Analysis of Government Department Strategies Between 1 July 1994 and 30 June 2015: An overview

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Working Paper 2015/10
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1.0   Purpose

The purpose of this working paper is to outline the research methodology and main observations from our most recent analysis of government department strategies (GDSs) as part of the *GDS Index NZ*. For further details on this see www.gdsindexnz.org.

This paper discusses the methodology behind this latest research and takes a closer look at the content of GDSs published between 1 July 1994 and 30 June 2015, in order to discuss examples of 'best practice' in drafting GDSs. This paper highlights the examples of good practice seen in recently published GDSs, in order to continue to contribute to the discussion around what makes a good GDS, and to identify the key areas where strategy development can be strengthened in the public service.

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

2.0   Terminology

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

A 'government department strategy' must:

1.   be a publicly available statement or report;

2.   be generated by government departments with a national rather than a local focus;

3.   contain long-term thinking, in such a way that the strategy links to a long-term vision or aim, and ideally provides clarity over the factors that may impinge on the attainment of that vision or aim; and

4.   guide the department's thinking and operations over the long term (i.e. contain a work programme to achieve change over two years or more).

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The term 'government department strategy' 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).

Please note that Section 27 of the State Sector Act 1988 states: 'The Public Service comprises departments (and any departmental agencies that are part of those departments)'. A list of the organisations that make up the public service are contained in Schedule 1 and 1A of the Act. Schedule 1 lists 28 organisations. Schedule 1A contains the newly established Canterbury Earthquake Recovery Authority as a departmental agency. As at 1 July 2015, Schedule 1 lists 28 departments and Schedule 1A lists one department agency. Together these make up the 29 organisations that are the public service and are therefore the focus of the Institute's work on government department strategies. To learn more about where the public service sits within the context of central government agencies, ses the State Services Commission's Guide to Central Agencies.

For consistency we have used the names of government departments as they appear in Schedule 1 and 1A of the State Sector Act 1988. Of concern was the absence of a macron in the title for the Ministry of Maori development and also that Te Puni Kōkiri was not recognised as part of this department's name in the Act. We believe the legal titles should be updated to reflect the current titles in use by departments (or the current titles in use reflect what is in law). Our preference is naturally to embrace the Māori language.

3.0   Limitations

In outlining our approach below, we recognise that a level of judgement was necessary when analysing GDSs in terms of 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 the determination of whether a GDS has been implicitly referenced in the department's statement of intent, annual report or four-year plan.

Furthermore, when researching statements of intent, annual reports and four-year plans in order to analyse how they linked to GDSs, we were limited to the most recent editions. Accordingly, some corporate documents used for analysis will be from 2014, and some from 2015.

Further, some departments were joint agencies contributing to a particular GDS. For the purposes of our analysis in these situations, we attributed the GDS to the agency that claimed responsibility for it.

3.1   Background reconciliation

When analysing the OIA responses from government departments there were four times when we did not treat a strategy as it appeared in the OIA response. These are explained below:

1. *Community in Mind, Hei Puāwai Waitaha – a flourishing Waitaha: Strategy for rebuilding health and wellbeing in greater Christchurch* (CERA)

CERA did not include this strategy in their OIA response; however, we have chosen to include this strategy because it meets our definition of a GDS. It is also mentioned throughout CERA's 2014 Statement of Intent and the CERA's 2014 Annual Report which we interpreted as further reason to include the strategy.

2.   *Tertiary Education Strategy 2014–2019* (MoE)

This strategy was included in MBIE's OIA response, but we have not included it as an MBIE strategy because this GDS already featured in the *GDS Index NZ* under the responsibility of MoE. Where two departments share a strategy, the first one listed after 'published by' on the strategy document is the department that we assume has overarching responsibility. Going forward we will also mark these 'shared strategies' in the *Index*.

3.   *Strategy to 2040: He kai kei aku ringa: The Crown-Māori Economic Growth Partnership* (MBIE)

This strategy was included in the Ministry of Maori Development (Te Puni Kōkiri)'s OIA response, but we have not included it as a Ministry of Maori Development (Te Puni Kōkiri) strategy as this GDS already featured in the *GDS Index NZ* under the responsibility of MBIE. This strategy is led by the Māori Economic Development Advisory Board which is 'responsible for on-going stewardship, monitoring and evaluation of the implementation of this strategy'. However on their website MBIE state they are the responsible government department for this strategy.

4.   *The New Zealand Coastal Policy Statement 2010* (NZCPS)

In Annex 2 of the *GDS Index NZ* (above) we stated that we would include this strategy in our update of the *Index*. However, as we scored this policy statement it was decided that we would not include it in our analysis as it would be so disadvantaged in the ranking system – it did not need to explain 'why' only 'how' under law. Policy statements are required under the Resource Management Act 1991 to adhere to a particular form and therefore they do not need the elements that other GDSs do.

4.0   Methodology of scoring the GDSs

The methodology we followed in producing this update is identical to the methodology for *The Government Department Strategies Index New Zealand*. A more detailed explanation of this methodology is available in *Working Paper 2014/02: Analysis of Government Department Strategies Between 1 July 1994 and 30 June 2014—An overview*. The scorecard which the Institute used to analyse the GDSs contains elements which have been identified as contributing to 'good' strategy documents. For further details on this please see the methodology page on the *GDS Index NZ* website – www.gdsindexnz.org.

5.0 Additions and deletions between 1 July 2014 and 30 June 2015

The general trends we observed in analysing the deleted GDSs and the GDSs which have been added indicate that some GDSs are deleted before the end time denoted in their title (e.g. *New Generation National Library: Strategic Directions to 2017* [Department of Internal Affairs, 2007]).

Most GDSs that have been deleted from the *GDS Index NZ* were specific to a particular policy area. Our assumption is that their content is no longer relevant to the current activities of the department.

Most GDSs that were deleted were not replaced by newer GDSs, at least not immediately.

Further, we understand that The Treasury has shifted *The National Infrastructure Plan 2011* to an 'all of government strategy'. This is no longer listed as 'operational' for The Treasury as they do not have responsibility for it.

Lastly, though not a formal deletion or addition, it is important to note that sometimes GDSs may be transferred from a department to a different department when a business unit transfers. This was the case with the *National Civil Defence Emergency Management Strategy*, which moved from the Department of Internal Affairs to the Department of Prime Minister and Cabinet.

Table 1 shows the GDSs deleted from the *GDS Index NZ* between 1 July 2014 and 30 June 2015.

Table 1: Deletions of GDSs from the GDS Index NZ between 1 July 2014 and 30 June 2015

Government department strategy	Government department	Reason for deletion
1. Drug and Alcohol Strategy 2014	Department of Corrections	Expired
2. New Generation National Library: Strategic Directions to 2017	Department of Internal Affairs	Expired
3. Geodetic Physical Infrastructure Strategy	Land Information New Zealand	Expired
4. The Power of 'Where' Drives New Zealand's Success	Land Information New Zealand	Expired
5. New Zealand Arts, Cultural and Heritage Tourism Strategy to 2015	Ministry for Culture and Heritage	Expired
6. New Zealand's Climate Change Solutions: Sustainable Land Management And Climate Change: Plan of Action: A Partnership Approach	Ministry for Primary Industries	Expired
7. New Zealand Packaging Accord	Ministry for the Environment	Expired
8. Meeting the Challenges of Future Flooding in New Zealand	Ministry for the Environment	Expired
9. Our Future Together: New Zealand Settlement Strategy	Ministry of Business, Innovation and Employment	Expired
10. New Zealand Energy Strategy to 2050: Powering our Future: Towards a Sustainable Low Emissions Energy System	Ministry of Business, Innovation and Employment	Expired
11. Defence Capability Plan 2011	Ministry of Defence	Expired

	Government department strategy	Government department	Month published
12.	Disability Support Services Strategic Plan 2010 to 2014: Towards a More Flexible Disability Support System: Nothing for Us Without Us	Ministry of Health	Replaced by updated version
13.	Strengthening Families for Wellbeing	Ministry of Social Development	Expired
14.	National Infrastructure Plan 2011	The Treasury	Transferred to an all of Government strategy

Table 2 shows the GDSs added to the *GDS Index NZ* between 1 July 2014 and 30 June 2015. The # indicates strategies published before 1 July 2014 that were not in the *GDS Index NZ*.

Table 2: Additions of GDSs from the GDS Index NZ between 1 July 2014 and 30 June 2015

	Government department strategy	Government department	Month published
1.	Community in Mind, Hei Puāwai Waitaha – a flourishing Waitaha: Strategy for rebuilding health and wellbeing in greater Christchurch	Canterbury Earthquake Recovery Authority	June 2014 #
2.	RR25%: Reducing Re-offending Strategy 2014–2017: Year One	Department of Corrections	November 2014
3.	Cadastre 2034: A 10-20 Year Strategy for developing the cadastral system: Knowing the 'where' of land-related rights	Land Information New Zealand	February 2014 #
4.	Topographic Strategy	Land Information New Zealand	March 2015
5.	Cultural Sector Strategic Framework	Ministry for Culture and Heritage	August 2014
6.	He Whare Āhuru He Oranga Tāngata – the Māori Housing Strategy: Directions 2014 to 2025	Ministry of Business, Innovation and Employment	July 2014
7.	The New Zealand Migrant Settlement and Integration Strategy	Ministry of Business, Innovation and Employment	March 2015
8.	A Nation of Curious Minds, He Whenua Hihiri I Te Mahara: A National Strategic Plan for Science in Society	Ministry of Education	July 2014
9.	Disability Support Services Strategic Plan 2014–2018	Ministry of Health	June 2015
10.	Implementing Medicines New Zealand	Ministry of Health	June 2015
11.	Te Rautaki Reo Maori: Maori Language Strategy 2014	Ministry of Maori Development	July 2014
12.	Community Investment Strategy	Ministry of Social Development	June 2015

In order to understand the extent the new additions impact on the overall index we have prepared the following graphs by department. Please keep in mind that the GDSs currently in operation as at 30 June 2015 were published between 2000 and 2015. The data below are an average for each department over this time period.

Figure 1: GDS results by element, for each department in operation as at 30 June 2015

Average department score in operation as at 30 June 2015

Elements

Element 1 — Opportunities & Threats
Element 2 — Capabilities & Resources
Element 3 — Vision & Benefits
Element 4 — Approach & Focus
Element 5 — Implementation & Accountability
Element 6 — Alignment & Authority

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

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

Total average of 134 GDSs in operation as at 30 June 2015

Figure 2: GDS results by element, for each department in operation as at 30 June 2015 (inlcuding total average of 136 GDSs in operation as at 30 June 2014)

Average department score in operation as at 30 June 2015

Elements: Element 1 Opportunities & Threats, Element 2 Capabilities & Resources, Element 3 Vision & Benefits, Element 4 Approach & Focus, Element 5 Implementation & Accountability, Element 6 Alignment & Authority

Elements

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

Total average of 134 GDSs in operation as at 30 June 2015

Total average of 136 GDSs on operation as at 30 June 2014

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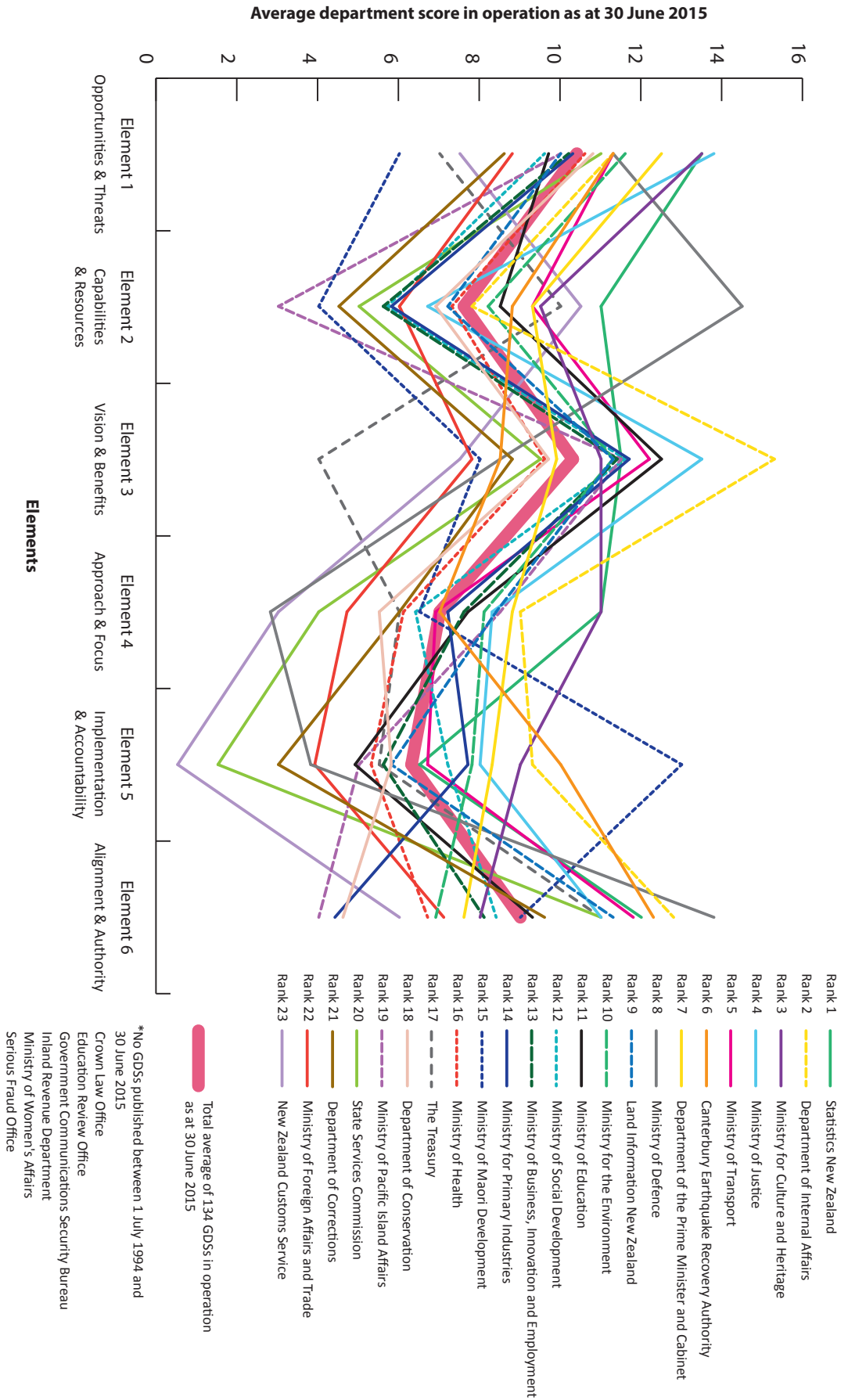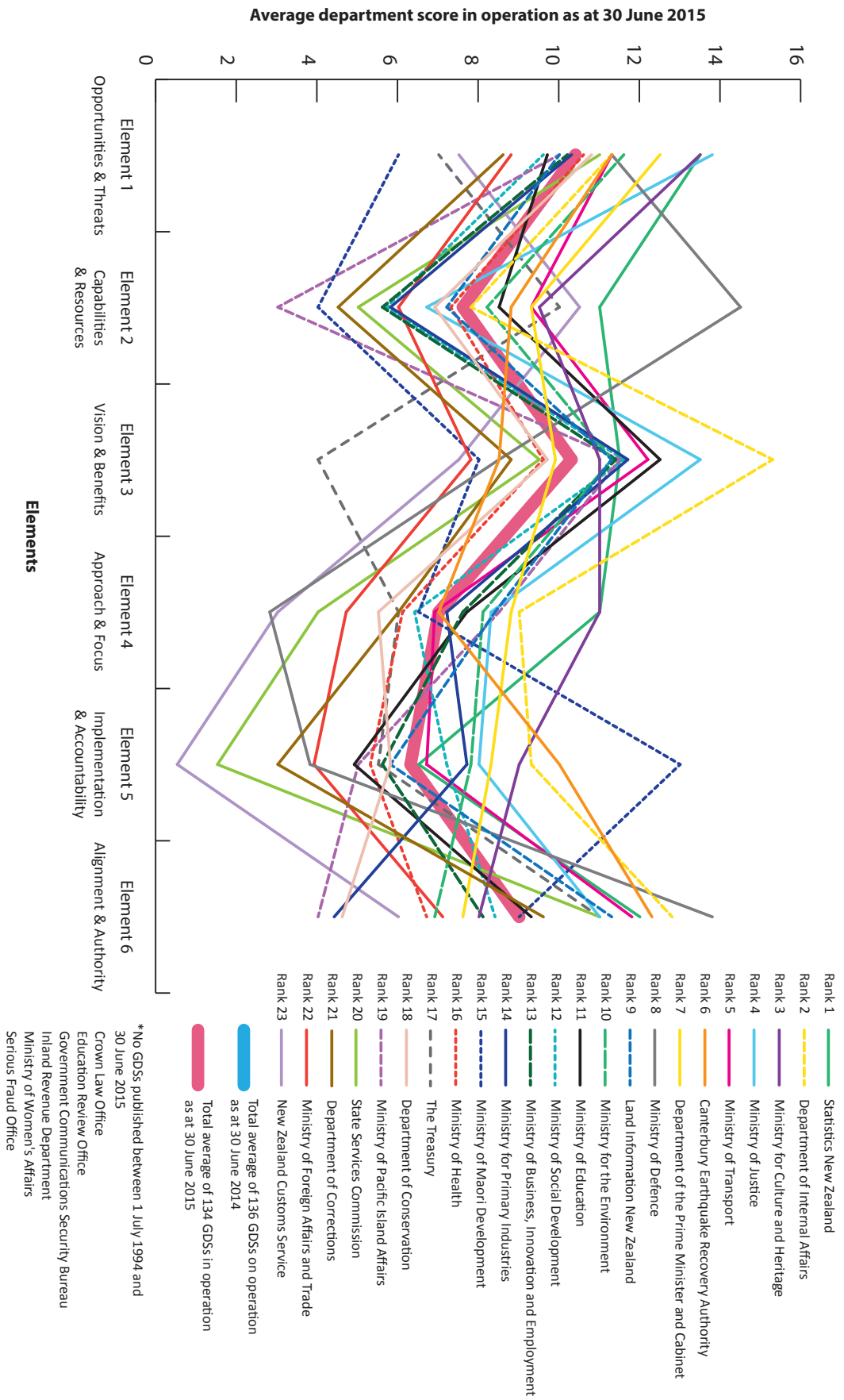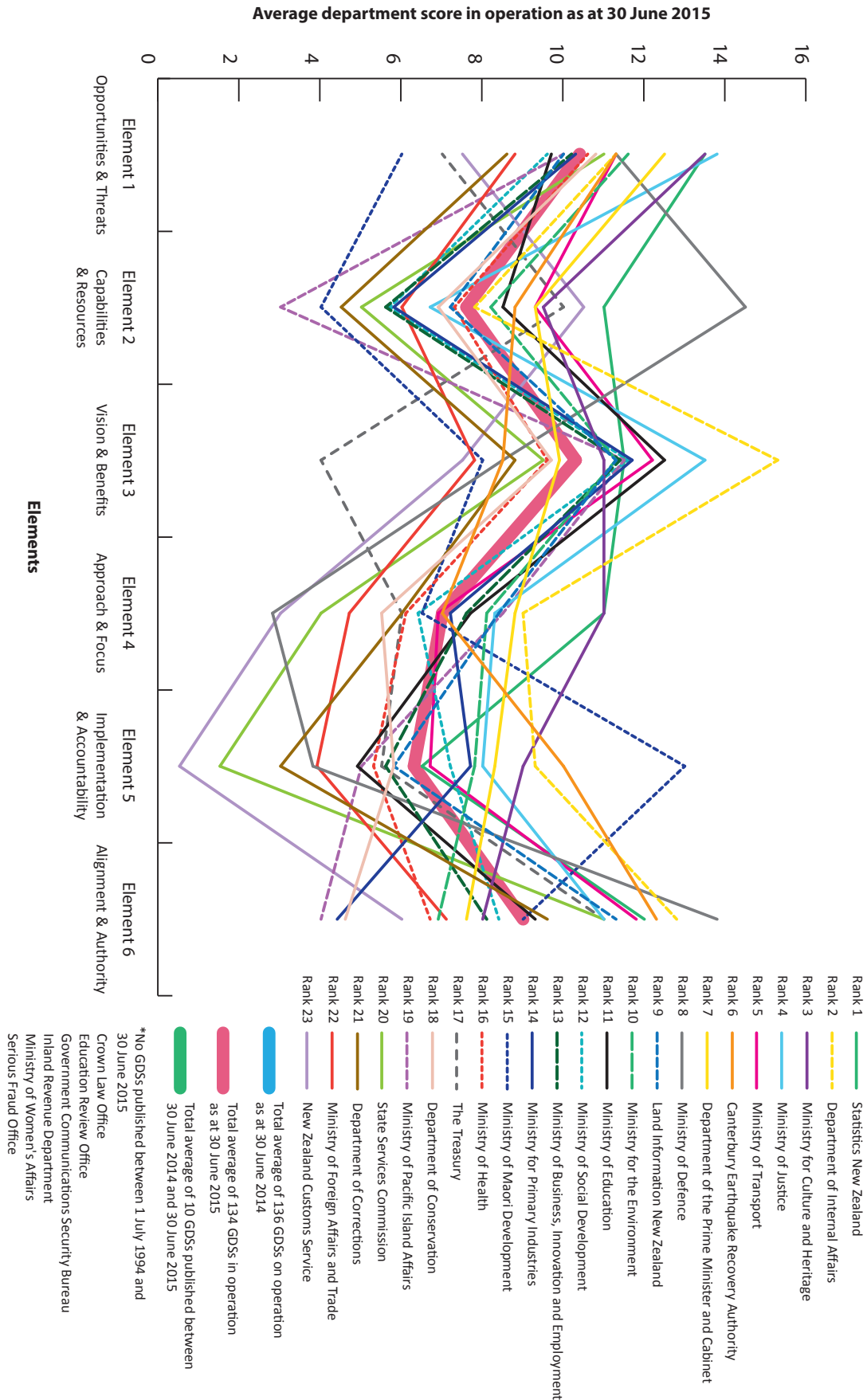Ministry of Women's Affairs
Serious Fraud Office

Figure 3: GDS results by element, for each department in operation as at 30 June 2015 (including total average of 136 GDSs in operation as at 30 June 2014 and total average of 10 GDSs published between 30 June 2014 and 30 June 2015)

Average department score in operation as at 30 June 2015

Elements

Element 1 Opportunities & Threats
Element 2 Capabilities & Resources
Element 3 Vision & Benefits
Element 4 Approach & Focus
Element 5 Implementation & Accountability
Element 6 Alignment & Authority

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

Total average of 10 GDSs published between 30 June 2014 and 30 June 2015

Total average of 134 GDSs in operation as at 30 June 2015

Total average of 136 GDSs on operation as at 30 June 2014

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

6.0   Results and observations of internal analysis

This section illustrates the data collected in Columns C to I of Table 1 in *Working Paper 2015/07: List of Government Department Strategies Between 1 July 1994 and 30 June 2015.*

Figure 4: GDSs published over the last 21 years (302) by government in power

Legend: 151 Labour-led   146 National-led   5 Not known
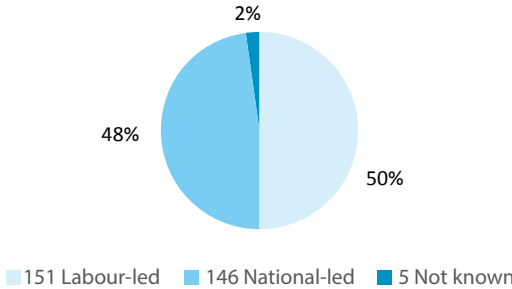
Column C: When was the strategy published?

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 5:   Number of GDSs per calendar year
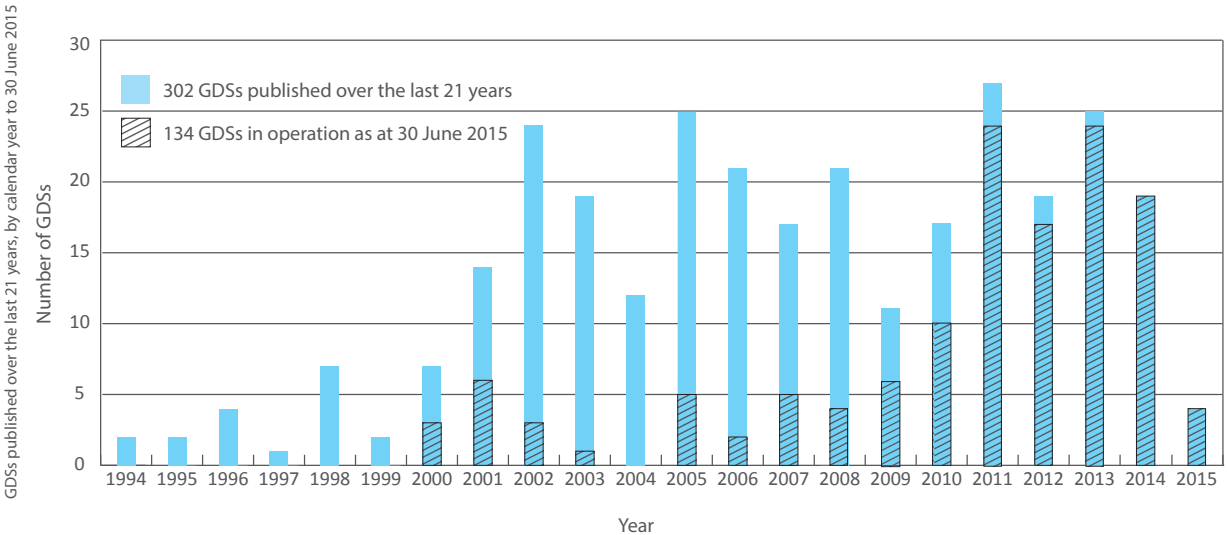
Column D: Was the strategy brought in under a National-led or Labour-led government?

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.

Figure 6: GDSs published over the last 21 years (302) by parliament (excluding the 26 not known)[1]
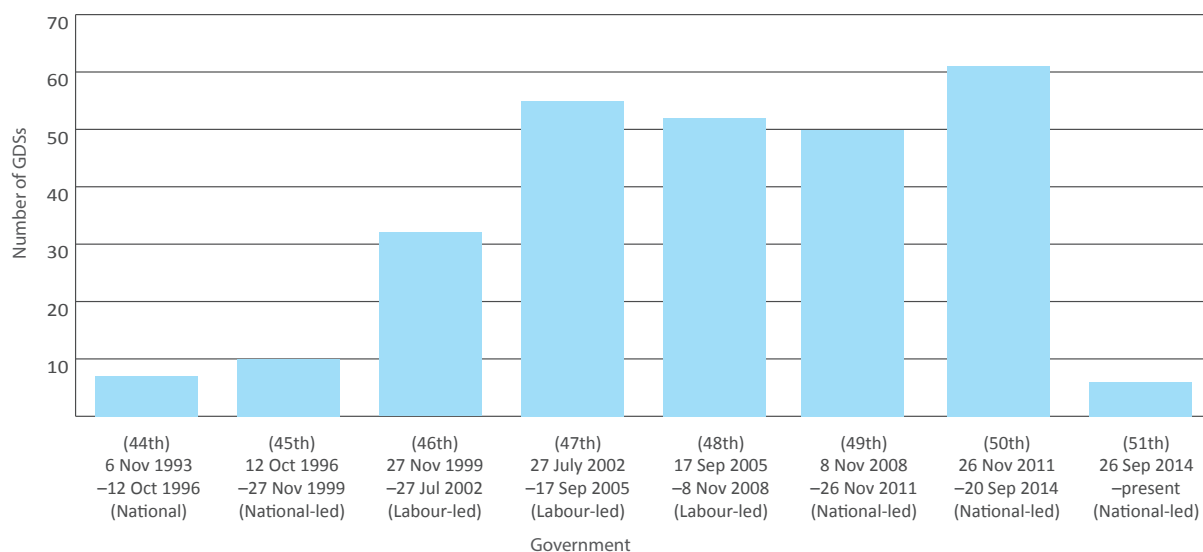
Between 1 July 1994 and 30 June 2014 there have been seven parliaments:

(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 2011–20 Sep 2014: National Party coalition with ACT Party, Māori Party and
United Future
(National-led Government)

(51th) 20 Sep 2014–present: National Party coalition with ACT Party, Māori Party and
United Future
(National-led Government)

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

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1   There are 26 strategies that were published in an election year that we do not know the month published. For this reason these have been excluded from the figure.

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.

Figure 7: GDSs published over the last 21 years (302) by ministerial sign-off
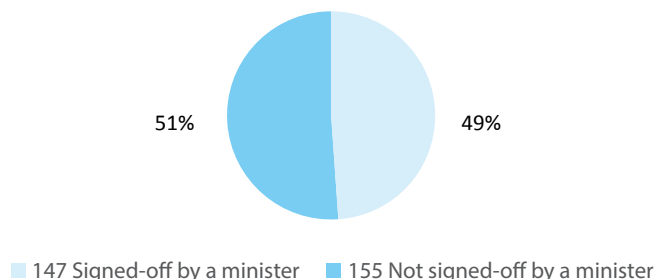

51%   49%

■ 147 Signed-off by a minister   ■ 155 Not signed-off by a minister

Figure 8: GDSs published over the last 21 years (302) by sign-off

33%

67%

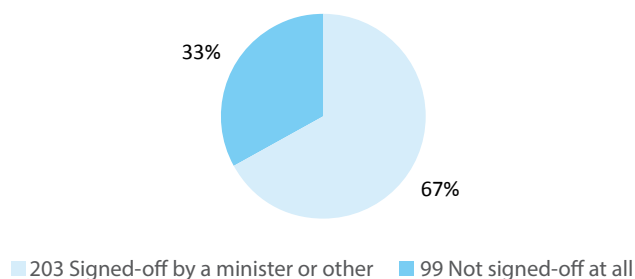■ 203 Signed-off by a minister or other   ■ 99 Not signed-off at all

Figure 9: GDSs in operation as at 30 June 2015 (134) by ministerial sign-off

54.5%   45.5%

■ 61 Signed-off by a minister   ■ 73 Not signed-off by a minister
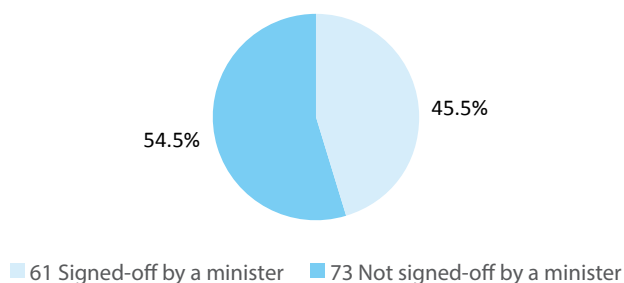
Figure 10: GDSs in operation as at 30 June 2015 (134) by sign-off

41%

59%

■ 79 Signed-off by a minister or other   ■ 55 Not signed-off at all
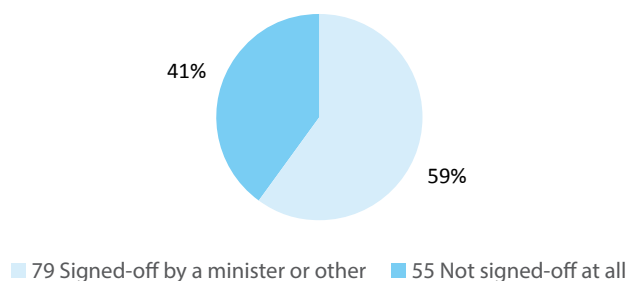
Column F: What is the planned duration of the strategy?

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 11: GDSs by planned duration (excluding the 152 with no stated duration)
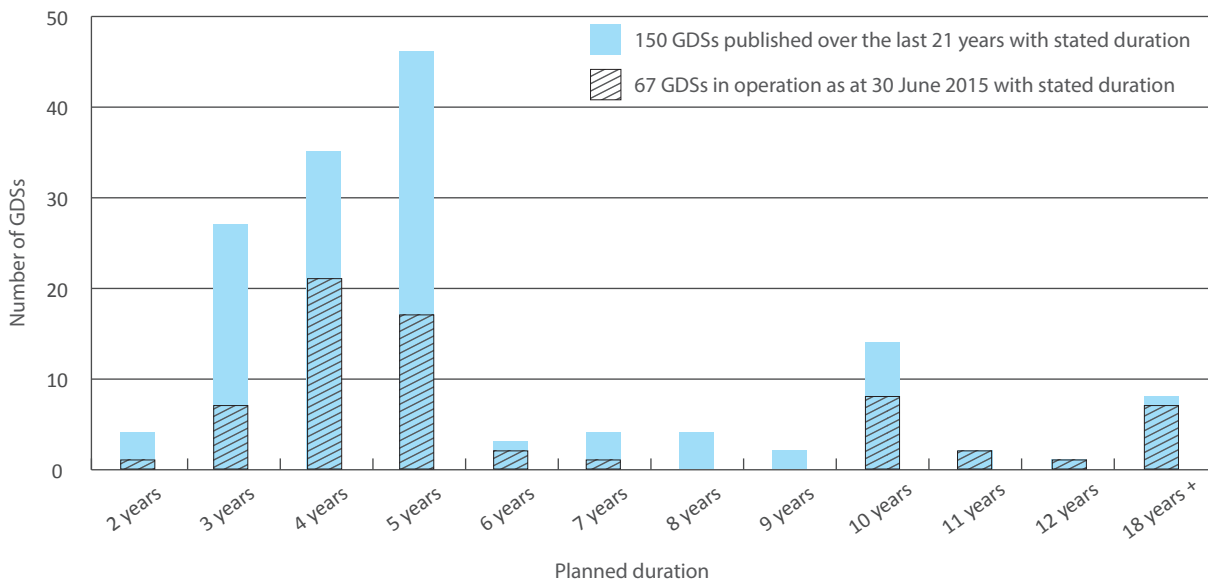
Column G: What is the number of pages of the strategy?

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 12: GDSs by number of pages
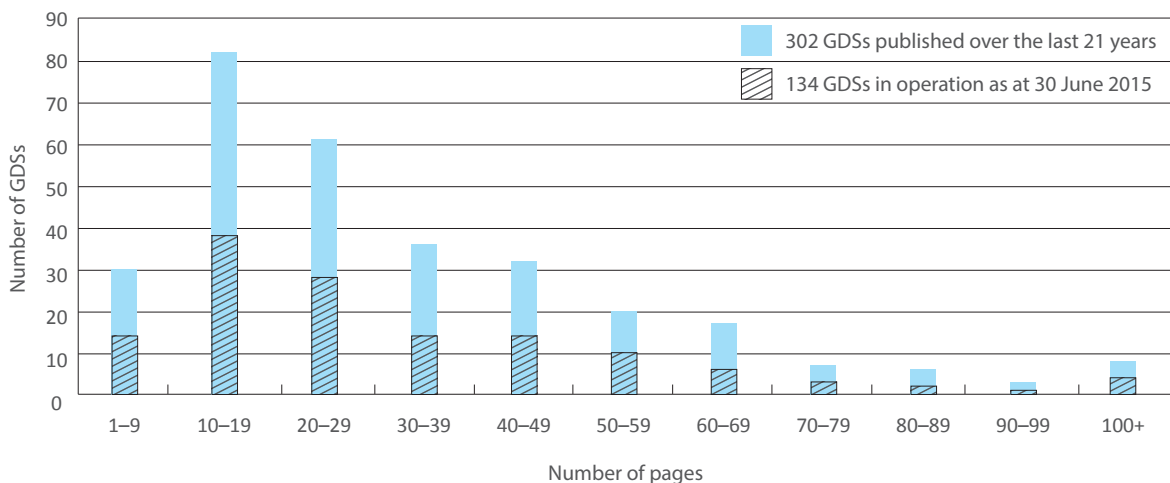
Column H: Was the strategy in operation as at 30 June 2015?

Column H indicates if a GDS was in operation as at 30 June 2015. To establish this, we relied upon the information detailed in *Working Paper 2014/01: List of government department strategies between 1 July 1994 and 30 June 2014* as well as the government department responses to our August 2015 OIA requests (see Section 5.1).

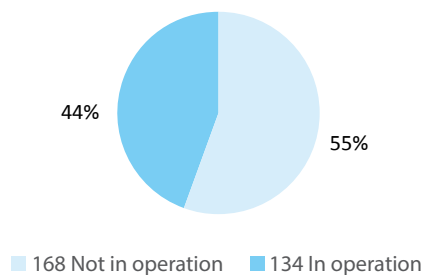**Figure 13: GDSs published over the last 21 years (302) by operational status**

44%

55%

■ 168 Not in operation   ■ 134 In operation

Figure 14: GDSs in operation as at 30 June 2015 (134) by government

21%

79%

■ 28 Labour-led   ■ 106 National-led
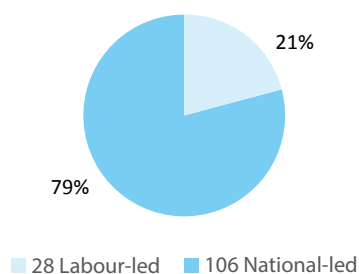
Column I: If the strategy was no longer operational as at 30 June 2015, has a newer strategy replaced it?

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 15: GDSs no longer in operation as at 30 June 2015 (168) by replacement

6%   2%

25%

44%

23%

■ 74 Replaced by a more recent strategy   ■ 39 Not replaced   ■ 42 Not known
■ 10 Replaced by another instrument that is not a strategy   ■ 3 Currently under review
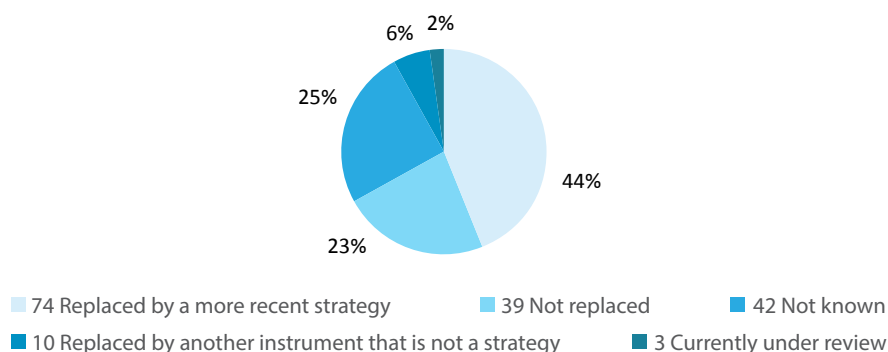
7.0   Examples of good practice, illustrated by element

The following pages are examples of good practice, chosen either due to their exemplary overall content or their strength in one particular element of the scorecard. We do not intend to perform a qualitative analysis on the strategies, rather our aim is to showcase good practise.

Element 1:   Opportunities and Threats

Figure 16 is an example of a GDS that illustrates the criteria for the following sub-element: Does it identify threats going forward? [sub-element 1.2]

Figure 16: Cadastre 2034: A 10-20 Year Strategy for developing the cadastral system: Knowing the 'where' of land-related rights
Source: LINZ (2014: 4)

2 Why develop the cadastral system?

A gap is currently developing between what we have now – a modern cadastral system that is recognised as world class – and the cadastral system that will be needed for the future.

Society is changing rapidly, especially in terms of access to information, the uses to which information is put, and changes in technology. These changes may very quickly result in the New Zealand cadastral system not meeting the needs of the Crown, Māori, government agencies, landowners and holders of other interests in land, and businesses, amongst others. People may become increasingly frustrated in their efforts to readily access the cadastral information they need. The quality of some of the current information falls short of today's needs, and is very unlikely to be fit for future needs unless a clear development path is agreed.

An example is the lack of clear information about the Crown's land holdings. Inability to easily access the required information will adversely impact on government and business decisions and consequently can inhibit the nation's development and economic growth.

The strategy provides a clearly stated vision towards which anticipated future demands can be met by efficient investment and collaborative effort. Without a strategy there is a risk that investment may be applied by central and local government agencies in a piecemeal fashion in response to short-term problems, rather than being solved by initiatives made within a coherent framework.

The strategy provides opportunities to better manage this risk.

For example, the planned Landonline[1] technology refresh that will result from the project known as Advanced Survey & Title Services (ASaTS) will address known technology concerns, but this strategy also provides a framework for the refresh to fully respond to the emerging needs for 3D data, access via mobile devices, integration with other data, and externally available validation tools. Another opportunity might be to address the proliferation of inconsistent land and real property rights databases in different agencies. A third example might be to ensure that a desire to reduce the short term cost of surveying Māori or Crown land in particular, does not result in enduring information gaps, administrative manual workarounds or ambiguities in the land record.

At a higher level, opportunities may be missed to work collectively and coherently across those government agencies that act within the property rights space. Without a strategy to share with those agencies, initiatives are likely to be driven by short term imperatives in business plans and constrained by the resources available from time to time in individual agencies.

This strategy also needs to provide a guide to the further development of the geodetic system[2] that provides the foundation infrastructure for all spatial information in New Zealand.

Figure 17 is an example of a GDS that illustrates the criteria for the following sub-element: Does it contain a clear statement describing the problem that this strategy is trying to solve? [sub-element 1.3]

Figure 17: He Whare Āhuru He Oranga Tāngata – the Māori Housing Strategy: Directions 2014 to 2025
Source: MBIE (2015:4)

Kaupapa

The kaupapa for He Whare Āhuru He Oranga Tāngata – The Māori Housing Strategy is Better Housing, Better Lives.

He Whare Āhuru has six directions to be implemented over the 10 years to 2025. It aims to give individuals and whānau more opportunities to improve their housing. Growing the Māori housing sector will provide a greater range of housing choices for Māori, including the opportunity to live on their papakāinga land.

Māori housing yesterday, today and tomorrow

Historical analysis of census data shows that in 1926 about 75 percent of Māori whānau (based on those who were identified as Māori at the time of the census) lived in homes they owned, mostly in rural areas, compared to about 60 percent of European households. The number of Māori whānau owning homes dropped sharply and by 1945 was less than for Europeans. The gap continued to widen as European home ownership rates rose (Thorns & Sedgwick, 1997).

Census data between 1991 and 2006 on the proportion of the Māori population living in owner-occupied homes in the main urban areas shows a decrease from 54.1 percent in 1991 to 40.4 percent in 2006. This decrease was not limited to major urban areas. The proportion of the Māori population in secondary and minor urban areas living in owner-occupied homes also declined by nearly 20 percent over the same period. In rural areas home ownership remained higher and showed less decline – from 55.5 percent in 1991 to 54.2 percent in 2006 (Flynn, Carne, & Soa-Lafoaʻi, 2010).

The consequence of this decline in home ownership was an increase in the number of Māori whānau who became long-term renters, either in the private sector or as Housing New Zealand tenants.

Māori households are diverse, and may include a mix of Māori and non-Māori parents and caregivers. Social and economic pressures influence housing choices for whānau, including the extent to which they are reliant on the state for support.

The distribution of the Māori population today across the different types of housing tenure is shown in Figure 1.

SEVERE HOUSING DEPRIVATION	SOCIAL HOUSING	ASSISTED PRIVATE RENTAL	PRIVATE RENTAL	PRIVATE OWNERSHIP
11,730 Māori living in deprivation (34.5% of all severely housing deprived people (34,000))	22,184 Māori were Housing New Zealand Corporation tenants in February 2014 (34.5% of all HNZC tenants). Income-Related. Rent subsidy was paid for 20,790 Māori HNZC tenants in February 2014. (Housing New Zealand, 2014)	At the end of December 2013 › 57,098 Māori received Accommodation Supplement. › Māori were 28.2% of all Accommodation Supplement recipients. (Ministry of Social Development, 2014)	87,768 Māori households in private rental. Māori 19.5% of all private renter households. (Statistics New Zealand, 2013)	228,648 Māori households (43.4%) living in owner-occupied homes. (Statistics New Zealand, 2006) 64.8% of all New Zealand households own their home (Statistics New Zealand, 2013)

Figure 1. The Māori housing continuum: Where Māori live today

Element 2:   Capabilities and Resources

Figure 18 is an example of a GDS that illustrates the criteria for the following sub-element: Does it identify what capabilities it does not have and needs to acquire or work around? [sub-element 2.2]

Figure 18: Cadastre 2034: A 10-20 Year Strategy for developing the cadastral system: Knowing the 'where' of land-related rights
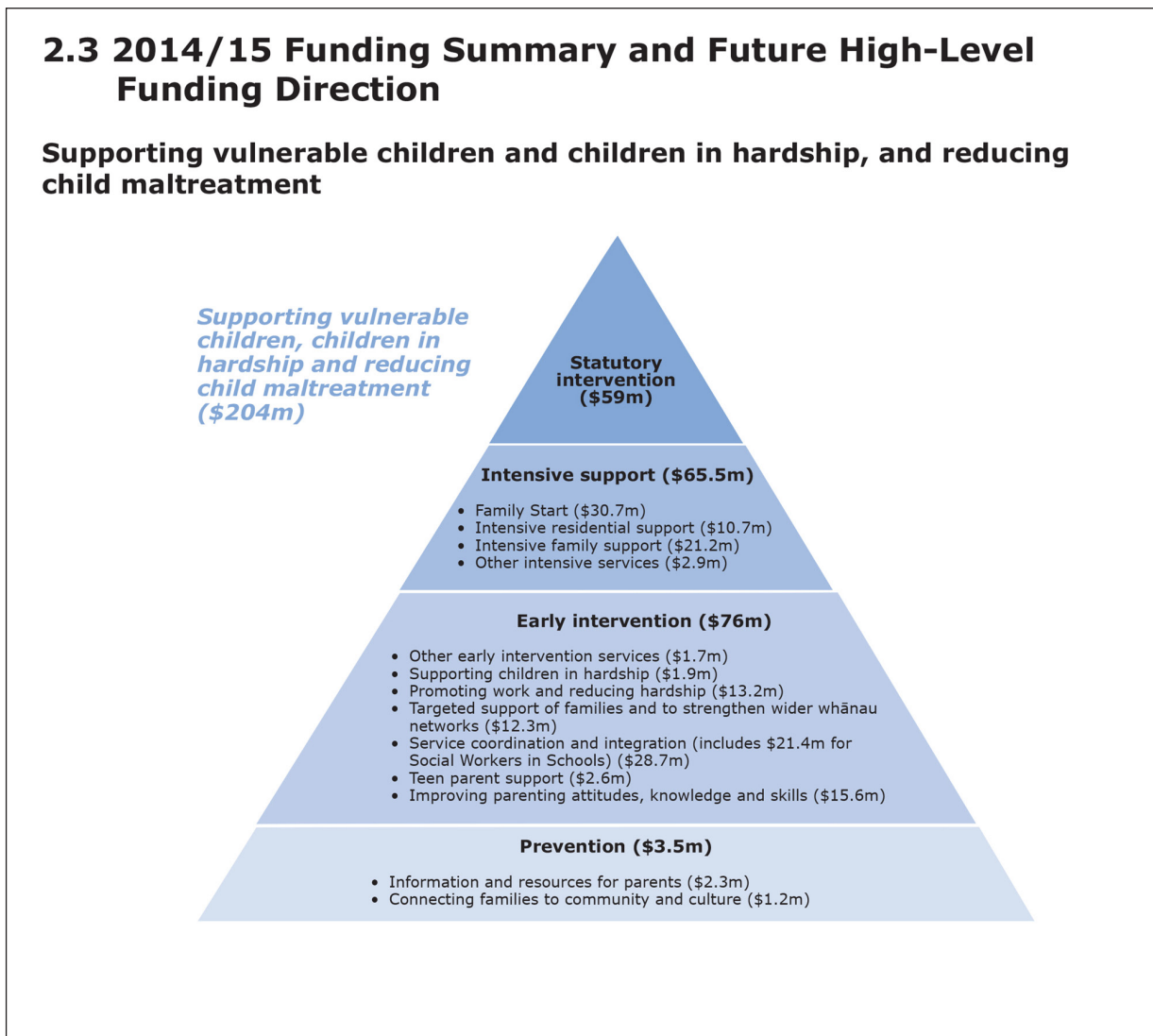Source: LINZ (2015:33)

7 Gaps

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

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

Figure 19 is an example of a GDS that illustrates the criteria for the following sub-element: Does it identify current and future resources (e.g. financial)? [sub-element 2.3]

Figure 19: Community Investment Strategy
Source: MSD (2015:14)

2.3 2014/15 Funding Summary and Future High-Level Funding Direction

Supporting vulnerable children and children in hardship, and reducing child maltreatment

Supporting vulnerable children, children in hardship and reducing child maltreatment ($204m)

Statutory intervention ($59m)

Intensive support ($65.5m)
- Family Start ($30.7m)
- Intensive residential support ($10.7m)
- Intensive family support ($21.2m)
- Other intensive services ($2.9m)

Early intervention ($76m)
- Other early intervention services ($1.7m)
- Supporting children in hardship ($1.9m)
- Promoting work and reducing hardship ($13.2m)
- Targeted support of families and to strengthen wider whānau networks ($12.3m)
- Service coordination and integration (includes $21.4m for Social Workers in Schools) ($28.7m)
- Teen parent support ($2.6m)
- Improving parenting attitudes, knowledge and skills ($15.6m)

Prevention ($3.5m)
- Information and resources for parents ($2.3m)
- Connecting families to community and culture ($1.2m)

Element 3:   Vision and Benefits

Figure 20 is an example of a GDS that illustrates the criteria for the following sub-element: Does it provide a clear vision as to what success would look like (a desired future condition)? [sub-element 3.1]

Figure 20: Cultural Sector Strategic Framework
Source: MCH (2014:4)

Medium term sector shifts and impacts

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

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

Figure 21 is an example of a GDS that illustrates the criteria for the following sub-element: Does it identify who the beneficiaries are and how they will benefit? [sub-element 3.2]

Figure 21: Community Investment Strategy
Source: MSD (2015:8)

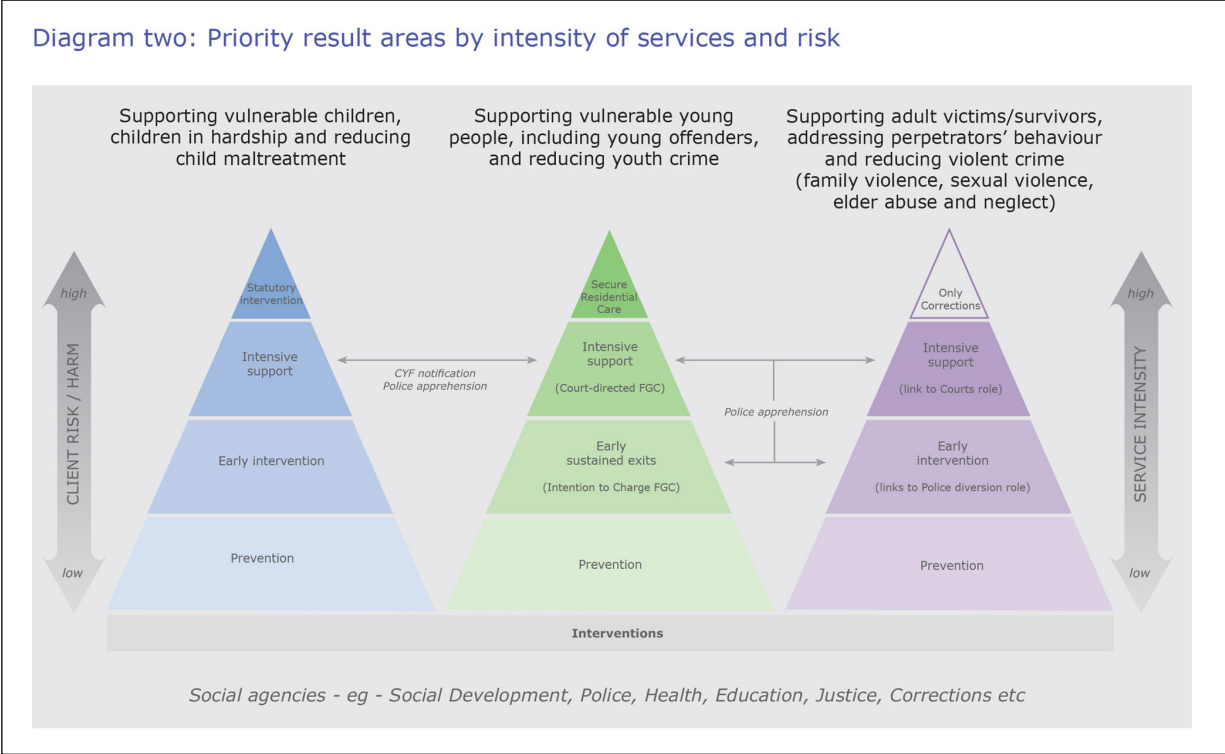Diagram two: Priority result areas by intensity of services and risk

Figure 22 is an example of a GDS that illustrates the criteria for the following sub-element: Does it describe how success will be measured and over what time frame? [sub-element 3.3]

Figure 22: Te Rautaki Reo Māori: Māori Language Strategy 2014
Source: TPK (2014:2)

Indicators and Targets	*Ko Ngā Tohu Eke Taumata*
Two headline indicators will be monitored by Te Taura Whiri i te Reo Māori and Te Puni Kōkiri:	E rua ngā tino tohu mō te ekenga o te reo Māori ki te ora, ārā:
i. The number of whānau Māori and other New Zealanders who can speak the Māori language; and	i. Ko te tokomaha o ngā whānau Māori, me te iwi whānui o Aotearoa, e āhei ana ki te kōrero Māori; ā
ii. The attitudes of all New Zealanders towards the Māori language.	ii. Ko ngā waiaro o ngā tāngata katoa o Aotearoa ki te reo Māori.
Other quantitative and qualitative Māori language research findings will supplement the data from the two headline indicators.	Ka noho a Te Taura Whiri me Te Puni Kōkiri ki te arotake i ngā tatauranga mō ēnei āhuatanga, me ētahi atu rangahau, tatauranga hoki mō ngā whāinga e rārangi ake nei.

Element 4:   Approach and Focus

Figure 23 is an example of a GDS that illustrates the criteria for the following sub-element: Does it break down the vision into a number of strategic goals/objectives that are tangible, specific and different from each other? [sub-element 4.1]

Figure 23: Implementing Medicines New Zealand
Source: MoH (2015:7)

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

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

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

Objectives

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

Actions

Current focus

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

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

The next five years

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

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

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

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

Implementing Medicines New Zealand 2015 to 2020   **7**

Element 5:   Implementation and Accountability

Figure 24 is an example of a GDS that illustrates the criteria for the following sub-element: Does it identify who is responsible for implementing the GDS? [sub-element 5.1]

Figure 24: A Nation of Curious Minds, He Whenua Hihiri I Te Mahara: A National Strategic Plan for Science in Society

Source: MoE (2014:36)

4.3 Monitoring and evaluation

Monitoring will comprise:

› a survey of public attitudes toward science, complemented by in-depth qualitative research with the general public

› analysis and synthesis of education and skills data, for example student achievement in science and maths

› analysis and synthesis of administrative data, for example monitoring of relevant contracts and science communications measures and indicators

› formal and informal stakeholder consultation.

MBIE has developed an intervention logic to inform the monitoring activities (Annex 1). The intervention logic details the links between the challenges that Science in Society seeks to address, the activities being undertaken within the Action Areas and their intended impacts and outcomes. These impacts and outcomes include short-term changes in awareness, medium-term changes in behaviour, and long-term changes in terms of a skilled workforce, informed New Zealanders and responsive science and technology. The intervention logic model will inform the selection of indicators and measures for monitoring purposes.

Work to date has included MBIE commissioning (in June 2014) a survey of public attitudes towards science and technology and the ways in which the public conceptualises science. This survey retains some questions asked in previous studies for comparison and thus will identify changes in public attitudes from those previous studies. Responses to questions in the survey will form part of the baseline measures for monitoring the initial plan.

The Ministry of Education is able to utilise existing data collection and analysis to monitor the impact of the plan. The Ministry regularly publishes data about student achievement in science and mathematics through Public Achievement Information (PAI), which is available on www.educationcounts.govt.nz.

The performance framework for the National Science Challenges will include some assessment of public engagement in science.

Monitoring and evaluation will establish a baseline and track progress against the initial plan's outcomes. It will also assess the performance of specific Action Areas. In response, initiatives that are making a measurable contribution to the expected outcomes will be continually adapted and extended.

The monitoring and evaluation activities for this plan are founded on the plan's three expected outcomes as follows.

Outcome 1: More science and technology competent learners and more choosing STEM-related career pathways

We will know we're making progress on this when:

› we achieve greater student demand for STEM courses and qualifications at all levels of the qualifications framework (1–10)

› we have developed greater teacher confidence in teaching for science, technology and mathematics (STM) outcomes

› teachers have improved access to the resources they need to teach STM subjects and links between the STM curriculum and career pathways are clarified.

Figure 25 is an example of a GDS that illustrates the criteria for the following sub-element: Does it identify who will report on its progress? [sub-element 5.2]

Figure 25: The New Zealand Migrant Settlement and Integration Strategy
Source: MBIE (2015:2)

How will we know if the Strategy is successful?

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

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

Figure 26 is an example of a GDS that illustrates the criteria for the following sub-element: Does it explain how progress will be reported (e.g. reports and statistics) and over what time frames? [sub-element 5.3]

Figure 26: He Whare Āhuru He Oranga Tāngata – the Māori Housing Strategy: Directions 2014 to 2025
Source: MBIE (2014:38)

Ine uara – Measuring future success

He Whare Āhuru is designed to deliver measureable outcomes. The Outcomes Framework is set out on page 40.

To measure the progress on He Whare Āhuru, MBIE will update data in the *Māori Housing Trends Report 2010* to provide a base-line to track progress towards achieving He Whare Āhuru's six directions. This will enable tracking of changes in Māori housing tenure as well as improvements in Māori housing outcomes comparative to other ethnic groups.

The Ministry will also develop an evaluation model with detailed indicators to measure short- and long-term progress.

In reporting on the strategy, the Ministry will incorporate broader social and economic outcomes that evidence shows are related to housing. This whānau ora approach reflects the kaupapa of the strategy *He Whare Āhuru He Oranga Tāngata – Better Housing, Better Lives*. The evaluation model will provide an accountability framework capable of defining with much greater precision and clarity what the Crown might realistically expect as a return on the public investment in the development of a Māori-led housing sector.

Element 6:   Alignment and Authority

Figure 27 is an example of a GDS that illustrates the criteria for the following sub-element: Does it discuss predecessors to the strategy and identify any lessons learnt from these? [sub-element 6.1]
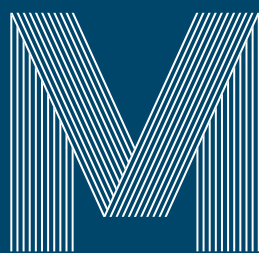
Figure 27: He Whare Āhuru He Oranga Tāngata – the Māori Housing Strategy: Directions 2014 to 2025
Source: TPK (2014:1)

Recent Reviews

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

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