Analysis of Government Department Strategies Between 1 July 1994 and 30 June 2014:
An overview

MCGUINNESS INSTITUTE
TE HONONGA WAKA

Working Paper 2014/02
Analysis of Government Department Strategies Between 1 July 1994 and 30 June 2014: An overview

Authors: Wendy McGuinness, George Spittle and Madeleine Foreman

1.0 Purpose

The purpose of this working paper is to provide an overview of the 290 government department strategies (GDSs) published between 1 July 1994 and 30 June 2014 and to review the 136 GDSs that were in operation as at 30 June 2014. In particular, this paper reviews the extent the 136 GDSs in operation are aligned and integrated with departments' other key strategic instruments: government priorities, ministerial priorities, Better Public Services: Results for New Zealanders (BPS), statements of intent, four-year plans, the Budget and annual reports. The initial results were published on 1 October 2014 in our PowerPoint presentation, 'How can we make government department strategies count?', and can be found on the McGuinness Institute website.

In order to understand the purpose of this paper, it is useful to take a more strategic view of the system – in particular, what is the role of strategy documents in government? There are many different views as to what this system looks like and how the system evolves over time. From the Institute's perspective, the machinery of government involves three different components. Each of these components can bring about change and therefore drive the system. We call these the 'three Is': Institutions, Instruments and Information (see Figure 1 below).

Figure 1: The machinery of government by key components
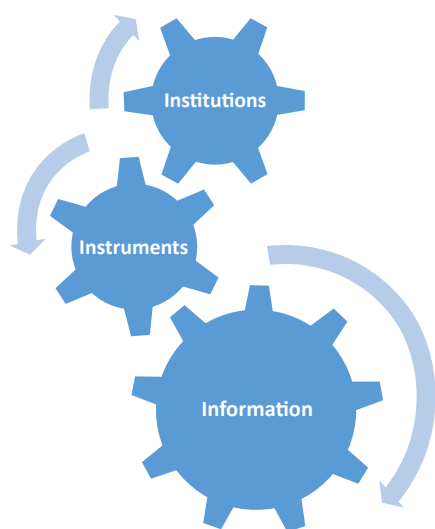
- **Institutions** are the enablers; they are the entities that have the resources, the money, the time and most importantly the authority to make things happen. In the public service there are 29 departments charged with serving the public and the ministers appointed by the elected government.

- **Instruments** are the mechanisms or tools; they strengthen and empower the links between institutions. There are a range of instruments in the public service including regulations, guides, annual reports, four-year plans, budget documents, treaties, government priorities, ministerial priorities, environmental national standards, national policy statements, local authority long-term plans and government department strategies (GDSs).

- **Information** is made up of data, which has been collated and analysed to create information. Over time this information builds a narrative that in turn provides decision-makers strategic knowledge. This information may be collected and reported by institutions through instruments, but more commonly it comes from other sources such as industry organisations, international organisations (e.g. UN and OECD), academics, customer complaints, statistics, surveys, think tanks and many others.

This working paper explores in detail one type of instrument: government department strategies (GDSs). Our research, outlined in *Working Paper 2014/01: List of Government Department Strategies Between 1 July 1994 and 30 June 2014*, found that New Zealand has published 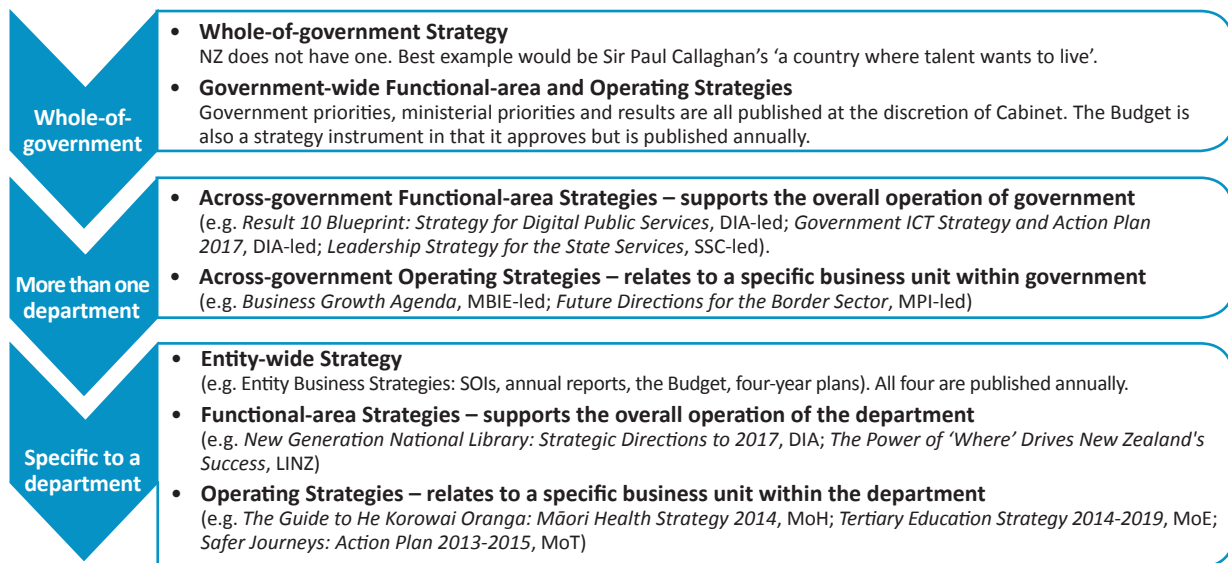290 GDSs over the last 20 years, of which 136 are in operation as at 30 June 2014. In New Zealand there is no clear hierarchy of strategies, although there is an implied structure for those operating within the system. The Institute's understanding of this hierarchy is reflected in Figure 2.

Figure 2: Government department strategies by hierarchy

Whole-of-government	• **Whole-of-government Strategy** NZ does not have one. Best example would be Sir Paul Callaghan's 'a country where talent wants to live'. • **Government-wide Functional-area and Operating Strategies** Government priorities, ministerial priorities and results are all published at the discretion of Cabinet. The Budget is also a strategy instrument in that it approves but is published annually.
More than one department	• **Across-government Functional-area Strategies – supports the overall operation of government** (e.g. *Result 10 Blueprint: Strategy for Digital Public Services*, DIA-led; *Government ICT Strategy and Action Plan 2017*, DIA-led; *Leadership Strategy for the State Services*, SSC-led). • **Across-government Operating Strategies – relates to a specific business unit within government** (e.g. *Business Growth Agenda*, MBIE-led; *Future Directions for the Border Sector*, MPI-led)
Specific to a department	• **Entity-wide Strategy** (e.g. Entity Business Strategies: SOIs, annual reports, the Budget, four-year plans). All four are published annually. • **Functional-area Strategies – supports the overall operation of the department** (e.g. *New Generation National Library: Strategic Directions to 2017*, DIA; *The Power of 'Where' Drives New Zealand's Success*, LINZ) • **Operating Strategies – relates to a specific business unit within the department** (e.g. *The Guide to He Korowai Oranga: Māori Health Strategy 2014*, MoH; *Tertiary Education Strategy 2014-2019*, MoE; *Safer Journeys: Action Plan 2013-2015*, MoT)

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' refers to the 29 'departments of the public service' currently listed in Schedule 1 of the State Sector Act 1988. The term 'departments' is used in accordance with the State Services Commission's *A Guide to New Zealand's Central Government Agencies*, which states: 'Irrespective of being called a department, ministry or some other title, they are all Public Service departments' (SSC, 2014: 1).

3.0 Limitations

In outlining our approach below, we recognise that a level of judgement was necessary when analysing GDSs and their integration and alignment with departments' other key strategic instruments. Therefore, those who undertake similar analysis may reach different results. Areas where judgements may differ include: (i) the determination of whether a GDS has been implicitly referenced in the department's statement of intent, annual report or four-year plan and (ii) the analysis of linkages between GDSs and the 2014 government priorities and results.

Furthermore, when researching government priorities, BPS results, statements of intent, annual reports and four-year plans for linkages to GDSs, we were limited to their most recent publication. Accordingly, we acknowledge that there may be some instances where no reference is made to an operational GDS because it had been published after the other key strategic instruments in question. Specific timing issues are as follows:

- The government priorities used to create Figure 21 were first published in May 2012 (see Appendix 2). About half of the operational GDSs were published before 2012 (see Figure 9); therefore, these GDSs may not be reflected in Figure 21. However, given the broad nature of the government priorities, many of the older GDSs were found to align with the 2012 priorities.

- Better Public Services: Results for New Zealanders, which was used to create Figure 22, was introduced in July 2013. A number of operational GDSs (see Figure 9) were published before the results came into

existence; therefore, these GDSs may not be reflected in Figure 22. However, given the broad nature of the BPS results, many of the older GDSs were found to align with them.

- The 2014 statements of intent used to create Figures 23 and 24 were published between June 2014 and September 2014. Therefore, these figures should reflect the linkages (or lack thereof) between these statements of intent and those GDSs that were in operation as at 30 June 2014.

- The 2014 four-year plans used to create Figures 25 and 26 were completed between December 2013 and January 2014. However, these four-year plans were publicly released in, and made effective from, July 2014. Therefore, GDSs that were published between December 2013 and 30 June 2014 may not have been accounted for in the department's four-year plan. This timing issue is important when interpreting our findings.

- The June 2014 annual reports used to create Figures 29 and 30 covered the period 1 July 2013–30 June 2014. These reports were all published in October 2014. Therefore, these figures should reflect the linkages (or lack thereof) between these annual reports and those GDSs that were in operation as at 30 June 2014.
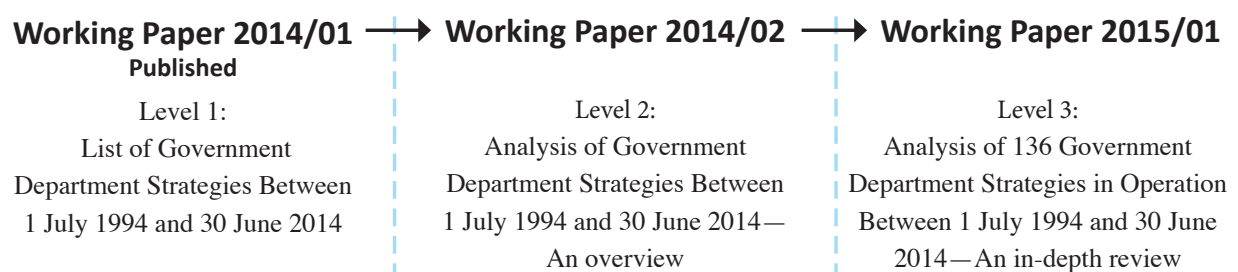
We have endeavoured to ensure that our analysis is as transparent as possible. As our intention is to provide a comprehensive analysis of GDSs published over the last 20 years, we welcome feedback on this working paper and the overall project.

4.0   Methodology

The overall purpose of this research is to review the overarching strategy landscape of the government with a view to learning more about whether New Zealand is generating, collating and implementing strategies well. In order to do this, it was necessary to collate a comprehensive list of government strategies over time. See *Working Paper 2014/01: List of Government Department Strategies Between 1 July 1994 and 30 June 2014*.

Figure 3 below outlines the approach taken to generate the data to be analysed in *Working Paper 2015/01: Analysis of Government Department Strategies Between 1 July 1994 and 30 June 2014—An overview*.

Figure 3: Approach adopted

Working Paper 2014/01	Working Paper 2014/02	Working Paper 2015/01
Published		
Level 1:	Level 2:	Level 3:
List of Government Department Strategies Between 1 July 1994 and 30 June 2014	Analysis of Government Department Strategies Between 1 July 1994 and 30 June 2014— An overview	Analysis of 136 Government Department Strategies in Operation Between 1 July 1994 and 30 June 2014—An in-depth review

4.1 Internal Analysis – reviewing the 290 GDSs published over the last 20 years

Table 1 from *Working Paper 2014/01* forms the base data of Figures 5–20 (see Section 5.1). The analysis was based on the following quantitative questions:

Column A: Which government department is responsible for the strategy?
Column B: What is the name of the strategy?
Column C: When was the strategy published?
Column D: Was the strategy brought in under a National-led or Labour-led government?
Column E: Who signed the strategy?
Column F: What is the planned duration of the strategy?
Column G: What is the number of pages of the strategy?
Column H: Was the strategy in operation as at 30 June 2014?
Column I: If the strategy was no longer operational as at 30 June 2014, has a newer strategy replaced it?

4.2 External Analysis – exploring linkages between the 136 GDSs in operation as at 30 June 2014 and other key strategic instruments

Figures 21–30, published in Section 5.2, looks only at the 136 GDSs in operation as at 30 June 2014. Data was collected from reviewing seven other key strategic instruments used by government (see Figure 4 below). The method of analysis is broken into four subsections, based on which key strategic instruments are being analysed. An explanation of how this data was collected is explained overleaf.

Figure 4: Key strategic instruments
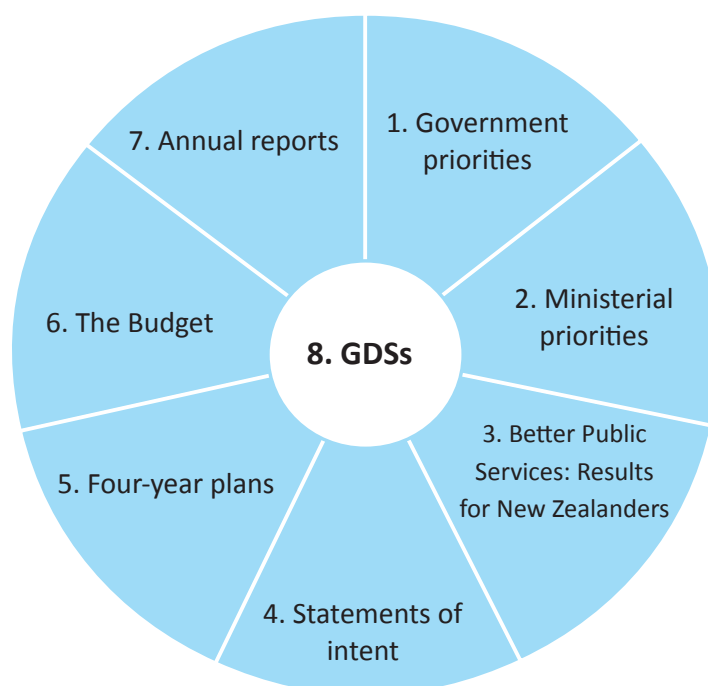
4.2.1 Method: Analysis of government priorities and the Government's Better Public Services results

This analysis was undertaken to identify linkages between GDSs and the 2014 government priorities and the results from Better Public Services: Results for New Zealanders.

The 2014 government priorities were obtained from the executive summary of Budget 2014, found on the Treasury's website. A complete list of the 2014 priorities is found in Appendix 2. GDSs containing reference to one or more of the four government priorities in their executive summary, contents pages or discussion of objectives were marked as being linked to these priorities. Strategies which did not contain reference to any of these priorities were recorded as such.

The same process was followed in the analysis of linkages between GDSs and the Government's Better Public Services (BPS) initiative. GDSs containing reference to one or more of the 10 target results of the BPS programme in their executive summary, contents pages or discussion of objectives were recorded as being linked to BPS. A full list of the 10 BPS results is found in Appendix 4.

We recognise that this analysis is subjective and reliant upon searches of GDSs using the broad language contained in government priorities. Due to the unspecific nature of government priorities, it is arguable that the majority of GDSs could satisfy our criterion of containing reference to government priorities. The goals of most operative GDSs are likely to contribute to the overall direction of the government and are thus in line with the government priorities. However, our analysis was unable to examine the extent to which this is true due to the lack of detail found in government priorities.

The relationship between government priorities, ministerial priorities, sector priorities and results is unclear, and this made it difficult to carry out robust analysis of the links between GDSs and these other strategic instruments. This will be an area of further inquiry for the Institute, as it is vital that the hierarchy of these priorities and how these priorities fit with results is set out in an accessible and logical manner.

4.2.2 Method: Analysis of ministerial priorities

We were unable to differentiate between ministerial priorities and government priorities and could not find any publicly available resources which indicate how they interact. This will be the subject of further inquiry for the Institute.

Appendix 3 provides a tentative outline of what we understand to be the current ministerial priorities. It is unlikely to be a comprehensive list of all ministerial priorities; however, it will provide the Institute with a starting point for further analysis.

4.2.3 Method: Analysis of statements of intent, annual reports and four-year plans

Here, we analysed the statement of intent, annual report and four-year plan of each government department against the 136 GDSs in operation as indicated in Column H in Table 1 (from *Working Paper 2014/01*).

We used the most current editions of each department's statement of intent, annual report and four-year plan (as at 30 September 2014). Accordingly, the following were used for each department:

- Statement of intent/strategic intentions (terms used interchangeably) published in 2014.

- Annual report published in 2014.

- Four-year plan released in 2014.

Each statement of intent, annual report and four-year plan was obtained by searching on each department's website.

The following statements of intent and four-year plans had either not been published or not been released publicly as at 14 November 2014; therefore, despite the department having operational GDSs, these strategic instruments are not present in our analysis:

- Statistics New Zealand's 2014 statement of intent.

- The Ministry of Education's 2014 four-year plan.

- The Christchurch Earthquake Recovery Authority's 2014 four-year plan.

(a) Explicit Analysis

This analysis was undertaken to determine whether departments referenced their operational GDSs by name in their statement of intent, annual report and four-year plan.

We used the following three-stage process:

Stage 1:   We searched the digital copy of each department's statement of intent, annual report and four-year plan for a match of the department's GDS titles as recorded in Column B in Table 1 (from *Working Paper 2014/01*).

Stage 2:   If there were no matches initially, we searched the statement of intent, annual report and four-year plan for the title's key words and possible misspellings and variations of the title.

Stage 3:   Based on Stages 1 and 2, we recorded whether the statement of intent, annual report or four-year plan explicitly referenced the GDS.

Examples

To illustrate how strategies were assessed, we have provided a number of examples below:

A.   *The Primary Health Care Strategy* (MoH, 2001)
Analysis of the Ministry of Health's annual report:

Stage 1:   We searched for the GDS title and found no matches.

Stage 2:   We omitted 'The' and found a match for 'primary health care strategy'. While the title is not capitalised or italicised to indicate that it is an independent document, the use of the term 'strategy' makes this a clear reference to the GDS.

Stage 3:   We recorded that the annual report did explicitly reference this GDS.

B.   *Pest Management National Plan of Action* (MPI, 2011)
Analysis of the Ministry for Primary Industries' four-year plan:

Stage 1:   We searched for the GDS title and found no matches.

Stage 2:   We searched for variations of the GDS title, including its key words, any possible misspellings or alternative phrasings. We found matches for 'pest management'; however, there is no mention of the GDS itself.

Stage 3:   We recorded that the four-year plan did not explicitly reference this GDS.

C. *The International Development Group Strategic Plan 2012–2015: Development that Delivers* (MFAT, 2012)
Analysis of the Ministry of Foreign Affairs and Trade's statement of intent:

Stage 1:   We searched for the GDS title and found no matches.
Stage 2:   We searched for variations of the GDS title, including its key words and any possible misspellings or alternate phrasings. There is a reference to the 'New Zealand Aid Programme Strategic Plan 2012-2015', which we assumed to be a variation of the GDS title.
Stage 3:   We recorded that the statement of intent did explicitly reference this GDS.

D. *Preventing and Minimising Gambling Harm: Three-year Service Plan and Levy Rates for 2013/14 to 2015/16* (MoH, 2013)
Analysis of the Ministry of Health's statement of intent:

Stage 1:   We searched for the GDS title and found no matches.
Stage 2:   We searched for variations of the GDS title, including its key words and any possible misspellings or alternative phrasings, and found a match for 'Minimising Gambling Harm'. Due to the italicisation of part of the title, we assumed that the Ministry of Health was referring to a published strategy.
Stage 3:   We recorded that the statement of intent did explicitly reference this GDS.

E. *Care Closer to Home* (MoH, 2014)
Analysis of the Ministry of Health's statement of intent:

Stage 1:   We searched for the GDS title and found a match for 'care closer to home'. It is mentioned as a priority of the Ministry of Health; however, the title is not italicised or capitalised.
As improving 'care closer to home' is often mentioned by the Ministry of Health, there is no evidence to suggest that the GDS is being referenced.
Stage 2:   N/A (because of the match in Stage 1).
Stage 3:   We recorded that the statement of intent did not explicitly reference this GDS.

Issues encountered

- GDSs with titles that were not capitalised or italicised when used in the statement of intent, annual report or four-year plan (see Example A to understand how this issue was dealt with when undertaking this analysis).

- GDSs with titles that were not completely referenced in the statement of intent, annual report or four-year plan (see Example D).

- GDSs with titles that were phrased differently in the statement of intent, annual report or four-year plan (see Example C).

- GDSs with titles that were similar to frequently used phrases in the statement of intent, annual report or four-year plan (see Examples B and E).

(b)   Implicit Analysis

This analysis was undertaken to determine whether the purpose, subject matter, themes or vision of the remaining operational GDSs (GDSs that were not explicitly referred to) were implicitly referenced in the department's statement of intent, four-year plan or annual report.

In undertaking this analysis, we recognise that a level of judgement was required. When it was unclear, our approach was to take a view in favour of a GDS having been referred to implicitly.

We used the following five-stage process:

Stage 1:   We read each GDS to obtain an understanding of the strategy's purpose, strategic outcome, subject matter, theme or vision.

Stage 2:   We recorded the key words for each GDS based on the findings from Stage 1 (see Appendix 1 for a breakdown of the key words used). Where a '+' connects key words, this denotes that we searched these words together to see if they were used in the same context.

Stage 3:   The digital copies of each department's statement of intent, annual report and four-year plan were searched for the key words from Stage 2.

Stage 4:   When there was a match for the key words, we read the respective statement of intent, annual report or four-year plan to determine whether the key words are used in the same context as in the GDS.

Stage 5:   Based on the findings of Stages 1–4, we recorded whether the statement of intent, annual report or four-year plan implicitly referenced the GDS.

Examples

To illustrate how strategies were assessed, we have provided a number of examples below:

A.   *New Generation National Library: Strategic Directions to 2017* (DIA, 2007)
Analysis of the Department of Internal Affairs' four-year plan:

Stage 1:   This GDS is concerned with the National Library's operations within a digital environment. Its goals focus on the ways in which the Library can realise the potential of the twenty-first century.

Stage 2:   Key words recorded: 'digital environment', 'public space' and 'library services'.

Stage 3:   We found matches for 'digital environment'.

Stage 4:   There is a discussion of the 'digital environment' and how it applies to the National Library. Therefore, the key words are used in the same context as in the GDS.

Stage 5:   We recorded that the four-year plan did implicitly reference this GDS.

B.   *New Zealand's Climate Change Solutions: Sustainable Land Management and Climate Change: Plan of Action: A Partnership Approach* (MPI, 2007)
Analysis of the Ministry for Primary Industries' annual report:

Stage 1:   This GDS is concerned with how sustainable approaches to land management can mitigate climate change.

Stage 2:   Key words recorded: 'climate change', 'land management', 'carbon sinks', 'forest management', 'deforestation', 'ETS' and 'Emissions Trading Scheme'.

Stage 3:   We found matches for 'climate change', 'land management', 'forest management' and 'Emissions Trading Scheme'.

Stage 4: There is mention of the Emissions Trading Scheme and discussion of climate change and land and forest management. However, these references are made in isolation of each other and are not made in the same context as in the GDS.

Stage 5: We recorded that the annual report did not implicitly reference this GDS.

C. *Drug and Alcohol Strategy 2009–2014* (Corrections, 2009)
Analysis of the Department of Correction's annual report:

Stage 1: The main focus of this GDS is to control and limit the supply and demand of drugs and alcohol in prisons.

Stage 2: Key words recorded: 'problem limitation', 'drug/s', 'alcohol', 'harm reduction', 'national drug policy', 'supply control' and 'demand control'.

Stage 3: We found matches for 'drug/s' and 'alcohol'.

Stage 4: The references to drugs and alcohol are focused on reduction of contraband in prisons, as well as rehabilitative programs designed to minimise the effects of drug harm.

Stage 5: We recorded that the annual report did implicitly reference this GDS.

D. *Tackling methamphetamine: An Action Plan* (DPMC, 2009)
Analysis of the Department of Prime Minister and Cabinet's four-year plan:

Stage 1: This GDS is concerned with methods to reduce the supply and demand of methamphetamine in New Zealand and to implement an action plan for problem limitation. The goals of this strategy are very specific, meaning that the key words of the GDS were easy to isolate.

Stage 2: Key words recorded: 'methamphetamine' and 'class A drug'.

Stage 3: We found no matches.

Stage 4: N/A (because there were no matches in Stage 3).

Stage 5: We recorded that the four-year plan did not implicitly reference this GDS.

E. *New Zealand Antarctic & Southern Ocean Science: Directions and Priorities 2012–2020* (MFAT, 2010)
Analysis of the Ministry of Foreign Affairs and Trade's annual report:

Stage 1: This GDS is concerned with scientific research priorities for the Antarctic and Southern Ocean area.

Stage 2: Key words recorded: 'Antarctic', 'marine protected area', 'climate/ice', 'Ross Sea', 'inland ecosystem' and 'coastal ecosystem'.

Stage 3: We found matches for 'Antarctic', 'Ross Sea' and 'marine protected area'.

Stage 4: The references to Antarctic and Ross Sea are not in the context of scientific research. There is no mention of scientific research priorities or programmes being implemented or planned in the Antarctic area.

Stage 5: We recorded that the annual report did not implicitly reference this GDS.

F. *Opening Doors to India: New Zealand's 2015 Vision* (MFAT, 2011)
Analysis of the Ministry of Foreign Affairs and Trade's four-year plan:

Stage 1: This GDS is concerned with the trade relationship between India and New Zealand. The main objectives are: (i) connecting New Zealand to the Indian export market, (ii) enabling India to be a 'core trade, economic, and political partner for New Zealand by 2015', (iii) completing the free trade agreement with India and (iv) improving the bilateral investment framework.

Stage 2: Key words recorded: 'India/n', 'trade + India/n', 'export market + India', 'New Zealand + India + engagement', 'Free Trade + India' and 'investment + India'.

Stage 3: We found no matches.

Stage 4: N/A (because there were no matches in Stage 3).

Stage 5: We recorded that the four-year plan did not implicitly reference this GDS.

G. *National Health Emergency Plan: National Reserve Supplies Management and Usage Policies, 3rd Edition* (MoH, 2013)
Analysis of the Ministry of Health's annual report:

Stage 1: This GDS focuses on managing the reserve supplies necessary for a national health emergency, such as a pandemic or a disaster.

Stage 2: Key words recorded: 'national reserve supplies', 'emergency', 'disaster', 'accident', 'earthquake' and 'supplies'.

Stage 3: We found matches for 'emergency', 'disaster', 'accident', 'earthquake' and 'supplies'.

Stage 4: Although there are references to key words, they are not found in the same context as in the GDS. There is discussion of emergency management but no mention of the management of reserve supplies.

Stage 5: We recorded that the annual report did not implicitly mention this GDS.

Issues encountered

- GDSs with jargon and technical language. This made it difficult to understand a GDS's purpose, subject matter, strategic outcomes, theme and vision. This also complicated the extraction of a GDS's key words.

- GDSs where the purpose and strategic outcomes were not easy to isolate. Inconsistency across the structure of GDSs meant that locating a GDS's purpose and strategic outcomes was sometimes difficult.

- GDSs that were broad and lacked a specific focus. This made it difficult to extract the most important key words, resulting in wide searches.

- GDSs with common key words. Due to the broad nature of some GDSs, text searches included many key words that inevitably were found in the department's statement of intent, four-year plan or annual report. Therefore, those GDSs with a broad scope tended to return more matches.

4.2.4 Method: Analysis of the 2014 Budget

This involved analysing the Treasury's 2014 estimated budget appropriations for each sector against the number of operational GDSs published by that sector.

The estimated appropriations were obtained from the summary tables of the appropriated estimates in the Treasury's Budget 2014 (found on the Treasury's website).

5.0 Results

5.1 Internal Analysis – reviewing the 290 GDSs published over the last 20 years

This section illustrates the data collected in Columns A to I of Table 1 (from *Working Paper 2014/01*).

Column A: Which government department is responsible for the strategy?

Column A designates each of the GDSs to one of the 29 government departments in existence as at 30 June 2014. In cases where the original department is no longer in existence, the responsibility for the department was allocated to the succeeding department, as per Table 4 (from *Working Paper 2014/01*). In cases where there are many departments that are mentioned in the strategy, the department that published the strategy was assumed to be the lead department.

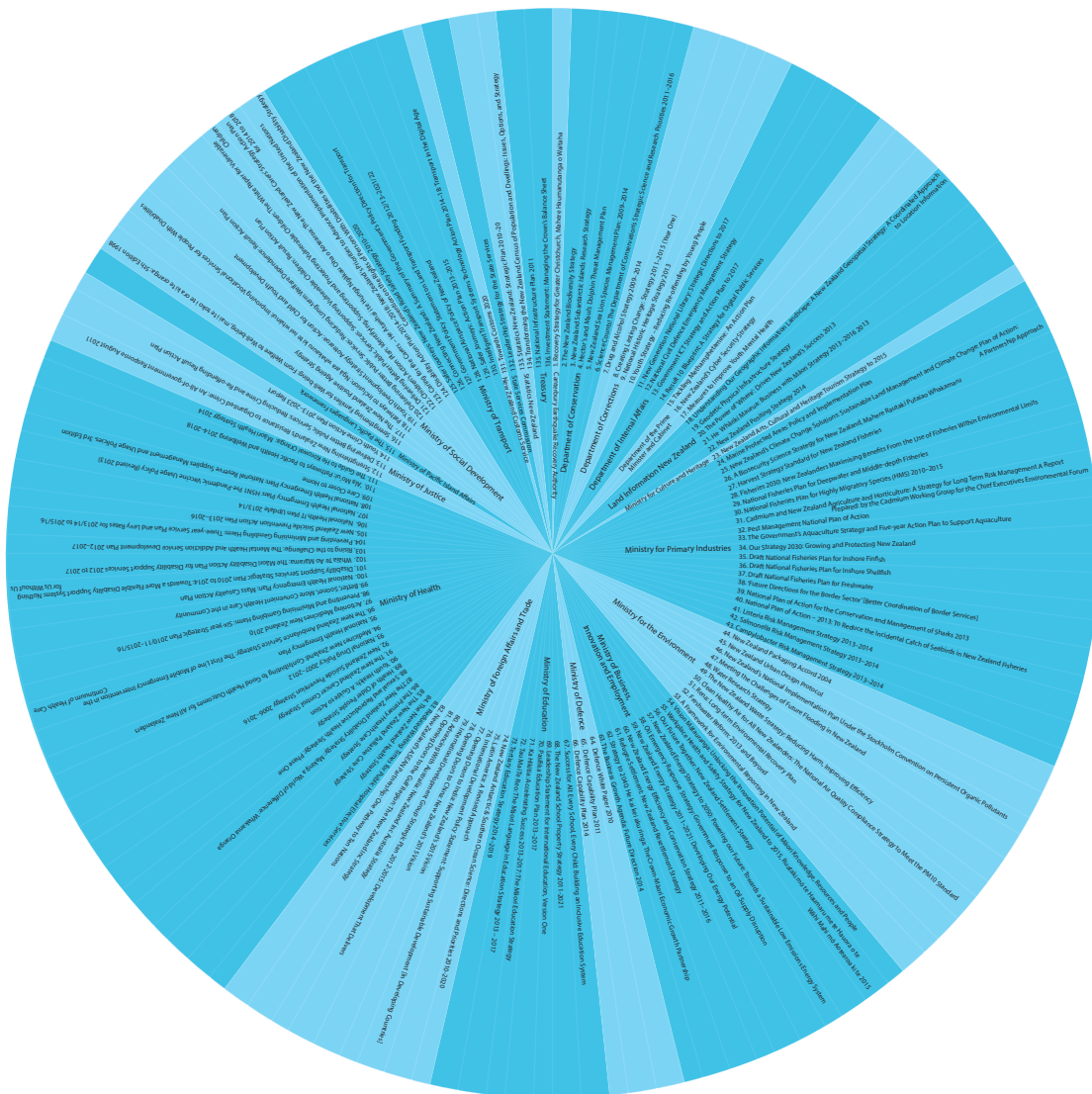**Figure 5: GDSs in operation as at 30 June 2014 (136) by department**
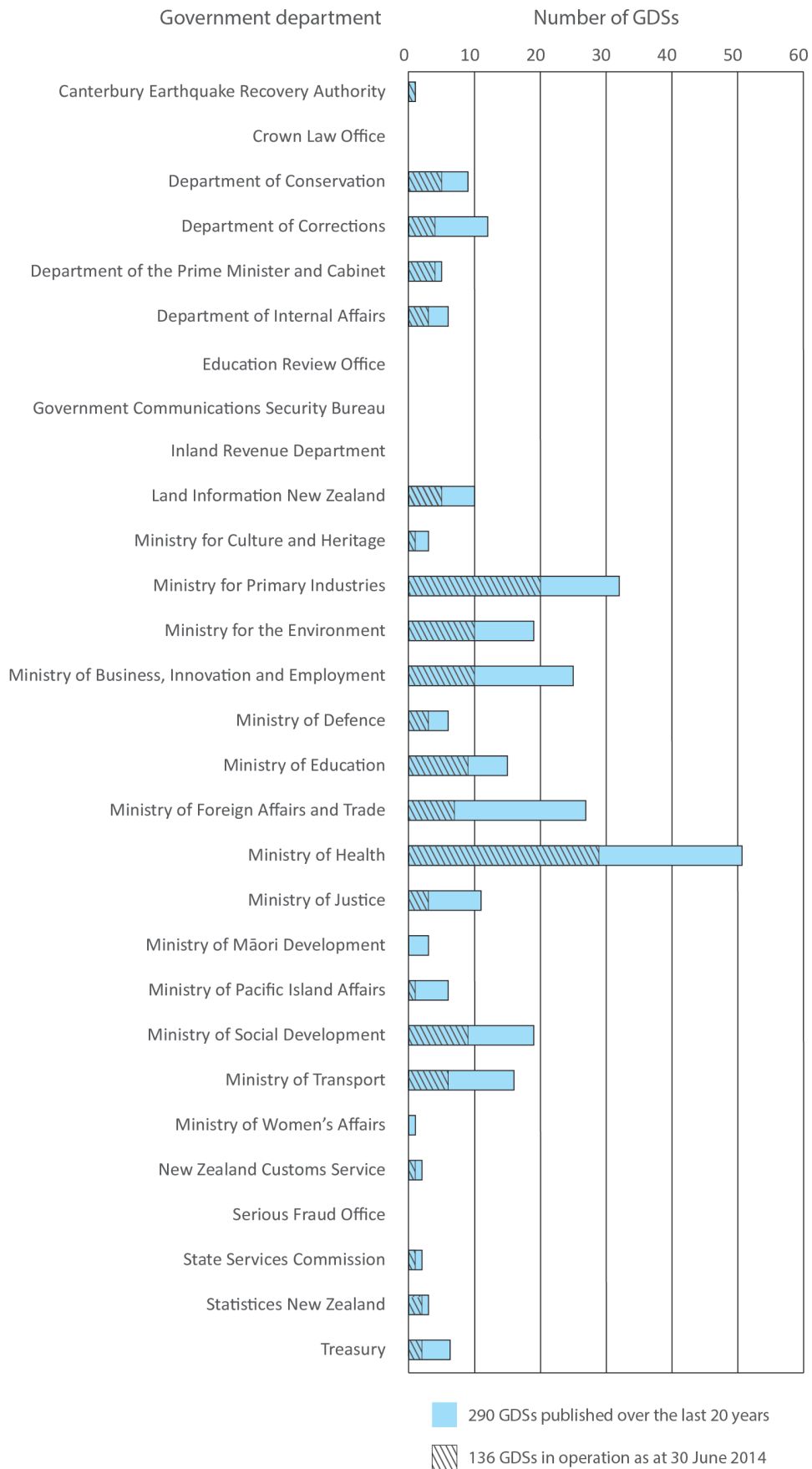
Figure 6: GDSs published by department

Government department | Number of GDSs

▦ (light blue)	290 GDSs published over the last 20 years
▨ (hatched)	136 GDSs in operation as at 30 June 2014

Column B: What is the name of the strategy?

Column B refers to the name from the cover of the strategy document rather than the citation listed in the document.

Figure 7: GDSs published over the last 20 years (290) by title

**Figure 8: GDSs in operation as at 30 June 2014 (136) by title**

Column C: When was the strategy published?

Column C refers to the year and month (when known) the GDS was published. The publication date was obtained from the date specified within the GDS. Where the GDS did not specify the publication date, it was ascertained by researching the publication or contacting the department responsible.

Figure 9: GDSs by calendar year
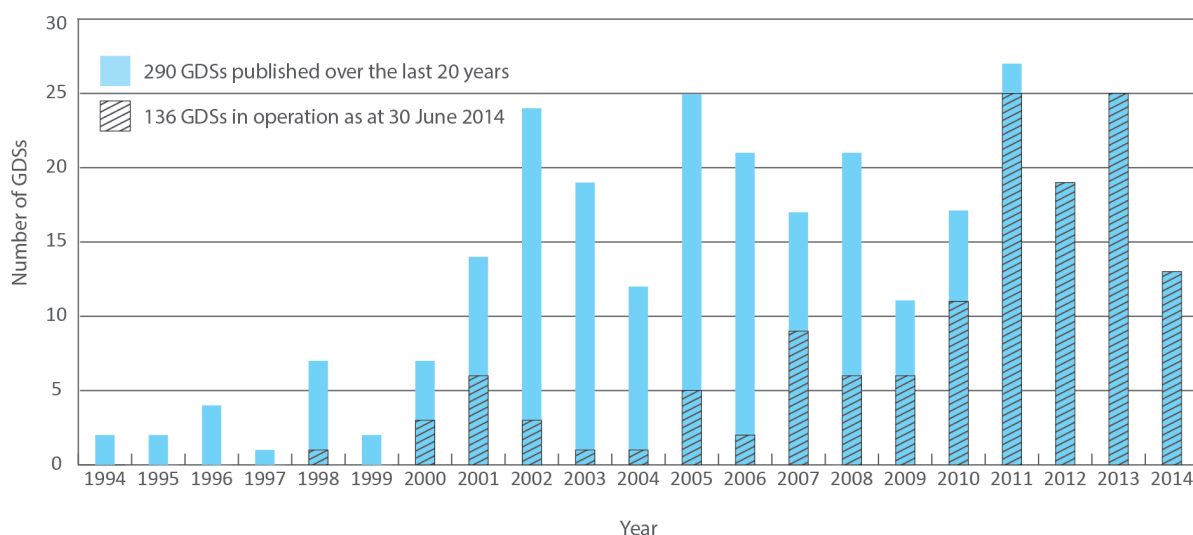
Column D: Was the strategy brought in under a National-led or Labour-led government?

Column D refers to whether a GDS was published under a National-led or Labour-led government. The purpose of this question was to see if different governments designed and implemented strategies differently over time.

Between 1 July 1994 and 30 June 2014 there have been seven parliaments:

(44th)   6 Nov 1993–12 Oct 1996: National Party
          (National Government)
(45th)   12 Oct 1996–27 Nov 1999: National Party coalition with New Zealand First
          (National-led Government)
(46th)   27 Nov 1999–27 Jul 2002: Labour Party coalition with Alliance
          (Labour-led Government)
(47th)   27 Jul 2002–17 Sep 2005: Labour Party coalition with Progressive Party
          (Labour-led Government)
(48th)   17 Sep 2005–8 Nov 2008: Labour Party coalition with Progressive Party
          (Labour-led Government)
(49th)   8 Nov 2008–26 Nov 2011: National Party coalition with ACT Party, Māori Party and
          United Future
          (National-led Government)
(50th)   26 Nov 2011–present: National Party coalition with ACT Party, Māori Party and
          United Future
          (National-led Government)

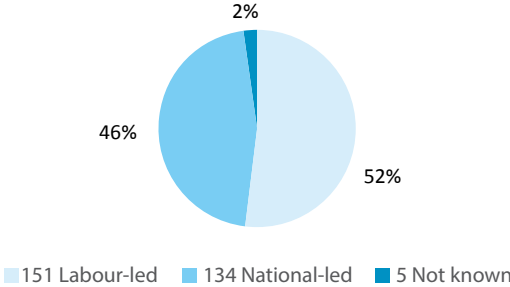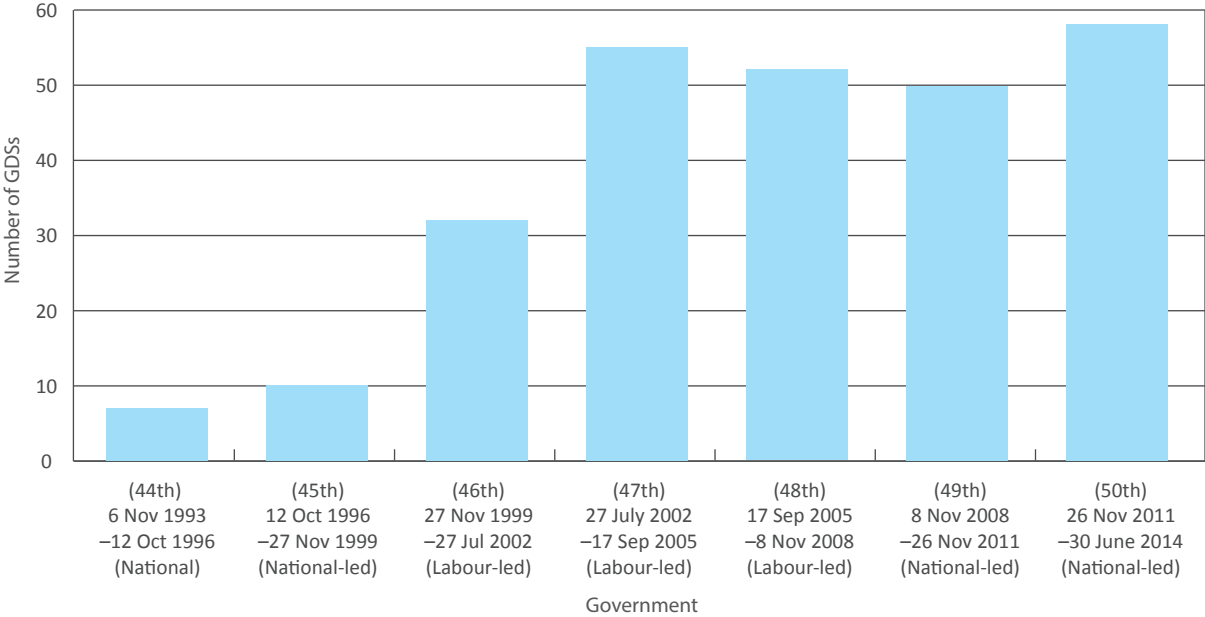**Figure 10: GDSs published over the last 20 years (290) by government in power**

■ 151 Labour-led   ■ 134 National-led   ■ 5 Not known

Figure 11: GDSs published over the last 20 years (290) by parliament (excluding the 26 not known)

Column E: Who signed the strategy?

Column E refers to whether the GDS was signed by a cabinet minister on behalf of the Crown or someone other than a cabinet minister. The use of 'Hon.' is dependent on how it has been recorded in the GDS document. If other people signed-off the strategy, their name and designation were listed. 'Not signed' means that no signatory or designation is contained in the GDS. The purpose of this question was to understand whether the signing-off of strategies was important in gauging accountability and governance within departments.

The 2007 report focused on the hierarchy of strategies by assuming that a strategy signed by a minister indicated a higher degree of departmental commitment. Hence, the strategies signed by a minister became 'major' strategies and those not signed were categorised as 'minor' strategies in the 2007 report.

Figure 12: GDSs published over the last 20 years (290) by ministerial sign-off

■ 144 Signed-off by a minister   ■ 146 Not signed-off by a minister
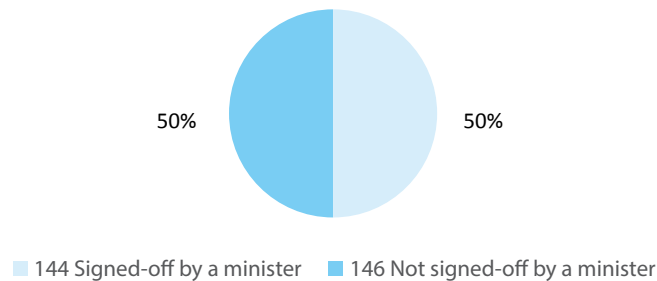
Figure 13: GDSs published over the last 20 years (290) by sign-off

■ 199 Signed-off by a minister or other   ■ 91 Not signed-off at all
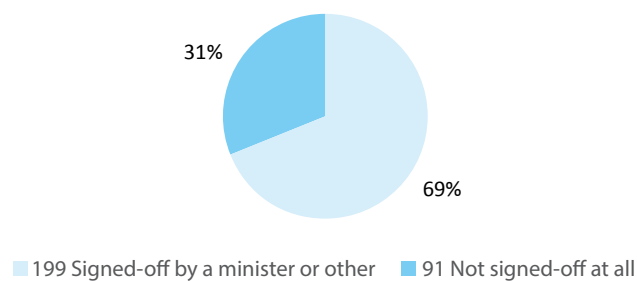
Figure 14: GDSs in operation as at 30 June 2014 (136) by ministerial sign-off

■ 65 Signed-off by a minister   ■ 71 Not signed-off by a minister
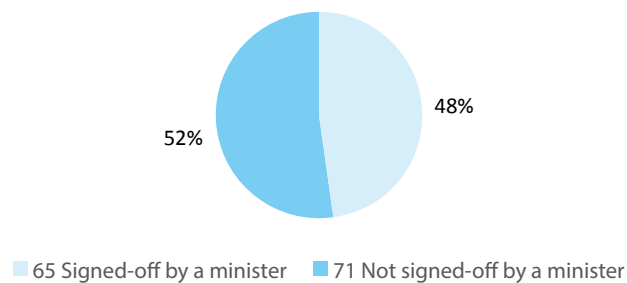
Figure 15: GDSs in operation as at 30 June 2014 (136) by sign-off

■ 84 Signed-off by a minister or other   ■ 52 Not signed-off at all
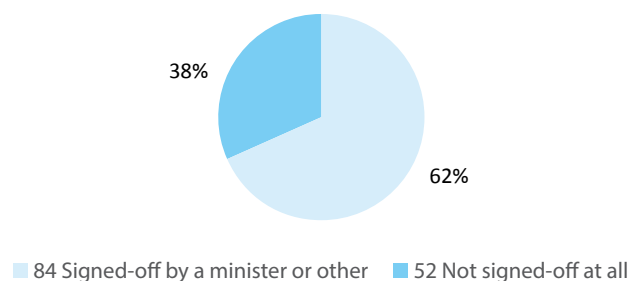
Column F: What is the planned duration of the strategy?

Column F refers to the duration in which the GDS was/is expected to be operational. When the planned duration was not stated, the publication date was taken as the starting date. Durations were recorded in whole years (i.e. multiples of 12 months). Therefore, if a strategy ran from 2010–2014 and was published in June, it was assumed that its end date was in June, and it was recorded as having a duration of 48 months. 'Not known' (NK) means no specific end date was stated. Often the duration was included as part of the title. The purpose of this question was to understand how far into the future departments were thinking.

Figure 16: GDSs by planned duration (excluding the 147 with no stated duration)
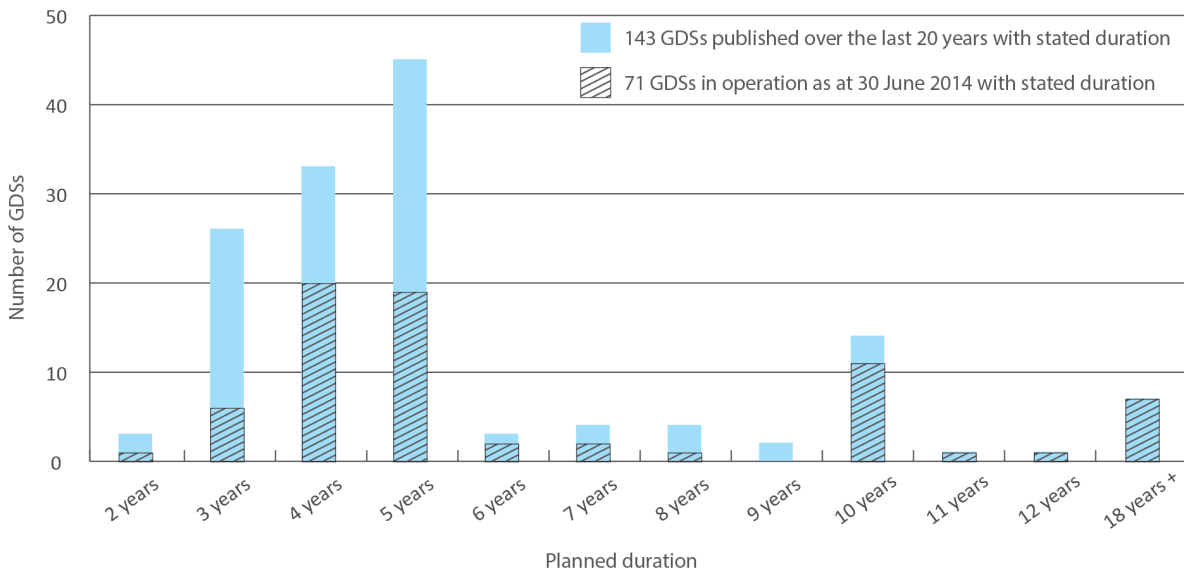
Column G: What is the number of pages of the strategy?

Column G states the number of pages in the GDS document, counting page 1 as the table of contents and the last page as being the last page of relevant text (i.e. this may be different from the page numbers given in the strategy). Where no table of contents was published, the first page was counted as the first page of relevant text. The purpose of this question was to understand whether departments were writing shorter or longer strategies over time.

**Figure 17: GDSs by number of pages**
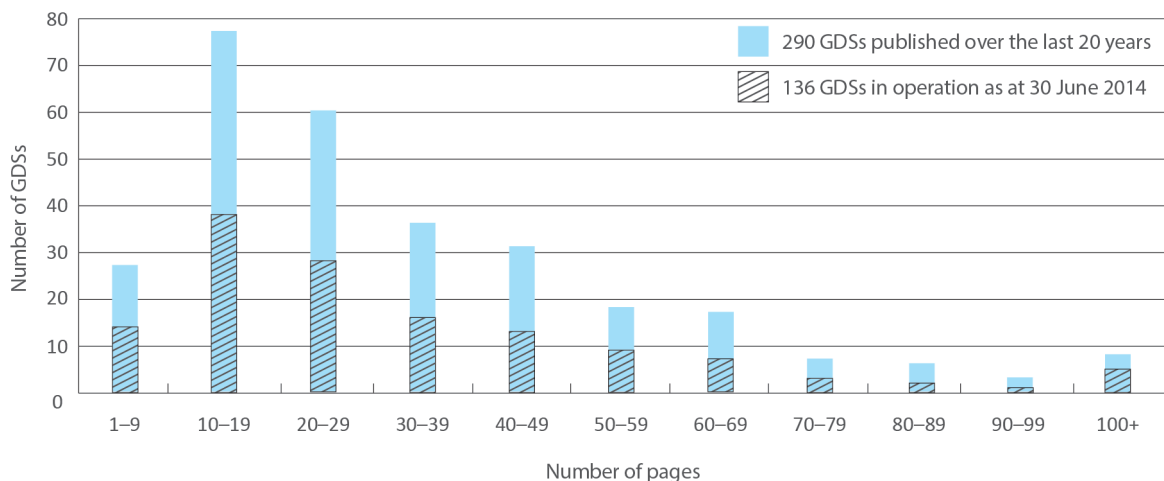
Column H: Was the strategy in operation as at 30 June 2014?

Column H indicates if a GDS was in operation as at 30 June 2014. To establish this, we relied upon the information provided in the March Official Information Act (OIA) responses by government departments (see Appendices 1 and 2 of *Working Paper 2014/01*). If this information was not apparent, we relied on the dates in Column F to determine whether the strategy was in operation as at 30 June 2014. As many of the OIA responses received did not follow the format of our request, we asked government departments to look at this column in particular to ensure we had interpreted the responses correctly before moving on to the next level of analysis (see Appendix 3 of *Working Paper 2014/01*). The purpose of this question was to identify which GDSs will be analysed in *Working Paper 2014/02: Analysing Government Department Strategies in Operation as at 30 June 2014*. This resulted in 136 GDSs in operation as at 30 June 2014.

Figure 18: GDSs published over the last 20 years (290) by operational status

47% 53%

■ 154 Not in operation ■ 136 In operation
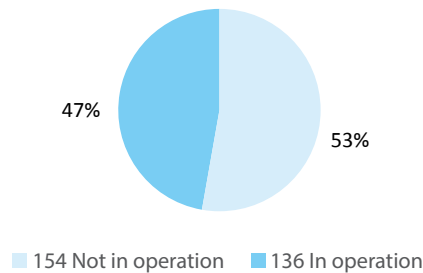
Figure 19: GDSs in operation as at 30 June 2014 (136) by government
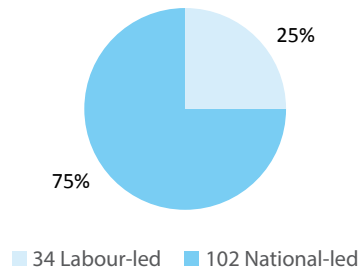
25%

75%

■ 34 Labour-led ■ 102 National-led

Column I: If the strategy was no longer operational as at 30 June 2014, has a newer strategy replaced it?

Column I outlines whether a strategy was replaced by a newer one. If yes, the title of the newer strategy is listed in Column I. 'Not known' (NK) means it is not known whether a replacement strategy exists. In a few cases where we have been informed that no replacement strategy exists, we have stated 'there is no replacement'. The purpose of this question was to understand the extent to which GDSs linked to one another over time.

Figure 20: GDSs no longer in operation as at 30 June 2014 (154) by replacement

3%

26%

51%

20%

■ 79 Replaced by a more recent strategy ■ 31 Not replaced ■ 40 Not known ■ 4 Currently under review
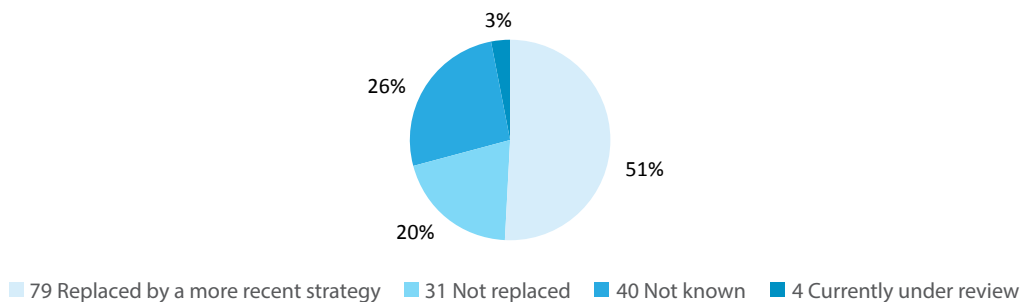
5.2 External Analysis – exploring linkages between the 136 GDSs in operation as at 30 June 2014 and other key strategic instruments

This analysis explores the linkages between GDSs and other key strategic instruments. Figures 21–30 aim to illustrate the level of alignment of the 136 GDSs in operation as at 30 June 2014 with each department's other key strategic instruments. Section 3.0 sets out the unique limitations that exist when interpreting the figures in this subsection. It is important to read this section in order to gain an accurate understanding of these figures. The method that was adopted in collecting this data is also summarised in Section 4.2.

5.2.1 Government priorities

Figure 21 identifies the linkages between GDSs and the 2014 government priorities. GDSs containing reference to one or more of the four government priorities in their executive summary, contents page or discussion of objectives have been marked as such. The purpose of this analysis was to understand how many GDSs have linkages with the current government priorities.

Figure 21: Linkages between GDSs in operation as at 30 June 2014 (136) and 2014 government priorities

■ Obvious linkages between government priorities [103/136 = 76%]

□ No obvious linkages between government priorities [33/136 = 24%]
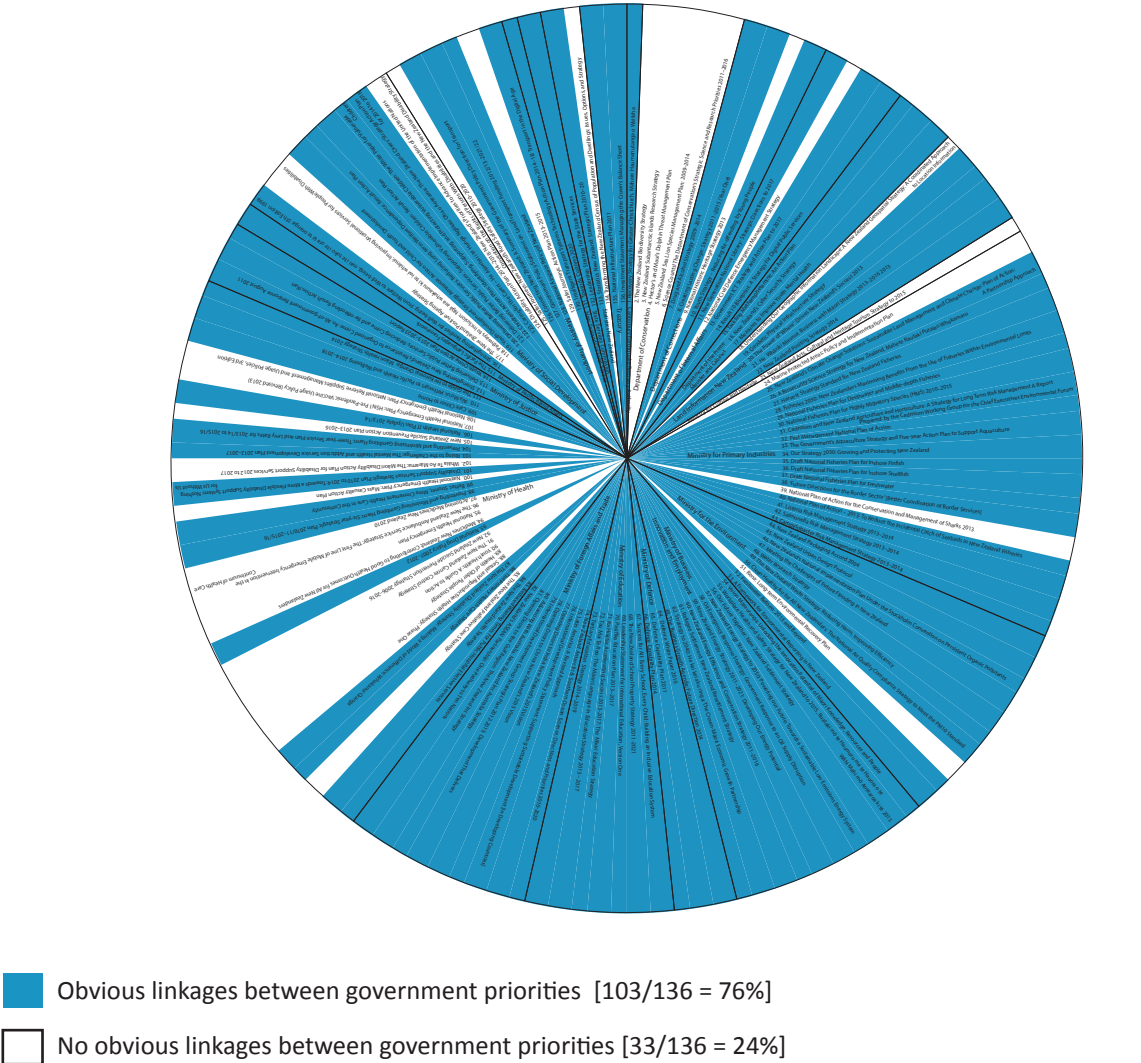
5.2.2. Ministerial priorities

Beneath the four government priorities, each department's minister has to agree with the prime minister a set of ministerial priorities for their respective portfolio area. However, the Institute has been unable to find a complete record of all ministerial priorities by department. Appendix 3 provides a tentative outline of what the Institute believes to be the current ministerial priorities as set out in each department's 2014 four-year plan. Due to the lack of clarity in this area, this will be the subject of further inquiry for the Institute.

5.2.3 Better Public Services: Results for New Zealanders

Figure 22 identifies the linkages between operational GDSs and the Government's Better Public Services: Results for New Zealanders (BPS) initiative. GDSs containing reference to one or more of the 10 BPS results in their executive summary, contents pages or discussion of objectives have been marked as such. The purpose of this analysis was to understand how many GDSs have linkages with the Government's BPS results.

The 10 BPS results are set out in Appendix 4. These results are an experimental way to improve cross-agency collaboration on achieving discrete targets. Each of the 10 results must meet four criteria:

- It is a government priority;

- It is important for New Zealanders;

- It has proven difficult to achieve using usual government processes; and

- It requires cross-agency or whole-of-system work to achieve success.

Notably, there are no economic results in the BPS results initiative. The Government's economic agenda is articulated in the Ministry of Business, Innovation and Employment's *The Business Growth Agenda: Future Direction 2014*, which is included as one of the 136 GDSs in operation.

Figure 22: Linkages between GDSs in operation as at 30 June 2014 (136) and Better Public Services: Results for New Zealanders
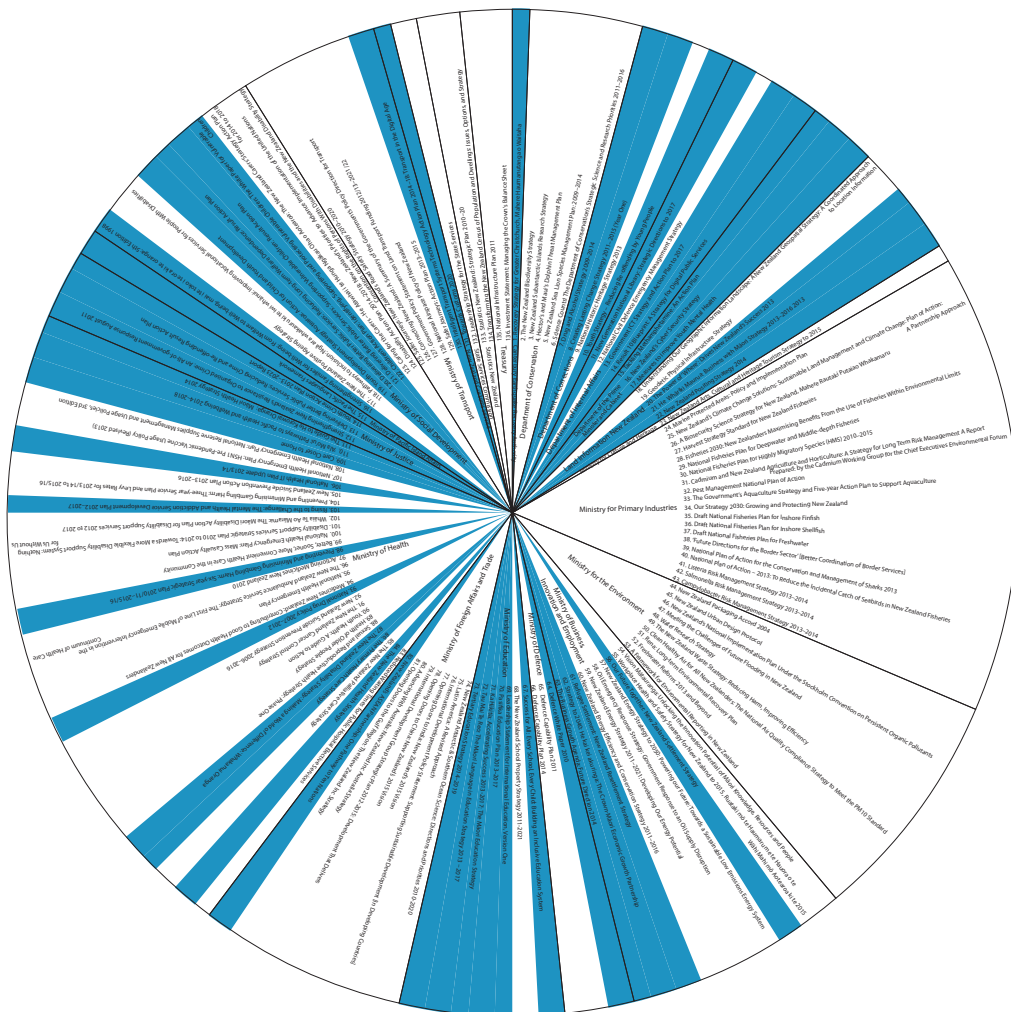
■ Obvious linkages with BPS results [46/136 = 34%]

□ No obvious linkages with BPS results [90/136 = 66%]

5.2.4 Statements of intent

Figures 23 and 24 identify the linkages between operational GDSs and their respective department's statement of intent. Figure 23 reflects whether a GDS has been explicitly referred to in the statement of intent, and Figure 24 reflects whether a GDS has been explicitly or implicitly referred to. The purpose of this analysis was to understand how often government departments were referring to their GDSs in their statement of intent.

Figure 23: GDSs in operation as at 30 June 2014 (136) by explicit mention in the department's statement of intent

Explicit – mentioned by title [51/136 = 38%]

Not mentioned by title [83/136 = 61%]

No hardcopy of statement of intent has been published to date [2/136 = 1%]
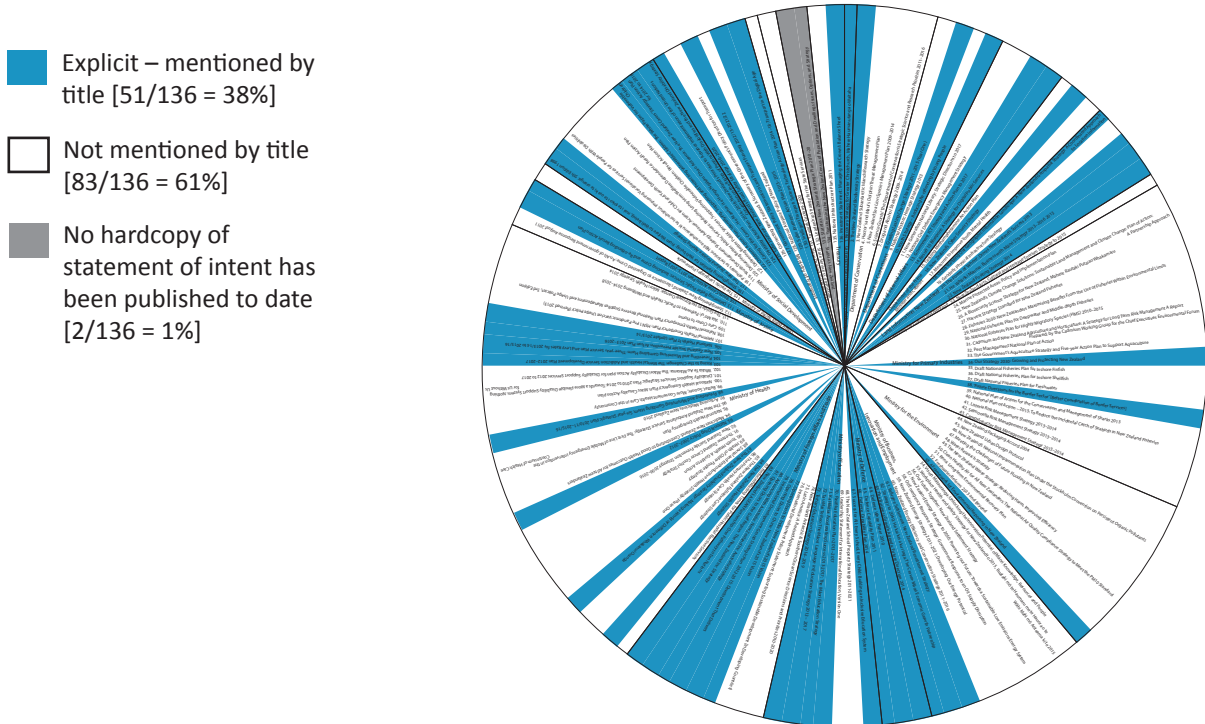
Figure 24: GDSs in operation as at 30 June 2014 (136) by explicit or implicit mention in the department's statement of intent

Explicit – mentioned by title [51/136 = 38%]

Implicit – not mentioned by title but implied in text [32/136 = 23%]

Not discussed at all [51/136 = 38%]

No hardcopy of statement of intent has been published to date [2/136 = 1%]

Departments with no GDSs in operation
- Crown Law Office
- Education Review Office
- Inland Revenue Department
- Ministry of Māori Development, Te Puni Kōkiri
- Serious Fraud Office
- Government Communications Security Bureau (GCSB does not publicly release an SOI)
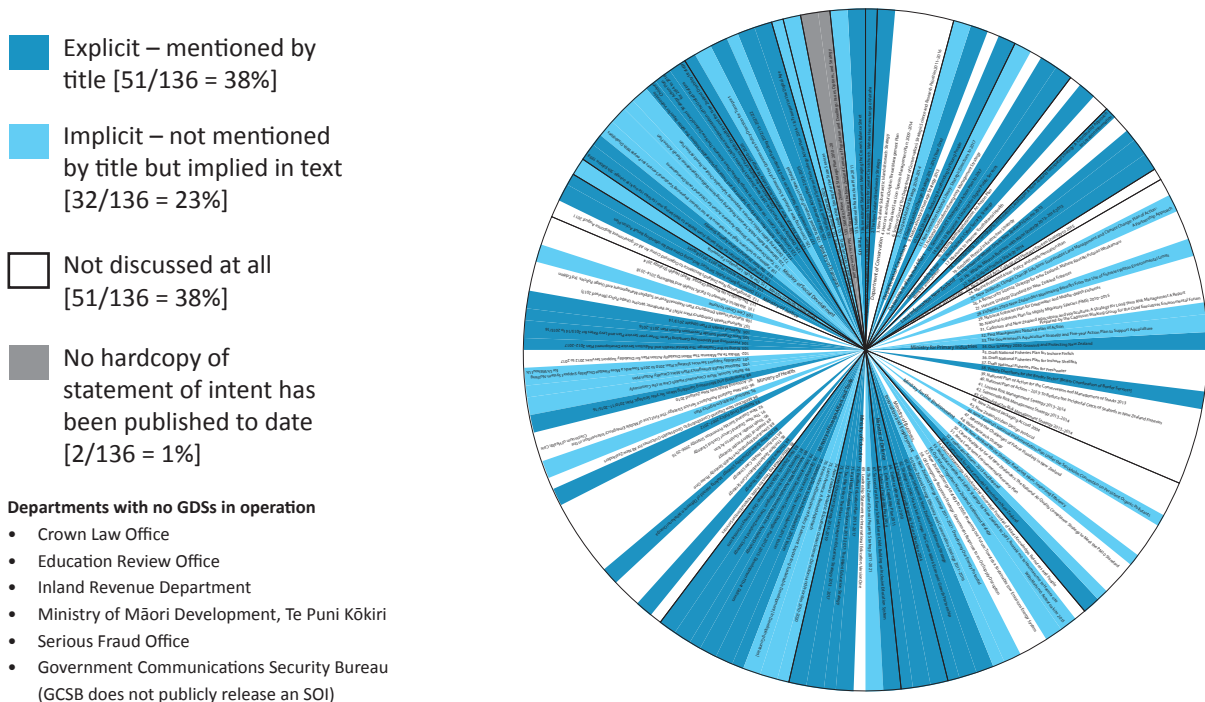
5.2.5 Four-year plans

Figures 25 and 26 identify the linkages between operational GDSs and their respective department's four-year plan. Figure 25 reflects whether a GDS has been explicitly referred to in the four-year plan, and Figure 26 reflects whether a GDS has been explicitly or implicitly referred to. The purpose of this analysis was to understand how often government departments were referring to their GDSs in their four-year plan.

Figure 25: GDSs in operation as at 30 June 2014 (136) by explicit mention in the department's four-year plan

Explicit – mentioned by title [34/136 = 25%]

Not mentioned by title [94/136 = 69%]

No hardcopy of four-year plan has been published to date [8/136 = 6%]
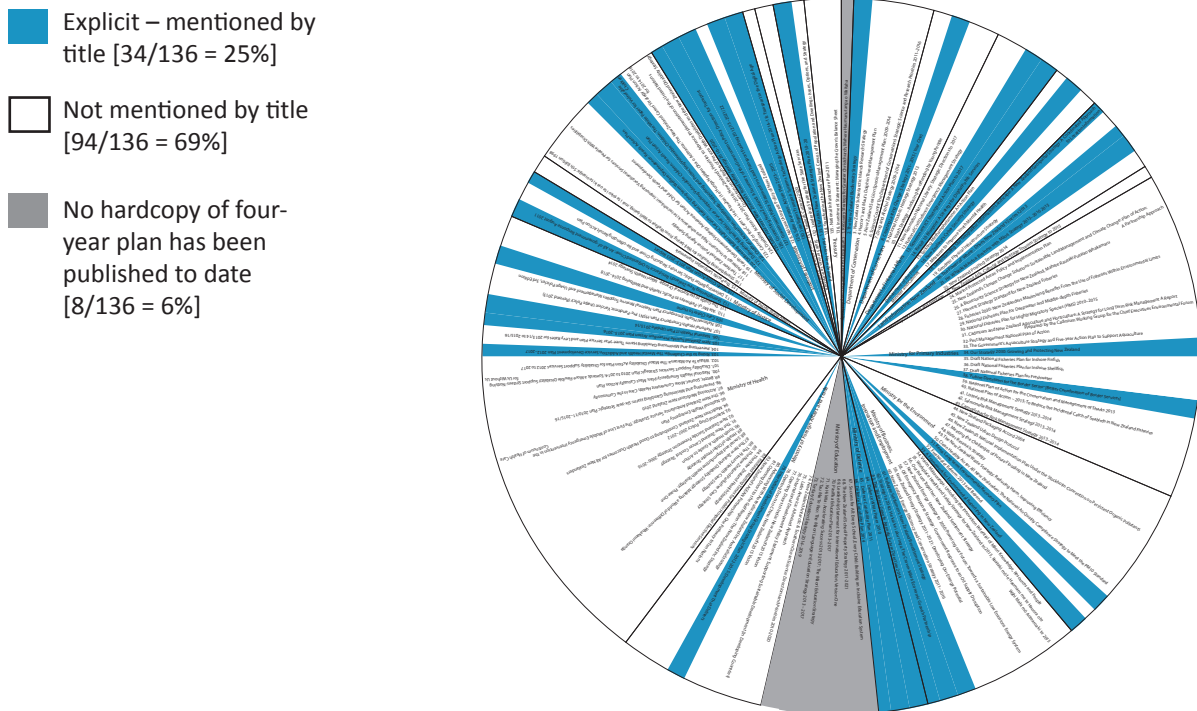

Figure 26: GDSs in operation as at 30 June 2014 (136) by explicit or implicit mention in the department's four-year plan

Explicit – mentioned by title [34/136 = 25%]

Implicit – not mentioned by title but implied in text [40/136 = 29%]

Not discussed at all [54/136 = 40%]

No hardcopy of four-year plan has been published to date [8/136 = 6%]

Departments with no GDSs in operation
- Crown Law Office
- Education Review Office
- Inland Revenue Department
- Ministry of Māori Development, Te Puni Kōkiri
- Serious Fraud Office
- Government Communications Security Bureau (GCSB does not publicly release a four-year plan)

5.2.6 The Budget

Figures 27 and 28 identify the estimated budget appropriations for each sector against the number of operational GDSs published by that sector. The purpose of this analysis was to understand the relationship between the number of GDSs published by a sector and their estimated appropriations.
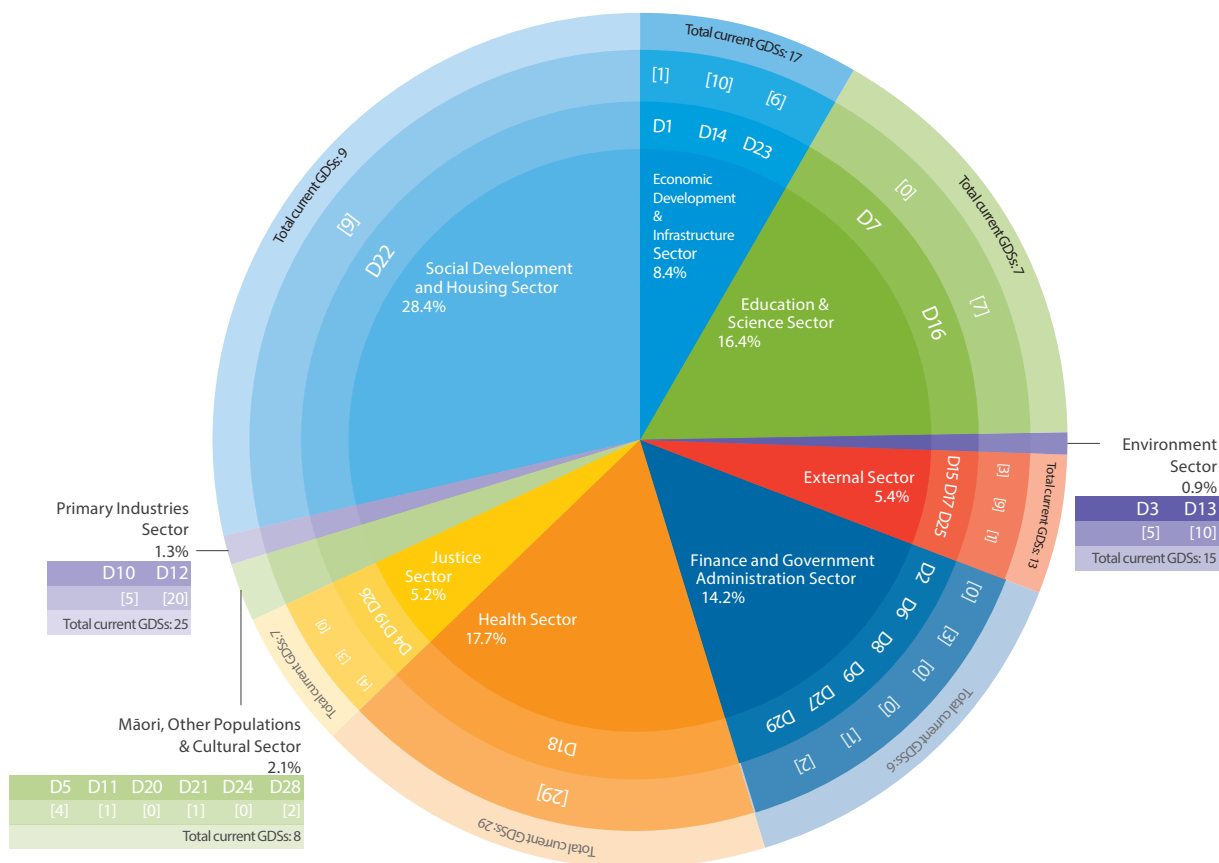
Figure 27: GDSs in operation as at 30 June 2014 (136) by sector (1 July 2014 to 30 June 2015)
Source: *Summary Tables for the Estimates of Appropriations 2014–2015* (Treasury, 2014)

Key to figure:

'Sector'[1] refers to the appropriation estimates for New Zealand 1 July 2014 to 30 June 2015.
'D' is an abbreviation for department. Each department is given a number (see list).
'GDS' is an abbreviation for government department strategy. The name of each strategy can be found in *Working Paper 2014/01*.
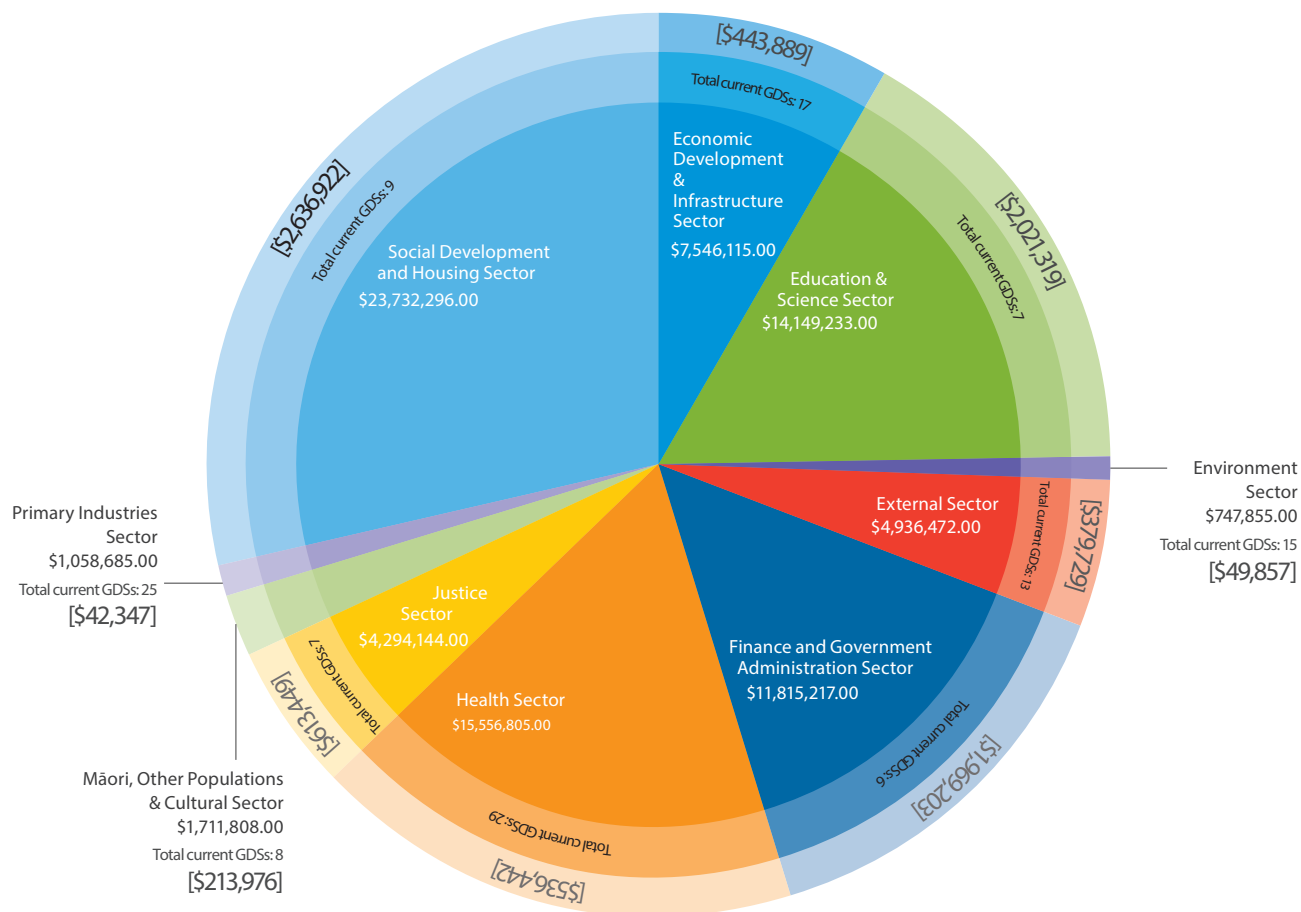[x] is the number of GDSs in operation as at 30 June 2014 by sector.

Department name:

1. Canterbury Earthquake Recovery Authority
2. Crown Law Office
3. Department of Conservation
4. Department of Corrections
5. Department of Internal Affairs
6. Department of the Prime Minister and Cabinet
7. Education Review Office
8. Government Communications Security Bureau
9. Inland Revenue Department

10. Land Information New Zealand
11. Ministry for Culture and Heritage
12. Ministry for Primary Industries
13. Ministry for the Environment
14. Ministry of Business, Innovation and Employment
15. Ministry of Defence
16. Ministry of Education
17. Ministry of Foreign Affairs and Trade
18. Ministry of Health
19. Ministry of Justice

20. Ministry of Māori Development, Te Puni Kōkiri
21. Ministry of Pacific Island Affairs
22. Ministry of Social Development
23. Ministry of Transport
24. Ministry of Women's Affairs
25. New Zealand Customs Service
26. Serious Fraud Office
27. State Services Commission
28. Statistics New Zealand
29. Treasury

1   Within each sector are a number of 'votes' described by the Treasury in *Primary Sector – The Estimates of Appropriations for the Government of New Zealand for the Year Ending 30 June 2015* as 'A grouping of one or more appropriations that are the responsibility of one or more Ministers of the Crown and are administered by the one department or Office of Parliament' (2014:xvi).

Figure 28: Sector appropriations (July 2014 to 30 June 2015) divided by number of GDSs in operation as at 30 June 2014

Source: *Summary Tables for the Estimates of Appropriations 2014–2015* (Treasury, 2014)

[$443,889]
Total current GDSs: 17

Economic Development & Infrastructure Sector
$7,546,115.00

[$2,021,319]
Total current GDSs: 7

Education & Science Sector
$14,149,233.00

[$2,636,922]
Total current GDSs: 9

Social Development and Housing Sector
$23,732,296.00

External Sector
$4,936,472.00

Environment Sector
$747,855.00
Total current GDSs: 15
[$49,857]

Total current GDSs: 13
[$379,729]

Primary Industries Sector
$1,058,685.00
Total current GDSs: 25
[$42,347]

Finance and Government Administration Sector
$11,815,217.00
Total current GDSs: 6
[$1,969,203]

Justice Sector
$4,294,144.00
Total current GDSs: 7
[$613,449]

Health Sector
$15,556,805.00
Total current GDSs: 29
[$536,442]

Māori, Other Populations & Cultural Sector
$1,711,808.00
Total current GDSs: 8
[$213,976]

Key to figure:

[x] is the average appropriation per GDS by sector.
See Figure 27 for a breakdown of which departments make up each sector.

Average appropriation per GDS:

Economic Development and Infrastructure Sector	$443,889
Education & Science Sector	$2,021,319
Environment Sector	$49,857
External Sector	$379,729
Finance and Govt. Admin Sector	$1,969,203
Health Sector	$536,442
Justice Sector	$613,449
Māori, Other Populations & Cultural Sector	$213,976
Primary Industries Sector	$42,347
Social Development and Housing Sector	$2,636,922

5.2.7 Annual reports

Figures 29 and 30 identify the linkages between operational GDSs and their respective department's annual report. Figure 29 reflects whether a GDS has been explicitly referred to in the annual report, and Figure 30 reflects whether a GDS has been explicitly or implicitly referred to. The purpose of this analysis was to understand how often government departments were referring to their GDSs in their annual report.

Figure 29: GDSs in operation as at 30 June 2014 (136) by explicit mention in the department's annual report

Explicit – mentioned by title [59/136 = 43%]

Not mentioned by title [77/136 = 57%]
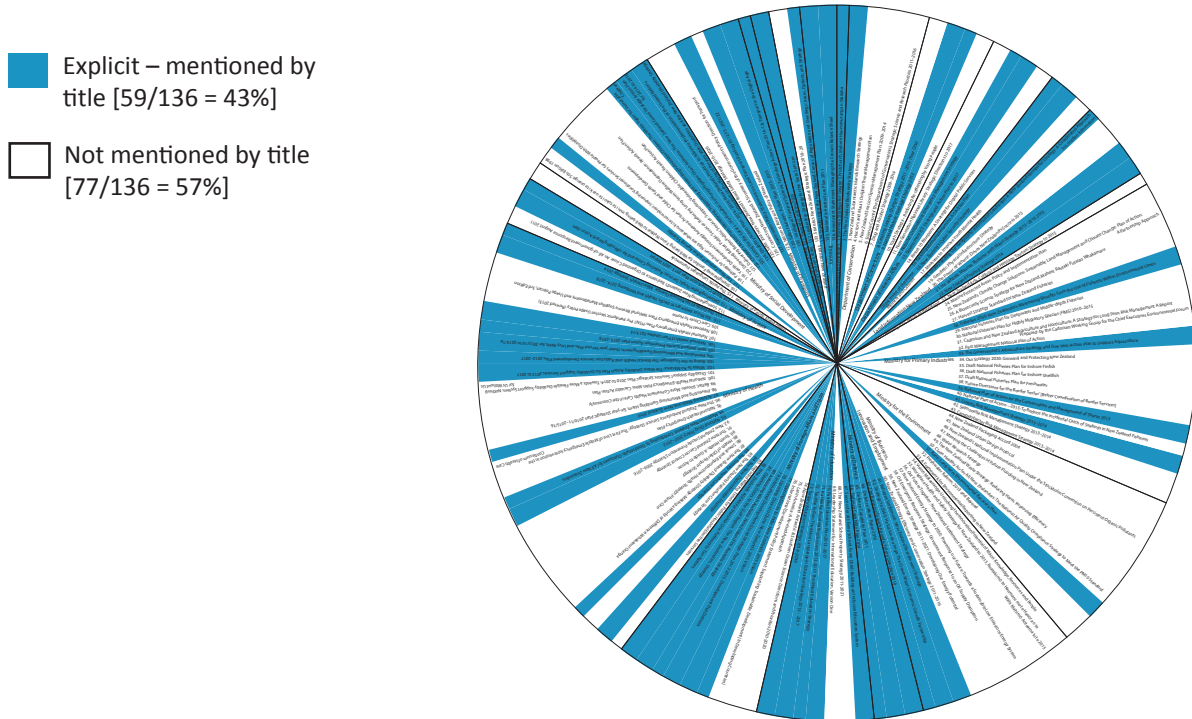
Figure 30: GDSs in operation as at 30 June 2014 (136) by explicit or implicit mention in the department's annual report

Explicit – mentioned by title [59/136 = 43%]

Implicit – not mentioned by title but implied in text [46/136 = 34%]

Not discussed at all [31/136 = 23%]

Departments with no GDSs in operation
- Crown Law Office
- Education Review Office
- Inland Revenue Department
- Ministry of Māori Development, Te Puni Kōkiri
- Serious Fraud Office
- Government Communications Security Bureau
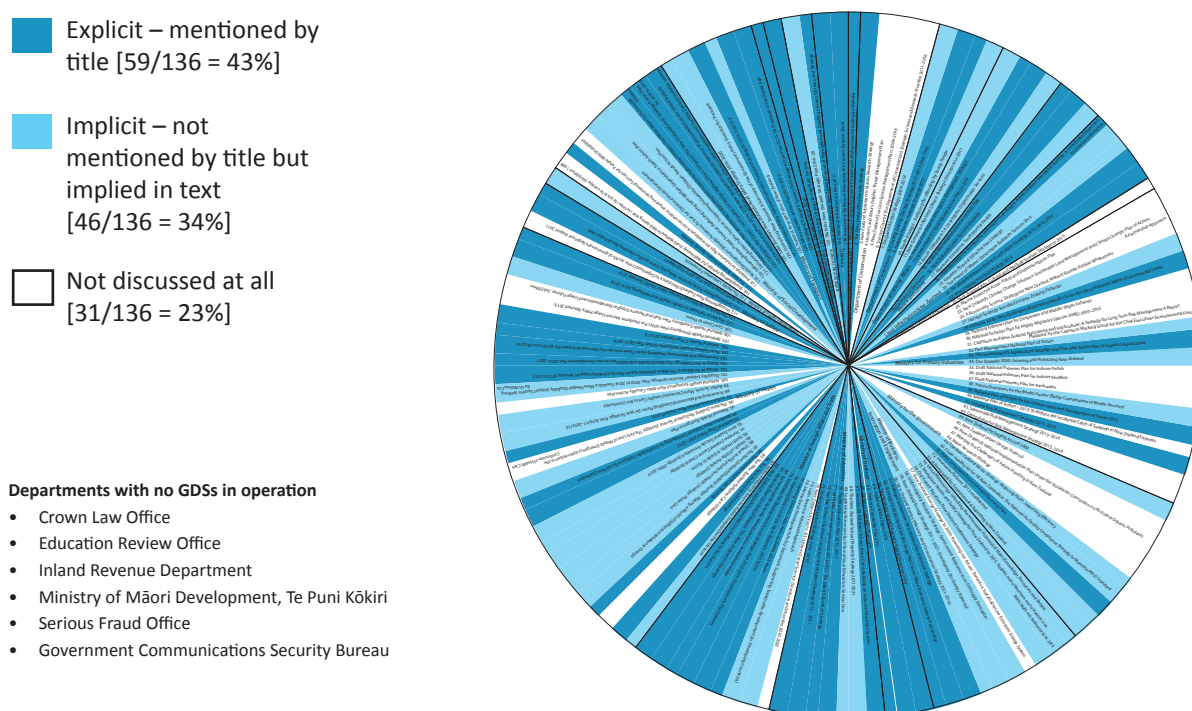
6.0 Next Steps

New Zealand is a small dynamic country that has limited resources, therefore choices must be made. We need the documents that articulate our strategic choices to be seen, read, understood, discussed, reviewed and independently assessed. Only when such documents are able to be considered in terms of the whole system of government can New Zealanders feel confident that they, and parliament, are being delivered a considered and integrated system of strategic thinking and implementation. This work has provided a number of insights into how New Zealand's central government system is working in terms of documenting its strategic thinking. It has also produced ideas about how this system might be made more transparent, more integrated and ideally more effective. A summary of the research to date is as follows:

- Central government has invested a great deal of time, resources and energy in preparing GDSs over time (290 published over 20 years, 136 of which are currently in operation [see Figure 5]). However GDSs are not easy to find, particularly if you do not know the full name of the document and the publishing institution (see *Working Paper 2014/01).*

- The number of GDSs being published per calendar year has generally increased over time (see Figure 9).

- Departments that have produced the greatest number of GDSs over time are the Ministry of Health, the Ministry for Primary Industries and the Ministry of Foreign Affairs and Trade (see Figure 6).

- The primary industries sector and the environment sector have produced the most GDSs per appropriations, whereas the social development and housing sector, the education and science sector and the finance and government administration sector have prepared the least (see Figure 28).

- GDSs are instruments that aim to influence New Zealand's future over long time frames and changes in government. For example, 25% of GDSs currently in operation were generated under a Labour-led government, despite the government being National-led since 2008 (see Figures 10, 11 and 19).

- Many GDSs are not signed-off by an individual. Of the 290 GDSs published over the last 20 years, 50% were not signed-off by a minister (see Figure 12), and 31% were not signed-off by anyone (see Figure 13). Furthermore, an increasing number of GDSs are being published unsigned. Of the 136 GDSs in operation as at 30 June 2014, 38% were not signed-off by anyone (see Figure 15).

- The planned duration of a GDS is generally short (3–5 years) with only a portion of GDSs looking beyond ten or more years (see Figure 16). This is surprising considering central government is a key investor in long-term infrastructure.

- GDSs tend to be brief (10–30 pages), but a small group of GDSs are over 100 pages (see Figure 17).

- The extent of linkages between GDSs in operation and government priorities was expected (76%) considering these government priorities are general in nature (see Figure 21).

- The extent of linkages between GDSs in operation and the BPS results was slightly higher than expected (34%) considering these results are meant to not only be specific to the government economy but specific to certain public services within that economy[2] (see Figure 22). For example, one would have expected

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2   'Delivering Better Public Services has been a focus of the Government for the past 5 years. With the Government representing around one-quarter of the real economy, it is important that Government agencies focus on achieving results for users of public services while at the same time delivering value for money for taxpayers. The Prime Minister last year identified 10 challenging Better Public Services results to address some of New Zealand's most important issues over the next 4 to 5 years ...' (See http://www.parliament.nz/en-nz/pb/business/qoa/50HansQ_20131114_00000001/1-better-public-services-targets%E2%80%94purpose-and-impact.)

priorities and results to be at different ends of the same continuum; that the results would be targeted and link to say 20% of GDSs in operation while the government priorities would be broad in nature and link to 80% of GDSs in operation (see observation above).

- The extent of linkages between GDSs in operation and each department's statement of intent was much lower than expected considering these statements are meant to state the department's strategic intentions (only 38% of GDSs were explicitly mentioned, or 61% explicitly and implicitly mentioned, see Figures 23 and 24).

- The extent of linkages between GDSs in operation and each department's annual report was much lower than expected considering these reports are meant to state the department's performance for the year (only 43% of GDSs were explicitly mentioned, see Figure 29).

The analysis in *Working Paper 2014/02* has led us to some observations as to how departments could easily align and integrate GDSs with other key strategic instruments. These observations suggest ways the public sector could make GDSs more internally effective and more externally accessible. We consider the following recommendations to be cost effective and simple to implement. The public sector should:

1. **Ensure all departments explicitly reference GDSs in their publications by full title and publication date.**

2. **Ensure a minister or CEO signs-off each GDS.**

3. **Ensure a department's annual report lists all GDSs in operation.**
   Annual reports should also provide an explanation by the chief executive of any changes in strategy over the previous year and the results of any reviews, including assessments against predetermined indicators.

4. **Ensure GDSs outline their lineage, their expected duration and when the GDS is likely to be reviewed, or replaced.**

5. **Ensure a public register of GDSs within central government is maintained.**
   This could be implemented by adding a new page on the www.govt.nz website that focuses on GDSs. The website should include an invitation for the public to comment, any summary of feedback and the final published strategy document. Ideally, it should also include the strategy lineage such as whether it replaces a previous GDS (similar to Table 1 in *Working Paper 2014/01*). This website should be easily searchable.

6. **Improve accessibility of GDSs on department websites.**
   A subcategory called 'Government Department Strategies' could be added to the publications page on each department's website. This page could list the full name of all previous and current strategies and provide a PDF link to GDSs. This information could be copied from our website.[3]

7. **Publish a guide for departments on what makes a good GDS and how to improve engagement and accessibility for the public.**
   The Treasury or the States Services Commission could prepare such a guide. A template could be issued that requires departments to include basic content in all GDSs such as the full name, the date published, a signatory, the name of key partnering departments/organisations, the duration, key indicators and when a review is likely.

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3   See Timelines: 'Timeline of Government Department Strategies in New Zealand' at www.mcguinnessinstitute.org.

In addition to the above, there needs to be a stronger focus on integration with other key strategic instruments across the New Zealand public sector. There is no doubt that there are many ways to do this, some of which may require changes to legislation. To begin this conversation, we have put forward the following suggestions:

1. **Departments and/or sectors should be required to prepare an overarching long-term strategy every four years.**
   A ten-year plan should be produced for each department and/or sector within four years – along the lines of local government. Much of the work undertaken by central government requires a significant investment and careful management over a long period, but there is no instrument that explores, develops and reviews performance over the long term. Without such an instrument, central government is likely to make narrow and short-term investment decisions.

2. **Refocus the public service on serving the public first.**
   The background to a GDS, as well as the strategy itself, should be accessible to the public so that people can understand the problem which the strategy is trying to resolve. Cabinet minutes are key to understanding this background. Hence, cabinet minutes should, as a default, be accessible and searchable online. The default position for all cabinet minutes should be that they are public unless Cabinet decides they should be embargoed or confidential (rather than the current status of cabinet minutes, which is the other way around). While undertaking research for *Working Paper 2014/01*, it became apparent a number of government strategies were published solely as confidential cabinet minutes, meaning they did not meet our criteria for a GDS (in that they could only be obtained under the OIA). Further, many of the GDSs we requested under the OIA failed to contain the cabinet paper number or date. For this reason, we recommend all cabinet papers released show the official number and preparation date.

3. **Simplify the current reporting framework.**
   All strategic documents should fit within a wider system of departmental instruments that is logical, integrated, cost effective and transparent.

4. **Require every department to produce an integrated annual report.**
   An integrated annual report could be the gateway to a department's past, present and future activities – a one-stop shop for the public service and the public. The integrated annual report would be the logical place for the SOI to be published. This would not require a change to the legislation as the Public Finance Act (s40) does not require an SOI to be a separate document. The SOI would include the minister's letter, a summary of the department's four-year plan, a list of all GDSs in operation or in progress, a description of any potential risks/challenges/opportunities going forward and an outline of how the department has and will continue to contribute to Better Public Services: Results for New Zealanders, government priorities and ministerial priorities.

The next step for the Institute is to prepare *Working Paper 2015/01*. Each of the 136 operational GDSs will be analysed and scored individually against an Institute-devised metric. This upcoming paper aims to provide a clearer picture of the strengths and weaknesses of each GDS using a radar diagram and then by ranking each of the 136 GDSs against each other and by department and sector.

Additional areas of interest for the Institute include (i) the extent to which a hierarchy of GDSs might exist (along the lines of Figure 2) and (ii) a study of the relationship between government, ministerial and sectorial priorities. There is limited publicly available information which describes and explains the importance, intentions and interrelationships of priorities. There is also an historical context to these priorities which is missing.

The Institute will continue to invest in these additional areas of research in the coming year. Our intention is to bring all this work together in a report late in 2015.

List of Appendices

Appendix 1:   Key words used for analysis of GDSs for implicit references

Appendix 2:   Government priorities 2006–2013

Appendix 3:   Ministerial priorities 2013, 2014

Appendix 4:   Better Public Services: Results for New Zealanders

Appendix 1: Key words used for analysis of GDSs for implicit references

Table 1 provides the key words extracted from each GDS for assessing whether a department's statement of intent, annual report or four-year plan had implicitly referenced it.

Table 1: Key words used for analysis of GDSs for implicit references

Dept no.	Government department	Operational government department strategy (GDS)	GDS key words used in analysis
1	Canterbury Earthquake Recovery Authority	1. Recovery Strategy for Greater Christchurch, Mahere Haumanutanga o Waitaha	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
2	Crown Law Office	No operational GDSs as at 30 June 2014	-
3	Department of Conservation	2. The New Zealand Biodiversity Strategy	'biodiversity', 'biological diversity', 'indigenous', 'genetic resources', 'ecosystems'.
		3. New Zealand Subantarctic Islands Research Strategy	'subantarctic islands', 'research', 'Antarctica', 'Southland Conservancy', 'National Nature Reserves'.
		4. Hector's and Maui's Dolphin Threat Management Plan	'Hector's', 'Maui's', 'Hector', 'Maui', 'dolphin', 'marine mammal'.
		5. New Zealand Sea Lion Species Management Plan: 2009–2014	'sea lion/s', 'species management', 'marine mammals', 'sea'.
		6. Science Counts! The Department of Conservation's Strategic Science and Research Priorities 2011–2016	'scientific research', 'research priority/ies', 'classification system', 'methodology', 'development', 'recreation + tourism', 'biodiversity', 'classification system', 'species management', 'tangata whenua', 'heritage'.
4	Department of Corrections	7. Drug and Alcohol Strategy 2009–2014	'supply control', 'demand control', 'problem limitation', 'drug/s', 'alcohol', 'harm reduction'.
		8. Creating Lasting Change: Strategy 2011–2015 (Year One)	'offenders', 'professionalism', 'performance culture', 'prison management', 'prison services', 'smokefree prisons', 'suicide prevention', 'reoffending', 'better public value', 'leadership', 'professional development'.
		9. National Historic Heritage Strategy 2013	'historic', 'heritage', 'culture', 'cultural heritage', 'conservation'.
		10. Youth Strategy – Reducing Re-offending by Young People	'reoffending', 'young people', 'whakapiri', 'whakaramarama', 'te ao Māori', 'empowerment'.

Dept no.	Government department	Operational government department strategy (GDS)	GDS key words used in analysis
5	Department of Internal Affairs	11. New Generation National Library: Strategic Directions to 2017	'digital environment', 'public space', 'library services'.
		12. National Civil Defence Emergency Management Strategy	'emergency services', 'civil defence', 'hazards', 'climate change', 'risks'.
		13. Government ICT Strategy and Action Plan to 2017	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
		14. Result 10 Blueprint: A Strategy for Digital Public Services	'digital', 'government services', 'transactions'.
6	Department of the Prime Minister and Cabinet	15. Tackling Methamphetamine: An Action Plan	'methamphetamine', 'class A drug'.
		16. New Zealand's Cyber Security Strategy	'cyber security', 'digital environment', 'safety', 'cyber crime'.
		17. Measures to Improve Youth Mental Health	'young people', 'youth mental health', 'mental health'.
7	Education Review Office	No operational GDSs as at 30 June 2014	-
8	Government Communications Security Bureau	No operational GDSs as at 30 June 2014	-
9	Inland Revenue Department	No operational GDSs as at 30 June 2014	-
10	Land Information New Zealand	18. Understanding Our Geographic Information Landscape: A New Zealand Geospatial Strategy: A Coordinated Approach to Location Information	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
		19. Geodetic Physical Infrastructure Strategy	'geodetic', 'infrastructure', 'marks', 'beacons', 'protection services', 'evolving technology/ies'.
		20. The Power of 'Where' Drives New Zealand's Success	'location system', 'geospatial', 'innovation'.
		21. Business with Māori Strategy 2013–2016: He Whāriki Maurua	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
		22. New Zealand Positioning Strategy 2014	'geospatial', 'geodetic', 'infrastructure', 'location-based', 'positioning strategy', 'property rights', 'global reference frame', 'cadastre/al'.

Dept no.	Government department	Operational government department strategy (GDS)	GDS key words used in analysis
11	Ministry for Culture and Heritage	23. New Zealand Arts, Cultural and Heritage Tourism Strategy to 2015	'tourism + culture', 'tourism + heritage', 'tourism + arts', 'tourism'.
12	Ministry for Primary Industries	24. Marine Protected Areas: Policy and Implementation Plan	'marine habitats', 'ecosystems', 'marine protected areas', 'classification'.
		25. New Zealand's Climate Change Solutions: Sustainable Land Management and Climate Change: Plan of Action: A Partnership Approach	'climate change', 'land management', 'carbon sinks', 'forest management', 'deforestation', 'ETS', 'Emissions Trading Scheme'.
		26. A Biosecurity Science Strategy for New Zealand, Mahere Rautaki Putaiao Whakamaru	'biosecurity', 'research', 'delivery', 'forecasting', 'pests', 'diseases'.
		27. Harvest Strategy Standard for New Zealand Fisheries	'fish stocks', 'quota', 'sustainability', 'stock targets'.
		28. Fisheries 2030: New Zealanders Maximising Benefits From the Use of Fisheries Within Environmental Limits	'fisheries', 'aquatic', 'sustainable fishing', 'seafood industry', 'customary fisheries', 'amateur fisheries', 'governance + fisheries', 'environmental limits'.
		29. National Fisheries Plan for Deepwater and Middle-depth Fisheries	'deepwater', 'middle-depth', 'middle depth'.
		30. National Fisheries Plan for Highly Migratory Species (HMS) 2010–2015	'tuna', 'billfish', 'skipjack tuna', 'albacore tuna', 'oceanic shark species', 'migratory'.
		31. Cadmium and New Zealand Agriculture and Horticulture: A Strategy for Long Term Risk Management: A Report Prepared by the Cadmium Working Group for the Chief Executives Environmental Forum	'cadmium', 'soil contaminant'.
		32. Pest Management National Plan of Action	'biological risk', 'pest management', 'pest', 'disease'.
		33. The Government's Aquaculture Strategy and Five-year Action Plan to Support Aquaculture	'aquaculture', 'sustainable aquaculture', 'seafood industry', 'settlement'.
		34. Our Strategy 2030: Growing and Protecting New Zealand	'our strategy', 'growing and protecting'.

Dept no.	Government department	Operational government department strategy (GDS)	GDS key words used in analysis
12	Ministry for Primary Industries (Cont.)	35. Draft National Fisheries Plan for Inshore Finfish	'cartilaginous fish', 'shark', 'skate', 'ray', 'chimaera', 'bony fish', 'osteichthyes', 'hagfish', 'lamprey', 'agnatha', 'chondrichtye', 'inshore', 'finfish'.
		36. Draft National Fisheries Plan for Inshore Shellfish	'mussels', 'clams', 'pipi', 'kina', 'shellfish'.
		37. Draft National Fisheries Plan for Freshwater	'eel', 'shortfin eel', 'longfin eel', 'anguilla australis', 'a. dieffenbachii', 'australasian longfin', 'a. reinhardtii', 'koura', freshwater crayfish', 'brown bullhead catfish', 'freshwater fish'.
		38. 'Future Directions for the Border Sector' [Better Coordination of Border Services]	'trade', 'border protection', 'border sector'.
		39. National Plan of Action for the Conservation and Management of Sharks 2013	'shark/s'.
		40. National Plan of Action – 2013: To Reduce the Incidental Catch of Seabirds in New Zealand Fisheries	'bird/s', 'seabird/s'.
		41. Listeria Risk Management Strategy 2013–2014	'listeria', 'foodborne'.
		42. Salmonella Risk Management Strategy 2013–2014	'salmonella'.
		43. Campylobacter Risk Management Strategy 2013–2014	'campylobacter'.
13	Ministry for the Environment	44. New Zealand Packaging Accord 2004	'sustainable packaging', 'packaging'.
		45. New Zealand Urban Design Protocol	'urban design', 'city/ies', 'town/s'.
		46. New Zealand's National Implementation Plan Under the Stockholm Convention on Persistent Organic Pollutants	'Stockholm Convention', 'persistent organic pollutant/s'.
		47. Meeting the Challenges of Future Flooding in New Zealand	'flooding'.
		48. Water Research Strategy	'water resources', 'water supply', 'water management', 'research'.

Dept no.	Government department	Operational government department strategy (GDS)	GDS key words used in analysis
13	Ministry for the Environment (Cont.)	49. The New Zealand Waste Strategy: Reducing Harm, Improving Efficiency	'packaging', 'waste', 'recycling'.
		50. Clean Healthy Air for All New Zealanders: The National Air Quality Compliance Strategy to Meet the PM_{10} Standard	'PM_{10} standard', 'air', 'regional council/s'.
		51. Rena: Long-term Environmental Recovery Plan	'Rena'.
		52. Freshwater Reform: 2013 and Beyond	'freshwater', 'fresh water'.
		53. A Framework for Environmental Reporting in New Zealand	'environmental reporting', 'accounting', 'environmental information'.
14	Ministry of Business, Innovation and Employment	54. Vision Mātauranga: Unlocking the Innovation Potential of Māori Knowledge, Resources and People	'Māori knowledge', 'innovation + resources', 'indigenous', 'economic development', 'mātauranga'.
		55. Workplace Health and Safety Strategy for New Zealand to 2015, Ruataki mō te Haumaru me te Hauora o te Wāhi Mahi mō Aotearoa ki te 2015	'safety', 'health', 'work toll', 'health + productivity', 'work-related', 'injury/ies', 'disease/s'.
		56. Our Future Together: New Zealand Settlement Strategy	'immigration', 'investment', 'trade', 'migrants', 'refugee/s', 'multicultural'.
		57. New Zealand Energy Strategy to 2050: Powering Our Future: Towards a Sustainable Low Emissions Energy System	'energy', 'energy systems', 'carbon', 'emissions', 'sustainability', 'power generation', 'climate change'.
		58. Oil Emergency Response Strategy: Government Response to an Oil Supply Disruption	'oil', 'energy security', 'energy supply', 'International Energy Agency', 'emergency'.
		59. New Zealand Energy Strategy 2011–2021: Developing Our Energy Potential	'renewable energy', 'dry home', 'competitive energy market/s', 'oil security', 'transport', 'environmental management'.
		60. New Zealand Energy Efficiency and Conservation Strategy 2011–2016	'energy', 'energy efficient/cy', 'electricity system', 'homes/houses', 'dry', 'warm', 'renewable'.
		61. Refugee Settlement: New Zealand Resettlement Strategy	'education infrastructure', 'learning environment', 'school property'.

Dept no.	Government department	Operational government department strategy (GDS)	GDS key words used in analysis
14	Ministry of Business, Innovation and Employment (Cont.)	62. Strategy to 2040: He kai kei aku ringa: The Crown-Māori Economic Growth Partnership	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
		63. The Business Growth Agenda: Future Direction 2014	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
15	Ministry of Defence	64. Defence White Paper 2010	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
		65. Defence Capability Plan	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
		66. Defence Capability Plan 2014	'capability', 'defence + capability', '2014'.
16	Ministry of Education	67. Success for All: Every School, Every Child: Building an Inclusive Education System	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
		68. The New Zealand School Property Strategy 2011–2021	'learning environment', 'property', 'asset management', 'portfolio', 'school buildings'.
		69. Leadership Statement for International Education, Version One	'New Zealand education services', 'leadership', 'international expertise', 'research', 'international students'.
		70. Pasifika Education Plan 2013–2017	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
		71. Ka Hikitia: Accelerating Success 2013–2017: The Māori Education Strategy	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
		72. Tau Mai Te Reo: The Māori Language in Education Strategy 2013–2017	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
		73. Tertiary Education Strategy 2014–2019	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.

Dept no.	Government department	Operational government department strategy (GDS)	GDS key words used in analysis
17	Ministry of Foreign Affairs and Trade	74. New Zealand Antarctic & Southern Ocean Science: Directions and Priorities 2010–2020	'Antarctic', 'marine protected area', 'climate/ice', 'science', 'Ross Sea', 'inland + ecosystems', 'coastal + ecosystems'.
		75. Latin America: A Revised Approach	'Latin America'.
		76. International Development Policy Statement: Supporting Sustainable Development [In Developing Countries]	'sustainable economic development', 'Pacific', 'Official Development Assistance', 'poverty'.
		77. Opening Doors to India: New Zealand's 2015 Vision	'India/n', 'export market + India', 'trade + India/n', 'New Zealand + India + engagement', 'Free Trade + India', 'investment + India'.
		78. Opening Doors to China: New Zealand's 2015 Vision	'China', 'investment + China', 'trade + China', 'science + collaboration + China'.
		79. International Development Group Strategic Plan 2012–2015: Development That Delivers	'economic wellbeing', 'improved human development', 'resilience', 'emergency/ies', 'international development', 'Pacific', 'development', 'comparative advantage', 'humanitarian work'.
		80. Advancing With Australia: New Zealand Inc Australia Strategy	'trans-Tasman economy', 'Australia + economic relationship', 'Australia', 'Australia + security'.
		81. Opening Doors to the Gulf Region: The New Zealand Inc Strategy	'Gulf Cooperation Council', 'Middle East', 'export', 'Middle East', 'Gulf Region'.
		82. New Zealand's ASEAN Partnership: One Pathway to Ten Nations	'ASEAN', 'trade', 'partnership', 'political relationship/s', 'investment + ASEAN'.
18	Ministry of Health	83. Reduced Waiting Times for Public Hospital Elective Services	'elective health surgery', 'waiting time/s', 'access', 'accessible', 'time', 'elective'.
		84. The New Zealand Health Strategy	'reduce smoking', 'smokefree', 'obesity', 'nutrition', 'physical activity', 'alcohol', 'drug', 'cancer', 'cardiovascular disease', 'diabetes', 'oral health', 'violence', 'mental illness', 'child health care', 'immunisation'.
		85. The New Zealand Palliative Care Strategy	'palliative', terminal illness', 'dying'.
		86. The Primary Health Care Strategy	'primary health care', 'population health services', 'essential health care', 'first-contact care'.

Dept no.	Government department	Operational government department strategy (GDS)	GDS key words used in analysis
18	Ministry of Health (Cont.)	87. The New Zealand Disability Strategy: Making a World of Difference: Whakanui Oranga	'disability/ies', 'disabled people', 'inclusive society'.
		88. Sexual and Reproductive Health Strategy: Phase One	'sexual health', 'reproductive health'.
		89. Health of Older People Strategy	'participation', 'older people', 'aged', 'elderly', 'aged care'.
		90. Youth Health: A Guide to Action	'youth health', 'young', 'mental health', 'suicide', 'physical health'.
		91. The New Zealand Cancer Control Strategy	'cancer'.
		92. New Zealand Suicide Prevention Strategy 2006–2016	'suicide reduction/prevention'.
		93. National Drug Policy 2007–2012	'drug/s', 'tobacco', 'alcohol', 'illegal', 'alcohol harm', 'drug harm'.
		94. Medicines New Zealand: Contributing to Good Health Outcomes for All New Zealanders	'quality medicine', 'safe medicine', 'accessible', 'affordable'.
		95. National Health Emergency Plan	'disaster', 'emergency', 'severe weather', 'accidents', 'health sector', 'emergency management'.
		96. The New Zealand Ambulance Service Strategy: The First Line of Mobile Emergency Intervention in the Continuum of Health Care	'ambulance', 'leadership', 'emergency health services', 'ambulance service/s'.
		97. Actioning Medicines New Zealand 2010	'medicine', 'quality', 'safe medicine', 'accessible', 'affordable'.
		98. Preventing and Minimising Gambling Harm: Six-year Strategic Plan 2010/11–2015/16	'gambling', 'health inequality/ies + gambling'.
		99. Better, Sooner, More Convenient Health Care in the Community	'convenience/t', 'time', 'better', 'sooner', 'health care', 'community'.
		100. National Health Emergency Plan: Mass Casualty Action Plan	'emergency management', 'vaccination supplies', 'reserve supplies'.

Dept no.	Government department	Operational government department strategy (GDS)	GDS key words used in analysis
18	Ministry of Health (Cont)	101. Disability Support Services Strategic Plan 2010 to 2014: Towards a More Flexible Disability Support System: Nothing for Us Without Us	'disabled', 'disability', 'support services', 'modernise', 'support system', 'equity', 'quality', 'Māori Disability action plan', 'National Pasifika Disability action plan', 'disability services'.
		102. Whāia Te Ao Mārama: The Māori Disability Action Plan for Disability Support Services 2012 to 2017	'disability', 'disabled people', 'Māori', 'support services', 'whānau'.
		103. Rising to the Challenge: The Mental Health and Addiction Service Development Plan 2012–2017	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
		104. Preventing and Minimising Gambling Harm: Three-year Service Plan and Levy Rates for 2013/14 to 2015/16	'gambling', 'gambling industry', 'health inequality/ies'.
		105. New Zealand Suicide Prevention Action Plan 2013–2016	'suicide prevention', 'suicide'.
		106. National Health IT Plan Update 2013/14	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
		107. National Health Emergency Plan: H5N1 Pre-Pandemic Vaccine Usage Policy (Revised 2013)	'H5N1', 'vaccine', 'pandemic', 'emergency'.
		108. National Health Emergency Plan: National Reserve Supplies Management and Usage Policies, 3rd Edition	'national reserve supplies', 'emergency', 'disaster', 'accident', 'earthquake'.
		109. Care Closer to Home	'integrated health care', 'home', 'health check', 'mental health', 'community', 'telemedicine', 'diabetes', 'hospital', 'rheumatic fever'.
		110. 'Ala Mo'ui: Pathways to Pacific Health and Wellbeing 2014–2018	'Pacific', 'Pasifika', 'wellbeing'.
		111. The Guide to He Korowai Oranga: Māori Health Strategy 2014	'Māori health', 'whānau', 'hāpu', 'iwi', 'development', 'health service', 'Māori' 'participation'.
19	Ministry of Justice	112. Strengthening New Zealand's Resistance to Organised Crime: An All-of-government Response August 2011	'organised crime', 'gangs'.

Dept no.	Government department	Operational government department strategy (GDS)	GDS key words used in analysis
19	Ministry of Justice (Cont.)	113. Delivering Better Public Services: Reducing Crime and Re-offending Result Action Plan	'crime', 'cost-effective', 'justice services', 'crime rate', 're-offending rate', 'repeat victim', 'rehabilitation', 'intervention', 'assessment'.
		114. Youth Crime Action Plan 2013–2023 Report	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
20	The Ministry of Māori Development, Te Puni Kōkiri	No operational GDSs as at 30 June 2014	-
21	Ministry of Pacific Island Affairs	115. The Pacific Languages Framework	'Pacific identity', 'Pasifika', 'language', 'revitalisation'.
22	Ministry of Social Development	116. Strengthening Families for Well-being: From Welfare to Well-being, mai i te toko i te ora ki te oranga: 5th Edition 1998	'family/ies', 'welfare', 'dependency', 'at risk', 'family/ies'.
		117. The New Zealand Positive Ageing Strategy	'old/er people', 'positive aging', 'elderly', 'aged care'.
		118. Pathways to Inclusion: Ngā ara whakauru ki te iwi whānui: Improving Vocational Services for People With Disabilities	'disabilities/y', 'employment', 'disabled people', 'inclusion', 'vocational', 'employment opportunity/ies', 'disabled'.
		119. Youth Development Strategy Aotearoa: Action for Child and Youth Development	'young people', 'youth', 'skills', 'employment', 'community/ies'.
		120. Delivering Better Public Services: Reducing Long-term Welfare Dependence: Result Action Plan	'welfare dependence', 'financial constraint/s'.
		121. Delivering Better Public Services: Supporting Vulnerable Children: Result Action Plan	'vulnerable', 'financial constraint/s', 'young people', 'support', 'better public services', 'immunisation', 'early childhood education', 'rheumatic fever'.
		122. Children's Action Plan: Identifying, Supporting and Protecting Vulnerable Children: The White Paper for Vulnerable Children	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
		123. Caring for the Carers – He Atawhai i te Hunga Ngākau Oha o Aotearoa: The New Zealand Carers' Strategy Action Plan for 2014 to 2018	'family', 'whānau', 'break', 'paid employment', 'carer/s'.

Dept no.	Government department	Operational government department strategy (GDS)	GDS key words used in analysis
22	Ministry of Social Development (Cont.)	124. Disability Action Plan 2014–2018: New Zealand's Priorities to Advance Implementation of the United Nations Convention on the Rights of Persons With Disabilities and the New Zealand Disability Strategy	'disability action', 'United Nations', 'disability/ies'.
23	Ministry of Transport	125. Safer Journeys: New Zealand's Road Safety Strategy 2010–2020	'injury/ies', 'safe road system', 'prevention', 'road safety', 'safer journey/s'.
		126. Connecting New Zealand: A Summary of the Government's Policy Direction for Transport	'infrastructure', 'regulation', 'market', 'safety', 'transport system', 'NZTS 2008', 'efficient', 'accessible', 'value for money'.
		127. Government Policy Statement on Land Transport Funding 2012/13–2021/22	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
		128. National Airspace Policy of New Zealand	'airspace', 'aviation', 'air navigation', 'air traffic', 'modernisation'.
		129. Safer Journeys: Action Plan 2013–2015	This GDS was explicitly referenced in all strategic documents we analysed; therefore, an implicit reference was not required.
		130. Intelligent Transport Systems Technology Action Plan 2014–18: Transport in the Digital Age	'incident/s,' 'incidence', 'harm', 'transport system', 'intelligent', 'information technology'.
24	Ministry of Women's Affairs	No operational GDSs as at 30 June 2014	-
25	New Zealand Customs Service	131. Towards Customs 2020	'compliance', 'revenue', 'effective + information', 'customer experience', 'high assurance', 'immigration', 'global management system', 'protection', 'world class'.
26	Serious Fraud Office	No operational GDSs as at 30 June 2014	-
27	State Services Commission	132. Leadership Strategy for the State Services	'leadership', 'talent', 'senior leader/s', 'relationship'.

Dept no.	Government department	Operational government department strategy (GDS)	GDS key words used in analysis
28	Statistics New Zealand	133. Statistics New Zealand: Strategic Plan 2010–20	'accessible', 'information', 'customer', 'official statistics', 'leadership', 'informed society'.
		134. Transforming the New Zealand Census of Population and Dwellings: Issues, Options, and Strategy	'modern/isation/ising + census', 'operational costs + census', 'collection' 'data source + progress development'.
29	Treasury	135. National Infrastructure Plan 2011	'2030', 'Infrastructure', 'Christchurch', 'Ultra fast broadband', 'Auckland', 'spatial plan', 'RONS', 'Roads of National Significance', 'rail', 'ports', 'transport', 'electricity regulatory regime', 'petroleum', 'minerals sector', 'resilience'.
		136. Investment Statement: Managing the Crown's Balance Sheet	'investment statement', 'balance sheet', 'forecast', 'assets', 'liabilities'.

Appendix 2: Government priorities 2006–2013

Table 2 illustrates the change in government priorities between 2006 and 2013.

Table 2: Government priorities 2006–2013
Source: Treasury, *Budget 2006, Budget 2007, Budget 2008, Budget 2009, Budget 2010, Budget 2011, Budget 2012, Budget 2013*

Year	2006						2007												2008												2009												2010			
Month	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr
Government priorities	Economic transformation																														Helping New Zealanders through the recession and supporting jobs															
	Families – young and old																														Lifting productivity and raising New Zealand's international competitiveness															
	National identity																														Taking steps to keep government debt under control															

Labour-led Government
(since Sep 2005)

▼ National-led Government

2010	2011	2012	2013	2014
May June Jul Aug Sep Oct Nov Dec	Jan Feb Mar Apr May June Jul Aug Sep Oct Nov Dec	Jan Feb Mar Apr May June Jul Aug Sep Oct Nov Dec	Jan Feb Mar Apr May June Jul Aug Sep Oct Nov Dec	Jan Feb Mar Apr May June

Lifting the long-term performance of the economy	Reprioritising towards front-line services	Responsibly managing the government's finances
Reform of the tax system	Better managing taxpayers' assets	Building a more competitive and productive economy
Better delivery of public services	Better targeting of government programmes	Delivering better public services within tight fiscal constraints
Maintaining firm control of the government finances		Rebuilding Christchurch

▼ National-led Government

Appendix 3:   Ministerial priorities 2013, 2014

Ministerial priorities are often indicated in a government department's four-year plan (4YP). In some instances, 4YPs have been produced by 'Vote' to cover multiple departments, so they do not include the ministerial priorities specific to each department. In other cases, the public version of the 4YP withholds critical information under certain sections of the Official Information Act 1982. Additionally, some 4YPs simply do not make clear what the ministerial priorities are. Historically, not every department has been requested to produce an annual 4YP, so in some years this data source is entirely absent. 'No 4YP requested' in Table 3 below refers to situations where a department was not requested to prepare an annual four-year plan for their minister to submit to Cabinet.

Table 3: Government department ministerial priorities
Source: Government department four-year plans from 2013 and 2014

Dept no.	Government department	What are the ministerial priorities as listed in the 2013 four-year plan?	What are the ministerial priorities as listed in the 2014 four-year plan?
1	Canterbury Earthquake Recovery Authority	• Manage the residential red zone on flat land and the Port Hills • Manage the demolitions in the Central Business District • Recovery of the Central Business District • Rebuild of horizontal infrastructure • Manage the recovery and transition • Implement recovery cost sharing arrangements between Crown and relevant councils. (See p. 5)	Covered under the Ministry of Business, Innovation and Employment's 4YP
2	Crown Law Office	Covered under Vote Justice.	Covered under Vote Justice.
3	Department of Conservation	• The diversity of our natural heritage is maintained and restored • Our history is protected and brought to life • More people participate in recreation • More people engage with conservation and value its benefits • Conservation gains from more business partnerships. (See p. 5)	• The diversity of our natural heritage is maintained and restored • Our history is protected and brought to life • More people participate in recreation • More people engage with conservation and value its benefits • Conservation gains from more business partnerships. (See p. 8)
4	Department of Corrections	Covered under Vote Justice.	Covered under Vote Justice.

Dept no.	Government department	What are the ministerial priorities as listed in the 2013 four-year plan?	What are the ministerial priorities as listed in the 2014 four-year plan?
5	Department of Internal Affairs	• Making it easier for citizens to prove their identity, particularly in a digital environment • Improving the regulatory framework for gambling • Learning from the Canterbury earthquakes to improve the civil defence emergency management framework • Maximising the potential of society and the economy to benefit from ethnic diversity • Improving the efficiency and effectiveness of the system of local government • Empowering communities and people to participate in society and the economy • Improving the efficiency of services to the Executive. Notes that the department is also subject to a wide range of ministerial priorities across seven portfolios. (See p. 7)	• Making it easier for citizens to prove their identity, particularly in a digital environment • Improving the regulatory framework for gambling • Maximising the potential of society and the economy to benefit from ethnic diversity • Improving the efficiency and effectiveness of the system of local government • Empowering communities and people to participate in society and the economy • Improving the efficiency of services to the Executive Notes that the department is also subject to a wide range of ministerial priorities across seven portfolios. (See p. 7)
6	Department of the Prime Minister and Cabinet	• Decision-making by the Prime Minister and Cabinet is well informed and supported • Executive government is well conducted and continues in accordance with accepted conventions and practices • The Governor-General is appropriately advised and supported in undertaking his constitutional, ceremonial and community-leadership roles • The intelligence system and national security priorities are well led, coordinated and managed • State sector performance is improved. (See p. 1–2)	• Ensure that the system is delivering on the prime minister's policy priorities • Ensure ministers are well equipped to carry out their roles and functions • Lead an integrated, customer-oriented and trusted intelligence community • Enhance New Zealand's sense of nationhood • Ensure that New Zealanders enjoy a secure cyber space in which they can prosper and play with confidence • Ensure that New Zealand will have in place world-class national security strategies, capabilities and mitigation

Dept no.	Government department	What are the ministerial priorities as listed in the 2013 four-year plan?	What are the ministerial priorities as listed in the 2014 four-year plan?
6	Department of the Prime Minister and Cabinet (Cont.)		• Develop the people strategy, policies and practices for hiring, retaining and enabling people to achieve their best • Deliver medium and long-term strategy and foresight • Lift the policy game across the system • Ensure that the Cabinet support system is resilient and secure and meets the needs of ministers and the public servants that support them • Contribute to the generation of resilient communities. (See p. 7–8)
7	Education Review Office	No 4YP requested.*	Update of 2012 4YP released but does not contain changes to ministerial priorities.
8	Government Communications Security Bureau	No 4YP requested.	
9	Inland Revenue Department	• Deliver government/legislative priorities and advising on tax policy development • Deliver and progress organisational change to improve the efficiency and effectiveness of the overall tax system • Deliver core services and BPS result areas 7, 9 and 10 • Canterbury recovery activity, including joint working and co-location opportunities within Christchurch. (See p. 5)	Ministerial priorities not made clear. Note: Significant information appears to be withheld.
10	Land Information New Zealand	No 4YP requested.	• Delivering available, accessible and useable location information and infrastructure to New Zealanders • Supporting the rebuild of Canterbury • Implementing the Crown Land Centre of Expertise • Delivering Better Property Services. (See p. 9)

* 'No 4YP requested' refers to situations where a department was not requested to prepare an annual four-year plan for their minister to submit to Cabinet.

Dept no.	Government department	What are the ministerial priorities as listed in the 2013 four-year plan?	What are the ministerial priorities as listed in the 2014 four-year plan?
11	Ministry for Culture & Heritage	No 4YP requested.	• Improving access for less well-served communities • Better protection of Māori culture and heritage • Growing non-government revenue and maximising constrained resources • Digitisation and online publishing • Contribution of culture to meeting other social and economic objectives. (See p. 3)
12	Ministry for Primary Industries	• More ambitious primary industry export growth focus • Protect New Zealand's biosecurity status • Stronger leadership within Government • Change Capability. (See p.7–8)	• Maintaining current returns and realising value from increasing global demand • Realising the full potential of opportunities already identified • Realising yet to be identified sources of economic value • Delivering better public services. (See p. 7–8)
13	Ministry for the Environment	• Land use and health of water resources • Climate change mitigation and risk management • Reviewing institutions and frameworks. (See p. 1)	• Improving the resource management system (including freshwater management) • Improving environmental reporting • Climate change measurement – land use and carbon analysis system • Exclusive Economic Zone. (See p. 13–14) Note: Significant information appears to be withheld.
14	Ministry of Business, Innovation & Employment	• Lead work to set, and deliver, a business growth agenda • Contribute to better public services • Support CERA in the Canterbury recovery • Build the Ministry of Business, Innovation and Employment into an integrated and high performing organisation. (See p. 6–7)	• Promoting the development of innovative, skilled and safe workplaces • Facilitating the development of infrastructure • Promoting the responsible development of natural resources • Supporting the development of export markets • Delivering better public services within tight financial constraints • Rebuilding the Canterbury region. (See p. 6–7)

Dept no.	Government department	What are the ministerial priorities as listed in the 2013 four-year plan?	What are the ministerial priorities as listed in the 2014 four-year plan?
15	Ministry of Defence	• New Zealand identifies all credible threats to its security environment. • New Zealand's military capabilities are aligned to our requirements. • New Zealand's defence relationships are aligned with our security interests and foreign policy goals. • New Zealand's military deployments support our regional and wider international objectives. (See p. 2)	• Defence decisions keep pace with the dynamic security environment; and New Zealand contributes to and benefits from successful defence relationships • Capability advice achieves a balance between defence policy and defence funding, and establishes the true cost and risk of projects early • Major military equipment is acquired on time and delivers against government's intentions • The defence agencies successfully manage a period of change and reform • The Ministry becomes sustainable and resilient. (See p. 18–19)
16	Ministry of Education	• Improving education outcomes for Māori learners, Pasifika learners, learners with special education needs and learners from low socio-economic backgrounds. • Maximising the contribution of education to the economy. • The Ministry of Education is capable, efficient and responsible to achieve education priorities and deliver core business functions. (See p. 3)	The Ministry of Education had not yet published a 2014 4YP at the date of publication of this working paper.
17	Ministry of Foreign Affairs and Trade	Ministerial priorities not made clear.	• UNSC campaign • NZ's diplomatic footprint reflects merging international opportunities for NZ • Deliver more for less and embed a high-performance culture through the Ministry's modernisation programme • Lead the Building Export Markets pillar of the Business Growth Agenda • Contribute to BPS Result 9, to ensure that New Zealand businesses have a one-stop online shop for all government advice and support

Dept no.	Government department	What are the ministerial priorities as listed in the 2013 four-year plan?	What are the ministerial priorities as listed in the 2014 four-year plan?
17	Ministry of Foreign Affairs and Trade (Cont.)		• Working as part of the NZ government response to rebuild Christchurch. (See p. 6)
18	Ministry of Health	• Focus on proven preventative measures and earlier intervention • Meet the diverse needs of the population • Drive investment towards better models of care • Integrate services to better meet people's needs • Improve performance • Strengthen leadership while supporting front-line innovation • Work across government to address health and other priorities. (See p. 11–12)	• Focus on proven preventative measures and earlier intervention • Meet the diverse needs of the population • Drive investment towards better models of care • Integrate services to better meet people's needs • Improve performance • Strengthen leadership while supporting front-line innovation • Work across government to address health and other priorities. (See p. 8–9)
19	Ministry of Justice	Vote Justice covers multiple agencies - ministerial priorities for specific agencies unclear. Note: Significant information appears to be withheld, so whole-sector priorities also unclear.	Vote Justice covers multiple agencies - ministerial priorities for specific agencies unclear. Whole-sector priorities: • Reduce harm – the key priority for policy development • Reduce volume – taking the next steps as the job gets harder • Improve services – decisive action required to deliver modern, accessible justice • Maintain institutions – NZ is on top of the game and should stay there • Manage investment – understanding and enhancing public value. (See p. 5–6)

Dept no.	Government department	What are the ministerial priorities as listed in the 2013 four-year plan?	What are the ministerial priorities as listed in the 2014 four-year plan?
20	The Ministry of Māori Development, Te Puni Kōkiri	• Towards strong Treaty partnership relationships • Towards active protection of taonga Māori • Towards improved Māori participation and outcomes: Better Public Services and Business Growth • Towards improved Māori participation and outcomes: Whānau Ora approach. (See p. 3–4)	• Partnership: Te Ara Rangapu – the Crown, Iwi and Māori collectives enjoy relationships that support their shared and respective duties, interests and aspirations and foster the economic interests of Iwi and Māori collectives. • Protection: Te Tū Rangatira – Māori are more secure, confident and expert in their own language and culture. • Participation: Te Ara Whakamua – Whānau Māori are pursuing and realising an improved quality of life and citizenship for their members. (See p. 6)
21	Ministry of Pacific Island Affairs	• Improved outcomes for Pacific young people in education, training and employment. (See p. 1)	• Improved outcomes for Pacific young people in education, training and employment. (See p. 1)
22	Ministry of Social Development	• Implementing welfare reform to help long-term beneficiaries back into work • Implementing the Children's Action Plan to improve the safety of New Zealand children • Implementing the Children's Action Plan to improve the safety of New Zealand children • Working with other agencies to deliver Better Public Services and achieve results on 10 key areas across government • Working with the Ministry of Business, Innovation and Employment and Housing • New Zealand to deliver changes to our social housing system • Working with other agencies to support the rebuild in Christchurch • Tackling welfare fraud to encourage compliance and hold people accountable • Meeting value for money requirements to manage service development within a declining baseline • Improving the security of public information and protection of privacy. (See p. 4)	• Delivering Better Public Services results • Supporting the rebuild of Canterbury • Implementing welfare reform to reduce long-term welfare dependence • Strengthening welfare fraud prevention and debt recovery • Integrating social housing activity into our broader activity • Identifying, supporting and protecting vulnerable children • Investing in Services for Outcomes • Expanding collaboration with our sector colleagues. (See p. 15–24)

Dept no.	Government department	What are the ministerial priorities as listed in the 2013 four-year plan?	What are the ministerial priorities as listed in the 2014 four-year plan?
23	Ministry of Transport	• Improved preparedness • Open and efficient markets • Improved planning and investment in infrastructure and services • Better quality regulation • Improved government transport agencies' performance • Fewer transport incidents and other harms. (See Appendix 1)	• Investment in infrastructure • Opening markets • Better quality regulation • Safer transport systems • Improved transport agency performance. (See p. 10)
24	Ministry of Women's Affairs	No 4YP requested.	• Greater economic independence • More women in leadership • Increased safety from violence for women. (See p. 4–5)
25	New Zealand Customs Service	No 4YP requested.	• Streamline trade facilitation, and promote secure and efficient trade with key partners • Deliver more efficient, streamlined, and secure passenger facilitation for trans-Tasman travel and low-risk travellers from other key partner countries • Disrupt organised crime through a focus on illicit drugs and web of related crimes involving finances, prohibited goods like child pornography and people smuggling • Streamline revenue collection processes to improve revenue compliance and efficiencies. (See p. 18) Note: Significant information appears to be withheld.
26	Serious Fraud Office	Covered under Vote Justice.	Covered under Vote Justice.
27	State Services Commission	• Leading the system • Delivering performance excellence • Building system capability • Strengthening trust and integrity. (See p. 3)	Update of 2013 4YP issued, but any changes to Ministerial priorities are not made clear.

Dept no.	Government department	What are the ministerial priorities as listed in the 2013 four-year plan?	What are the ministerial priorities as listed in the 2014 four-year plan?
28	Statistics New Zealand	• Planning and delivering 2013 Census, and future census transformation • Successfully implementing the statistics 2020 Te Kāpehu Whetū transformation programme • Maximising the benefits from government's investment in official statistics • Building stakeholder confidence in key statistics • Improving access to government-held data. (See p. 8)	• Lead the Official Statistics System so that it efficiently meets New Zealand's needs for relevant, trustworthy and accessible information • Obtain more value from official statistics • Transform the way we deliver our statistics • Create a responsive, customer-focused, influential, sustainable organisation. (See p. 17)
29	Treasury	Vote Finance covers multiple agencies. Whole-sector priorities: • Improved economic performance • A stable and sustainable macroeconomic environment • A higher performing state sector that New Zealanders trust, delivering outstanding results and value for money. (See p. 3)	Vote Finance covers multiple agencies - whole-sector priorities are not made clear. Note: Significant information appears to be withheld.

Appendix 4: Better Public Services: Results for New Zealanders

The Government has set 10 challenging results for the public sector to achieve over the next five years (State Services Commission, 2013).[4]

Ten results within five areas

Reducing long-term welfare dependence

1. Reduce the number of people who have been on a working age benefit for more than 12 months.
   Lead Minister: Hon Paula Bennett
   Lead CE: Ministry of Social Development, Chief Executive Brendan Boyle

Supporting vulnerable children

2. Increase participation in early childhood education.
   Lead Minister: Hon Tony Ryall and Hon Hekia Parata
   Lead CE: Ministry of Social Development, Chief Executive Brendan Boyle - supported by Ministry of Education Chief Executive Peter Hughes

3. Increase infant immunisation rates and reduce the incidence of rheumatic fever.
   Lead Minister: Hon Tony Ryall
   Lead CE: Ministry of Social Development, Chief Executive Brendan Boyle - supported by Ministry of Health Acting Director General Chai Chuah

4. Reduce the number of assaults on children.
   Lead Minister: Hon Tony Ryall and Hon Paula Bennett
   Lead CE: Ministry of Social Development, Chief Executive Brendan Boyle

Boosting skills and employment

5. Increase the proportion of 18-year-olds with NCEA level 2 or equivalent qualification.
   Lead Minister: Hon Hekia Parata
   Lead CE: Ministry of Education Chief Executive Peter Hughes

6. Increase the proportion of 25 to 34-year-olds with advanced trade qualifications, diplomas and degrees (at level 4 or above).
   Lead Minister: Hon Steven Joyce
   Lead CE: Ministry of Education Chief Executive Peter Hughes

Reducing crime

7. Reduce the rates of total crime, violent crime and youth crime.
   Lead Minister: Hon Judith Collins
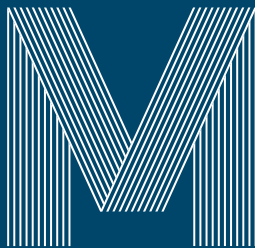   Lead CE: Ministry of Justice, Chief Executive Andrew Bridgman

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4   See http://www.ssc.govt.nz/bps-results-for-nzers.

8. Reduce reoffending.
    Lead Minister: Hon Judith Collins
    Lead CE: Ministry of Justice, Chief Executive Andrew Bridgman

Improving interaction with government

9. New Zealand businesses have a one-stop online shop for all government advice and support they need to run and grow their business.
    Lead Minister: Hon Steven Joyce
    Lead CE: Ministry of Business, Innovation, and Employment, Chief Executive David Smol

10. New Zealanders can complete their transactions with the Government easily in a digital environment.
    Lead Minister: Hon Peter Dunne
    Lead CE: Department of Internal Affairs, Chief Executive Colin MacDonald