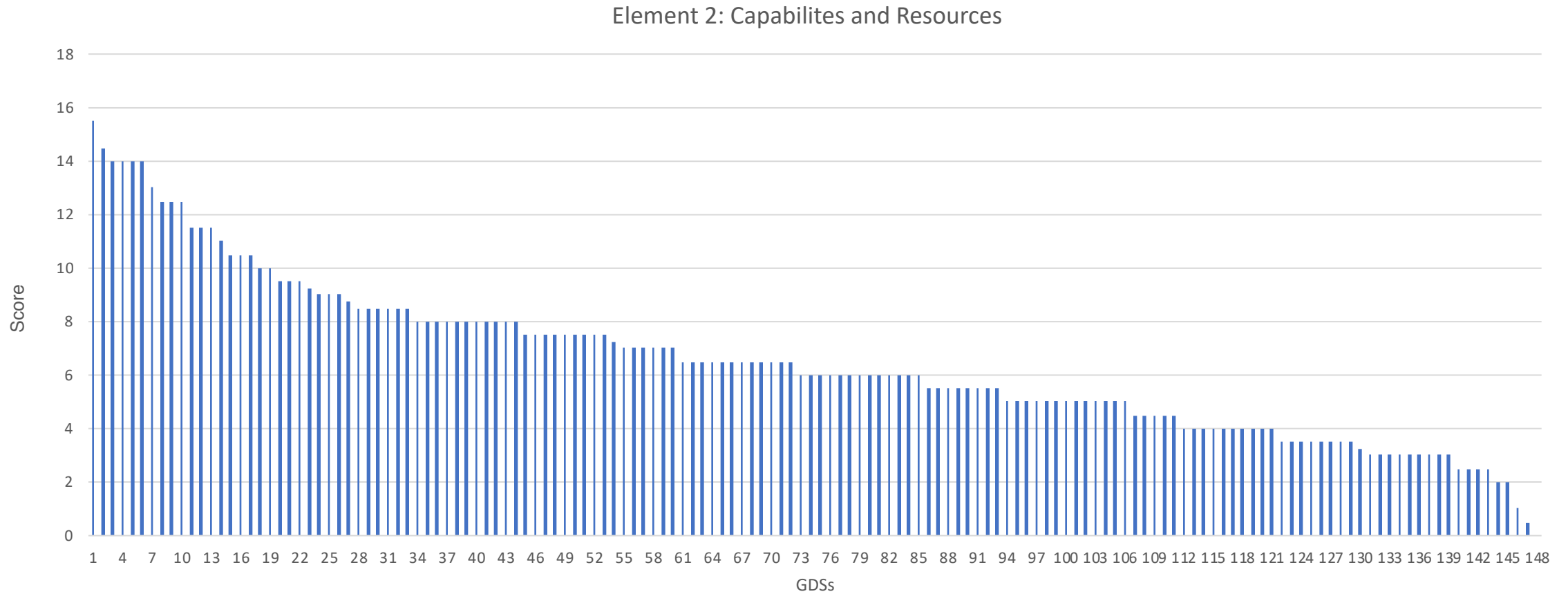
# Average scores for each element



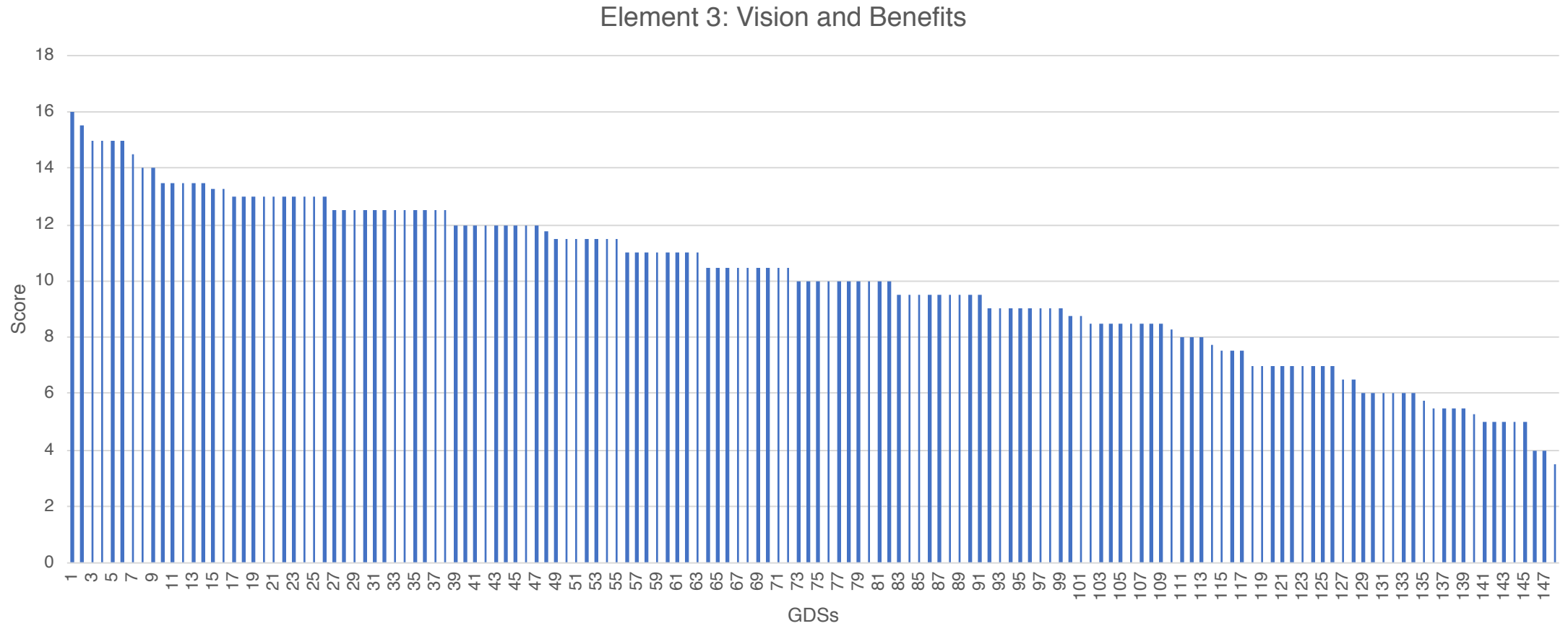
# Element 1: Opportunities and Threats



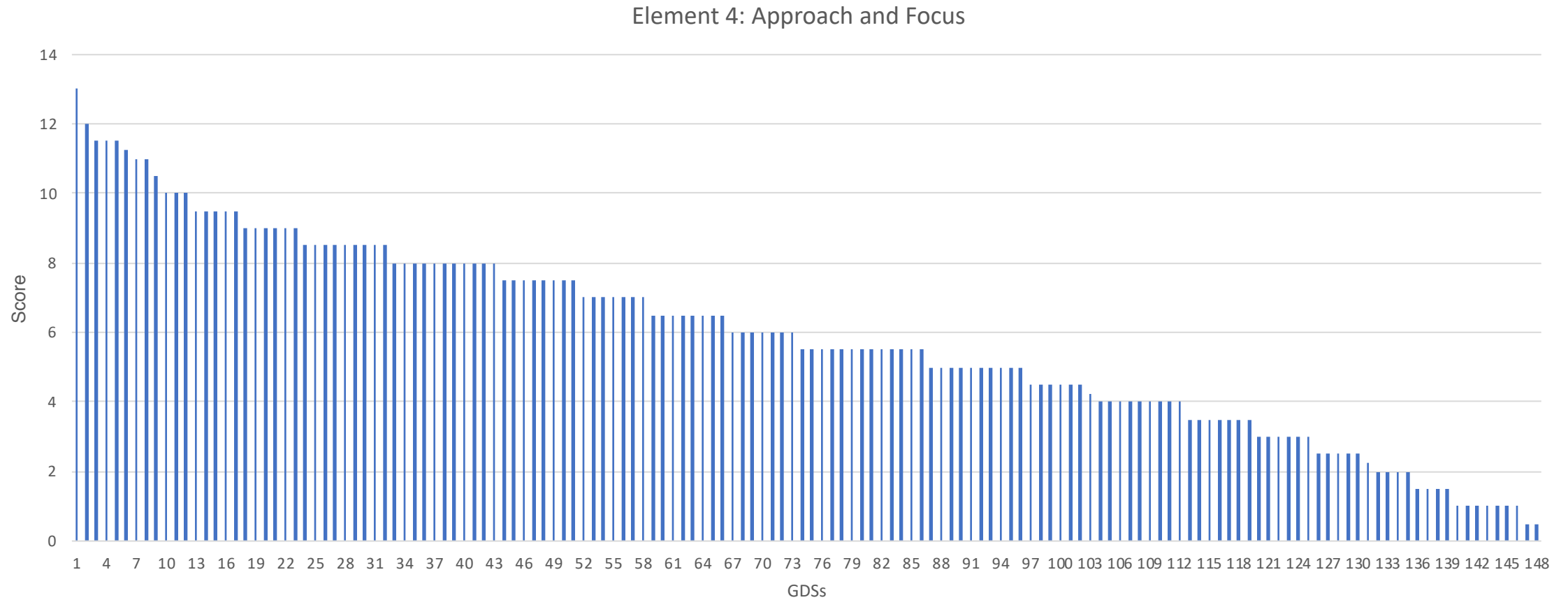
# Element 2: Capabilities and Resources



# Element 3: Vision and Benefits

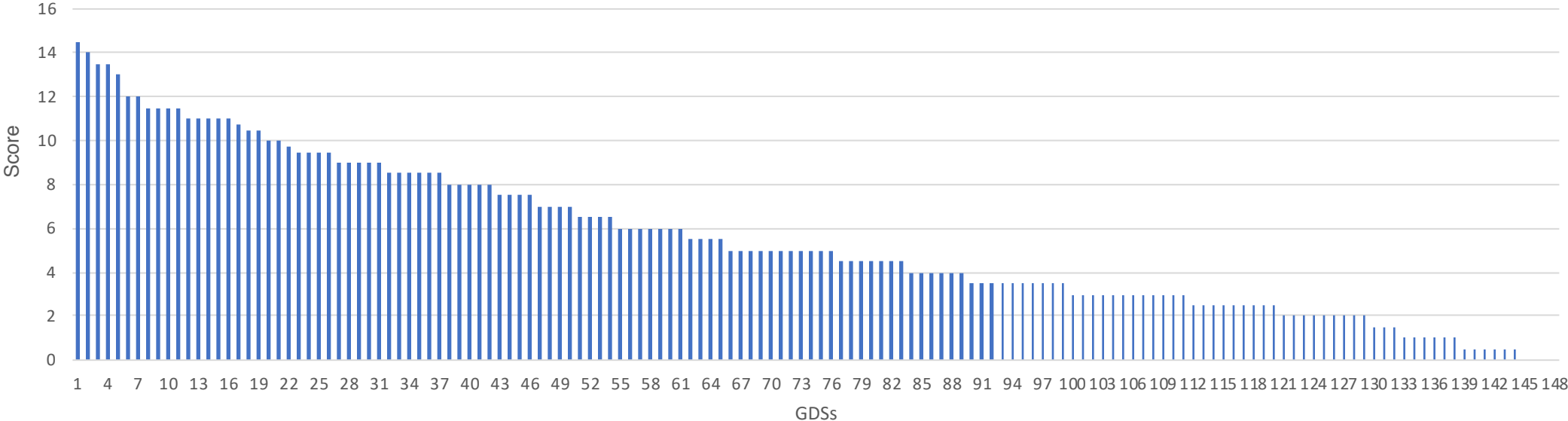


# Element 4: Approach and Focus

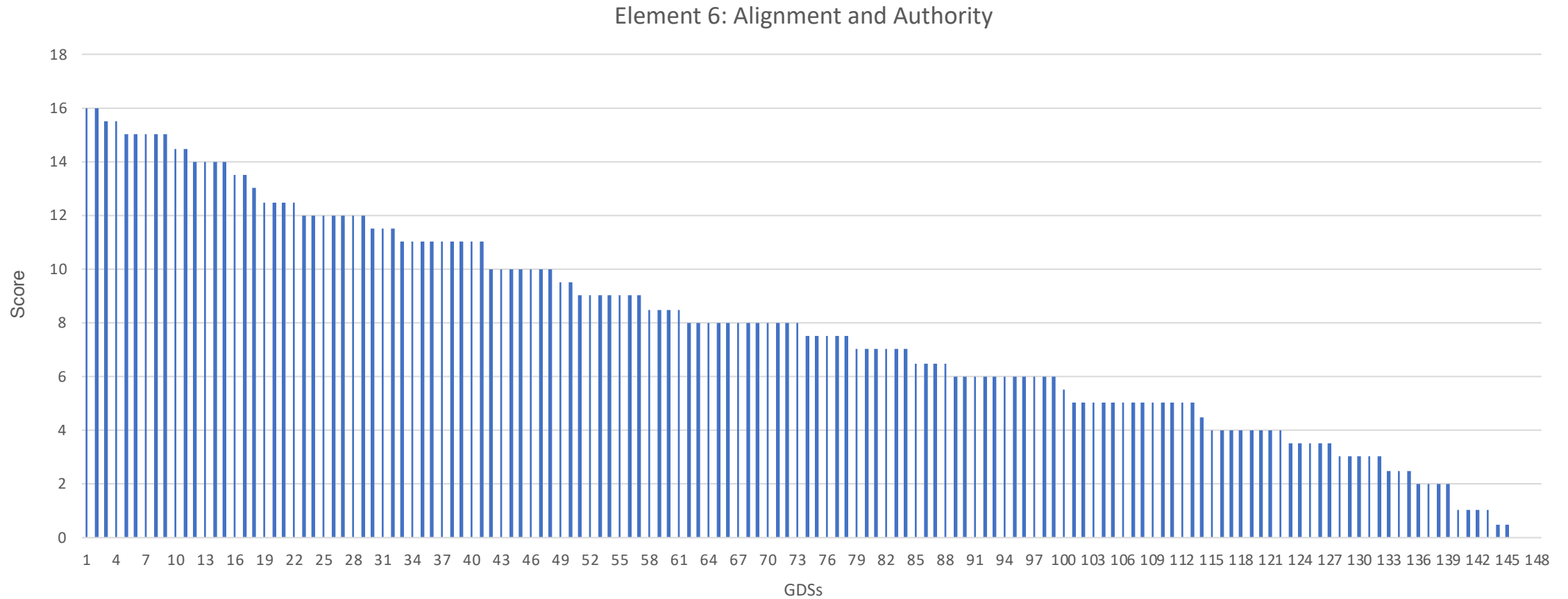


# Element 5: Implementation and Accountability

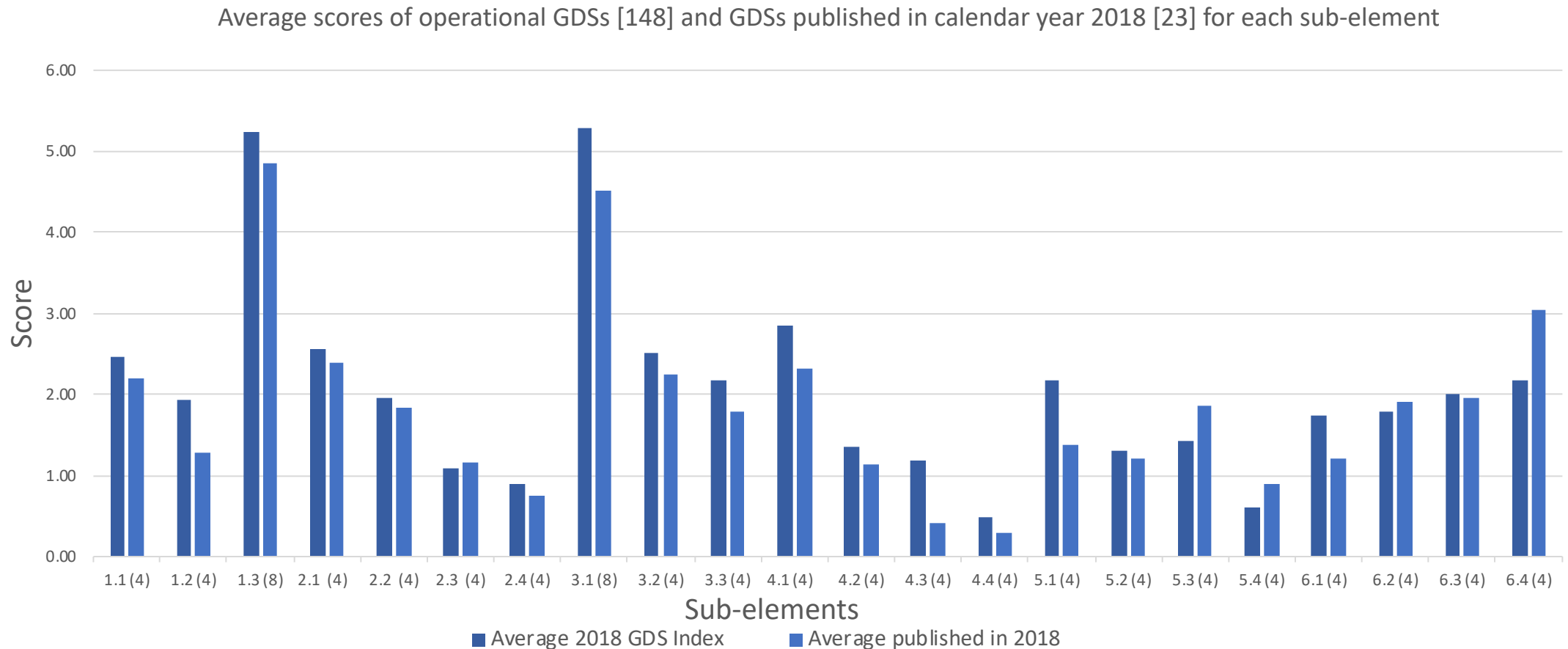
Element 5: Implementation and Accountability



# Element 6: Alignment and Authority



# Average scores of operational GDSs [148] and GDS published in calendar year 2018 [23] for each sub-element





■ Explicitly mentions climate change  
■ Implicitly mentions climate change

# Strategy wheel case study: climate change



# Challenges

## 1. Publication

- Where and how should GDSs be recorded?  
*Possible solution – the GDS Handbook and Checklist?*

## 2. Content

- What should or should not be included in a GDS document?  
*Possible solution – the GDS Scorecard?*

## 3. System – lower

- How do government departments work with each other to create and implement effective GDSs?  
*Possible solution – ?*

## 4. System – higher

- How do GDSs fit within the wider system of government – knitting together the Crown and the departments?  
*Possible solution – ?*

# Thanks

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## A point of vanishing stability

Exploring ideas for a national climate strategy  
#ClimateStrategyNZ

Whakaritenga mo ngā wāheke  
Navigating with foresight



### THE EVENT

This event brings a variety of speakers together to explore how New Zealand can respond to the challenges of climate change. The end goal of this event is to contribute to a national climate strategy that provides an urgent yet considered response to climate change. The speakers will explore ideas on what a successful strategy might look like through a wellbeing lens. The date was chosen to correspond with the release of New Zealand's first Wellbeing Budget.

### SPEAKERS INCLUDE

#### Chlöe Swarbrick MP

Chlöe cut her political teeth as a 22-year-old, running for election as the Mayor of Auckland in 2016. She is now a Green Party MP, and Aotearoa's youngest MP in 40 years. She brings to Parliament her experience as a law student, journalist, business owner and community project leader.

#### Dr Anita Wreford

Anita has been lead author on previous IPCC reports and is lead author on an upcoming IPCC special report on climate change, desertification, land degradation, sustainable land management, food security, and greenhouse gas fluxes in terrestrial ecosystems. She is also an author of the upcoming Australasia chapter of the *Sixth Assessment Report* (due in 2021). She currently works in the Agribusiness and Economics Research Unit (AERU) at Lincoln University.

#### Roger Dennis

Roger is a consultant of foresight, innovation and large-scale change. He supports government bodies and companies focusing on futures thinking and strategy in order to create advantageous change. At the 4th Nobel Laureates Symposium in 2015 he spoke on the link between cities, data and climate change.

#### Conal Smith

Conal led development of the first international guidelines on the measurement of subjective wellbeing and the OECD's first wellbeing themed country report. He taught the first course in wellbeing economics at Sciences Po in Paris in 2014 and is a member of Kōtātā Insight, a specialist team of economists and social psychologists. In 2018 he was commissioned by Treasury to develop a Living Standards Dashboard in line with the Living Standards Framework, which is shaping the 2019 Wellbeing Budget. His current research areas include the impact of trust on economic growth, assigning values to intangible costs and benefits, and applying wellbeing measures to public policy questions. Conal will share his thoughts on climate change and the 2019 Wellbeing Budget.

### JOIN US

**DATE** Thursday, 30 May 2019  
**TIME** 5.30 – 7 pm (arrive by 5.15 pm)  
**LOCATION** National Library of New Zealand,  
70 Molesworth Street, Thorndon, Wellington  
**RSVP** By Monday, 27 May 2019  
**EMAIL** [enquiries@mcguinnessinstitute.org](mailto:enquiries@mcguinnessinstitute.org)

#### Dame Dr Claudia Orange

Claudia is an Honorary Research Fellow at the Museum of New Zealand Te Papa Tongarewa. She has also published widely on New Zealand history and race, including the books *The Treaty of Waitangi* (1987) and *An Illustrated History of the Treaty* (2004).

#### Dr Carwyn Jones

Carwyn is a Senior Lecturer in the Faculty of Law at VUW. His research focuses on the Treaty of Waitangi and indigenous legal traditions. Dr Jones is the author of *New Treaty, New Tradition – Reconciling New Zealand and Māori Law* (2016).

#### Aaron Maniam

Aaron was the first Head of Singapore's Centre for Strategic Futures (CSF) and organised Singapore's initial 'Foresight Conference' in 2011. More recently, he served as Senior Director at Singapore's Ministry of Trade and Industry, coordinating policy on manufacturing, services, tourism and economic transformation. He is currently working on a PhD on government use of digital technology at Oxford's Blavatnik School of Government.

#### Wendy McGuinness

Wendy is the founder and Chief Executive of the McGuinness Institute. With a background in futures studies and risk management, she specialises in long-term thinking with a specific focus on building public policy capability in youth.

**A point of vanishing stability is the angle at which a boat will no longer stay afloat. The challenge for us all is to ensure that New Zealand does not reach its own point of vanishing stability. The more New Zealand invests in foresight the less likely we will regret in hindsight.**

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Ko te McGuinness Institute he ngākau tapatahi, taika whakaaro e aro ki te whakatipuranga whakaauka ō Aotearoa.