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Launch of the

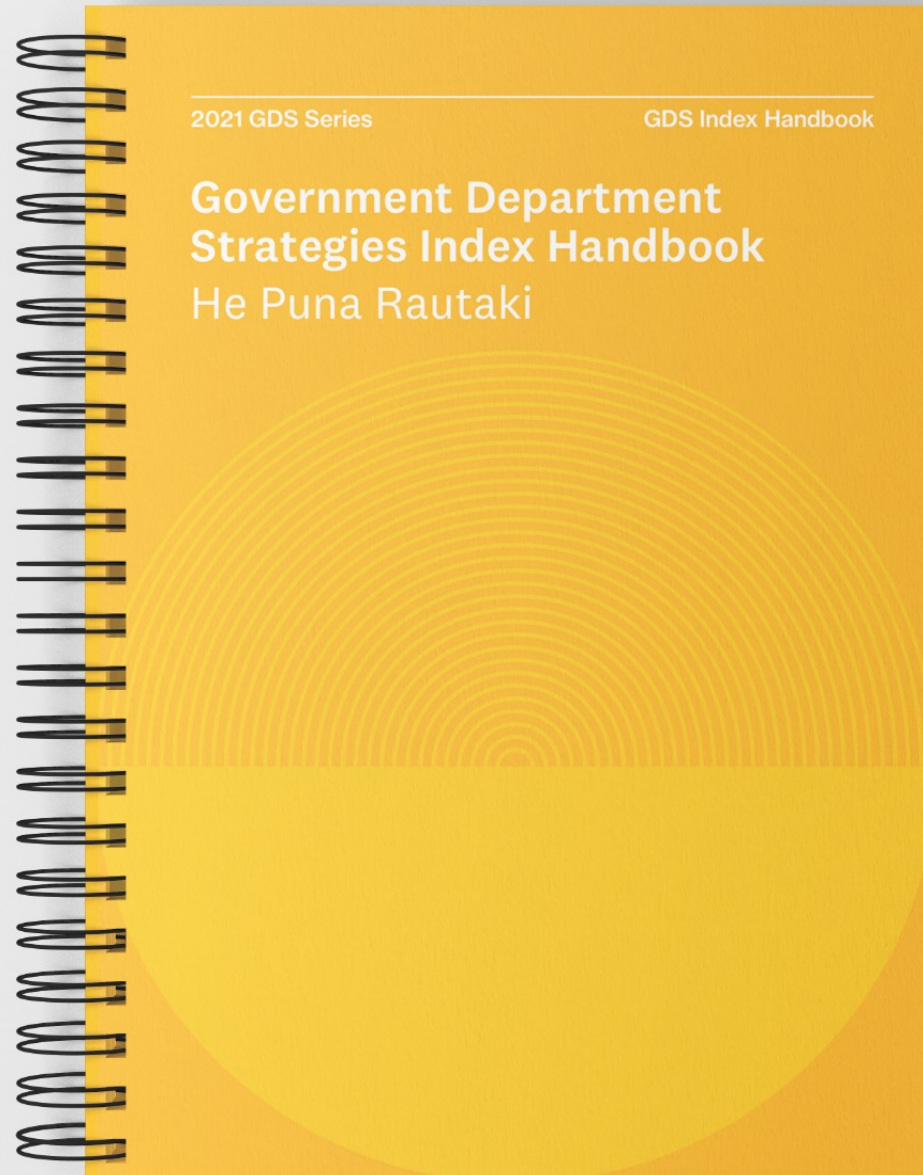
# 2021 GDS Index

9 June 2022

Presented by Wendy McGuinness



# 2021 GDS Index Handbook – He Puna Rautaki



[Download the  
2021 GDS Index Handbook](#)



#### 4. What is the role of the public service in terms of designing, consulting and implementing strategy?

GDSs assist government departments in carrying out their constitutional roles by providing continuity through ministerial and governmental change. Effective strategy helps governments solve challenging problems, which is why GDSs are important instruments in managing the long-term interests of New Zealanders.

Purpose is defined in s 11 of the Public Service Act 2020 as:

The public service supports constitutional and democratic government, enables both the current Government and successive governments to develop and implement their policies, **delivers high-quality and efficient public services, supports the Government to pursue the long-term public interest, facilitates active citizenship, and acts in accordance with the law.** [bold added]

Public service principles are defined in s 12:

- (1) In order to achieve the purpose in section 11, the public service principles are:
- Politically neutral*
    - (a) to act in a politically neutral manner; and
  - Free and frank advice*
    - (b) when giving advice to Ministers, to do so in a free and frank manner; and
  - Merit-based appointments*
    - (c) to make merit-based appointments (unless an exception applies under this Act); and
  - Open government*
    - (d) **to foster a culture of open government;** and
  - Stewardship*
    - (e) **to proactively promote stewardship of the public service, including of—**
      - (i) **its long-term capability and its people; and**

- (ii) **its institutional knowledge and information; and**
- (iii) **its systems and processes; and**
- (iv) **its assets; and**
- (v) **the legislation administered by agencies.** [bold added]

We believe the public service is failing to deliver high-quality and efficient strategy documents, failing to actively focus on the long term and failing to facilitate active citizenship to solve the strategic problems we face.

We further consider that the public service is failing to be a good steward, with particular regard to maintaining a register of strategic knowledge and the systems and processes necessary to optimise strategy design and implementation.

We consider the creation of a government *GDS Index* register is the solution.

#### 5. Who should sign a GDS?

It is currently unclear who is responsible for the implementation and monitoring of GDSs – is it Ministers, chief executives or other officials? Currently 99 out of 221 GDSs (45%) were signed by a minister of the Crown but 72 were not signed at all (33%).

In the Institute's view, Ministers should not sign a GDS. The Institute believes that the chief executive (CE) of a department (or departments if jointly held) is responsible for creating, monitoring, reviewing, updating and/or archiving strategies, and is therefore

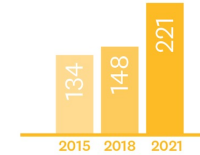
Figure 1: The cone of plausibility



## 2021 GDS Index: By the numbers

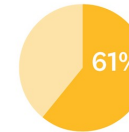
· GDSs – Government department strategies · 544 – All GDSs published since July 1994 · 221 – GDSs on the 2021 *GDS Index*

### DATA SET



**221** GDSs were in operation as at 31 December 2021.

**544** GDSs have been published since 1994.



**61%** of operational GDSs (135 out of 221) were published in the last four years (previously 53% in the 2018 *GDS Index*).

**22 Years** is the age of the oldest GDS – MoH's *Reduced Waiting Times for Public Hospital Elective Services* (March 2000) (see List A).



**9** GDSs were transferred to other departments since the 2018 *GDS Index*.

**22%** of operational GDSs (49 out of 221) replaced a previous GDS (previously 25% in the 2018 *GDS Index*).

**75** GDSs have strategy maps. This means 146 GDSs do not have a strategy map.

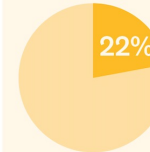
### CONTENT



**37** pages was the average length of a GDS (previously 36 pages in the 2018 *GDS Index*).

**193** pages was the longest (previously 298 in the 2018 *GDS Index*).

**1** page was the shortest.



**22%** of operational GDSs (48 out of 221) were held by one department – MoH.

### CLIMATE CHANGE

**19%**

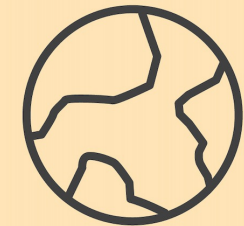
of operational GDSs (42 out of 221) explicitly mentioned climate change

(previously 14% [21 out of 148] in the 2018 *GDS Index*).

**33%**

of operational GDSs (74 out of 221) explicitly or implicitly mentioned climate change

(previously 24% [36 out of 148] in the 2018 *GDS Index*).



### ACCOUNTABILITY

**32%**

of operational GDSs (71 out of 221) were not signed

(previously 30% [44 out of 148] in the 2018 *GDS Index*).



**33** GDSs are jointly held (previously 7% [11 out of 148] of GDSs were jointly held in the 2018 *GDS Index*).

**6**

departments did not hold any operational GDSs.

They are Crown Law Office, Ministry for Culture and Heritage, Ministry for Pacific Peoples, Ministry for Women, Serious Fraud Office and Te Kāhui Whakamana Rua Tekau mā Iwa—Pike River Recovery Agency.



**45%** of operational GDSs (99 out of 221) were signed by the Crown only (previously 41% in the 2018 *GDS Index*).



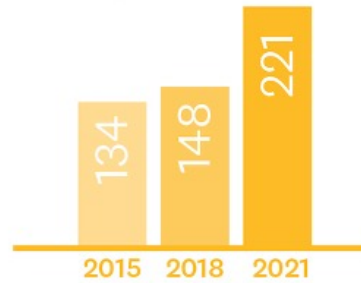
# 2021 GDS Index: By the numbers

· GDSs – Government department strategies

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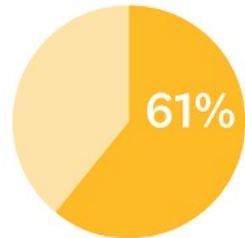
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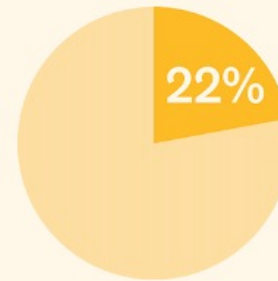


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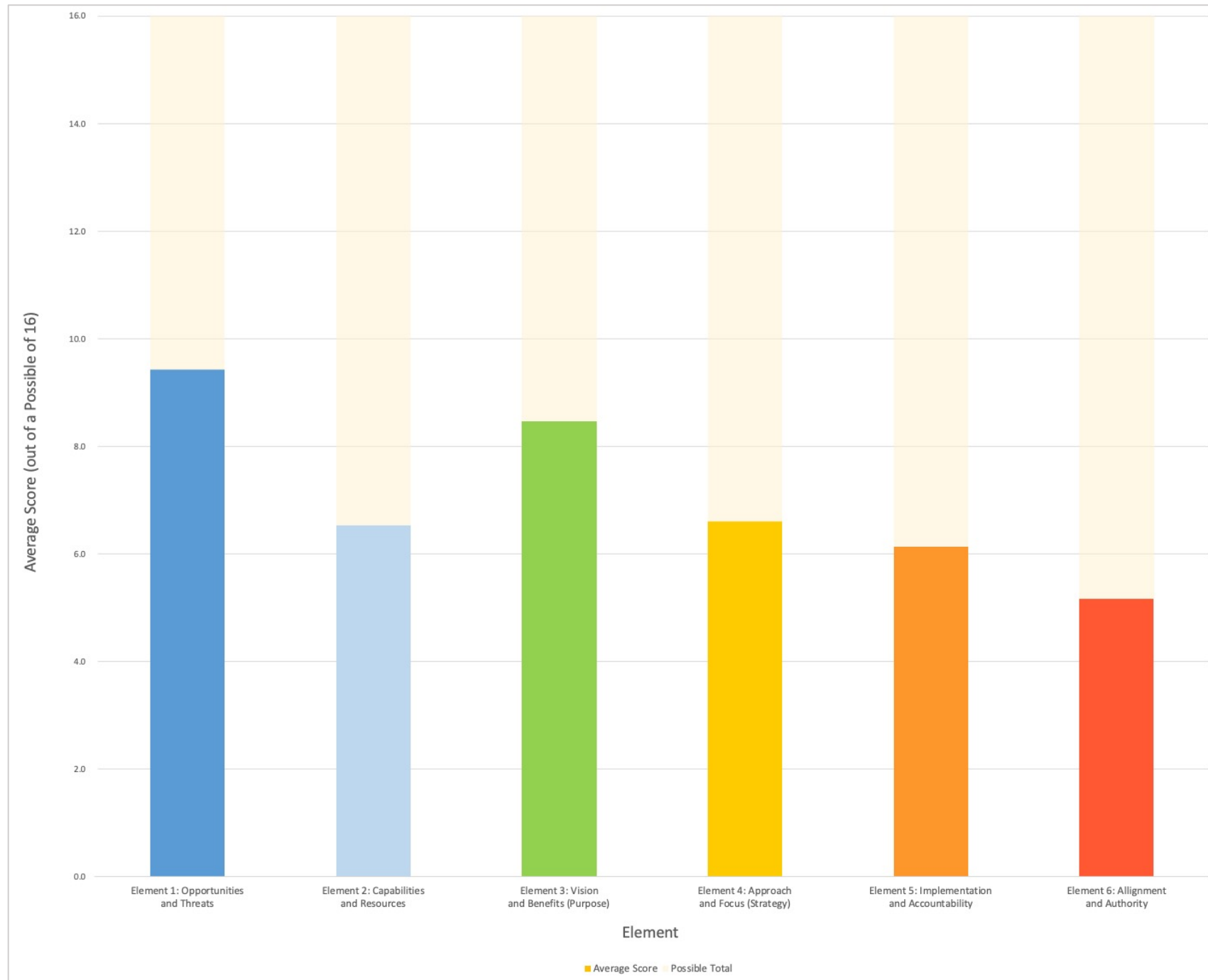
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Total Scores of all Operational GDSs [221]

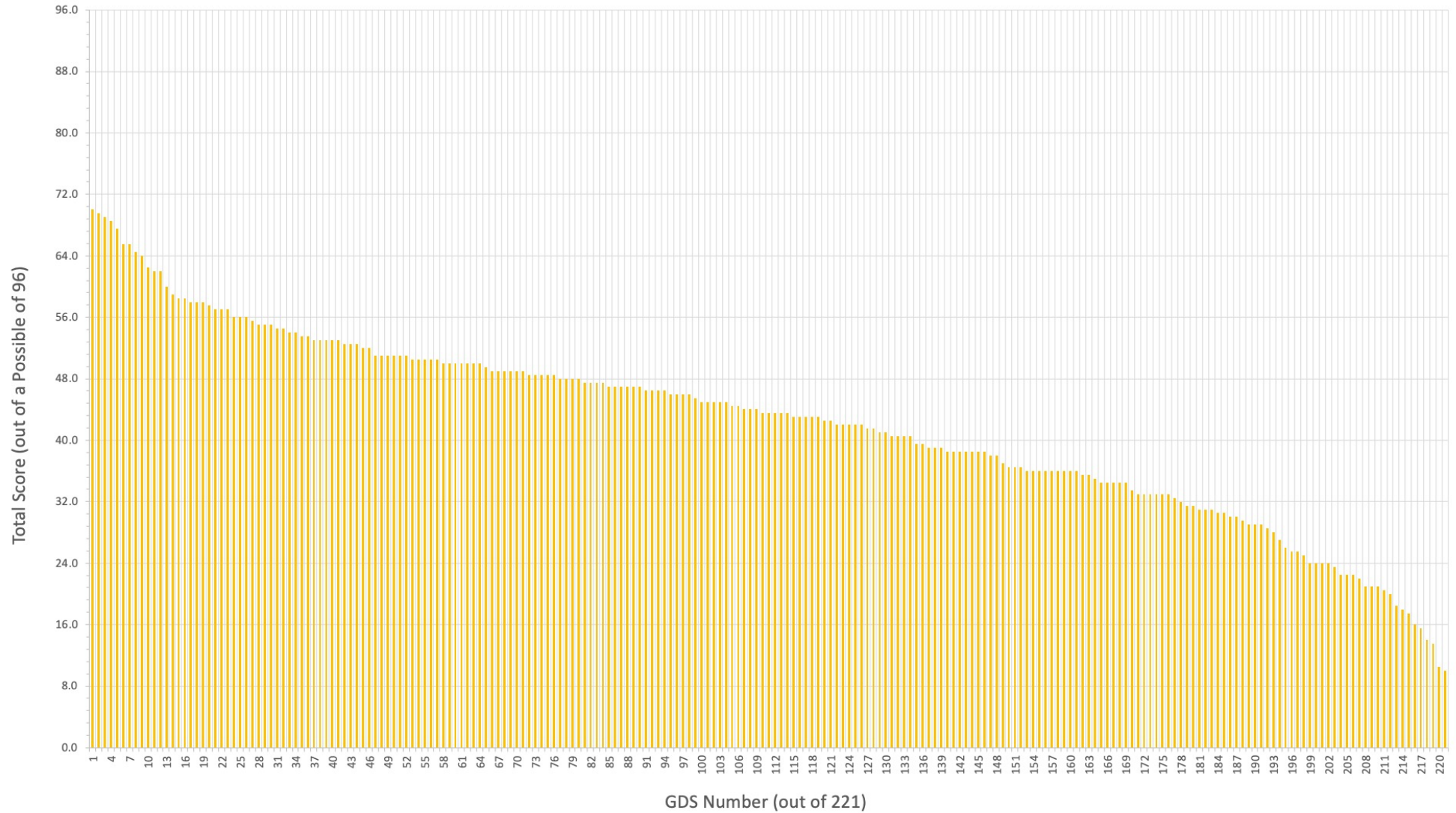
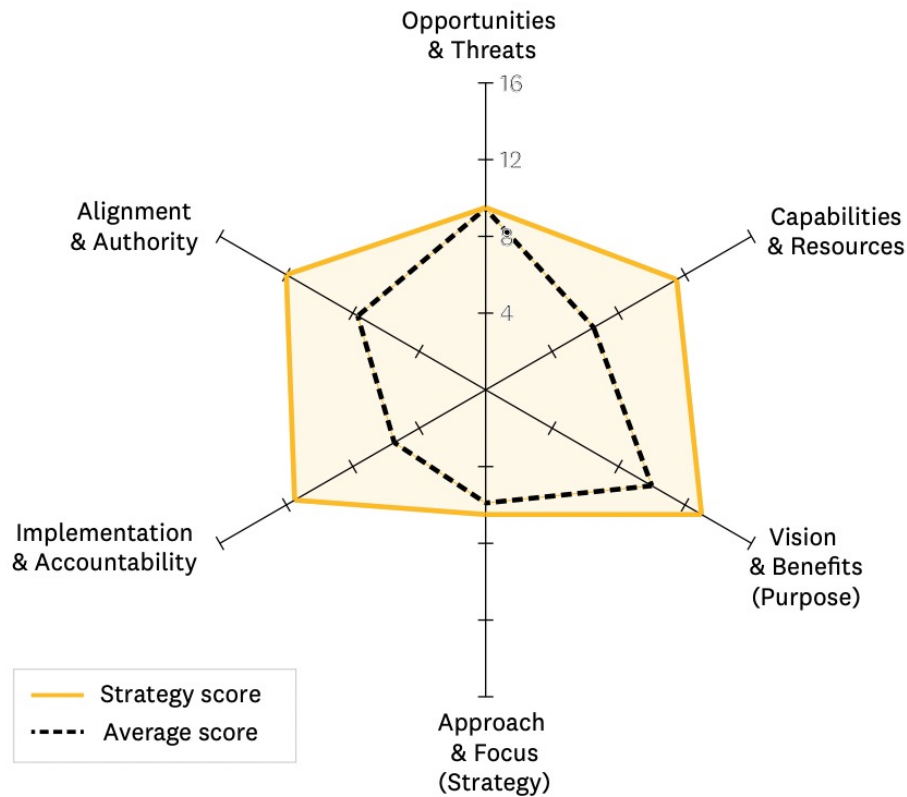


Figure 6: Sample radar diagram

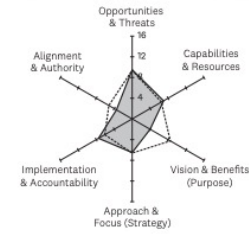


GDS02-01

## Subantarctic Islands Research Strategy

### 2021 Scoring

Rank:  
 150= out of 221 GDSs  
 12 out of the 15 GDSs in the  
 Department of Conservation  
 20 out of the 25 GDSs in the  
 Environment sector



— This GDS's score  
 - - - Average GDS score



#### Purpose

*'[M]aintaining or improving the condition of these islands by continuing with the programme of eradication of all introduced mammal species.'* (p. 5)

#### Strategy (to achieve the purpose):

The approach is to set guidelines for researchers desiring access to Southland Conservancy and to provide a tool for managers to decide on the appropriate research needed for each of the four research themes: natural ecosystems; effects of introduced biota; human impacts and social interaction; and abiotic sciences (sciences such as geology which study non-living systems). (pp. 18-27)

#### Key data

Publication date: May 2005  
 Duration: 2005-NK  
 Number of pages: 39  
 Signed by: Department staff (other than CE) only  
 This GDS replaces: Not applicable  
 Jointly held with: Not applicable  
 Transferred from: Not applicable  
 Strategy map: Not found  
 Legislation:

	Strategy score	(Out of)
<b>1: Opportunities and Threats</b>		
1.1 Does it identify potential opportunities going forward?	1.5	4
1.2 Does it identify potential threats going forward?	3	4
1.3 Does it contain a clear statement describing the problem that the strategy is trying to solve?	5	8
<b>2: Capabilities and Resources</b>		
2.1 Does it identify current and future capabilities?	2	4
2.2 Does it identify what capabilities it does not have and needs to acquire or work around?	1.5	4
2.3 Does it identify current and future resources?	1.5	4
2.4 Does it identify what resources it does not have and needs to acquire or work around?	2	4
<b>3: Vision and Benefits (Purpose)</b>		
3.1 Does it provide a clear aspirational statement as to what success would look like?	3	8
3.2 Does it identify who the beneficiaries are and how they will benefit?	0.5	4
3.3 Does it describe how success will be measured and over what time frame?	0.5	4
<b>4: Approach and Focus (Strategy)</b>		
4.1 Does it break down the purpose into a number of strategic goals/objectives that are tangible, specific and different from each other?	1	4
4.2 Does it identify a range of strategic options to solve the problem?	1.5	4
4.3 Does it clearly describe the chosen approach, outlining what it will and will not do?	2.5	4
4.4 Does it highlight the risks, costs and benefits of the chosen pathway/approach?	1.5	4
<b>5: Implementation and Accountability</b>		
5.1 Does it identify who is responsible for implementing the GDS?	2	4
5.2 Does it identify who will report on its progress?	1	4
5.3 Does it explain how progress will be reported and over what time frames?	1.5	4
5.4 Does it discuss whether the GDS will undergo a final review while it is active or once it is completed?	3	4
<b>6: Alignment and Authority</b>		
6.1 Does it discuss predecessors to the strategy and identify any lessons learnt from these?	2	4
6.2 Does it align with its department's SOI?	0	6
6.3 Does it align with its department's annual report?	0	6
<b>Total</b>	<b>36.5</b>	<b>96</b>





## List A: GDSs by date published [221]

Publication date	Title of strategy
March 2000	Reduced Waiting Times for Public Hospital Elective Services Reduced Waiting Times for Public Hospital Elective Services
February 2001	Palliative Care Strategy
February 2001	Primary Health Care Strategy
October 2001	Sexual and Reproductive Health Strategy - Phase One
January 2002	Youth Development Strategy Aotearoa
April 2002	Health of Older People Strategy
September 2002	Youth Health: A Guide to Action
August 2003	Cancer Control Strategy
March 2005	Urban Design Protocol
May 2005	Subantarctic Islands Research Strategy
June 2006	Suicide Prevention Strategy 2006-2016
December 2006	National Implementation Plan Under the Stockholm Convention on Persistent Organic Pollutants
July 2007	Vision Mātauranga
October 2007	Biosecurity Science Strategy for New Zealand - Mahere Rautaki Putaiao Whakamaru
December 2007	Medicines New Zealand
October 2008	Harvest Strategy Standard for New Zealand Fisheries
June 2009	Ambulance Service Strategy
October 2010	Waste Strategy
March 2011	National Education Strategy 2010-2030
May 2011	Research and Science Information Standard for New Zealand Fisheries
August 2011	Clean Healthy Air for All New Zealanders
August 2011	Energy Strategy 2011-2021
December 2011	National Plan for Child Cancer Services in New Zealand
February 2012	Opening Doors to China: New Zealand's 2015 Vision
April 2012	Aquaculture Strategy and Five-year Action Plan to Support Aquaculture
April 2012	National Airspace Policy of New Zealand
April 2012	Transforming the New Zealand Census of Population and Dwellings
August 2012	International Air Transport Policy
October 2012	Children's Action Plan
November 2012	Strategy to 2040: He kai kei aku ringa - The Crown-Māori Economic Growth Partnership
December 2012	Refugee Settlement: Resettlement Strategy
December 2012	Rising to the Challenge - The Mental Health and Addiction Service Development Plan 2012-2017
May 2013	Animal Welfare Matters
May 2013	Suicide Prevention Action Plan 2013-2016
July 2013	ASEAN Partnership: One Pathway to Ten Nations

## List B: GDSs by rank order [221]

Rank (out of 221)	Government Department	Title of strategy	GDS Number
1	Ministry of Transport	Road to Zero - New Zealand's Road Safety Strategy 2020-2030	GDS24-06
2	Ministry of Housing and Urban Development	Te Tauāki Kaupapa Here a te Kāwanatanga mō te Whakawhanake Whare, Tāone anō hoki - Government Policy Statement on Housing and Urban Development	GDS20-03
3	Ministry for Primary Industries	Biosecurity Science Strategy for New Zealand - Mahere Rautaki Putaiao Whakamaru	GDS12-01
4	Department of Prime Minister and Cabinet	National Disaster Resilience Strategy - Rautaki ā-Motu Manawaroa Aitua	GDS05-01
5	Department of Prime Minister and Cabinet	Child and Youth Wellbeing Strategy 2019	GDS05-03
6=	Department of Conservation	Heritage and Visitor Strategy - He Rautaki Taonga Tuku Iho, Manuhiri Tūrangī hoki	GDS02-13
6=	Ministry of Māori Development	Maihi Karauna - The Crown's Strategy for Māori Language Revitalisation 2019-2023	GDS22-01
8	Ministry of Transport	Government Policy Statement on Land Transport 2021/22-2030/31	GDS24-08
9	Ministry of Housing and Urban Development	Homelessness Action Plan 2020-2023	GDS20-01
10	Department of Conservation	Te Mana o te Taiao, Aotearoa New Zealand Biodiversity Strategy 2020	GDS02-11
11=	Department of Conservation	Hector's and Māui Dolphin Threat Management Plan 2020	GDS02-15
11=	Ministry of Transport	Maritime Security Strategy	GDS24-09
13	Ministry of Health	Strategy to Prevent and Minimise Gambling Harm 2019-20 to 2021-22	GDS19-34
14	Ministry for the Environment	Te hau mārohi ki anamata - Transitioning to a low-emissions and climate-resilient future	GDS13-10
15=	Ministry of Health	Faiva Ora 2016-2021 - National Pasifika Disability Plan	GDS19-27
15=	Ministry of Transport	Rail Plan	GDS24-10
17=	Ministry of Education	Learning Support Action Plan 2019-2025	GDS17-04
17=	Ministry of Housing and Urban Development	MAIHI Ka Ora - The National Māori Housing Strategy 2021-2051 (jointly held between HUD and MMD/TPK)	GDS20-04
17=	The Treasury	He Tirohanga Mokopuna 2021	GDS32-03
20	Ministry of Health	Smokefree Aotearoa 2025 Action Plan	GDS19-48
21=	Ministry of Business, Innovation and Employment	National Statement of Science Investment 2015-2025	GDS15-09
21=	Ministry of Defence	Defence White Paper 2016	GDS16-01
21=	Ministry of Health	Ola Manuia - Pacific Health and Wellbeing action plan 2020-2025	GDS19-39
24=	Government Communications Security Bureau	Diversity & Inclusion Strategy 2021-2025 (jointly held between GCSB and NZSIS)	GDS07-01
24=	Ministry of Social Development	Disability Strategy 2016-2026 (jointly held between MoH and MSD)	GDS23-02
24=	New Zealand Security Intelligence Service	Diversity & Inclusion Strategy 2021-2025 (jointly held between GCSB and NZSIS)	GDS26-01
27	Ministry for Primary Industries	Aquaculture Strategy	GDS12-13
28=	Ministry of Health	Rising to the Challenge - The Mental Health and Addiction Service Development Plan 2012-2017	GDS19-12
28=	Ministry of Māori Development	MAIHI Ka Ora - The National Māori Housing Strategy 2021-2051 (jointly held between MHUD and MMD/TPK)	GDS22-03
28=	Ministry of Social Development	E Tū Whānau Mahere Rautaki: Framework for Change 2019-2024	GDS23-12
31=	Ministry of Foreign Affairs and Trade	Diversity and Inclusion Strategy 2018-2028	GDS18-05
31=	Ministry of Health	Kia Manawanui Aotearoa - Long-term pathway to mental wellbeing	GDS19-44
33=	Ministry for Primary Industries	Biosecurity 2025 Direction Statement	GDS12-08
33=	Ministry of Business, Innovation and Employment	AgriTech Industry Transformation Plan	GDS15-21



## Biggest lessons

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We are failing to produce clear purpose statements and clear strategy statements.

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Scores are indicating a slight improvement, but not enough to bring about a material change.

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The collecting and showcasing of GDSs is still terribly poor (many departments find it very difficult to provide a list).

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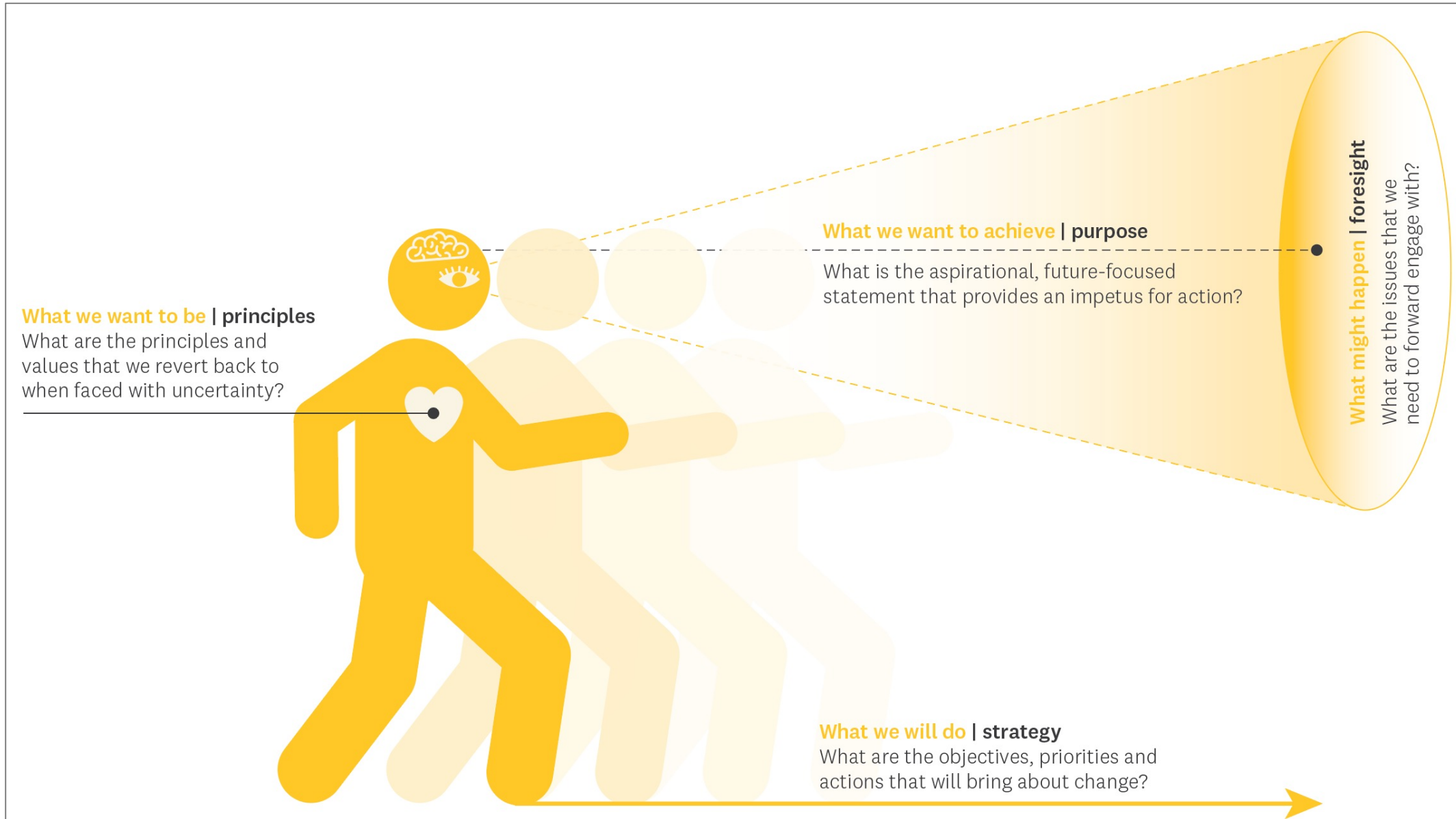
Chief executives need to take ownership, and review GDSs regularly (i.e. what is working and what is not, and what they can do to help implement them effectively).

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Still very little information is provided on strategic options and costs.



# Figure 1: The link between principles, purpose, foresight and strategy



One day some historian will look back and say how remarkable it was that these strange folk who called themselves 'Americans' [read New Zealanders] ever governed themselves at all, given how they went about it. Inside the government were all these little boxes. The boxes had been created to address specific problems as they arose. 'How to ensure our food is safe to eat,' for instance, or 'how to avoid a run on the banks,' or 'how to prevent another terrorist attack.' Each box was given to people with knowledge and talent and expertise useful to its assigned problem and, over time, those people created a culture around the problem, distinct from the cultures in the other little boxes. Each box became its own small, frozen world, with little ability to adapt and little interest in whatever might be going on inside the other boxes. People who complained about 'government waste' usually fixated on the other ways taxpayer money got spent. But here was the real waste. One box might contain the solution to a problem in another box, or the person who might find that solution, and the second box would never know about it.

— Michael Lewis, *The Premonition* (2021) (pp. 78–79)

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Not just an extraordinary adviser, but an extraordinary do-er. Endlessly intellectually curious. Always looking for the answer. Never stopping until he found the solution to the knottiest of problems. Whatever the issue was, Jeremy [Heywood] would sort it ... the greatest public servant of our time.

— Theresa May, cited in *What does Jeremy think?* (2021) (p. 521)

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Cascading climate impacts can be expected to cause higher mortality rates, drive political instability and greater national insecurity, and fuel regional and international conflict. During an expert elicitation exercise conducted as part of the research for this paper, the cascading risks that participants identified greatest concern over were the interconnections between shifting weather patterns, resulting in changes to ecosystems and the rise of pests and diseases. Combined with heatwaves and drought, these impacts will likely drive unprecedented crop failure, food insecurity and migration. In turn, all will likely result in increased infectious diseases, and a negative feedback loop compounding each impact.' (p. 3)

— Dr Daniel Quiggin et al, Chatham House report: *Climate change risk assessment 2021* (2021)

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One of the key findings of that 2013 [*Good to Great*] report was that the best performing agencies are clear about their role and purpose, enjoy strong internal leadership, and as a result can enlist the active support of all those outside the agency who are necessary to that agency, delivering the most it can for New Zealanders.

— Iain Rennie, State Services Commissioner, cited in *Getting to Great* (2014) (p. i)

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**Ends**  
(Aspirational statements)

**Means**  
(Operational statements)

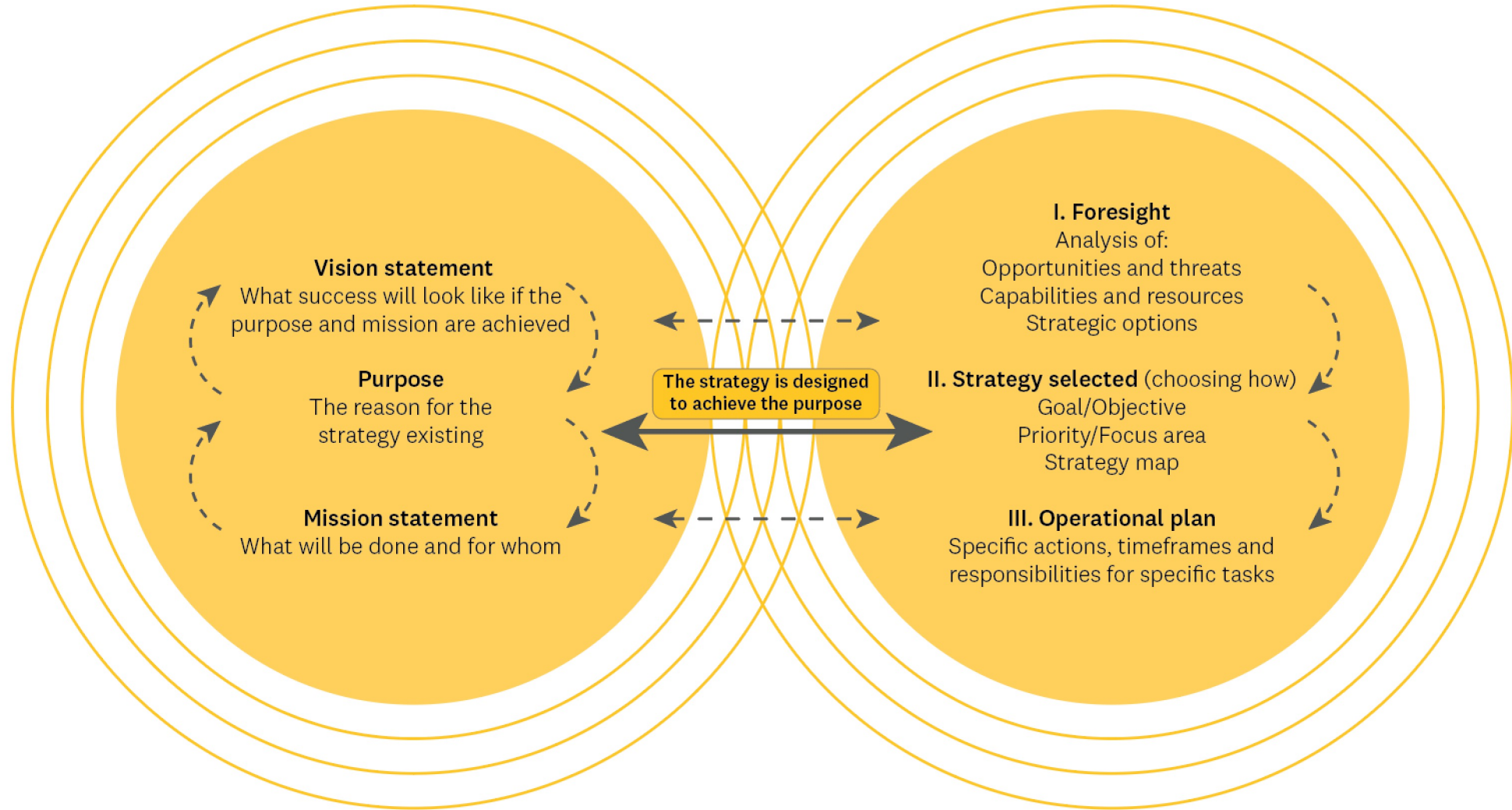
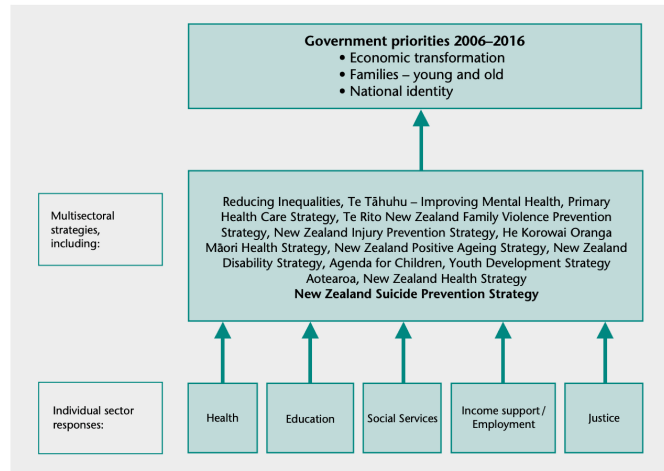


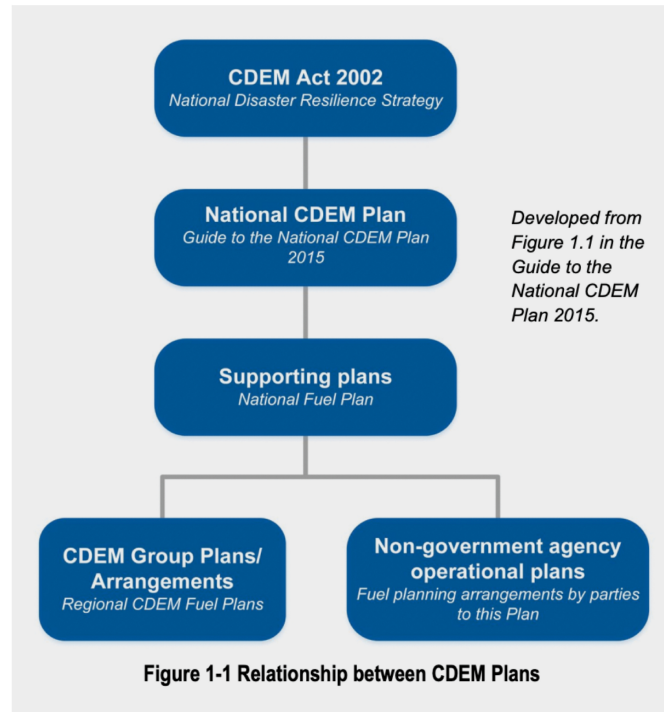
Figure 4: Four examples showing how a strategy fits with other government strategies



Source: MoH's GDS19-08: *Suicide Prevention Strategy 2006-2016* (2006), p. 12



Source: MoH's GDS20-06: *Youth Health: A Guide to Action* (2002), p. 22



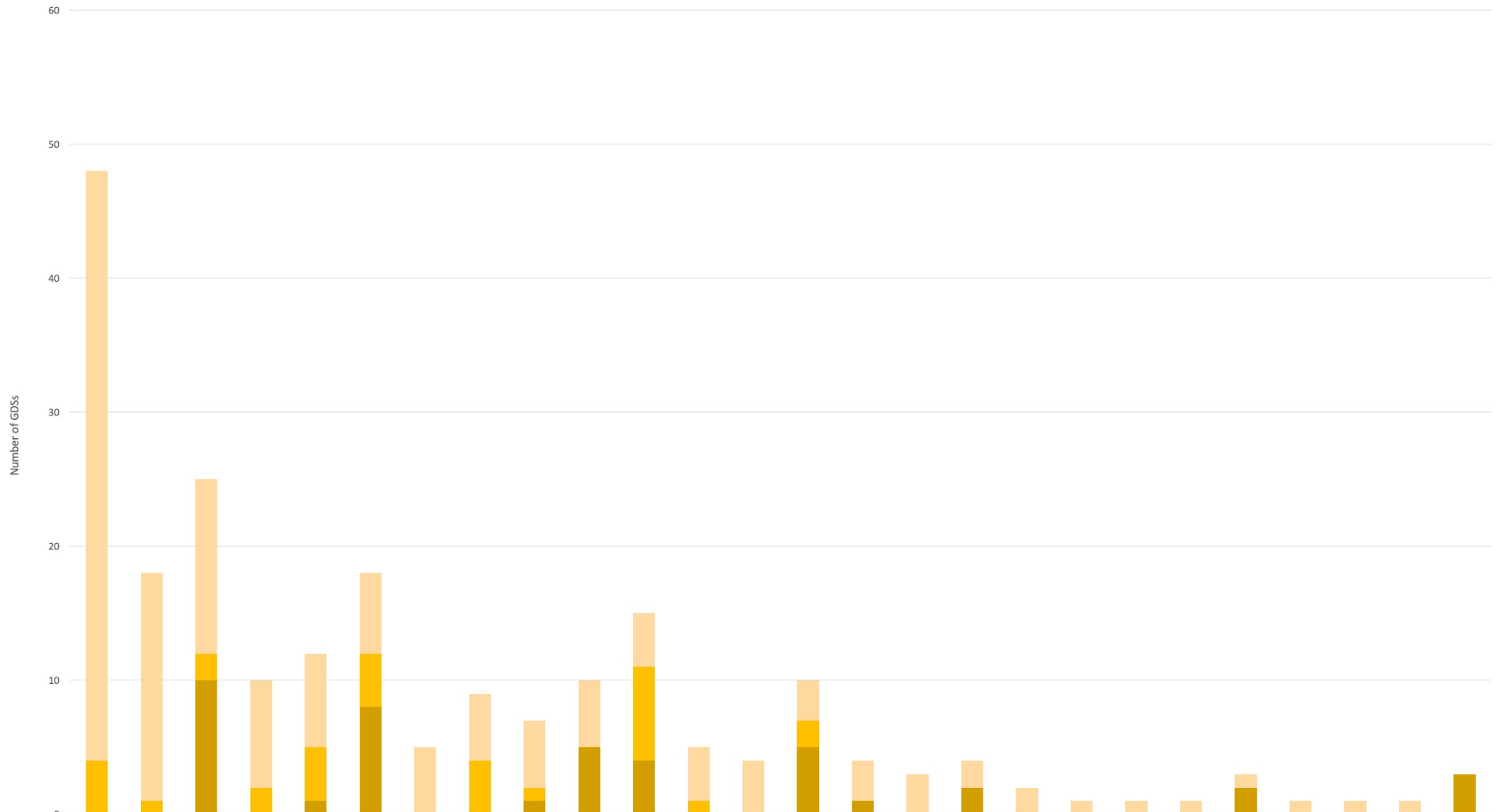
Source: DPMC's and MBIE's GDS05-05 and GDS15-20: *National Fuel Plan* (2020), p. 5



Source: MoH's GDS19-23: *Health Strategy 2016* (2016), p. 7



GDSs, by climate change mentions



	MoH	MSD	MBIE	MoE	MFAT	MPI	Corrections	DIA	LINZ	MoT	DoC	DPMC	OT	MfE	MMD/TPK	PSC	MHUD	StatsNZ	ERO	GCSB	IRD	MoD	MoJ	NZCS	NZSIS	Treasury
No mentions	44	17	13	8	7	6	5	5	5	5	4	4	4	3	3	3	2	2	1	1	1	1	1	1	1	0
Implicit mentions	4	1	2	2	4	4	0	4	1	0	7	1	0	2	0	0	0	0	0	0	0	0	0	0	0	0
Explicit mentions	0	0	10	0	1	8	0	0	1	5	4	0	0	5	1	0	2	0	0	0	0	2	0	0	0	3

■ Explicit mentions ■ Implicit mentions ■ No mentions



## GDS Checklist

In addition to the Scorecard (which outlines the information readers need to know to assess the quality of a GDS), we have created the following guidance checklist for those preparing GDSs.

### The publication identity

On the front few pages:

1. The strategy's official title (both English and te reo Māori, where provided),
2. The original date of publication (and the date of release to the public, if different from the publication date),
3. The name of the author/s (if more than one department jointly signed the strategy),
4. The identification of the lead department (if one has an higher obligation to implement/lead than other departments listed),
5. The ISBN number and permalink,
6. The GDS's genealogy:
  - If the strategy is republished with an addendum or update, this history should be acknowledged, using the original publication name and date as a starting point,
  - If the strategy replaces a previous strategy, the older strategy name and publication date should be stated,
  - If the strategy is required by law, the section and name of the legislation should be stated,
7. The GDS's place in the strategy hierarchy (what other strategies lie above and below the GDS and its connection to other GDSs inside and outside the department),
8. The names of any other organisations that are partners in the strategy, and
9. The signature of the responsible department(s)' chief executive(s). As noted earlier, the Institute does not believe it is appropriate for a Minister/s to sign a GDS.

### The core content: the purpose and strategy

10. A purpose statement the GDS aims to achieve (or solve),
11. A strategy statement that summaries how the department will achieve the purpose,
12. A target audience statement of who will benefit (and how),
13. A one-page strategy map,
14. A date by which the GDS will be reviewed and/or a list of factors that would lead to a review, and
15. An estimate of the cost over time against a projected time horizon. For example, in the first two years it will cost \$500,000 pa, followed by three years at \$200,000 pa.,
16. Review the Scorecard to see what other information could be included.

### Accessibility and accountability

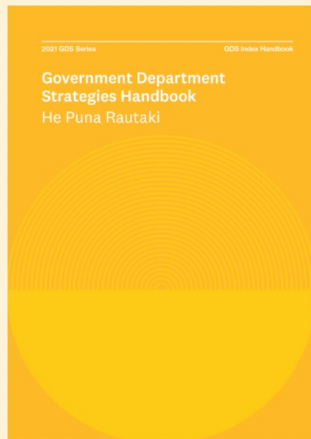
17. Describe the consultation process; who was involved and when.
18. A list of all GDSs in operation in the department's annual report, its statements of intent and its briefing to the incoming Minister (BIM),
19. A list of all GDSs that are achieved in the last financial year in the department's annual report,
20. A list of all GDSs in operation on the department's website, under a publications search or tab with searchable, downloadable PDFs of all the GDSs.





## Next Steps - Website

To be published June 2022.



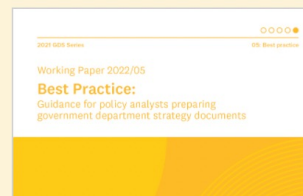
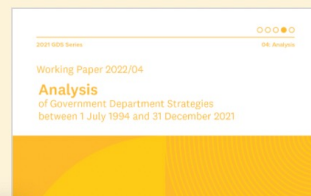
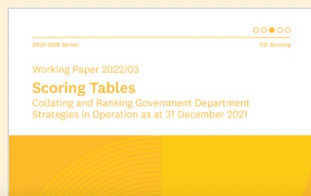
GDS Index Handbook



Methodology



Lists of GDSs



### GDS Index Tables

List of 221 Operational GDSs  
as at 31 December 2021  
(including jointly held)

List of 323 Archived GDSs  
as at 31 December 2021  
(including jointly held) →



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Ngā mihi  
Thank you

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