

Working Paper 2022/04

Analysis

of Government Department Strategies
Between 1 July 1994 and 31 December 2021

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1.0 Introduction

This section outlines the context for the Government Department Strategies (GDS) Index analysis. Section 1.1 discusses the purpose of this research, including in the context of the new Public Service Act 2020. Section 1.2 lays out the background behind the Institute's GDS project. Section 1.3 takes a broader look at the landscape of strategic instruments in the public service, providing a breakdown of each, and discussing changes to this landscape since the 2018 *GDS Index*. Lastly, section 1.4 explores the history of the term strategy and what makes it different from planning and tactics.

1.1 Purpose

The purpose of this Working Paper is to outline the main observations from the Institute's most recent analysis of GDSs as part of the 2021 *GDS Index*.

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

Since publication of the 2018 *GDS Index*, the State Sector Act 1988 has been replaced by the Public Service Act 2020. The new Public Service Act is aimed at 'delivering better outcomes and services for all New Zealanders.'¹ A new feature of the Act is the introduction of a requirement for department Chief Executives to publish Long-term Insights Briefings. The Institute's view is that the importance of sound public service strategy takes on increased importance and utility with the introduction of LTIBs. As a foresight instrument LTIBs require Chief Executives to explore and communicate the preferred futures and direction for their departments, providing the wider public sector with visibility over the same. Strategy and foresight are interrelated: whereas foresight explores preferred futures, strategy explores the means to achieve a preferred future. Sound strategy development has the potential to strengthen foresight, and vis-a-versa.

The government departments referred to in the *GDS Index* are the 32 departments set out in schedule 2 part 1 of the Public Service Act 2020, see Appendix 3: New Zealand government departments for the full list.

1.2 Background

The 2021 *GDS Index* aims to illustrate how Aotearoa New Zealand might strengthen GDSs to be more effective, responsive, measurable, comparable and durable through public consultation, engagement and ownership. If government departments make the content of GDSs more useful, the users of these strategies will be better able to assess their quality and, where appropriate, to work with government to deliver better outcomes more cost-effectively. The Institute regularly updates the *GDS Index* so that information can be measured, analysed and tracked over time.

GDSs drive and guide public policy. These strategy documents provide citizens with a window into the workings of government and act as critical instruments for policymakers in bringing about change. GDSs help build trust in government activities through transparency, accountability and public engagement. The preparation of GDSs is a significant public investment, and although a great deal of thought and effort goes into their creation, they are often difficult to find within the machinery of government.

The analysis presented in this Paper directly aligns with the content included in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*. *Working Paper 2022/02* essentially provides the 'evidence' behind the numbers presented in this paper.

Table 1: 2021 GDS Index publication series

Title in 2021 GDS series	Type of publication	Title of publication
<i>2021 GDS Index Handbook</i>	<i>GDS Index Handbook</i>	<i>2021 Government Department Strategies Index Handbook – He Puna Rautaki</i>
<i>Methodology</i>	<i>Working Paper</i>	<i>Working Paper 2022/01 – Methodology for the 2021 Government Department Strategies Index (this document)</i>
<i>Lists of GDSs</i>	<i>Working Paper</i>	<i>Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021</i>
<i>Scoring</i>	<i>Working Paper</i>	<i>Working Paper 2022/03 – Scoring Tables Collating and Ranking Government Department Strategies in Operation as at 31 December 2021</i>
<i>Analysis</i>	<i>Working Paper</i>	<i>Working Paper 2022/04 – Analysis of Government Department Strategies Between 1 July 1994 and 31 December 2021</i>
<i>Best Practice</i>	<i>Working Paper</i>	<i>Working Paper 2022/05 – Best Practice: Guidance for Policy Analysts Preparing Government Department Strategy Documents</i>
<i>Strategy Maps</i>	<i>Working Paper</i>	<i>Working Paper 2022/06 – Strategy Maps: Copies of All Strategy Maps found in Government Department Strategies in Operation as at 31 December 2021</i>
<i>Analysis of Climate Change</i>	<i>Working Paper</i>	<i>Working Paper 2022/07 – Analysis of Climate Change in Government Department Strategies as at 31 December 2021</i>
<i>Analysis of Poverty</i>	<i>Working Paper</i>	<i>Working Paper 2022/08 – Analysis of Poverty in Government Department Strategies as at 31 December 2021</i>
<i>Slideshare</i>	<i>2021 Overview</i>	<i>Presentation slides from the 2021 GDS Index launch</i>

For the purposes of the 2021 *GDS Index*, a ‘government department strategy’ (GDS) is defined in terms of the following criteria.

A ‘government department strategy’ must:

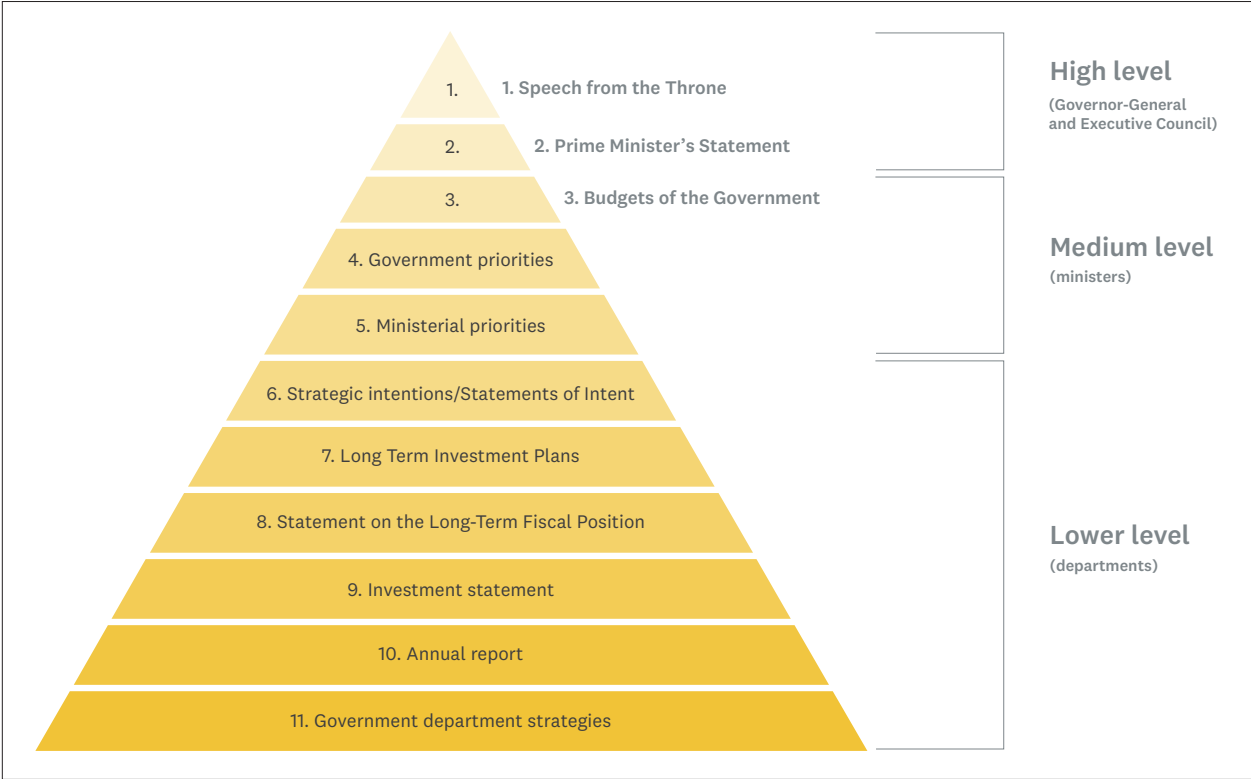
1. be a publicly available document accessible on a government department website,
2. be public-facing, therefore excluding a strategy only made public as the result of an OIA request,
3. be strategic, containing long-term thinking and setting out the means (how) and the ends (the goal),
4. be produced by a government department, therefore excluding situations where a strategy is written or published by another party (e.g. a Cabinet paper),
5. be national rather than local in focus, therefore excluding regional strategies,
6. guide the department’s thinking and operations over two years or more, and
7. not be a statement of intent or annual report.

Whilst the Institute does not consider corporate documents such as annual reports, strategic intentions/ statements of intent to be GDSs (see Figure 1), these other corporate documents should complement their department’s strategies. Ideally, they should also cite their respective operational GDSs in order to support integrated thinking. This important ‘integration’ element is assessed by the GDS as part of element 6: ‘Alignment and Authority’. This element has been updated in the 2021 *GDS Index*. In the 2014 and 2018 *GDS Index*, three corporate documents were used to assess horizontal alignment; the departments’ statement of intent/strategic directions, Four Year Plan, and Annual Report. The 2021 *Index* assesses alignment across the statement of intent/strategic directions and Annual Report only, following the removal of the requirement to produce Four Year Plans in 2019 (discussed in section 1.2 below). Given the importance of integrated thinking to strong strategy development, the Institute kept the weighting of this element the same, distributing the four points previously assigned to Four Year Plan alignment across the remaining two corporate documents. More information on this change to the scorecard can be found in *Working Paper 2022/01 – Methodology for the 2021 Government Department Strategies*.

1.3 Strategic Instruments in the Public Service

Figure 1 below illustrates the key government instruments that connect, drive or align the strategic thinking of government. In most cases, the instruments remain generic over successive governments, but there are sometimes a few areas of difference. The figure and its accompanying descriptions set out the general framework, rather than a specific framework as at 2022, in order to provide a contextual landscape for the *GDS Index*. Previous editions of this framework included Four Year Plans as a department level strategic instrument. In September 2019 Cabinet stopped the requirement for Four Year Plans, which have accordingly been removed from the updated Strategic Instruments in the Public Service figure below. The decision to discontinue Four Year Plans was ‘done to create more space and time for agencies to do strategic thinking and planning and start a shift towards more tailored requirements for strategic planning.’² To read more about Cabinet’s direction regarding Four Year Plans, see *Working Paper 2022/01 – Methodology for the 2021 Government Department Strategies Index*. The 2019 addition of this figure can be found in *Working Paper 2019/04 – Analysis of Government Department Strategies Between 1 July 1994 and 31 December 2018*.

Figure 1: Strategic Instruments in the Public Service



1.3.1 Speech from the Throne

(Published at the start of a new Parliament with a horizon out to the election of a new government)

The Speech from the Throne is given by the Governor-General as part of the State Opening of Parliament.³ Its purpose is to ‘explain the reasons for summoning Parliament’ and it usually announces the government’s policy and legislative proposals.⁴

1.3.2 Prime Minister’s Statement

(Published every year with a 12-month horizon)

The Prime Minister’s Statement to the House takes place on Parliament’s first sitting day at the beginning of the year. It reviews public affairs and outlines ‘the Government’s intentions for the year ahead’.⁵ It occurs each year ‘unless it is the first day of Parliament (followed by the State Opening, with a Speech from the Throne) or an Address in Reply debate was commenced less than three months prior to the first sitting day’.⁶ See Prime Minister’s Statement summaries from 2006–2018 in *Working Paper 2019/02 – Lists*, List N.

1.3.3 Budgets of the Government (including Budget Speech, Budget Policy Statement and Fiscal Strategy Report)

(Published every year with a 12-month horizon)

These policy instruments are embedded in the Public Finance Act 1989. The Budget Policy Statement (BPS) is usually issued the year before the Budget it relates to and sets out the Budget priorities. The BPS ‘has a short run focus setting out policy goals that will guide the Government’s Budget decisions and priorities.’⁷

In 2020, in preparation for the 2021 Budget, Treasury stipulated that, in the ‘constrained fiscal and economic environment’ of Budget 2021 due to COVID-19, ‘the Budget 2021 Priorities focus on achieving value for money, targeting the drivers of wellbeing that matter most and emphasising long-term wellbeing objectives and delivering existing commitments.’⁸ The Budget Speech is given by the Minister of Finance to the House. It outlines the fiscal strategy for the Budget and can include policy changes.⁹ See the Budget priorities listed in *Working Paper 2021/13 – Analysis of Priorities Mentioned in Minister of Finance Budget speeches since 2006*. The Fiscal Strategy Report sets out the budget responsibility rules and can be found in a specific section of the Budget itself.¹⁰ The Fiscal Strategy Report is also published every year but, unlike the rest of the Budget, it includes a long-term horizon of at least ten years and a short-term horizon of three years.¹¹

1.3.4 Government priorities

(Publication varies depending on government and horizon is unspecified)

There is no requirement for governments to publish a formal outline of their priorities embedded in legislation. Currently, a general discussion on government priorities can be found in one of three places: the Speech from the Throne (every three years), the Budget Policy Statement (usually published in November or December) and the Budget Speech (usually in May or June). Of these, the Budget Policy Statement is the least well known and most obscure.

The Speech from the Throne is given by the Governor General but written by the party/parties that are able to form government. The speech is given every three years at the start of Parliament, setting out the Government’s policy and legislative proposals for the next three years. However, the speech tends to loosely discuss priorities, goals or targets but provides no clear list of Government priorities for departments’ chief executives to work towards or the public to consider and reflect upon (see for example the 2008–20 speeches).

The Budget is delivered annually by the Minister of Finance and tends to focus on fiscal priorities. Although there are a few exceptions (such as the 2015 Budget speech), most recent Budget speeches offer no definitive list of the Government’s priorities. In addition, the Budget Policy Statement establishes the high-level Budget priorities and tends to discuss the fiscal direction in terms of goals. For example, the 2022 Budget Policy Statement notes that the Government ‘will continue to make progress towards the goals the Government set at the start of the current Parliamentary term’.¹²

Interestingly, neither the Speech from the Throne nor the Budget speech have recently signalled a major change in policy direction (exceptions are the Government’s response to one-off events such as the Christchurch earthquakes and the pandemic). *Working Paper 2021/13 – Analysis of Priorities mentioned in Minister of Finance Budget speeches since 2006* found that very similar priorities have existed since 2006, even when there is a change in government. The terms may change, but the topics are the same. This is arguably a good thing given it delivers stable and durable public policy. Naturally how those government priorities are to be achieved is where political parties tend to differ.

1.3.5 Ministerial priorities

(Publication varies depending on government and horizon is unspecified)

There is no requirement for ministers to publish a formal outline of their priorities embedded in legislation. Under the previous National Government, an informal process was established in which ministers (and their departments) are required to prepare and send a dense, information-heavy letter to

the Prime Minister every year, setting out what they believe to be the ministry's priorities for that year. The letter goes back and forth between minister and Prime Minister until the priorities are agreed upon. At the discretion of the minister, some ministerial priorities can be found on ministry websites; however, due to the high-level nature of the letters, they are often not publicly available. Examples include 'Our Priorities' and 'Our outcomes'.^{13,14}

1.3.6 Strategic intentions/Statements of Intent

(Published every three years or more frequently if requested by the Minister, with a four-year or more horizon)

In 2020, the Government published *Our Priorities*, focusing on six priorities to grow the economy and tackle long term issues.¹⁵ Strategic intentions 'should be a snapshot of an agency's strategic thinking and planning behaviors and processes.'¹⁶ The requirement for departments to prepare and publish 'the strategic objectives that the department intends to achieve or contribute to' is set out in ss 38–41 of the Public Finance Act 1989 (PFA).¹⁷ Previous sections of the PFA that referred to Statements of Intent were repealed in 2004. Further amendments to the PFA in 2013 allowed agencies to present their strategic intentions in the same document as their annual report.¹⁸ This appears to be the primary reason for a change in terminology towards 'strategic intentions', although strategic intentions published in a separate document to the annual report, as allowable under s 39(4)(b) of the PFA, may still be referred to as a Statement of Intent (SOI). Under s 38(4) of the PFA, information about strategic intentions is required at least every three years 'unless the Minister has granted an extension of time' or 'there has been a significant change in the nature or scope of the department's functions'.¹⁹ The strategic intentions or SOI documents demonstrate strategic thinking that 'develops the long term vision, goals and objectives to ground other planning in'.²⁰

1.3.7 Long Term Investment Plans

(Publication varies, with a 10-year or more horizon)

The requirement for government departments to produce Long Term Investment Plans (LTIPs) is set out in a 2015 Cabinet decision.²¹ The purpose of LTIPs is to 'describe an agency's or sector's investment journey subject to their long term vision and goals'.²² In September 2019 the requirement to produce LTIPs for Investor Confidence Rating assessments was discontinued. Treasury guidance issued in December 2020 nonetheless encouraged agencies to use 'existing Long Term Investment Plans (LTIPs) as a foundation to do further strategic planning at an agency, sector or system level'.²³

1.3.8 Statement on the Long-Term Fiscal Position

(Published at least every four years with a 40-year horizon)

The requirement for Treasury to produce a Statement on the Long Term Fiscal Position (LTFP) is set out in s 26N of the PFA.²⁴ The statement is required at least every four years and is intended to 'project the consequences of current revenue and spending decisions over the next four decades or so and [...] pick up slower-moving trends such as population ageing, the compounding effects of surpluses and deficits, wage and price growth'.²⁵

1.3.9 Investment statement

(Published at least every four years with a horizon of two financial years)

The requirement for Treasury to produce an investment statement to be presented to the House of Representatives is set out in s 26NA of the PFA.²⁶ The statement is intended to outline assets and liabilities of the Crown, how they have changed over time and how they may be expected to change over the next two financial years.²⁷ The statement is also required to 'identify any significant differences between the information specified' as compared to 'the most recent previous Investment Statement'.²⁸

1.3.10 Annual report

(Published every year with a 12-month horizon)

The requirement for government departments to prepare annual reports is set out in s 43 of the PFA.²⁹ The annual reports are usually due in October every year and are intended to hold Crown entities 'accountable to Members of Parliament and the public. It enables Members of Parliament to review the performance of agencies and sectors and to hold them to account for the use of resources and powers.'³⁰

1.3.11 Government department strategies

(Publication and horizon varies depending on department ministers and/or CEOs)

The term government department strategies (GDS) is used by the Institute to refer to strategy documents produced by government, often in discussion with ministers, that do not fall into any of the categories above. These documents are the topic of this paper and of the Institute's *GDS Index*.

1.4 Brief history of the term strategy

Given the complexity of the landscape of strategic instruments in the public service, this section attempts to provide further context by exploring the history of the term strategy. The word 'strategy' originates from the Greek term *strategos*, meaning military leader or general. The term was derived from two Greek words: *stratos* (the army) and *agein* (to lead).³¹ Although the term originated in the military, over the last century it has become increasingly used in the private sector and, more recently, in the public sector to differentiate higher level thinking from lower level planning. The history of the term emphasises this important difference.

In 1736 Marshal Maurice de Saxes wrote *My Reveries Upon the Art of War*, in which he argued that commanders of an army must understand both the lesser and higher parts of the art of war. He argued that the lesser parts, 'though elemental and mechanical', covered 'methods of fighting and discipline' and provided the 'base and the fundamentals of the military art'. He went on to discuss the higher, 'sublime' parts of war, which moved beyond 'methodical' thinking towards 'intellectual' thinking (a level not suitable to the everyday foot soldier). He argued that a commander must embody talent and excellence in both the lower and higher parts in order to be an expert in the 'sublime' art of war.³²

In 1772 Jacques-Antoine-Hyppolyte, Comte de Guibert wrote *Essai Général de Tactique*, which once more broke down military tactics into two levels in which the first, elementary level of tactics contained 'all detail of formation, instruction, and exercise of a battalion, squadron or regiment' and the second, more superior level of tactics was the science of the generals and was 'of itself everything, since it contains the art of conveying action to troops'.³³

With the emergence of both tactics and strategy as means of determining military action, Heinrich von Bülow (who served in the Prussian Army) theorised in 1799 that 'all operations of which the enemy was the object, were operations of Tactics; and that those of which he was merely the aim and not the direct object, were made part of Strategics'. He argued that 'rather than fight a "hostile army", better to attack the means by which this army kept itself supplied, which meant that the "flanks and rear must be the objective operations," even in an offensive war, and frontal operations should be avoided'.³⁴

There are many definitions of 'strategy', including those that differentiate the term from 'plan', but the debate over how these two terms operate in practice continues today. Henry Mintzberg, in his book *The Rise and Fall of Strategic Planning* (1994), became frustrated with the increased use of the term 'strategic planning' and noted that 'strategic planning is an oxymoron'.³⁵ Patrick Bassett draws the distinction by stating that 'the minute a formal strategic planning process codifies into goals and action steps, it ceases to be strategic'.³⁶ In reality, strategies and plans exist on a continuum, opening everything to debate over where it fits.

2.0 Analysis of operational GDSs

The following section provides a breakdown analysis of the operational GDS dataset by various characteristics. The chosen characteristics have been drawn directly from (and align with) *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

2.1 Administration

Analysis relating to admin-related characteristics of GDSs is as follows:

2.1.1 Operational GDSs (as at 31 December 2021) [221]

As at 31 December 2021, there were 221 GDSs in operation. Figures 2 and 3 illustrate the number of operational GDSs held by each government department as at 31 December 2021. The Ministry of Health (MoH) holds significantly more GDSs than any other government department [48]. This is almost twice as many as the next highest department (Ministry of Business, Innovation and Employment (MBIE) – 25). This is similar to the 2018 *GDS Index*, with MoH holding the most GDSs, with more than double the number held by MBIE. 6 government departments hold only one operational GDS each. 6 government departments do not hold any GDSs.

Figure 2: Operational GDSs [221] by department (pie chart)

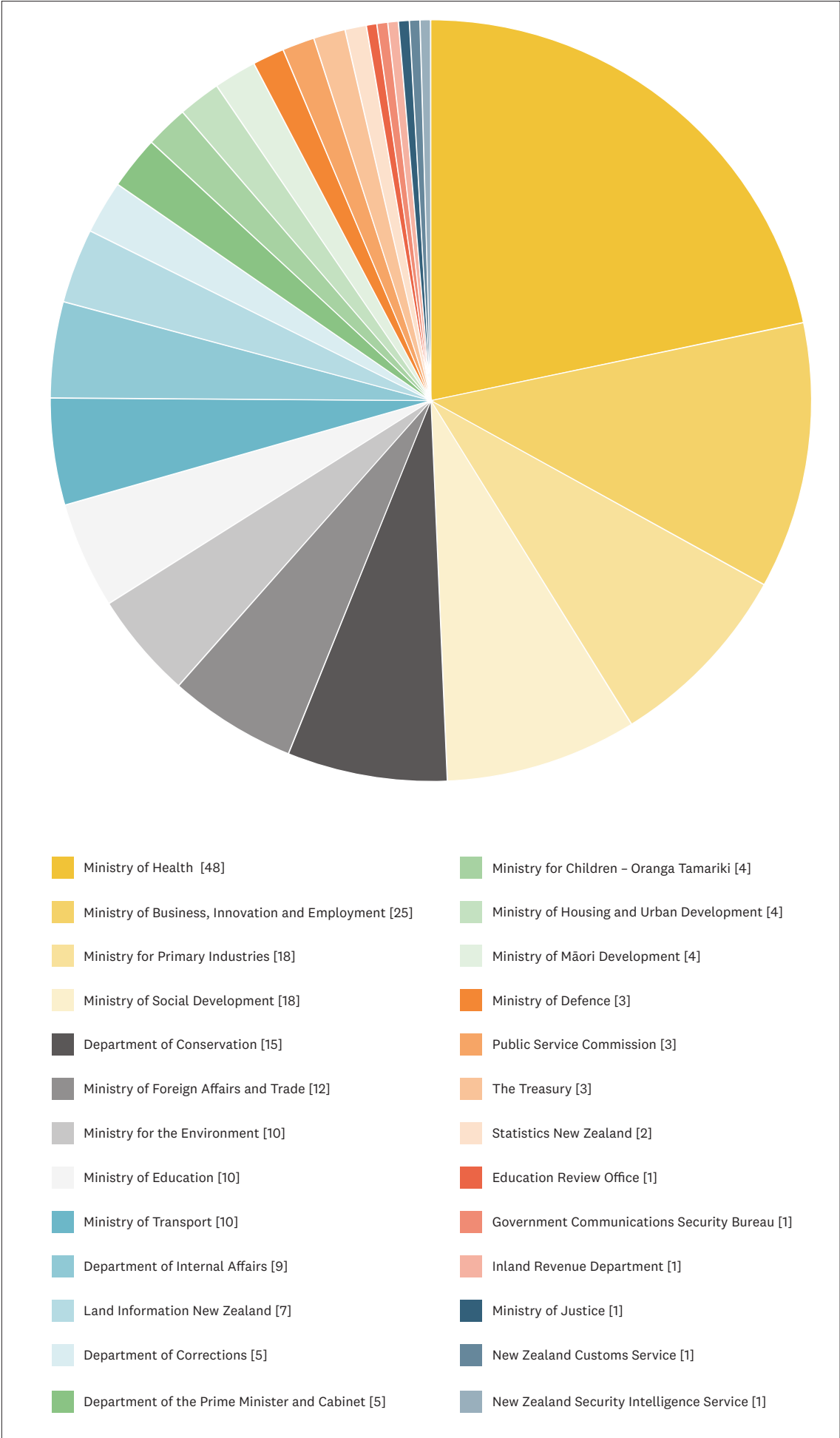
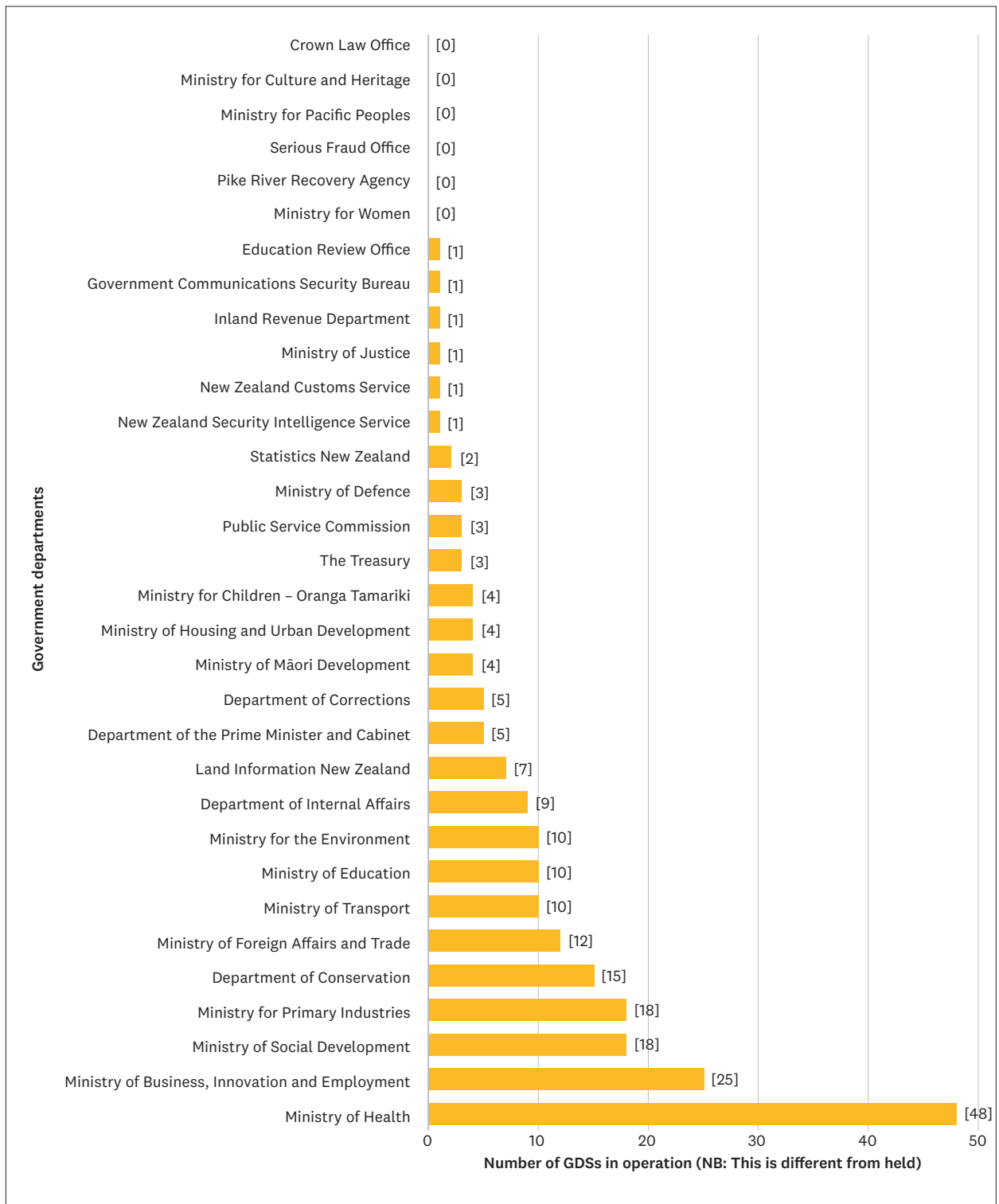


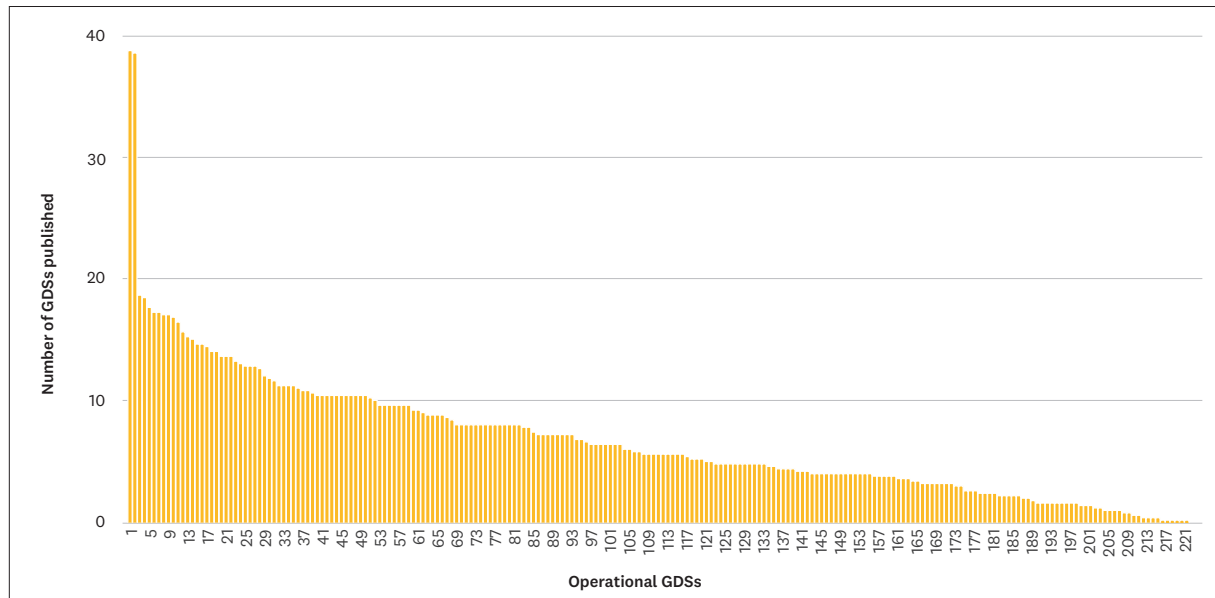
Figure 3: Operational GDSs [221] by department (bar chart)



2.1.2 Operational GDSs by number of pages [221]

The vast majority of GDSs in operation as at 31 December 2021 have fewer than 50 pages (77%, 169 out of 221). The statistical outliers are two documents with respective page lengths closer to 150, 200 and 300 pages. The longest GDS document was 193 pages, the shortest was one page and the average length was 34 pages. This is similar to the 2018 *GDS Index*, with the longest GDS document having 298 pages, the shortest having one page, and the average length had being 36 pages.

Figure 4: Length of operational GDSs [221] from highest to lowest by number of pages



2.1.3 Operational GDSs by publication date [221]

Figure 5 (below) illustrates all operational GDSs in the dataset in order of their original publication date. The same graph is repeated in Figure 7 with red colour-coding to represent Labour-led Governments and blue colour-coding for National-led Governments and an ‘E’ below years in which an election took place.

Figure 5: Operational GDSs [221] by year published

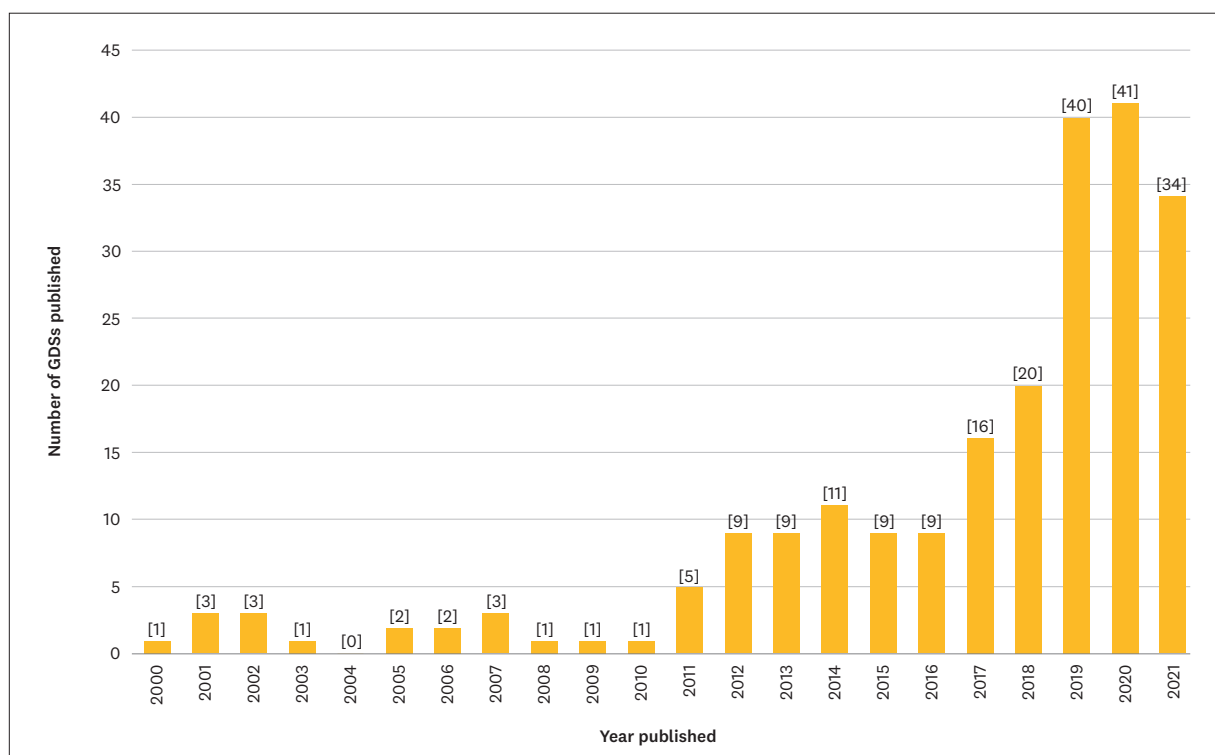


Figure 6: Total [548] and operational GDSs [221] by year published

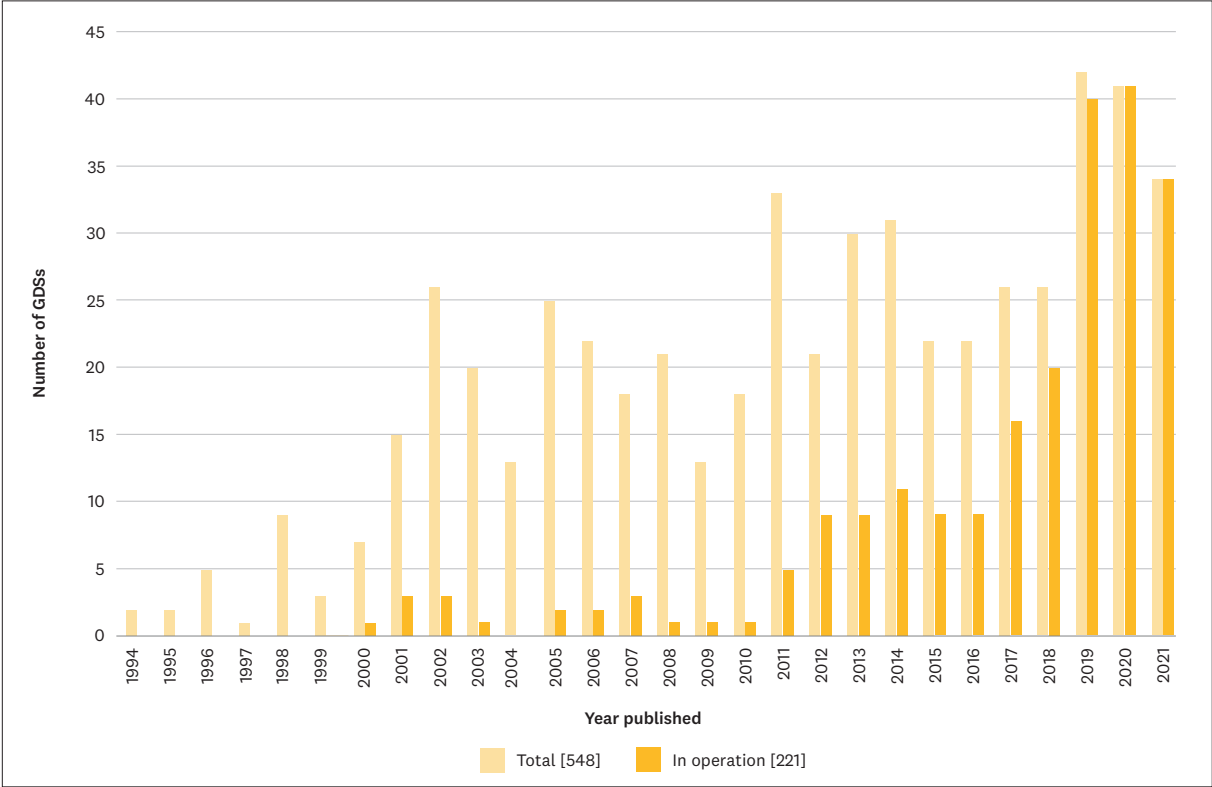


Figure 7: Operational GDSs [221] by year published with election details

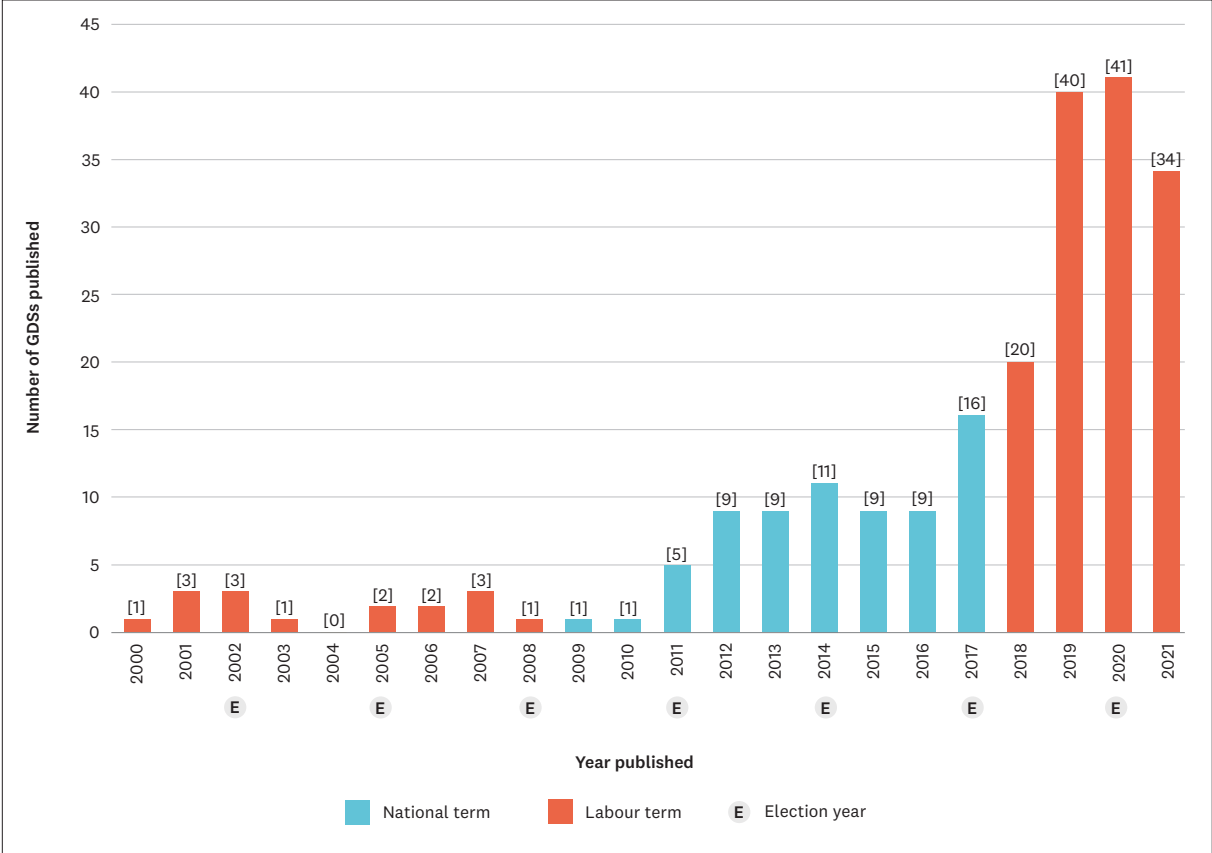


Figure 6 compares the total number of GDSs to the number of GDSs operational as at 31 December 2021 by the year they were originally published. It illustrates that no GDSs operational in the 2021 GDS Index were published before 2000, and the majority (135 out of 221 GDSs, 61% were published in the last four years: (20 GDSs in 2018, 40 in 2019, 41 in 2020 and 34 in 2021. The average age of an operational GDS as at 31 December 2021 is 4 years and the average age of an archived GDS is 19 years.

2.1.4 GDSs that were transferred to other departments since the 2018 GDS Index

2 GDSs were transferred from one department to another since the 2018 *GDS Index*. Both were transferred to Oranga Tamariki—Ministry for Children and are still in operation. See List D in *Working Paper 2021/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

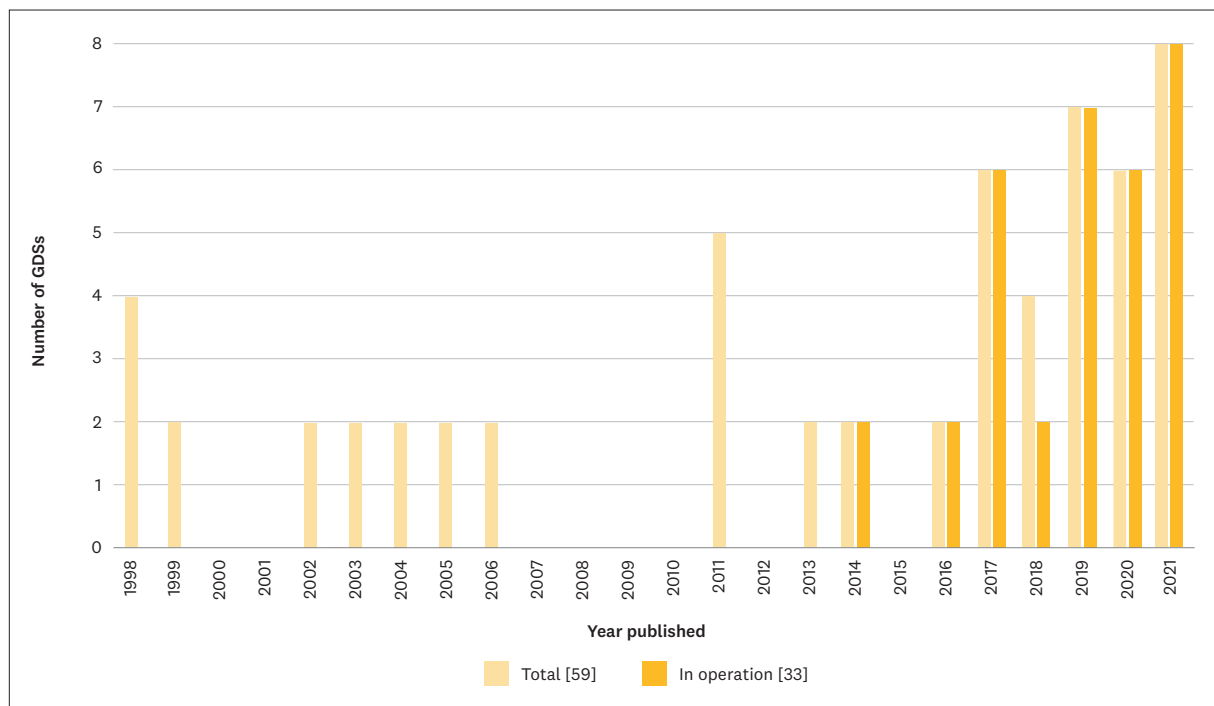
2.1.5 Jointly held GDSs

Since 1994, 59 GDSs have been jointly held across government departments. Out of the 221 GDSs that are operational as at 31 December 2021, 33 GDSs are jointly held across government departments. This is a significant increase from the 2018 *GDS Index*, where 11 out of 148 (7%) GDSs in operation as at 31 December 2018 were jointly held.

Jointly held GDSs appear on the 2021 *GDS Index* under each department they are held by (i.e. more than once). This is because, as part of the scoring and ranking process, they are scored against the corporate documents of their respective departments (see element 6: Alignment and Authority, as explained in Worksheet 3 of *Working Paper 2022/01 – Methodology for the 2021 Government Department Strategies Index New Zealand*). See List E in *Working Paper 2021/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021* to identify the 14 unique strategies that were jointly held between departments.

The maximum number of departments a specific GDS has been held by is five, *Mahi Aroha Carers’ Strategy Action Plan 2019–2023*. Previously, the maximum number of departments holding a GDS was four, *Rena: Long-term Environmental Recovery Plan* (2011) was jointly held between DOC, MfE, MPI and MoT. This GDS is no longer operational.

Figure 8: Jointly held total [59] and operational GDSs [33] by year published



2.1.6 GDSs that replace a previous GDS

56 out of 221 GDSs (25%) replaced a previous GDS. This is an increase from the 2018 *GDS Index*, as 37 out of 148 GDSs (25%) replaced a previous GDS. See List F in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*; List F in *Working Paper 2019/02 – Lists of Government Department Strategies Between 1 July 1994 and 31 December 2018*.

2.1.7 Government departments that shared GDSs across Budget votes

2 departments shared GDSs across more than one Budget Vote: MBIE and MoJ. This is the same as the 2018 *GDS Index*. See List H in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*; and List H.2–H.4 in *Working Paper 2019/02 – Lists of Government Department Strategies Between 1 July 1994 and 31 December 2018*.

2.1.8 GDSs contained in the 2021 GDS Index that form part of a series of GDSs

Eight departments released GDSs as part of a series. This is an increase from the previous *GDS Index*, as seven departments released GDSs as part of a series. See List I in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*; List I in *Working Paper 2019/02 – Lists of Government Department Strategies Between 1 July 1994 and 31 December 2018*.

2.1.9 GDSs updated after original publication

Eight GDSs were updated after their initial publication but were not considered to have been materially changed. In the 2018 *GDS Index*, 4 GDSs were updated after their initial publication. See List J in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*; List J in *Working Paper 2019/02 – Lists of Government Department Strategies Between 1 July 1994 and 31 December 2018*.

2.1.10 GDSs that had a change in title

Only one GDS had a change of title. This is the same case from 2018 *GDS Index*, meaning no GDSs have had a change of title between the 2018 and 2021 *GDS Index*. This was the second instance of a GDS title change since the *GDS Index* began in 2014. See List K in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*; see 2.2.12 in *Working Paper 2019/04 – Analysis of Government Department Strategies Between 1 July 1994 and 31 December 2018*.

2.1.11 GDSs available online (i.e. could be found as downloadable PDFs)

210 GDSs from 25 government departments were publicly listed and accessible on their respective websites. Of these, 14 GDSs have downloadable PDFs that are only found on the website of the department that the GDS is jointly held with, and not the website of its own department. Further, 27 out of the 210 GDSs have a downloadable PDF of the GDS found only on the website of a sub-agency, other department, or just google search, and not the website of its own department. Of the 26 government departments that have GDSs, 1 department, Ministry of Justice, does not have a downloadable PDF of their 1 GDS, publicly available. This is a significant increase from the 2018 *GDS Index*, with only 5 departments having listed their strategies on their respective websites. See List L in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*; see 2.2.13 in *Working Paper 2019/04 – Analysis of Government Department Strategies Between 1 July 1994 and 31 December 2018*.

2.2 Accountability

Analysis relating to accountability-related characteristics of GDSs is as follows:

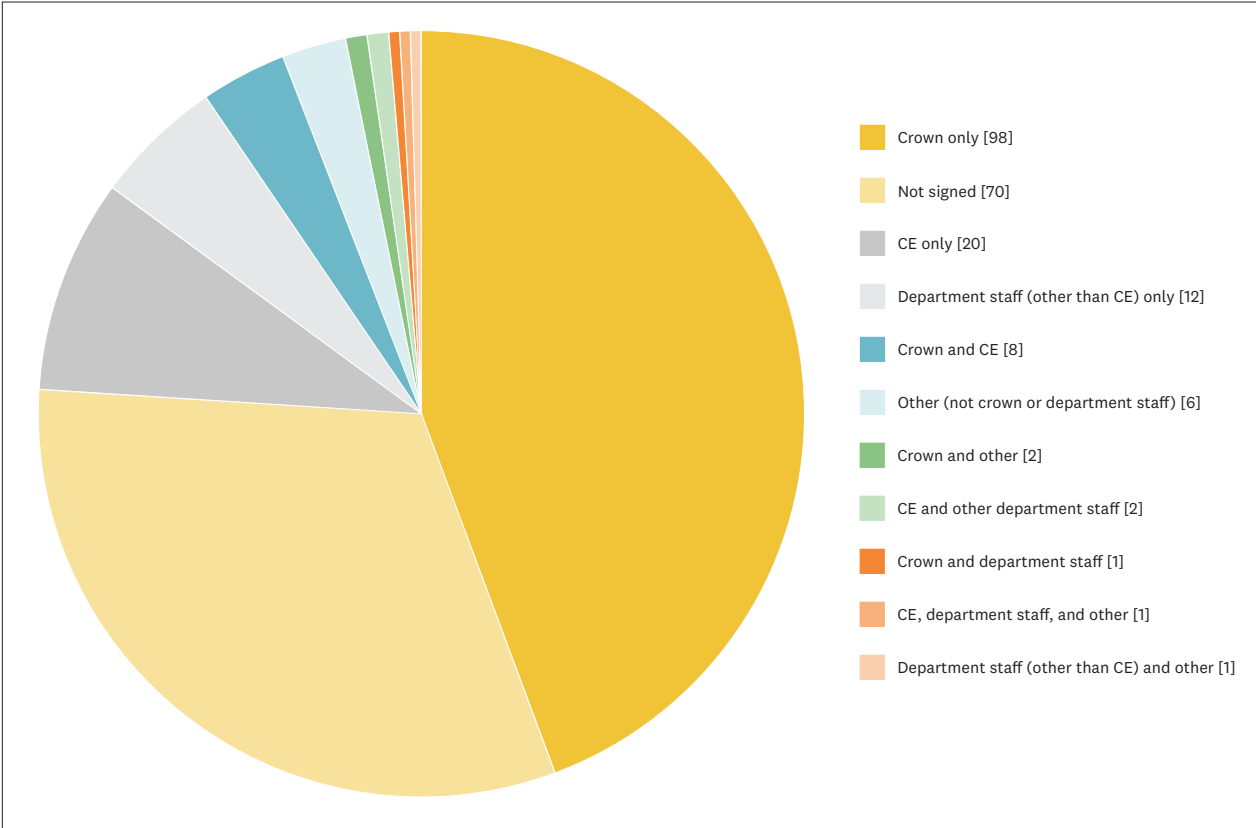
Signed by

2.2.1 Signatories of operational GDSs

The majority of GDSs in operation as at 31 December 2021 (approximately 168 out of 221, 76%) were signed either only by the Crown [98] or not at all [70]. Chief Executives [20] were the next most common signatories, followed by other department staff members [12]. This is an increase from the 2018 *GDS Index*, which found that 71% (105 out of 148) of GDSs were signed either only by the crown [61] or not at all [44]. Likewise, Chief Executives and other department staff were also found to be the next

common signatories. Figure 9 below illustrates the full breakdown of signatories. See Lists M to W in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*; *Working Paper 2019/04 – Analysis of Government Department Strategies Between 1 July 1994 and 31 December 2018*.

Figure 9: Signatories of operational GDSs



Legislation

For the 2021 *GDS Index*, the Institute analysed New Zealand legislation to identify what legislative requirements existed for GDS publications, and if any of the operational GDSs in the 2021 *GDS Index* were mandatory or voluntary under legislation.

2.2.2 Pieces of legislation that require a GDS to be produced

The Institute found that 15 pieces of legislation require a GDS to be produced. See List X in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

2.2.3 Pieces of legislation that state a GDS is mandatory, and pieces of legislation that state a GDS is voluntary

The Institute found that 19 of the 221 operational GDSs are required by law (9%). 3 of the 221 (1%) GDSs are voluntary by law, meaning that the legislation states that the responsible government department ‘may’ produce the strategy. See List Y in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

2.3 Communication and Engagement

Analysis relating to communication and engagement-related characteristics of GDSs is as follows:

Titles

2.3.1 GDSs that mention 'Māori' in the title

16 GDSs mention the word 'Māori' in the title. See List Z in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

2.3.2 GDSs that mention 'Pacific' and/or 'Pasifika' in the title

Seven GDSs mention the word/s 'Pacific' and/or 'Pasifika' in the title. See List AA in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

2.3.3 GDSs that mention 'COVID' in the title

Three GDSs mention the word 'COVID' in the title. See List BB in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

2.3.4 GDSs that mention 'climate' in the title

One GDSs mention the word 'climate' in the title. See List CC in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

2.3.5 GDSs that include te reo Māori in the title

Only 56 out of 221 operational GDSs (25%) have titles that use both te reo Māori and English. Of the 56, 15 were jointly held, leaving 41 unique GDS documents. One GDS that is jointly held, has a te reo only title, this is *Te Kaweka Takohaka mō te Hoiho 2019–2029* (jointly held between DOC and MPI). This is an increase from the 2018 *GDS Index*, where 25 out of the 148 operational GDSs (17%) had titles that used both te reo Māori and English. See List DD in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*; *Working Paper 2019/04 – Analysis of Government Department Strategies Between 1 July 1994 and 31 December 2018*.

2.3.6 GDSs that include a Pasifika language in the title

Only 3 out of 221 operational GDSs (1%) have titles that use both a Pacific/Pasifika language and English. Of the 3, none were jointly held, leaving 3 unique GDS documents. This is a slight increase from the 2018 *GDS Index*. However, 2 of the 3 GDSs were included in the 2018 *GDS Index*, meaning only 1 has been added since the 2018 *GDS Index*. No GDSs have a Pacific/Pasifika language only title. See List EE in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*; *Working Paper 2019/04 – Analysis of Government Department Strategies Between 1 July 1994 and 31 December 2018*.

Audience (external or internal)

2.3.7 GDSs that are internally focused

30 GDSs have an internally specific focus – meaning the strategy targets staff members of the respective department. See List FF in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

2.3.8 GDSs that are externally focused

191 GDSs have an externally specific focus – meaning the strategy targets a much wider audience. See List GG in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

2.4 Content

Analysis relating to content-related characteristics of GDSs is as follows:

Strategy maps

2.4.1 GDSs that include a strategy map

77 GDSs (approximately 35%) included at least one strategy map. This is an increase from the 2018 *GDS Index*, where 53 out of 148 GDSs (36%) included a strategy map. See List HH in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

For a more in-depth look into the strategy maps of the 2020 *GDS Index*, see *Working paper 2022/06 – Strategy Maps: Copies of All Strategy Maps Found in Government Departments Strategies in Operation as at 31 December 2021*.

Topics (content)

2.4.2 GDSs that mention animals in the title (i.e., refer to an animal species, or use the term ‘animal’)

The Institute found that 10 GDSs refer to animal species in the title, and/or use the term ‘animal’. See List II in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

2.4.3 GDS titles that have a focus on the environment

The Institute found that 24 GDSs have a focus on the environment in the title. See List JJ in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

Mentions

2.4.4 GDSs that explicitly mention climate change

19% of GDSs [41 out of 221] explicitly mention climate change. This has increased from 14% [21 out of 148] in the 2018 *GDS Index*. See List KK in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

2.4.5 GDSs that implicitly mention climate change

14% of GDSs [32 out of 221] implicitly mention climate change. This has increased from 10% [15 out of 148] in the 2018 *GDS Index*. See List LL in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

2.4.6 GDSs that explicitly mention poverty

3% of GDSs [7 out of 221] explicitly mention poverty. This has increased from 11% [16 out of 148] in the 2018 *GDS Index*. See List MM in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

2.4.7 GDSs that implicitly mention poverty

13% of GDSs [29 out of 221] implicitly mention poverty. This has increased from 0% [0 out of 148] in the 2018 *GDS Index*. See List NN in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

2.4.8 GDSs that explicitly mention government priorities

11% of GDSs [24 out of 221] explicitly mention government priorities. See List OO in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

2.4.9 GDSs that implicitly mention government priorities

37% of GDSs [82 out of 221] explicitly implicitly mention government priorities. See List PP in *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

3.0 General observations

This section outlines the Institute’s general observations across analysis from section 2.0 and 3.0. Observations relating to each high-level topic are as follows:

3.1 Administration

- Researchers found that there is no standardisation of what government departments consider to be GDSs, with operational GDSs indicated in OIA responses ranging from simple one-page posters to lengthy strategic reports. This means there is also no standardised way of producing GDSs, resulting in different structures, varied types of information and inconsistent terminology.
- Information on the history of strategies tended to be largely undocumented or unavailable. This includes indication of; whether a strategy had been replaced by other strategies; whether it had been amended with updates or addendums; whether there had been changes to the holding department; or whether there had been changes to the title of the strategy. Without this historical information, it is difficult to know what department is responsible for what strategy, why strategies may have changed ownership, whether previous strategies had been successful and why they may have adapted/shifted over time.
- In some cases, government departments were unable to provide the publication dates of GDSs when this information was requested by OIA.
- Interestingly, the number of GDSs published by a department did not necessarily correlate with the number of GDSs the department jointly held. That is, more GDSs does not necessarily mean more jointly held GDSs. For example, Ministry of Health published 48 of the 221 operational GDSs (22%) and held 2 of the 14 unique joint GDSs (14%). Department of Conservation published 15 of the 221 operational GDSs (7%), and 5 of the 14 unique joint GDSs (36%). Observations from GDS analysis show a step-change in department practice towards greater collaboration on strategic planning. However, whilst an increase, less than a quarter of operational GDSs are still department specific.
- As previously observed in the 2018 *GDS Index*, there continues to be no formal process for publishing and archiving GDSs. There is no central platform on which strategy documents can be stored, nor is there a continually updated list that indicates which GDSs are currently operational, and which have been archived.
- Researchers found that 2% of the documents failed to provide a publication date. This is a decrease from the 2018 *GDS Index* which found that 18% of the documents failed to provide a publication date. Government department websites usually had a specific section for ‘corporate publications’ such as annual reports and statements of intent/strategic intentions. However, very few departments had a specific section on their websites for GDS documents. Even fewer clearly indicated which documents were operational and which documents were archived.
- The different treatment of GDSs in comparison to other corporate documents is surprising given both document types of outline directions for the government department’s future. Statements of strategic intents (or strategic intentions) are useful but as they are only published every three years and therefore do not provide a regular update on GDSs in operation. Furthermore, they are not well known in the public arena and not very accurate

3.2 Accountability

- Information on accountability processes and mechanisms was often unavailable or very brief and tended to vary across GDSs and departments. This includes information about who (whether a person/particular position or organisation) holds responsibility for implementing the GDS or whether the GDS has met the objectives set out in the strategy necessary to achieve the overarching vision. Accountability is critical to building public trust and confidence in the public sector. When

information is not available about GDS accountability mechanisms, it is difficult to understand what ‘checks’ are in place for that strategy.

- Depth of information about accountability processes and mechanisms varied considerably across GDSs. Whereas, the *GDS Index* has focused on internal accountability mechanisms (element 5 of the scorecard), an example of external accountability was highlighted by reviewers. Ministry of Health’s Planned Care Strategic Approach 2019 – 2024 (GDS19-36) discussed review of the previous strategy by the Office of the Auditor-General. Whilst the GDS did not detail the OAG’s findings at length, it highlights a possible accountability mechanism which could be used more frequently, where applicable.
- It is unclear where GDSs fit in the broader machinery of government. Currently GDSs are not required to be signed off by the Crown. Of the 221 operational GDS documents, just under half 44% were ‘signed by the Crown only’. Only 68% of GDS documents on the 2021 *GDS Index* were signed. This suggests that there is misalignment between government priorities and the strategic processes of different departments. Furthermore, only 19 of the 221 (9%) operational GDSs are mandatory in legislation, which raises concerns over the longevity and value of strategies that do not clearly align with the broader goals of government and legislation.

3.3 Communication and Engagement

- Strategic language tends to be inconsistently used in GDSs.
- Whilst there was an observed improvement in the consistency of language used in GDSs published since the 2018 *GDS Index*, a wide variety of strategic language is still used across government departments. Terms such as ‘approach’, ‘goals’, ‘objectives’, ‘outcomes’, ‘priorities’, ‘strategy’, ‘vision’ and ‘values’ tended to be used to different effect by different departments. As observed in the 2018 *GDS Index*, the use of terminology less tied to strategy (e.g., ‘impacts’ and ‘themes’) further reduces the sense that there is a common, easy to understand language in strategy development. As corporate documents, GDSs are vulnerable to the same weaknesses of corporate jargon. Furthermore, there appeared to be an increase in GDSs setting out information according to ‘strategic themes’ or ‘principles’ without an explanation as to what these are.
- The observed use of strategy maps within GDS documents to visually communicate the strategy has been increasing since the Institute began such analysis.
- Only 56 out of 221 operational GDSs (25%) have titles that use both te reo Māori and English. Of the 56, 15 were jointly held, leaving 41 unique GDS documents. One GDS that is jointly held, has a te reo only title, this is *Te Kaweka Takohaka mō te Hoiho 2019–2029* (jointly held between DOC and MPI). This is an increase from the 2018 *GDS Index*, where 25 out of the 148 operational GDSs (17%) had titles that used both te reo Māori and English. Of the GDSs that were signed by the Crown (98 of 221 GDSs), 23 of these GDSs had titles in both English and te reo Māori. Notably, there was an increase in the use of te reo Māori titles in GDSs published after 2019. It was interesting to note that there are also three strategies that have titles in Pasifika languages, an increase from two strategies that had titles in Pasifika languages in the 2018 *GDS Index*.

3.4 Content

- There is a notable lack of consistency in the content of GDSs, which, can partially be attributed to the difference of subject matter between GDSs, is largely likely due to the absence of any overarching guidance document. Further observations regarding the content of GDSs have been made in Section 4.0 (overleaf), specifically related to climate change and poverty.

4.0 Analysis: Case studies of Operational GDSs as at 31 December 2021

The Institute is interested in being able to understand the machinery and intent of government through the strategies that are in operation. In particular (and to contextualise the following section), the Institute is interested in analysing GDSs with reference to the complex and challenging issues that Aotearoa New Zealand faces – namely climate change and poverty.

4.0.1 Previous case studies (2018 GDS Index)

The Institute performed the same research as part of the 2018 *GDS Index* analysis paper (see *Working Paper 2019/04 – Analysis of Government Department Strategies between 1 July 1994 and 31 December 2018*). In repeating this research, the Institute can identify whether or not traction is being made in these areas of public policy and can observe interesting and useful insights. Although the scope of the research remains the same, how findings have been presented in this paper is different. A brief description of the changes is as follows:

Strategy wheels

In the 2018 *GDS Index*, the Institute identified the need for a tool that could visually convey complicated data succinctly and clearly. This presented the opportunity to develop a ‘strategy wheel’ that illustrates the individual components within a public policy system: information systems, institutions and instruments. The strategy wheel was designed to help analyse policy issues across government institutions. This method could be replicated across any number of issues, such as, poverty, youth suicide, gender inequality, levels of innovation, etc.

Institutions (such as government sectors and departments) are responsible for instruments and information flows. Instruments are specific and regular components of a public policy system (such as GDSs), whereas information flows between institutions and instruments more organically.

Tiered strategy bar charts

As part of the 2021 *GDS Index*, the Institute has decided to also illustrate and communicate the same information in a different way – tiered strategy bar charts. The tiered strategy bar charts illustrates several characteristics within a single diagram: (i) the total amount of GDSs produced by each government department (ii) the amount of GDSs that did not mention the subject matter of interest (iii) the amount of GDSs that did mention the subject matter of interest and (iv) a breakdown of the type of mention (implicit or explicit). The Institute believes that the tiered bar chart can illustrate, in a more holistic manner, the extent that operational GDSs had or had not reported on a topic.

4.1 Case study 1: Climate change

In order to add to the conversation on the optimal climate change strategy, it is important to understand what strategies are currently being implemented. This research enables readers to make an assessment on whether current actions will be sufficient to deliver on ambitions, and if not, how we might change the current strategies and possibly strategic direction to achieve domestic climate goals and international climate commitments.

Note, see *Working Paper 2022/07 – Analysis of Climate Change in Government Department Strategies as at 31 December 2021* for more comprehensive analysis on this subject.

4.1.1 Criteria

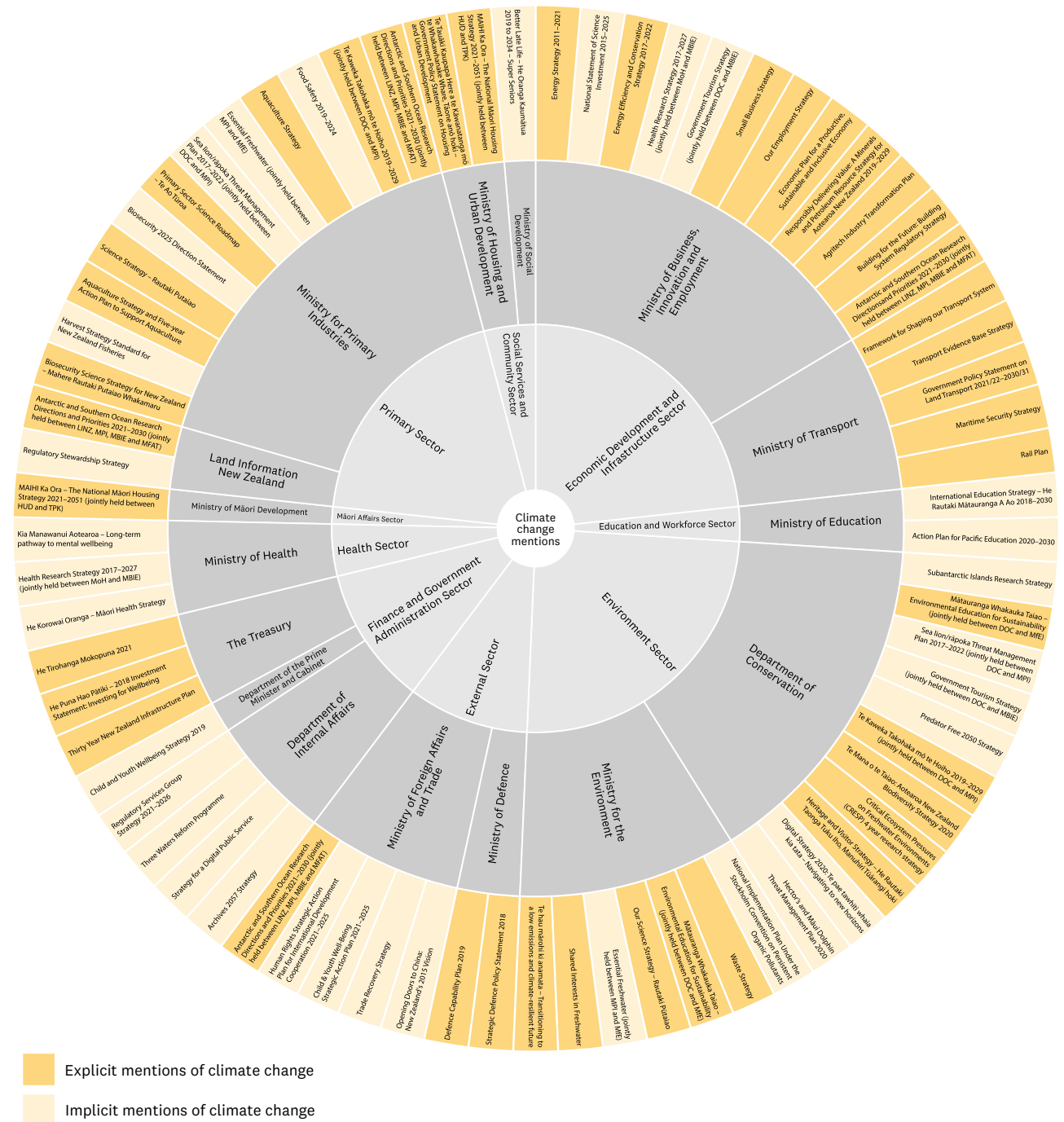
To provide context and clarification when reviewing Figure 10 (overleaf), a brief definition of ‘implicit’ and ‘explicit’ mentions of climate change are as follows:

- Implicit – means a minimal mention of climate change with little discussion of impact on the department’s approach.

- Explicit – means a detailed mention of climate change with discussion of possible impacts on the department’s approach.

Note: The information presented in Figures 10 and 11 can be found in List KK and LL of *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

Figure 10: Climate change strategy wheel, 2021 – mentions [73]

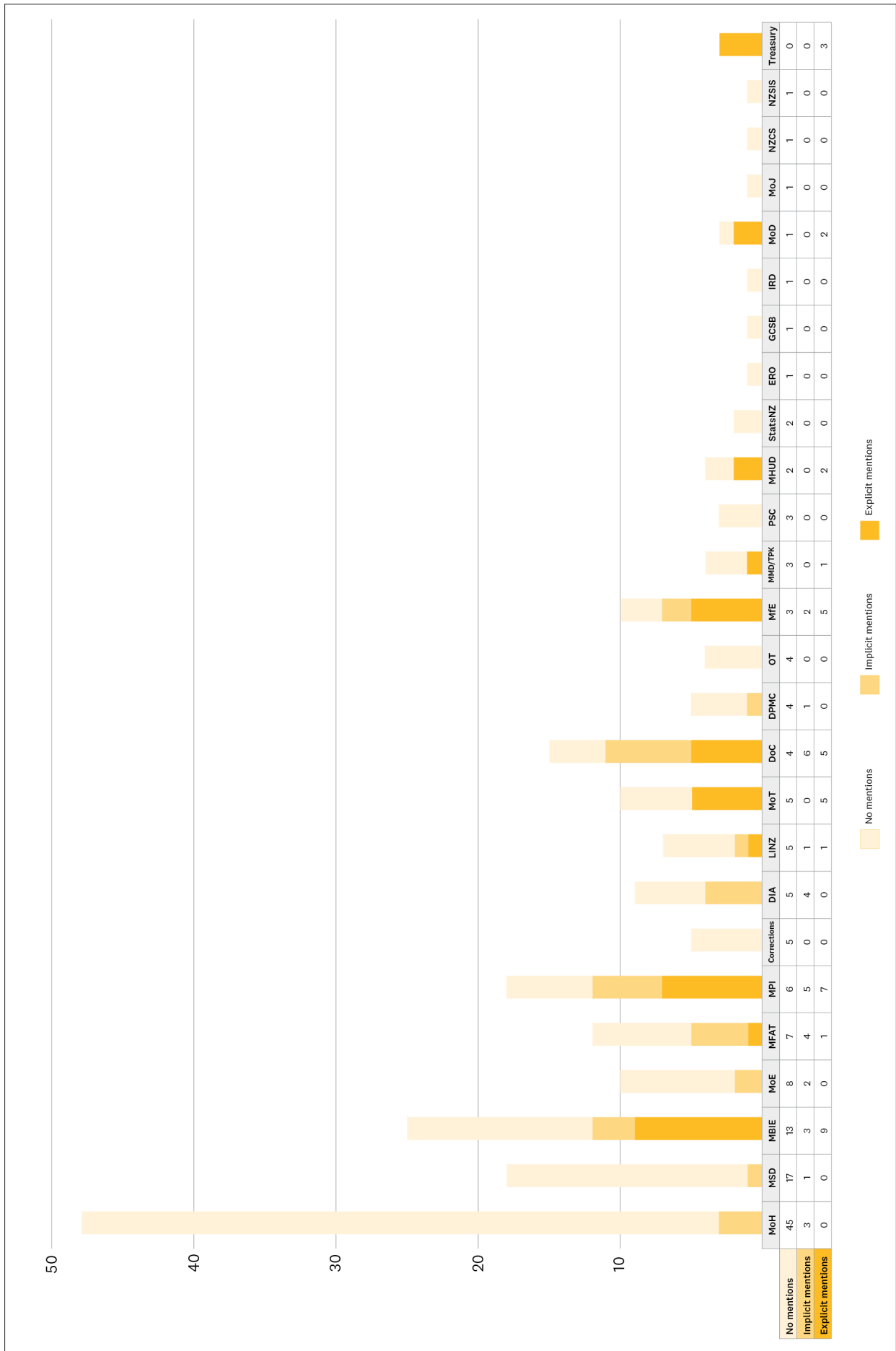


Sector	Department	GDS number	Title of strategy
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	GDS15-02	Energy Strategy 2011-2021
		GDS15-09	National Statement of Science Investment 2015-2025
		GDS15-10	Energy Efficiency and Conservation Strategy 2017-2022
		GDS15-11	Health Research Strategy 2017-2027 (jointly held between MoH and MBIE)
		GDS15-14	Government Tourism Strategy (jointly held between DOC and MBIE)
		GDS15-16	Small Business Strategy
		GDS15-17	Our Employment Strategy
		GDS15-18	Economic Plan for a Productive, Sustainable and Inclusive Economy
		GDS15-19	Responsibly Delivering Value: A Minerals and Petroleum Resource Strategy for Aotearoa New Zealand 2019-2029
		GDS15-21	Agritech Industry Transformation Plan
		GDS15-23	Building for the Future: Building System Regulatory Strategy
		GDS15-25	Antarctic and Southern Ocean Research Directions and Priorities 2021-2030 (jointly held between LINZ, MPI, MBIE and MFAT)
	Ministry of Transport	GDS24-03	Framework for Shaping our Transport System
		GDS24-07	Transport Evidence Base Strategy
		GDS24-08	Government Policy Statement on Land Transport 2021/22-2030/31
GDS24-09		Maritime Security Strategy	
GDS24-10		Rail Plan	
Education and Workforce Sector	Ministry of Education	GDS17-03	International Education Strategy – He Rautaki Mātauranga A Ao 2018-2030
		GDS17-06	Action Plan for Pacific Education 2020-2030
Environment Sector	Department of Conservation	GDS02-01	Subantarctic Islands Research Strategy
		GDS02-03	Mātauranga Whakauka Taiao – Environmental Education for Sustainability (jointly held between DOC and MfE)
		GDS02-04	New Zealand sea lion/rāpoka Threat Management Plan 2017-2022 (jointly held between DOC and MPI)
		GDS02-06	Government Tourism Strategy (jointly held between DOC and MBIE)
		GDS02-07	Predator Free 2050 Strategy
		GDS02-10	Te Kaweka Takohaka mō te Hoiho 2019-2029 (jointly held between DOC and MPI)
		GDS02-11	Te Mana o te Taiao: Aotearoa New Zealand Biodiversity Strategy 2020
		GDS02-12	Critical Ecosystem Pressures on Freshwater Environments (CRESP) 4 year research strategy
		GDS02-13	Heritage and Visitor Strategy – He Rautaki Taonga Tuku Iho, Manuhiri Tūārangi hoki
		GDS02-14	Digital Strategy 2020: Te pae tawhiti whaia kia tata – Navigating to new horizons
		GDS02-15	Hector’s and Māui Dolphin Threat Management Plan 2020

Sector	Department	GDS number	Title of strategy
Environment Sector (cont.)	Ministry for the Environment	GDS13-02	National Implementation Plan Under the Stockholm Convention on Persistent Organic Pollutants
		GDS13-03	Waste Strategy
		GDS13-05	Mātauranga Whakauka Taiao – Environmental Education for Sustainability (jointly held between DOC and MfE)
		GDS13-06	Our Science Strategy – Rautaki Pūtaiao
		GDS13-07	Essential Freshwater (jointly held between MPI and MfE)
		GDS13-08	Shared Interests in Freshwater
		GDS13-10	Te hau mārohi ki anamata – Transitioning to a low emissions and climate-resilient future
External Sector	Ministry of Defence	GDS16-02	Strategic Defence Policy Statement 2018
		GDS16-03	Defence Capability Plan 2019
	Ministry of Foreign Affairs and Trade	GDS18-01	Opening Doors to China: New Zealand's 2015 Vision
		GDS18-08	Trade Recovery Strategy
		GDS18-10	Child & Youth Well-Being Strategic Action Plan 2021–2025
		GDS18-11	Human Rights Strategic Action Plan for International Development Cooperation 2021–2025
		GDS18-12	Antarctic and Southern Ocean Research Directions and Priorities 2021–2030 (jointly held between LINZ, MPI, MBIE and MFAT)
Finance and Government Administration Sector	Department of Internal Affairs	GDS04-02	Archives 2057 Strategy
		GDS04-06	Strategy for a Digital Public Service
		GDS04-07	Three Waters Reform Programme
		GDS04-08	Regulatory Services Group Strategy 2021–2026
	Department of the Prime Minister and Cabinet	GDS05-03	Child and Youth Wellbeing Strategy 2019
	The Treasury	GDS32-01	Thirty Year New Zealand Infrastructure Plan
		GDS32-02	He Puna Hao Pātiki – 2018 Investment Statement: Investing for Wellbeing
		GDS32-03	He Tirohanga Mokopuna 2021
	Health Sector	Ministry of Health	GDS19-17
GDS19-26			Health Research Strategy 2017–2027 (jointly held between MoH and MBIE)
GDS19-44			Kia Manawanui Aotearoa – Long-term pathway to mental wellbeing
Māori Affairs Sector	Ministry of Māori Development—Te Puni Kōkiri	GDS22-03	MAIHI Ka Ora – The National Māori Housing Strategy 2021–2051 (jointly held between HUD and TPK)

Sector	Department	GDS number	Title of strategy
Primary Sector	Land Information New Zealand	GDS09-06	Regulatory Stewardship Strategy
		GDS09-07	Antarctic and Southern Ocean Research Directions and Priorities 2021-2030 (jointly held between LINZ, MPI, MBIE and MFAT)
	Ministry for Primary Industries	GDS12-01	Biosecurity Science Strategy for New Zealand – Mahere Rautaki Putaiao Whakamaru
		GDS12-02	Harvest Strategy Standard for New Zealand Fisheries
		GDS12-04	Aquaculture Strategy and Five-year Action Plan to Support Aquaculture
		GDS12-07	Science Strategy – Rautaki Putaiao
		GDS12-08	Biosecurity 2025 Direction Statement
		GDS12-09	Primary Sector Science Roadmap – Te Ao Tūroa
		GDS12-10	New Zealand sea lion/rāpoka Threat Management Plan 2017-2022 (jointly held between DOC and MPI)
		GDS12-11	Essential Freshwater (jointly held between MPI and MfE)
		GDS12-13	Aquaculture Strategy
		GDS12-14	Food Safety 2019-2024
		GDS12-17	Te Kaweka Takohaka mō te Hoiho 2019-2029 (jointly held between DOC and MPI)
		GDS12-18	Antarctic and Southern Ocean Research Directions and Priorities 2021-2030 (jointly held between LINZ, MPI, MBIE and MFAT)
Social Services and Community Sector	Ministry of Housing and Urban Development	GDS20-03	Te Tauākī Kaupapa Here a te Kāwanatanga mō te Whakawhanake Whare, Tāone anō hoki – Government Policy Statement on Housing and Urban Development
		GDS20-04	MAIHI Ka Ora – The National Māori Housing Strategy 2021-2051 (jointly held between HUD and TPK)
	Ministry of Social Development	GDS23-08	Better Late Life – He Oranga Kaumātua 2019 to 2034 – Super Seniors

Figure 11: GDSs in operation, ordered by number of 'no mentions' of climate change



4.1.2 Observations

The following section compares observations from the 2021 *GDS Index* to that of the 2020 and 2018 GDS analysis.

GDSs with respect to mentions of climate change

- At 31 December 2021 there were 221 GDSs in operation – an increase of 22 since 2020 (approximately 11%). This continues a trend of the number of GDSs increasing year to year. This increase is most likely due to funding changes to the Public Finance Act that require government departments to produce strategies.
- For the first time in the Institute’s GDS analysis, a climate change strategy now exists within a single document (Ministry for the Environment’s *Te hau mārohi ki anamata – Towards a productive, sustainable and inclusive economy: Aotearoa New Zealand’s first emissions reduction plan*). While the publication of this GDS is an encouraging step forward, it is worth noting that this GDS has a primary focus on mitigation only. In the Institute’s opinion, equal weight needs to be placed on adaptation as well as other strategic settings targeting wider climate-related characteristics.
- In 2021, 33% of operational GDSs (73 out of 221) mentioned climate change (either implicitly or explicitly). The number of GDSs that mention climate change increased from 61 (out of 199) in 2020 to 73 (out of 221) in 2021 – an increase of 12 (approximately 5% [12/221]). In 2018, 24% of operational GDSs (36 out of 148) mentioned climate change (either implicitly or explicitly).
- In 2021, 19% of operational GDSs (41 out of 221) explicitly mentioned climate change. The number of GDSs that explicitly mention climate change increased from 35 (out of 199) in 2020 to 41 (out of 221) in 2021 – an increase of 6 (approximately 3% [6/221]). In 2018, 14% of operational GDSs (20 out of 148) explicitly mentioned climate change. While there is an increase in the number of GDSs mentioning climate change, it is still much lower than expected considering the Government’s declaration of a climate emergency, as well as the generous allowance of discussion that the Institute interpreted as ‘explicit’.
- Of the 34 new GDSs published between 1 January 2021 and 31 December 2021, only 17 (50%) mention climate change (either implicitly or explicitly).

Mentions of climate change by department

- In 2021, 16 government departments mentioned climate change (either implicitly or explicitly) in at least one of their GDSs. This is an increase of two government departments compared with 2020. Those two departments were the Ministry of Housing and Urban Development and Ministry of Māori Development—Te Puni Kōkiri.

Note: 10 government departments’ GDSs did not mention climate change at all, and six government departments did not produce any GDSs.

Mentions of climate change by sector

- 9 out of 10 government sectors produced GDSs that mentioned climate change (either implicitly or explicitly).
- The sector with the most GDSs that mentioned climate change was the Environment Sector with 18 GDSs. This was followed by the Economic Development and Infrastructure Sector with 17 GDSs and the Primary Sector with 14. These were also the sectors whose GDSs were most likely to mention climate change in 2020 and 2018.
- The Justice Sector was the only sector that did not produce a single GDS that mentioned climate change.

4.2 Case study 2: Poverty

Similarly to climate change, tackling poverty requires a considered and collaborative approach. In this regard, it is as important to understand what strategies are currently being implemented. This research enables readers to make an assessment on whether current actions will be sufficient to deliver on ambitions, and if not, how we might change the current strategies and possibly strategic direction to achieve such ambitions and targets.

Note: see *Working Paper 2022/08 – Analysis of Poverty in Government Department Strategies as at 31 December 2021* for more comprehensive analysis on this subject.

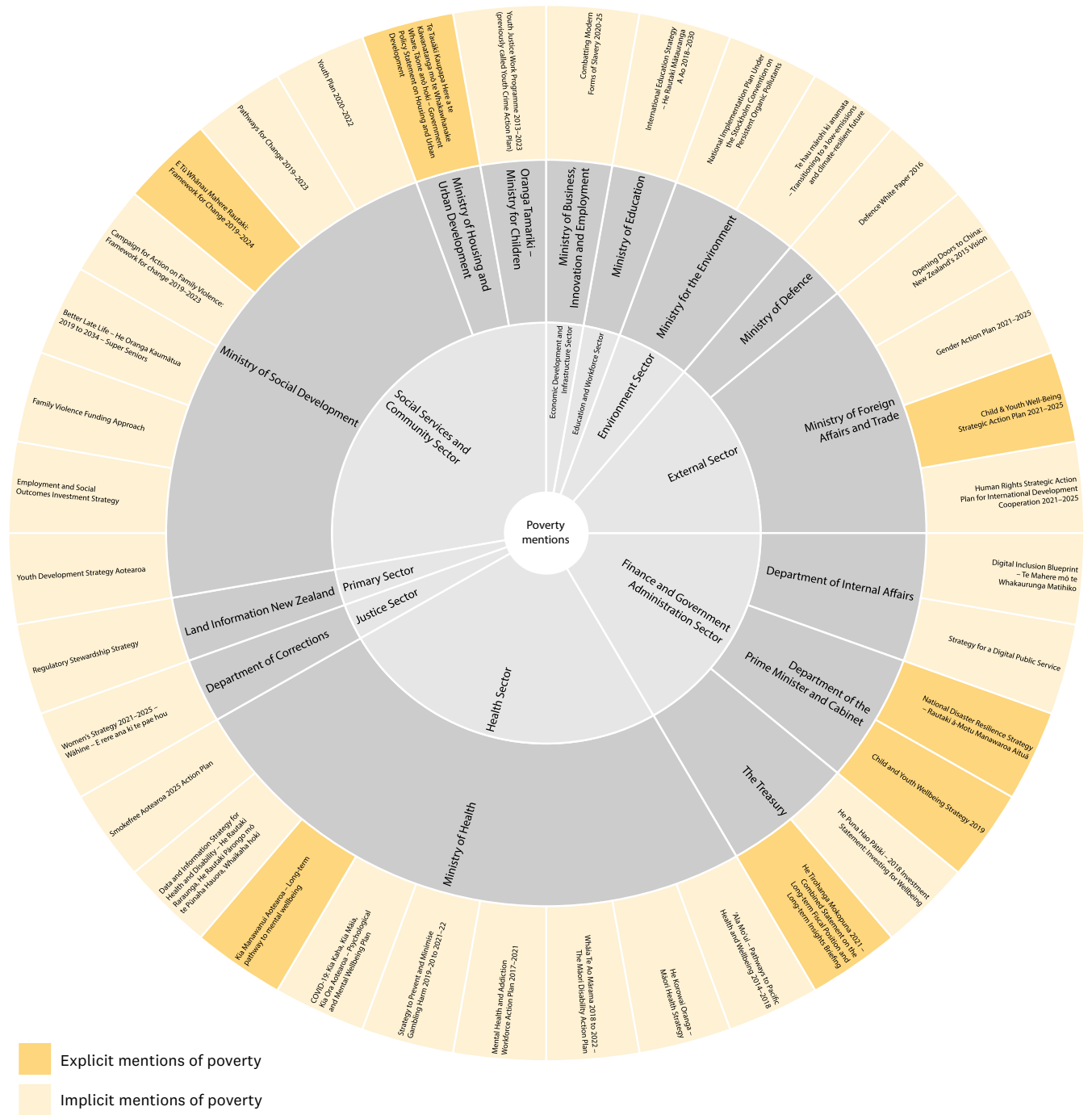
4.2.1 Criteria

To provide context and clarification when reviewing Figure 12 (overleaf), a brief definition of ‘implicit’ and ‘explicit’ mentions of poverty are as follows:

- Implicit – means a minimal mention of ‘poverty’ with little discussion of impact on the department’s approach.
- Explicit – means a detailed mention of ‘poverty’ with discussion of possible impacts on the department’s approach.

Note: The information presented in Figures 12 and 13 can be found in List [xx] of *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

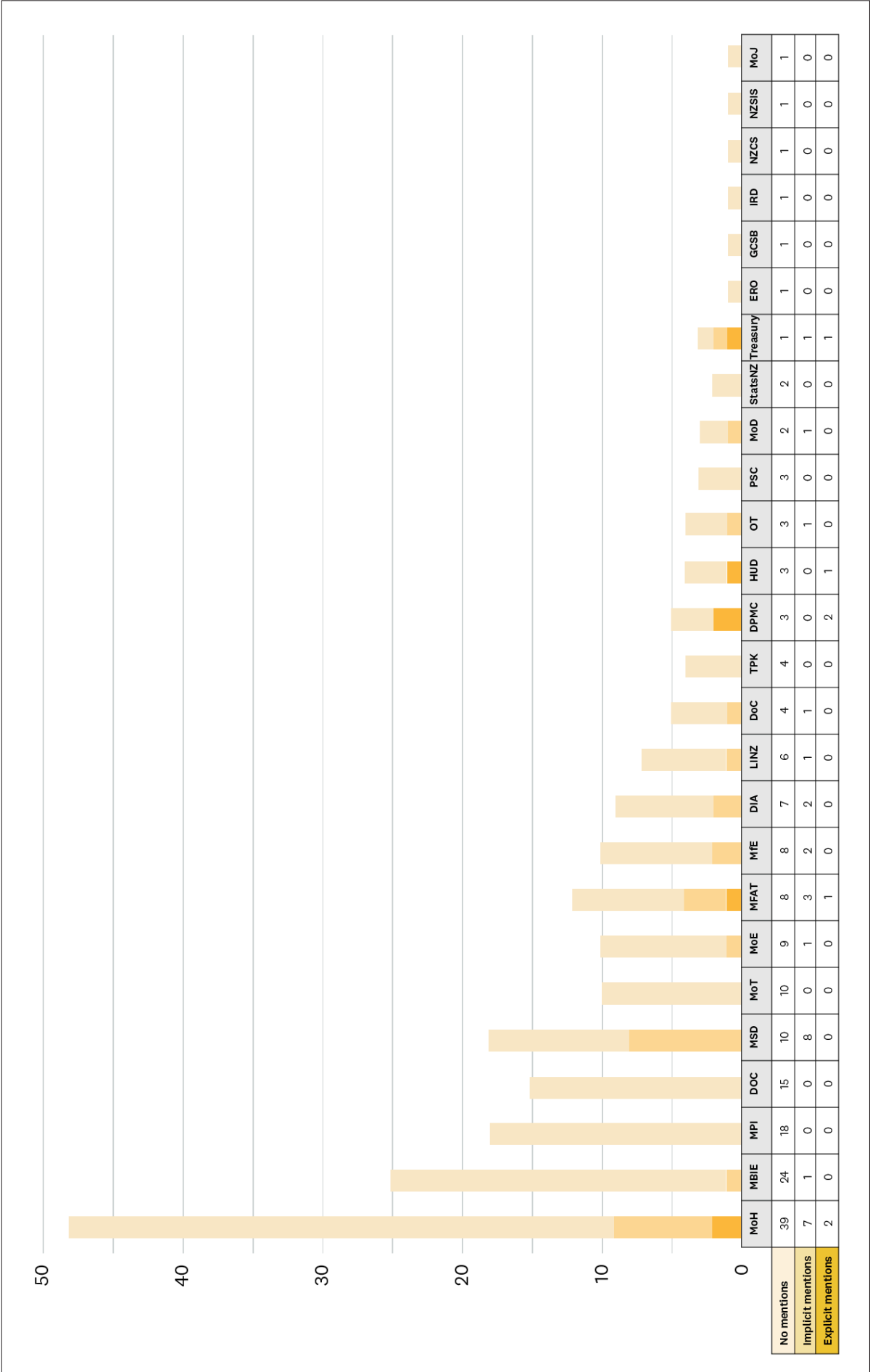
Figure 12: Poverty strategy wheel, 2021 – mentions [36]



Sector	Department	GDS number	Title of strategy
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	GDS15-22	Combatting Modern Forms of Slavery 2020-25
Education and Workforce Sector	Ministry of Education	GDS17-03	International Education Strategy – He Rautaki Mātauranga A Ao 2018-2030
Environment Sector	Ministry for the Environment	GDS13-02	National Implementation Plan Under the Stockholm Convention on Persistent Organic Pollutants
		GDS13-10	Te hau mārohi ki anamata – Transitioning to a low-emissions and climate-resilient future
External Sector	Ministry of Defence	GDS16-01	Defence White Paper 2016
	Ministry of Foreign Affairs and Trade	GDS18-01	Opening Doors to China: New Zealand's 2015 Vision
		GDS18-09	Gender Action Plan 2021-2025
		GDS18-10	Child & Youth Well-Being Strategic Action Plan 2021-2025
		GDS18-11	Human Rights Strategic Action Plan for International Development Cooperation 2021-2025
Finance and Government Administration Sector	Department of Internal Affairs	GDS04-03	Digital Inclusion Blueprint – Te Mahere mō te Whakaurunga Matihiko
		GDS04-06	Strategy for a Digital Public Service
	Department of the Prime Minister and Cabinet	GDS05-01	National Disaster Resilience Strategy – Rautaki ā-Motu Manawaroa Aituā
		GDS05-03	Child and Youth Wellbeing Strategy 2019
	The Treasury	GDS32-02	He Puna Hao Pātiki – 2018 Investment Statement: Investing for Wellbeing
		GDS32-03	He Tirohanga Mokopuna 2021 – Combined Statement on the Long-term Fiscal Position and Long-term Insights Briefing
Health Sector	Ministry of Health	GDS19-16	ʻĀla Moʻui – Pathways to Pacific Health and Wellbeing 2014-2018"
		GDS19-17	He Korowai Oranga – Māori Health Strategy
		GDS19-29	Whāia Te Ao Mārama 2018 to 2022 – The Māori Disability Action Plan
		GDS19-31	Mental Health and Addiction Workforce Action Plan 2017-2021
		GDS19-34	Strategy to Prevent and Minimise Gambling Harm 2019-20 to 2021-22
		GDS19-43	COVID-19: Kia Kaha, Kia Māia, Kia Ora Aotearoa – Psychological and Mental Wellbeing Plan
		GDS19-44	Kia Manawanui Aotearoa – Long-term pathway to mental wellbeing
		GDS19-46	Data and Information Strategy for Health and Disability – He Rautaki Raraunga, He Rautaki Pārongo mō te Pūnaha Hauora, Whaikaha hoki
		GDS19-48	Smokefree Aotearoa 2025 Action Plan
Justice Sector	Department of Corrections	GDS03-05	Women's Strategy 2021-2025 – Wāhine – E rere ana ki te pae hou
Primary Sector	Land Information New Zealand	GDS09-06	Regulatory Stewardship Strategy

Sector	Department	GDS number	Title of strategy
Social Services and Community Sector	Ministry of Social Development	GDS23-01	Youth Development Strategy Aotearoa
		GDS23-03	Employment and Social Outcomes Investment Strategy
		GDS23-06	Family Violence Funding Approach
		GDS23-08	Better Late Life – He Oranga Kaumātua 2019 to 2034 – Super Seniors
		GDS23-11	Campaign for Action on Family Violence: Framework for change 2019–2023
		GDS23-12	E Tū Whānau Mahere Rautaki: Framework for Change 2019–2024
		GDS23-13	Pathways for Change 2019–2023
		GDS23-16	Youth Plan 2020–2022
	Ministry of Housing and Urban Development	GDS20-03	Te Tauākī Kaupapa Here a te Kāwanatanga mō te Whakawhanake Whare, Tāone anō hoki – Government Policy Statement on Housing and Urban Development
	Oranga Tamariki – Ministry for Children	GDS27-02	Youth Justice Work Programme 2013–2023 (previously called Youth Crime Action Plan)

Figure 13: GDSs in operation, ordered by number of 'no mentions' of poverty



4.2.2 Observations

GDSs with respect to mentions of poverty

- No whole-of-government poverty strategy exists in a single document.
- There has been an observed increasing trend of mentions of poverty. In 2021, 16% of operational GDSs (36 out of 221) mentioned poverty (either implicitly or explicitly). The percentage of mentions has increased from both 11% in 2020 (21 out of 199) and 11% in 2018 (14 out of 148).
- The quality of discussion of poverty in GDSs has improved yet is still much lower than expected given a light discussion on the impacts of poverty has been interpreted as explicit and a minimal reference to poverty has been interpreted as implicit.
- In 2021, 7 out of 221 GDSs explicitly mentioned poverty. In 2020, this number was 1. In 2018, no GDSs explicitly mentioned poverty.
- 34 out of the 36 GDSs that do mention poverty have been published from 2010 onwards. 10 of these have been published between 1 January 2021 and 31 December 2021.

Mentions of poverty with respect to departments

- In 2021, 14 government departments mentioned poverty (either implicitly or explicitly) in at least one of their respective GDSs. This is an overall increase of four government departments from 2018.
- Between 2018 and 2021, an additional five government departments mentioned poverty in their respective GDSs compared to 2020: Department of the Prime Minister and Cabinet, Ministry of Housing and Urban Development, Department of Internal Affairs, Land Information New Zealand and Ministry of Business, Innovation and Employment.
- In 2021, there was a subtraction of one department: Ministry of Māori development/Te Puni Kōkiri).

Note: 12 government departments' GDSs did not mention poverty at all, and six government departments did not produce any GDSs.

Mentions of poverty with respect to sectors

- 9 out of 10 government sectors produced GDSs that mentioned poverty (either implicitly or explicitly).
- The sector with the most GDSs that mentioned poverty was the Social Services and Community Sector with 10 GDSs. This was followed by the Health Sector with 9 GDSs and the Finance and Government Administration Sector with 6 GDSs.
- The sectors that produced the most GDSs that mentioned poverty in 2021 remains consistent with 2020 and 2018: the Social Services and Community Sector, the Health Sector, the Finance and Government Sector and the External Sector. In fact, 14 out of the 15 additional GDSs that mention poverty (since 2020) have been produced across these sectors.
- The sectors with the fewest mentions of poverty in their GDSs were the primary sector, the economic development and infrastructure sector, the justice sector and the education and workforce sector with 1 GDS each.
- The only sector that didn't mention poverty at all was the Māori affairs sector.

4.3 Final thoughts

Insights from this paper suggests that the strategic capability of the public sector remains relatively weak – especially regarding long term complex issues (as evidenced by the two case studies).

The underwhelming action against climate change and poverty in GDSs suggests that an avoidance of long-term complex issues exists across government. This, in turn, suggests that there currently is a mismatch between what government institutions are aiming to achieve with what government

instruments are capable of achieving. However, this is not to imply an immorality of government; these issues are dynamic, extensive and in many cases structural, which makes them difficult for the government to strategise for. An adaptive and holistic approach to policy-making would improve strategic direction as issues evolve over time and range across government sectors and departments. Broadly speaking, solutions could be institutions strengthening their instruments, and setting more specific and achievable goals.

Effective strategy helps government solve challenging problems, which is why GDSs are important instruments in managing the long-term interests of New Zealanders. It is critically important to ensure that preparers of GDSs have the best information and processes available to follow to ensure that GDSs can be as effective, responsive, measurable, and comparable as possible to bring about positive change when it is needed most. For more information regarding what the Institute deems critically important for the development of an effective and successful GDS, as well as examples of best practice see *Working Paper 2022/05 – Best Practice: Guidance for Policy Analysts Preparing Government Department Strategy Documents*.

This Working Paper supports the four major recommendations from the 2021 *GDS Index* found in the Handbook (repeated below):

1. The House of Representatives should consider how to better identify and communicate government priorities to both the public service and the wider public.
2. The Minister of Climate Change should require all 221 GDSs to be reassessed to take into account the impacts of climate change before 1 July 2023.
3. Te Kawa Mataaho Public Service Commission (PSC) should maintain a central register of GDSs, along with a consultation timeline for members of the public and guidance on ways government departments can improve the content of GDSs.
4. Government departments should align GDSs with government priorities and ensure the content is of a high standard; they should identify GDSs in operation in their statement of intent and annual report

Glossary

Aspirational statements

Statements that are future focused. Common aspirational statements are vision, values, purpose and mission statements. Although these terms have slightly different meanings, they are often used interchangeably.

Capabilities

Soft skills (including existing relationships and in-house expertise). See also resources.

Element

An element is a characteristic that is considered of primary importance in the publication of a GDS. In the *GDS Index*, there are six high-level elements that make up the Scorecard.

Explicit mention of a GDS

This is where the exact title of the strategy was found in either English and/or Māori. There are a few exceptions to this rule, e.g. where the full title is not given (e.g. it is missing the subtitle), but there is supporting information and context that makes it clear which GDS it is. The test is that there is no doubt what strategy document is being referred to (e.g. it could be requested in an OIA by name).

Good strategy

Determining what makes a good strategy is a matter of judgement. The aim of the *GDS Index* is to provide the reader with sufficient information to make their own assessment on the quality of the strategy.

Government department

The term 'government department' refers to the entities on the list of 'Departments of the State Service' in Schedule 2 of the Public Sector Act 2020. On 1 July 2022, Te Kāhui Whakamana Rua Tekau mā Iwa—Pike River Recovery Agency is to be disestablished. The list in the Schedule reflects the *GDS Index*, in terms of the department's name and order.

Government department strategy

A 'government department strategy' must:

1. be a publicly available document accessible on a government department website,
2. be public-facing, therefore excluding a strategy only made public as the result of an OIA request,
3. be strategic, containing long-term thinking and setting out both the means (how) and the ends (the purpose),
4. be produced by a government department, therefore excluding situations where a strategy is written or published by another party (e.g. a Cabinet paper),
5. be national rather than local in focus, therefore excluding regional strategies,
6. guide the department's thinking and operations over two years or more, and
7. not be a statement of intent or annual report.

Implicit mention of a GDS

This is where the strategy is indirectly mentioned in the statement of intent or annual report, but its full title is not given in either English or te reo Māori. The test is that there is some doubt what strategy document is being referred to (e.g. it could not be requested by name under an OIA).

Operational statements

Statements that are action-orientated. Common operational statements include strategy, tactics, priority areas, focus areas, themes and plans. Although these terms have slightly different meanings, they are often used interchangeably.

Points

Points are allocated to each sub-element. In the *GDS Index* there are 21 sub-elements. Seventeen of those were given four points each for a reviewer to score. Two sub-elements (6.2 and 6.3) were allocated six points each. The remaining two (sub-elements 1.3 and 3.3) were allocated eight points each. This additional weighting was allocated to recognise the importance of these sub-elements. The highest possible total in the *GDS Index* is 96 points.

Purpose statement (the end)

An aspirational future-focused statement that explains in a concise, unique, coherent and specific manner what the strategy aims to achieve and provides an impetus for action.

Resources

Physical hardware (including physical and financial assets). See also capabilities.

Rank

The rank indicates where a GDS, department or sector is located in relation to its peers. In the *GDS Index* the rank depicts where the specific GDS, department or sector sits when its Scorecard totals are compared to the scores of all other GDSs (i.e. the average score), departments or sectors.

Reviewer

A person who is employed by the Institute to read and then score each GDS in operation against the Scorecard.

Score

The number of points a GDS has accumulated as a result of the scoring process.

Scorecard

The Scorecard is the lens through which each GDS has been assessed. The Scorecard is made up of six elements and 21 sub-elements.

Sector

The term 'sector' refers to the groupings of departments based on the summary tables of the Estimates of Appropriations in the Treasury's Budget (in the 2021 *GDS Index*, it is the 2021 Budget). The 2022 Budget sector groupings are now: Economic Development and Infrastructure Sector, Education and Workforce Sector, External Sector, Finance and Government Administration Sector, Health Sector, Justice Sector, Māori Affairs Sector, Natural Resources Sector, and Social Services and Community Sector.

Strategic options

The term 'strategic options' refers to the range of options a government department might explore before deciding on the best approach. Exploring a range of strategic options often leads to a new and improved approach.

Strategy statement (the means)

The 'means' to an end. The approach is unique to a department as it indicates the approach the department has chosen to adopt to bring about change. It describes the choices made.

Strategy map

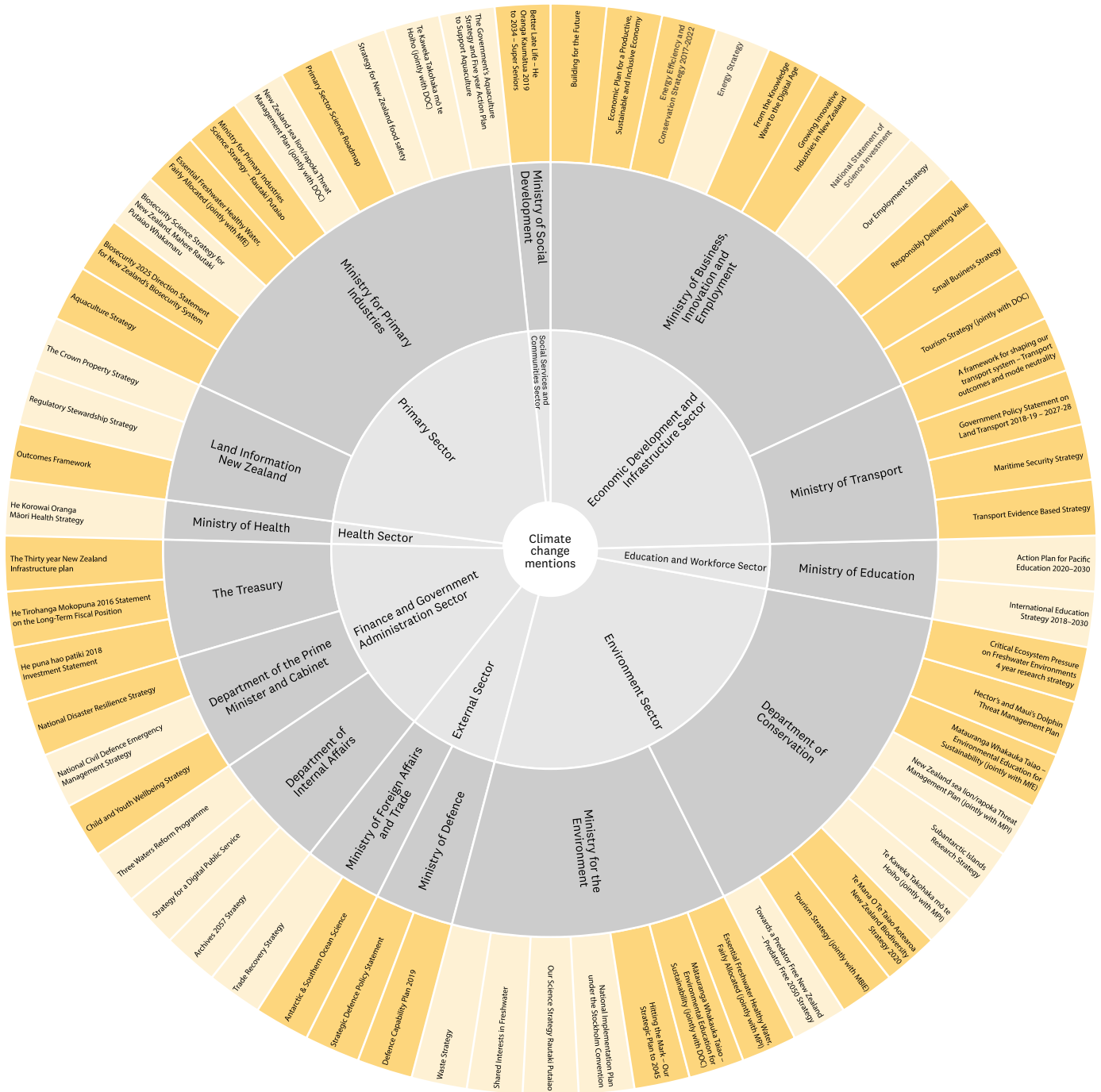
A visual illustration of the proposed strategy, usually on one page, showing the cause-and-effect relationships between the desired purpose and the choices made on how to achieve the strategy (e.g. types of goals/priorities/themes/actions).

Sub-element

In the *GDS Index* there are 21 sub-elements shared across six elements.

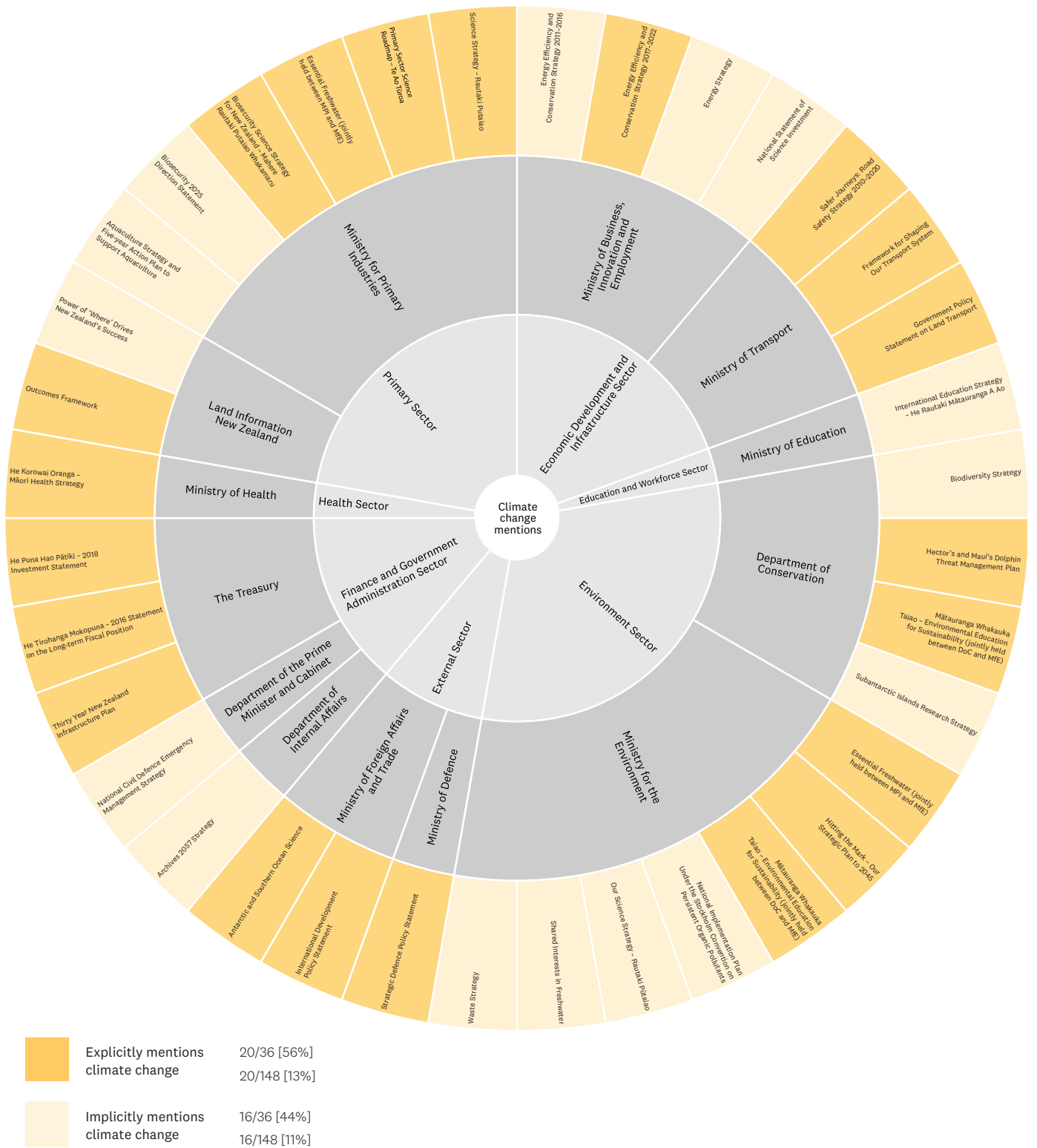
Appendix 1: Previous Climate Change Strategy Wheels

Figure 14: Climate Change Strategy Wheel 2020 – mentions [61]



 Explicitly mentions climate change	35/61 [57%]
 Implicitly mentions climate change	26/61 [43%]
	26/199 [13%]

Figure 15: Climate Change Strategy Wheel 2018 – mentions [36]



Appendix 2: Previous Poverty Strategy Wheels.

Figure 16: Poverty Strategy Wheel 2020 – mentions [16]

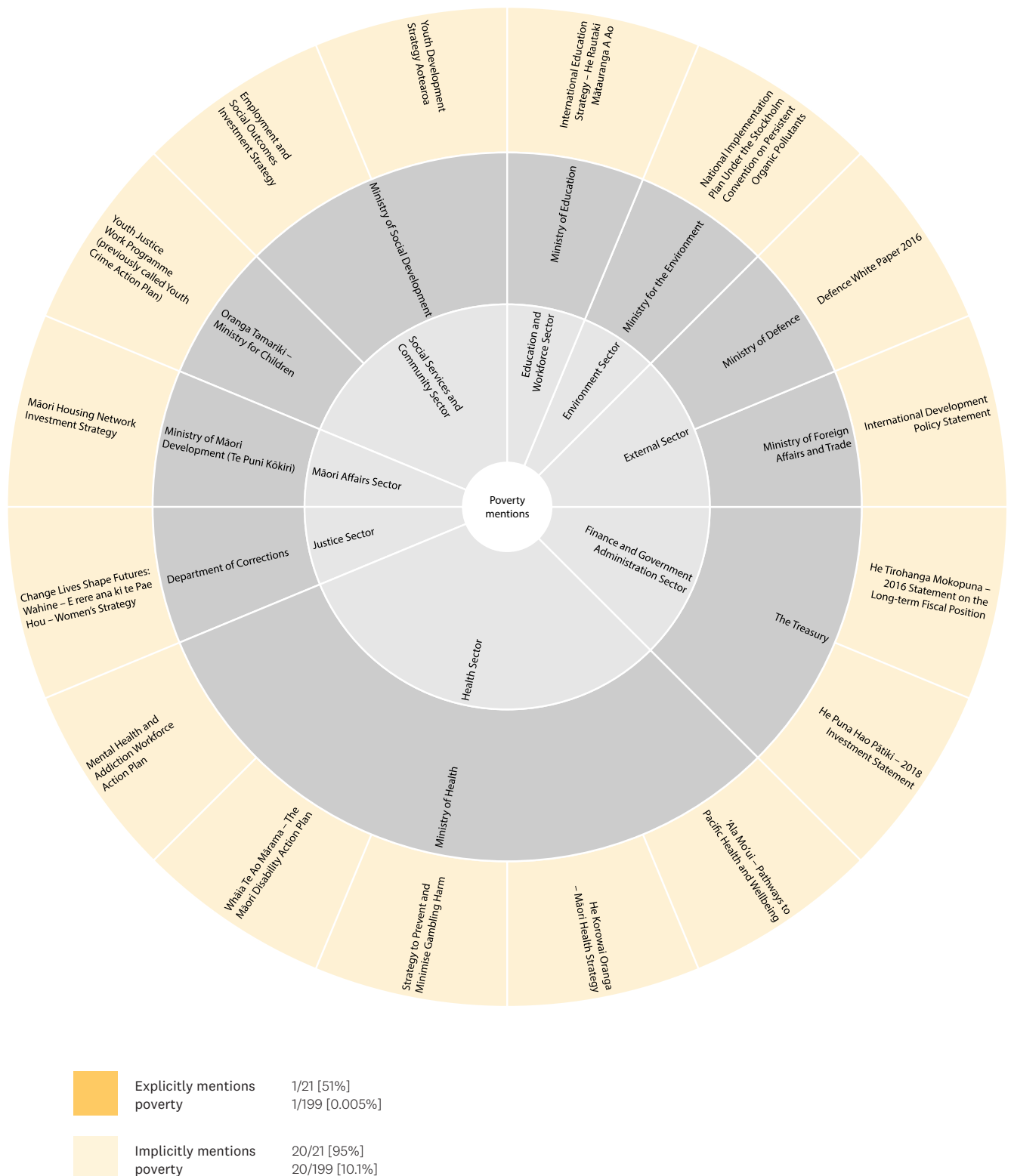
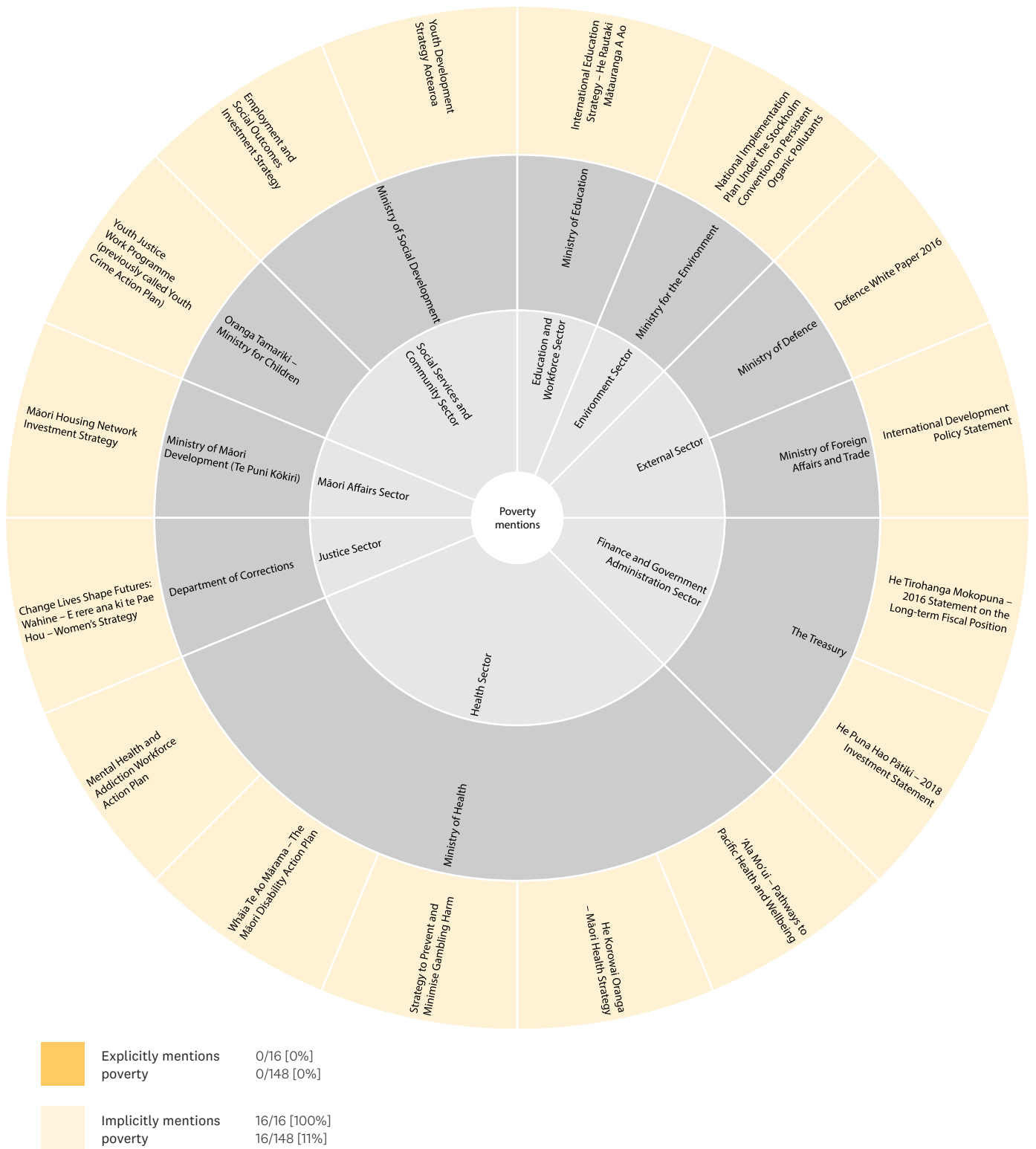


Figure 17: Poverty Strategy Wheel 2018 – mentions [16]



Appendix 3: List of government departments (Public Service Act 2020)

Figure 18: Public Service Act 2020



New Zealand Legislation
Public Service Act 2020

- Warning: Some amendments have not yet been incorporated

Schedule 2
Public service agencies

ss 23, 26, 33

Part 1
Departments

- Crown Law Office
- Department of Conservation
- Department of Corrections
- Department of Internal Affairs
- Department of the Prime Minister and Cabinet
- Education Review Office
- Government Communications Security Bureau
- Inland Revenue Department
- Land Information New Zealand
- Ministry for Culture and Heritage
- Ministry for Pacific Peoples
- Ministry for Primary Industries
- Ministry for the Environment
- Ministry for Women
- Ministry of Business, Innovation, and Employment
- Ministry of Defence
- Ministry of Education
- Ministry of Foreign Affairs and Trade
- Ministry of Health
- Ministry of Housing and Urban Development
- Ministry of Justice
- Ministry of Māori Development—Te Puni Kōkiri
- Ministry of Social Development
- Ministry of Transport
- New Zealand Customs Service
- New Zealand Security Intelligence Service
- Oranga Tamariki—Ministry for Children
- Public Service Commission
- Serious Fraud Office
- Statistics New Zealand
- Te Kāhui Whakamana Rua Tekau mā Iwa—Pike River Recovery Agency
- The Treasury

The Treasury

Part 2 Departmental agencies and host departments

Note: A tick in the third or fourth column alongside the name of a departmental agency means that the working arrangement referred to above the tick applies to the departmental agency.

Departmental agency	Host department	Chief executive may operate outside strategic and policy framework of host department (see section 24(2)(a))	Chief executive may manage assets and liabilities (see section 24(2)(b))
Cancer Control Agency	Ministry of Health		
Health New Zealand	Ministry of Health		✓
Māori Health Authority	Ministry of Health		✓
Ministry for Ethnic Communities	Department of Internal Affairs		
National Emergency Management Agency	Department of the Prime Minister and Cabinet		
Office for Māori Crown Relations—Te Arawhiti	Ministry of Justice		
Social Wellbeing Agency	Public Service Commission		

Schedule 2 Part 2 Health New Zealand: inserted, on 1 September 2021, by clause 4 of the Public Service (Health New Zealand and Māori Health Authority) Order 2021 (LI 2021/186).

Schedule 2 Part 2 Māori Health Authority: inserted, on 1 September 2021, by clause 4 of the Public Service (Health New Zealand and Māori Health Authority) Order 2021 (LI 2021/186).

Schedule 2 Part 2 Ministry for Ethnic Communities: inserted, on 1 July 2021, by clause 3 of the Public Service (Ministry for Ethnic Communities) Order 2021 (LI 2021/75).

Part 3 Interdepartmental executive boards and servicing departments

Interdepartmental executive board	Departments in board's remit (see section 26(2)(b))	Servicing department
Border Executive Board	Ministry of Business, Innovation, and Employment Ministry of Foreign Affairs and Trade Ministry of Health Ministry for Primary Industries Ministry of Transport New Zealand Customs Service	New Zealand Customs Service
Executive Board for the Elimination of Family Violence and Sexual Violence	Department of Corrections Ministry of Education Ministry of Health Ministry of Justice Ministry of Māori Development—Te Puni Kōkiri Ministry of Social Development New Zealand Police Oranga Tamariki—Ministry for Children Public Service Commission	Ministry of Justice
Strategic Planning Reform Board	Department of Conservation Department of Internal Affairs Ministry for Culture and Heritage Ministry for Primary Industries Ministry for the Environment Ministry of Business, Innovation, and Employment Ministry of Housing and Urban Development Ministry of Māori Development—Te Puni Kōkiri Ministry of Transport Office for Māori Crown Relations—Te Arawhiti The Treasury	Ministry for the Environment

Schedule 2 Part 3: amended, on 24 March 2022, by clause 4 of the Public Service (Executive Board for the Elimination of Family Violence and Sexual Violence) Order 2022 (SL 2022/25).

Schedule 2 Part 3: amended, on 29 April 2021, by clause 3 of the Public Service (Strategic Planning Reform Board) Order 2021 (LI 2021/54).

Schedule 2 Part 3: amended, on 11 January 2021, by clause 3 of the Public Service (Border Executive Board) Order 2020 (LI 2020/307).

Part 4 Interdepartmental ventures

Interdepartmental venture	Relevant departments (see section 33(2)(b))
No interdepartmental ventures have been established as at the date of enactment.	

Appendix 4: GDSs in operation that explicitly mention climate change

Sector	Department	Title of document	GDS number	Publication date
Environment Sector	Department of Conservation	Mātauranga Whakauka Taiao – Environmental Education for Sustainability (jointly held between DOC and MfE)	GDS02-03	July 2017
Environment Sector	Department of Conservation	Te Kaweka Takohaka mō te Hoiho 2019–2029 (jointly held between DOC and MPI)	GDS02-10	August 2020

Excerpt from GDS	Action points
<p>The Strategy focuses on the key environmental challenges of climate change, water quality, biodiversity protection and waste. It recognises that informed and active communities are essential if we are to find lasting solutions. To reach a low greenhouse gas emissions future, each one of us needs to work on ways to cut our emissions. To retain our unique biodiversity, we need to engage nationwide in predator and pest control. To enhance water quality, we need both town and country to reduce pollutants getting into our waterways. To reduce waste, we need community commitment and innovative technologies. (p. 1)</p> <p>The first step will be to identify a targeted set of programmes where connections can be made with EEfS. Predator Free 2050, freshwater improvement initiatives, the National Science Challenges, Primary Growth Partnerships, climate change initiatives, threatened species programmes, and government environmental funds, such as Curious Minds and the Community Environment Fund, are all examples of programmes that can support education about the environment and actions to support sustainability. (p. 17)</p>	N/A
<p>Prey may be affected by impacts to the seafloor where hoiho forage, sedimentation and run-off from land, which can affect water visibility or smother habitats; or climate change. Fisheries, climate change and sedimentation also affect the wider ecosystem. Predation by sharks, sea lions and barracouta causes some natural mortality and injury to hoiho. (p. 20)</p>	N/A

Sector	Department	Title of document	GDS number	Publication date
Environment Sector	Department of Conservation	Te Mana o te Taiao: Aotearoa New Zealand Biodiversity Strategy 2020	GDS02-11	August 2020
Environment Sector	Department of Conservation	Critical Ecosystem Pressures on Freshwater Environments (CRESP) 4 year research strategy	GDS02-12	November 2020

Excerpt from GDS	Action points
<p>Actions we take to respond to and mitigate the effects of climate change may also have impacts on biodiversity. Examples include the construction of infrastructure such as coastal defenses and accessing resources (minerals and metals) that are needed to transition to a low-emissions economy. (p. 19)</p>	<p>13.1.1 The potential for carbon storage from the restoration of indigenous ecosystems, including wetlands, forests, and coastal and marine ecosystems (blue carbon), to contribute to our net emissions targets is understood [2025]</p> <p>13.1.2 Carbon storage from the restoration of indigenous ecosystems, including wetlands, forests, and coastal and marine ecosystems (blue carbon), contributes to our net emissions targets [2030]</p> <p>13.1.3 Carbon storage from the restoration of indigenous ecosystems, including wetlands, forests, and coastal and marine ecosystems (blue carbon), is a key contributor to achieving net-zero emissions for Aotearoa New Zealand [2050]</p> <p>13.2.1 The potential for indigenous nature-based solutions is understood and being incorporated into planning [2025]</p> <p>13.2.2 The restoration of indigenous ecosystems is increasingly being used to improve our resilience to the effects of climate change, including coastal protection against rising sea levels [2030]</p> <p>13.2.3 The restoration of indigenous ecosystems is mitigating the effects of climate change and natural hazards (e.g. flooding) [2050]</p> <p>13.3.1 Potential impacts from climate change have been integrated into ecosystem and species management plans and strategies, and a research and rangahau strategy has been developed to increase knowledge and understanding of climate change effects [2025]</p> <p>13.3.2 Risks to biodiversity from climate change, including cascading effects (e.g. increases in introduced invasive species, water abstraction, fire risk, sedimentation) have been identified and assessed, and indigenous ecosystems, habitats and species are being managed to build resilience where possible [2030]</p> <p>13.3.3 Adaptive management is addressing the impact of climate change on biodiversity, including cascading effects, and is building resilience to future risks [2050] (p. 54)</p>
<p>Impacts of climate change on flows and water levels in freshwater ecosystems (p. 6)</p> <p>Ecological value of ephemeral freshwater ecosystems and their vulnerability to habitat disturbance and climate change (p. 7)</p> <p>Ecosystem resilience to changes in sediment, nutrients, dissolved oxygen and temperature, particularly in response to climate change (p. 7)</p> <p>Investigate ecosystem resilience to changes in sediment, nutrients, dissolved oxygen and temperature, particularly in response to climate change (p. 9)</p>	<p>N/A</p>

Sector	Department	Title of document	GDS number	Publication date
Environment Sector	Department of Conservation	Heritage and Visitor Strategy – He Rautaki Taonga Tuku Iho, Manuhiri Tūārangī hoki	GDS02-13	January 2021

Excerpt from GDS	Action points
<p>Build a low emissions and resilient heritage and visitor system. DOC will adapt our approaches and practices to ensure our work to protect nature, culture and history is sustainable. Being sustainable means doing our part in giving effect to the government's commitments to a zero-carbon future for New Zealand.</p> <ul style="list-style-type: none"> • DOC will move towards a low-emissions heritage and visitor system that is resilient to the risks of a changing climate by: • reducing greenhouse gas emissions across the organisation • influencing opportunities for reducing greenhouse gas emissions of activities on public conservation lands and waters that are outside of DOC's direct control • implementing DOC's Climate Change Adaptation Action Plan, which includes measures to integrate climate change risk and adaptation into DOC's heritage and visitor system planning and operations. (p. 11) 	<ul style="list-style-type: none"> • DOC will move towards a low-emissions heritage and visitor system that is resilient to the risks of a changing climate by: • reducing greenhouse gas emissions across the organisation • influencing opportunities for reducing greenhouse gas emissions of activities on public conservation lands and waters that are outside of DOC's direct control • implementing DOC's Climate Change Adaptation Action Plan, which includes measures to integrate climate change risk and adaptation into DOC's heritage and visitor system planning and operations. (p. 11)

Sector	Department	Title of document	GDS number	Publication date
Primary Sector	Land Information New Zealand	Antarctic and Southern Ocean Research Directions and Priorities 2021-2030 (jointly held between LINZ, MPI, MBIE and MFAT)	GDS09-07	December 2021
Primary Sector	Ministry for Primary Industries	Biosecurity Science Strategy for New Zealand – Mahere Rautaki Putaiao Whakamaru	GDS12-01	October 2007

Excerpt from GDS	Action points
<p>New Zealand will lead, support, and share research that increases understanding of the interaction between global systems and Antarctica, and advances New Zealand's climate change mitigation and adaptation policies and capability to respond to change. (p. 2)</p> <p>... increase New Zealander's awareness of Antarctic issues and advancing climate change policies and capability to respond, and adapt, to change (p. 5)</p>	<p>... research is required to:</p> <ul style="list-style-type: none"> • better understand the linked cryosphere-ocean-atmosphere-lithosphere processes regulating the state and behaviour of Antarctic ice-sheets and ice shelves under past, present and future climate conditions • understand processes of ocean-cryosphere interaction and ocean circulation processes beneath ice shelves and connections to ice sheet/shelf behaviour and Southern Ocean processes • inform projections of Antarctica's contribution to regional, New Zealand and global sea level rise • identify thresholds of irreversible ice shelf and/or ice sheet collapse (pp. 9-10) <p>... research is required to:</p> <ul style="list-style-type: none"> • enhance understanding of cryosphere-ocean-atmosphere interactions, in particular uptake of heat and carbon dioxide in the Southern Ocean and its implications for climate and ecosystems • better understand sea ice distribution and volume and the processes influencing sea-ice formation, drift and decay, to enhance projections of sea-ice changes and improve understanding of the implications of those changes • enhance understanding of the role of sea ice, polynyas and meltwater on controlling the flux of heat, carbon and salt between the ocean-atmosphere and implications for ice sheet stability • improve knowledge of ocean heat transport including how freshwater feedbacks influence melt rates under ice shelves and at grounding lines • better understand past, present and future ocean processes and conditions to provide context for a warming [+2°C] world, testing models and initialising models used to make future projections • improve understanding of atmospheric processes and the implications of changes in those processes for the Ross Sea region and for New Zealand • better understand the connections between ozone recovery, global atmospheric circulation change and Antarctic weather systems. (p. 11) <p>... research is required to:</p> <ul style="list-style-type: none"> • better understand biogeographic structuring, processes, genetic biodiversity and biogeochemistry of terrestrial and marine ecosystems and the drivers of variability and change • enhance projections of ecosystem vulnerability and response to changing environmental conditions and direct human pressures • understand the resilience and adaptation of Antarctic species to changing environmental conditions • understand how Antarctic soil, substrates, inland waters, permafrost and the associated microbial communities will respond to changing environmental conditions and the implications of those changes, including for native biodiversity and ecosystems • improve understanding of the risks and implications across all environments of invasion and establishment of non-native species, as well as the risks and implications of human-mediated transfers of native biota • better understand environmental impacts on migratory species including those that breed in or around New Zealand. (pp. 13-14) <p>... research is required to:</p> <ul style="list-style-type: none"> • improve understanding of and reporting on the state of and pressures on Antarctic and Southern Ocean environments, ecosystems, species and values • improve understanding of terrestrial, including inland aquatic, and marine environments and biota at risk of non-native species introduction, climate change and human impacts including contamination and physical disturbance • identify practical solutions to mitigate risks to Antarctic and Southern Ocean environments, ecosystems, species and values and measure the effectiveness of response actions • support the establishment, research, monitoring and management of marine and terrestrial protection mechanisms including Marine Protected Areas and Antarctic Specially Protected Areas • implement research and monitoring programmes that support the delivery of environmental protection and conservation objectives of the Antarctic Treaty system • better understand the populations, dynamics and life habits of harvested marine species, the impacts of harvesting them (including impacts on non-target species) and food webs associated with harvested species • understand how changing oceanic conditions affect harvested species and the implications for managing marine resources in accordance with CCAMLR objectives. (p. 15)
<p>We are also experiencing the impacts of a changing environment with new pressures, including climate change, providing additional challenges for biosecurity. (p. 3)</p> <p>Develop methods to better monitor and analyse potential changes in biosecurity risks resulting from climate change. (p. 25)</p>	<p>Develop methods to better monitor and analyse potential changes in biosecurity risks resulting from climate change. (p. 25)</p>

Sector	Department	Title of document	GDS number	Publication date
Primary Sector	Ministry for Primary Industries	Aquaculture Strategy and Five-year Action Plan to Support Aquaculture	GDS12-04	April 2012
Primary Sector	Ministry for Primary Industries	Science Strategy – Rautaki Putaiao	GDS12-07	October 2015
Primary Sector	Ministry for Primary Industries	Primary Sector Science Roadmap – Te Ao Tūroa	GDS12-09	June 2017
Primary Sector	Ministry for Primary Industries	Aquaculture Strategy	GDS12-13	September 2019
Primary Sector	Ministry for Primary Industries	Te Kaweka Takohaka mō te Hoiho 2019–2029 (jointly held between DOC and MPI)	GDS12-17	August 2020

Excerpt from GDS	Action points
<p>Climate change implications considered across the aquaculture work programme. (p. 4)</p> <p>Investigate the impacts of climate change and measures to adapt and respond. (p. 4)</p>	<p>Investigate the impacts of climate change and measures to adapt and respond. (p. 4)</p>
<p>Sustainable agriculture and climate change research – This includes research commissioned through different funds, alliances or centres that ranges from fundamental research into mitigating greenhouse gases to supporting applied research and extension projects. (p. 10)</p>	<p>N/A</p>
<p>...adapt to the impacts of climate change. (p. 6)</p> <p>With approximately 50 percent of our emissions coming from agriculture and with plantation forestry acting as an important carbon sink, it is clear that the primary sector will play a vital role in achieving our greenhouse gas mitigation goals. Beyond greenhouse gases, climate change may have profound impacts on the nature and distribution of our primary production. (p. 10)</p>	<p>Using mātauranga Māori and Kaupapa Māori approaches to address critical issues such as biosecurity and climate change, and co-develop innovative solutions. (p. 35)</p> <p>Using Kaupapa Māori approaches to develop kaitiakitanga-led responses to challenges such as climate change, ecosystem management, the need to optimise productivity, manage biosecurity threats, and support decisions on the optimal use of land or water. (p. 37)</p>
<p>Aquaculture is protected from biological harm and supported in adapting to climate change. (p. 6)</p> <ul style="list-style-type: none"> • Support the industry to adapt to climate change. Forecast the effects of climate change on the aquatic environment. Plan and support actions for resilience and adaptation. • Support industry to transition to selective breeding and biome technology to improve value and resilience. • Support an industry-led spat strategy to safeguard from the impacts of climate change and provide for planned growth. (p. 14) 	<p>Forecast the effects of climate change on the aquatic environment. Plan and support actions for resilience and adaptation.</p> <p>Support an industry-led spat strategy to safeguard from the impacts of climate change and provide for planned growth. (p. 14)</p>
<p>Prey may be affected by impacts to the seafloor where hoiho forage, sedimentation and run-off from land, which can affect water visibility or smother habitats; or climate change. Fisheries, climate change and sedimentation also affect the wider ecosystem. Predation by sharks, sea lions and barracouta causes some natural mortality and injury to hoiho. (p. 20)</p>	<p>N/A</p>

Sector	Department	Title of document	GDS number	Publication date
Primary Sector	Ministry for Primary Industries	Antarctic and Southern Ocean Research Directions and Priorities 2021-2030 (jointly held between LINZ, MPI, MBIE and MFAT)	GDS12-18	December 2021

Excerpt from GDS	Action points
<p>New Zealand will lead, support, and share research that increases understanding of the interaction between global systems and Antarctica, and advances New Zealand's climate change mitigation and adaptation policies and capability to respond to change. (p. 2)</p> <p>... increase New Zealander's awareness of Antarctic issues and advancing climate change policies and capability to respond, and adapt, to change. (p. 5)</p>	<p>... research is required to:</p> <ul style="list-style-type: none"> • better understand the linked cryosphere-ocean-atmosphere-lithosphere processes regulating the state and behaviour of Antarctic ice-sheets and ice shelves under past, present and future climate conditions • understand processes of ocean-cryosphere interaction and ocean circulation processes beneath ice shelves and connections to ice sheet/shelf behaviour and Southern Ocean processes • inform projections of Antarctica's contribution to regional, New Zealand and global sea level rise • identify thresholds of irreversible ice shelf and/or ice sheet collapse. (pp. 9-10) <p>... research is required to:</p> <ul style="list-style-type: none"> • enhance understanding of cryosphere-ocean-atmosphere interactions, in particular uptake of heat and carbon dioxide in the Southern Ocean and its implications for climate and ecosystems • better understand sea ice distribution and volume and the processes influencing sea-ice formation, drift and decay, to enhance projections of sea-ice changes and improve understanding of the implications of those changes • enhance understanding of the role of sea ice, polynyas and meltwater on controlling the flux of heat, carbon and salt between the ocean-atmosphere and implications for ice sheet stability • improve knowledge of ocean heat transport including how freshwater feedbacks influence melt rates under ice shelves and at grounding lines • better understand past, present and future ocean processes and conditions to provide context for a warming [+2°C] world, testing models and initialising models used to make future projections • improve understanding of atmospheric processes and the implications of changes in those processes for the Ross Sea region and for New Zealand • better understand the connections between ozone recovery, global atmospheric circulation change and Antarctic weather systems (p. 11) <p>... research is required to:</p> <ul style="list-style-type: none"> • better understand biogeographic structuring, processes, genetic biodiversity and biogeochemistry of terrestrial and marine ecosystems and the drivers of variability and change • enhance projections of ecosystem vulnerability and response to changing environmental conditions and direct human pressures • understand the resilience and adaptation of Antarctic species to changing environmental conditions • understand how Antarctic soil, substrates, inland waters, permafrost and the associated microbial communities will respond to changing environmental conditions and the implications of those changes, including for native biodiversity and ecosystems • improve understanding of the risks and implications across all environments of invasion and establishment of non-native species, as well as the risks and implications of human-mediated transfers of native biota • better understand environmental impacts on migratory species including those that breed in or around New Zealand. (pp. 13-14) <p>... research is required to:</p> <ul style="list-style-type: none"> • improve understanding of and reporting on the state of and pressures on Antarctic and Southern Ocean environments, ecosystems, species and values • improve understanding of terrestrial, including inland aquatic, and marine environments and biota at risk of non-native species introduction, climate change and human impacts including contamination and physical disturbance • identify practical solutions to mitigate risks to Antarctic and Southern Ocean environments, ecosystems, species and values and measure the effectiveness of response actions • support the establishment, research, monitoring and management of marine and terrestrial protection mechanisms including Marine Protected Areas and Antarctic Specially Protected Areas • implement research and monitoring programmes that support the delivery of environmental protection and conservation objectives of the Antarctic Treaty system • better understand the populations, dynamics and life habits of harvested marine species, the impacts of harvesting them (including impacts on non-target species) and food webs associated with harvested species • understand how changing oceanic conditions affect harvested species and the implications for managing marine resources in accordance with CCAMLR objectives. (p. 15)

Sector	Department	Title of document	GDS number	Publication date
Environment Sector	Ministry for the Environment	Waste Strategy	GDS13-03	October 2010
Environment Sector	Ministry for the Environment	Mātauranga Whakauka Taiao – Environmental Education for Sustainability (jointly held between DOC and MfE)	GDS13-05	July 2017
Environment Sector	Ministry for the Environment	Our Science Strategy – Rautaki Pūtaiao	GDS13-06	May 2018
Environment Sector	Ministry for the Environment	Shared Interests in Freshwater	GDS13-08	October 2018

Excerpt from GDS	Action points
<p>The inclusion of waste disposal facilities in the emissions trading scheme will also encourage the climate change impacts of landfill gas emissions to be reflected in waste disposal charges. (p. 2)</p>	<ul style="list-style-type: none"> • improving the ratio of outputs to inputs • reducing and reusing waste products • minimising what needs to be disposed of at the end of a product's life. <ul style="list-style-type: none"> choosing products that are reusable, durable and able to be repaired rather than discarded • choosing products with less packaging • choosing recyclable products and packaging. (p. 6)
<p>The Strategy focuses on the key environmental challenges of climate change, water quality, biodiversity protection and waste. It recognises that informed and active communities are essential if we are to find lasting solutions. To reach a low greenhouse gas emissions future, each one of us needs to work on ways to cut our emissions. To retain our unique biodiversity, we need to engage nationwide in predator and pest control. To enhance water quality, we need both town and country to reduce pollutants getting into our waterways. To reduce waste, we need community commitment and innovative technologies. (p. 1)</p> <p>The first step will be to identify a targeted set of programmes where connections can be made with EEfS. Predator Free 2050, freshwater improvement initiatives, the National Science Challenges, Primary Growth Partnerships, climate change initiatives, threatened species programmes, and government environmental funds, such as Curious Minds and the Community Environment Fund, are all examples of programmes that can support education about the environment and actions to support sustainability. (p. 17)</p>	<p>N/A</p>
<p>Science will be needed in the future to find new solutions, particularly as the climate changes, our population grows, and our expectations change. Science will provide new technologies, and help us to consider and understand their opportunities and risks. For example, science informs the Ministry's work on waste and alternatives to plastics. (p. 8)</p>	<p>N/A</p>
<p>Climate change and water-related research funds, including those targeted at reducing agricultural emissions, adaptation and new water management technologies. (pp. 47-48)</p>	<ul style="list-style-type: none"> • Stopping further degradation and loss – taking a series of actions now to stop the state of our freshwater resources, waterways and ecosystems getting worse (ie, to stop adding to their degradation and loss), and to start making immediate improvements so water quality is materially improving within five years. • Reversing past damage – promoting restoration activity to bring our freshwater resources, waterways and ecosystems to a healthy state within a generation, including through a new National Policy Statement for Freshwater Management and other legal instruments. • Addressing water allocation issues – working to achieve efficient and fair allocation of freshwater and nutrient discharges, having regard to all interests including Māori, and existing and potential new users. (p. 5)

Sector	Department	Title of document	GDS number	Publication date
Environment Sector	Ministry for the Environment	Te hau mārohi ki anamata – Transitioning to a low-emissions and climate-resilient future	GDS13-10	November 2021

Excerpt from GDS	Action points
<p>New Zealand will lead, support, and share research that increases understanding of the interaction between global systems and Antarctica, and advances New Zealand's climate change mitigation and adaptation policies and capability to respond to change. (p. 2)</p> <p>increase New Zealander's awareness of Antarctic issues and advancing climate change policies and capability to respond, and adapt, to change. (p. 5)</p>	<ul style="list-style-type: none"> • Make government institutions and processes fit to respond to climate change challenges, through stronger accountability and better public monitoring and reporting on progress. • Continue to strengthen the regulations, to align all policies, investments and strategic direction with a low-emissions future. • Provide funding and resources for climate action, and promote greater private sector investment in the transition. (p. 31) <ul style="list-style-type: none"> • Ensure adequate, durable and certain public funding for climate action. • Thoroughly consider climate change at every stage of decision-making for the use of public funds. • Support climate-positive private investment through co-funding, overcoming information barriers and regulating where necessary. (p. 33) <ul style="list-style-type: none"> • apply economy-wide emissions pricing through the NZ ETS and an appropriate pricing mechanism for agricultural emissions. • align pricing with the targets and ensure they work with non-pricing policies. The NZ ETS cap, auction price settings and any potential links to international carbon markets will need to be aligned with plans for achieving targets and the NDC. This will be informed by independent advice from the Climate Change Commission. • strengthen NZ ETS market governance to keep it fit for purpose and discourage market misconduct as the market evolves. • ensure NZ ETS settings are appropriately adjusted as necessary if offshore mitigation is needed to meet the NDC (eg, via the quantitative limit on the use of approved offshore mitigation). • develop procedures for approving the use of any offshore mitigation within the NZ ETS and ensure compatibility with Paris Agreement requirements. (p. 35) <ul style="list-style-type: none"> • integrate climate objectives into the reformed planning legislation with the necessary levers to drive down emissions. We will increase infrastructure funding for this. • partner with Māori so that planning reforms reflect the relationship of iwi and hapū to the environment, as well as their rights and interests. • support local government climate action and develop frameworks for funding and financing. • remove barriers and encourage low-emissions urban development; this includes reducing embodied and operational and enabled use emissions, and optimising infrastructure types and locations to reduce emissions. • develop tools and gather data and evidence so that urban centres can plan for growth and infrastructure. • drive behaviour change through better public education and increased awareness. • work with the private sector to remove barriers to reducing emissions. (p. 37) <ul style="list-style-type: none"> • a higher-intensity knowledge economy through strategic investments in research and science. • structural reform of the science system to deliver a more coordinated and connected research and innovation system that has clear priorities. This enables deeper integration of the RSI system with all sectors through a fluid exchange of knowledge, talent and solutions. This will enhance direct support for climate science and advanced technology. • mātauranga Māori both as a frame for understanding the challenges climate change presents and as a source of sustainable, innovative solutions for the future. • strategic international partnerships to deepen our connectedness to the global knowledge and innovation frontier associated with a prosperous low-emissions future. This includes encouraging global innovators to use Aotearoa as a testbed for pioneering low-emissions technologies and approaches, which will promote uptake of innovation by communities and firms. • the accelerated uptake of clean technology into sector. This includes strategic investment in advanced technologies with the potential to play an important role in our low-emissions future. (p. 41)

Sector	Department	Title of document	GDS number	Publication date
Environment Sector (cont.)	Ministry for the Environment (cont.)	Te hau mārohi ki anamata – Transitioning to a low-emissions and climate-resilient future (cont.)	GDS13-10 (cont.)	November 2021 (cont.)

Excerpt from GDS	Action points
	<ul style="list-style-type: none"> • build on the actions underway in the waste sector, including through a new national waste strategy and updated legislation. • partner with Māori on a long-term, cross-sector strategy that supports this transition. This will yield benefits across the four wellbeings: social, economic, environmental and cultural. (p. 43) • reducing reliance on cars and supporting people to walk, cycle and use public transport. • rapidly adopting EVs (and low-emission fuels) • decarbonising heavy transport and freight. (p. 47) • accelerate renewable electricity and prepare the electricity system for future needs and technologies, including large-scale energy storage. • improve the uptake of energy efficiency and demand-side management measures. • help businesses and industry to decarbonise. • encourage development and use of low-emissions energy sources, such as bioenergy and hydrogen. • manage the phase-down of fossil fuels, including in electricity generation, manufacturing and industry, and in buildings. (p. 49) • make buildings more energy efficient to run. • reduce whole-of-life carbon emissions from buildings. • produce resilient buildings, suitable for the changing climate where they are built. • reduce emissions in other parts of the economy, including energy and industry, waste and transport. (p. 51) • apply circular economy principles, refresh the waste strategy and update legislation • substantially improve our systems, enable behaviour change at many levels and increase investment in infrastructure through measures that: <ul style="list-style-type: none"> > reduce the waste produced > reduce the organic waste sent to landfill by diverting it to beneficial uses > enhance the capture of landfill gas. (p. 53) • implementing regulated product stewardship for refrigerants. • considering further import controls. (p. 54) • pricing agricultural emissions to encourage farmers to reduce emissions. • investing in research and development to accelerate the availability of new mitigation practices and technologies. • expanding extension and advisory services to help farmers gain the knowledge and resources they need to measure, manage and reduce their emissions. • enabling the transition to low-emissions land use. (p. 56) • balance forest sequestration with emissions reductions from other sectors, for a cost-effective, equitable and timely transition. • provide overarching strategic direction and policies that ensure forests and forest products support a range of outcomes, including biodiversity and sequestration. • work in close partnership with Māori and key stakeholders, including territorial authorities and land owners, to develop and implement forestry policies. (p. 59) • meet each of the emissions budgets through a coherent strategic package that comprises a mutually supportive and balanced combination of emissions pricing, well-targeted regulation, tailored sector policies and direct investment. • enable an equitable transition for Māori by upholding the principles of Te Tiriti, actively partnering with Māori on national strategies, and embedding Māori values and knowledge into our climate response. We will also support tangata whenua to decide on and implement their own actions. • continue to build strong partnerships with businesses, unions, workers, local government and civil society to take action on climate change. • help firms and households reduce their emissions footprint, promote new business and job opportunities, and support workers, households and communities through the transition. (p. 61)

Sector	Department	Title of document	GDS number	Publication date
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	Energy Strategy 2011–2021	GDS15–02	August 2011
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	Energy Efficiency and Conservation Strategy 2017–2022	GDS15–10	June 2017
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	Small Business Strategy	GDS15–16	July 2019
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	Our Employment Strategy	GDS15–17	August 2019

Excerpt from GDS	Action points
<p>Global challenges of energy supply and climate change will increasingly influence the availability and cost of energy. New Zealand's future competitiveness will, in many sectors of the economy, require innovative solutions in the sources and uses of energy – both renewable and non-renewable. (p. 3)</p>	<p>... the Government will continue to invest in:</p> <ul style="list-style-type: none"> • A rail system that enables the efficient movement of freight and complements other modes of passenger and freight transport. • Reliable and more cost effective public transport systems that offer benefits to attract a greater percentage of long-term users. • Improvements to infrastructure for walking and cycling funded through the National Land Transport Fund. • To inform consumer choices around energy products and services, the Government is committed to: <ul style="list-style-type: none"> • Providing energy efficiency labelling and standards for products in association with Australia. • Reporting price margins for petrol and diesel. • Reporting quarterly domestic electricity prices. • Reporting bi-annual domestic gas prices. • Funding, upgrading and promoting www.powerswitch.co.nz to provide electricity consumers with price comparisons between retailers. • Providing information on a range of energy saving, renewable energy and energy efficiency options to households and businesses, such as through programmes run by the Energy Efficiency and Conservation Authority. (pp. 10–11)
<p>Raising energy productivity and reducing energy emissions will help us achieve our economic growth and climate change goals.</p> <p>To meet our economic growth and climate change goals, we need to raise energy productivity and make greater efforts to reduce our energy-related emissions ... (p. 3)</p> <p>Secondly, as climate change issues become more important, our export markets may start to focus more on the embodied carbon in imported goods, and perhaps even services. (p. 4)</p>	<ol style="list-style-type: none"> 1. Renewable and efficient use of process heat. The target for this priority area is a decrease in industrial emissions intensity of at least one per cent per annum on average between 2017 and 2022. An example of an action to achieve the target for this priority area is developing a process heat action plan. The plan will include policies and programmes to increase the amount of renewable energy used by businesses and public sector agencies, and improve the efficiency of energy intensive processes. 2. Efficient and low-emissions transport. The target for this priority area is that electric vehicles make up two per cent of the vehicle fleet by the end of 2021. Examples of actions to achieve the target include implementing the Electric Vehicles Programme and refocusing EECA's business programme towards emissions and productivity opportunities in transport. These will help increase the number of electric vehicles and will improve the fuel economy of vehicles. 3. Innovative and efficient use of electricity. The target for this priority area is 90 per cent of electricity will be generated from renewable sources by 2025 (in an average hydrological year), providing security of supply is maintained. Significant progress towards this target has been made over the last few years due in part to increasing uptake of energy efficient technologies and additional renewable generating capacity. (p. 9)
<p>... climate change including carbon accounting, adaptation, innovative low carbon solutions and business models. (p. 22)</p>	<p>N/A</p>
<p>... reducing our greenhouse gas emissions through the \$100 million New Zealand Green Investment Finance Ltd. This is a part of the Government's commitment to address climate change and support New Zealand's transition towards a net-zero-emissions economy by 2050. (p. 12)</p>	<ul style="list-style-type: none"> • continuing to roll out the One Billion Trees programme to create sustainable jobs and address climate change. (p. 8) • reducing our greenhouse gas emissions through the \$100 million New Zealand Green Investment Finance Ltd. This is a part of the Government's commitment to address climate change and support New Zealand's transition towards a net-zero-emissions economy by 2050. (p. 12)

Sector	Department	Title of document	GDS number	Publication date
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	Economic Plan for a Productive, Sustainable and Inclusive Economy	GDS15-18	September 2019
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	Responsibly Delivering Value: A Minerals and Petroleum Resource Strategy for Aotearoa New Zealand 2019-2029	GDS15-19	November 2019

Excerpt from GDS	Action points
<ul style="list-style-type: none"> Investing in new technology and being at the forefront of digital innovation including to drive mitigation and adaptation to climate change. (p. 6) Meeting NZ's climate change targets by driving emissions reductions. (p. 7) 	<ul style="list-style-type: none"> Investing in new technology and being at the forefront of digital innovation including to drive mitigation and adaptation to climate change. (p. 6) Renewable Energy Strategy – outlining actions to achieve an affordable, secure and sustainable energy system. Electricity pricing – responding to the Electricity Price Review Transport electrification and low emissions policies. National New Energy Development Centre – supporting the development, demonstration, uptake and use of new energy technologies. (p. 21) [Land and resource use delivers greater value and improves environmental outcomes] Shifting land use to higher value use while maintaining and improving our environment. Redesigning our activities to minimise waste. Transitioning to a low emissions economy. (p. 7)
<p>We are in a moment in history where the New Zealand economy must transition in response to climate change.</p> <p>Resource demands will also change as we transition to a more productive, sustainable and inclusive economy, and in response to climate change.</p> <p>There may be opportunities for New Zealand to meet this domestic and global demand for clean-tech minerals ... and lead the way in climate smart mining techniques which focus on sustainable and environmentally responsible mining operations. (p. 5)</p>	<ol style="list-style-type: none"> Modernising the Crown Minerals Act. Securing affordable resources to meet our mineral and energy needs. Improving Treaty Partnerships. Improving stakeholder and community engagement. Improving industry compliance. Research and investment in better mining and resource use. (p. 9) <p>Future actions</p> <ul style="list-style-type: none"> Improve understanding of future demand and supply for aggregate Develop a list of critical minerals for New Zealand. (p. 33)

Sector	Department	Title of document	GDS number	Publication date
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	Agritech Industry Transformation Plan	GDS15-21	July 2020
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	Building for the Future: Building System Regulatory Strategy	GDS15-23	December 2020

Excerpt from GDS	Action points
<p>The global market for agritech is driven by increasing food demand resulting from population growth and increasing environmental challenges, linked to climate change impacts. In order to meet the nutritional needs of up to ten billion people by 2050, food production will need to increase drastically. Clearly, New Zealand cannot feed the world on its own. However, New Zealand has the ability to develop production-improving technology that could conceivably have a global impact. (p. 13)</p> <p>As agricultural emissions make up nearly half of our greenhouse gas emissions, agritech also represents one of our most powerful tools for reducing emissions and combatting climate change. (p. 13)</p> <p>How the food and fibre sector interacts with the environment is a major driver for change. The changing climate is already resulting in more frequent and severe extreme weather events, as well as rising sea levels and more destructive storm surge events. Over the medium to long term, changing rainfall, temperature and drought patterns are changing growing characteristics in some regions. These changes also increase the risk of biosecurity incursions and have flow-on effects onto biodiversity outcomes. All of this requires an agritech-driven adaptive response to increase the resilience of our farming and processing systems. (p. 15)</p>	<p>N/A</p>
<ul style="list-style-type: none"> • Effectiveness of system response to climate change. (p. 2) • The building system works with other systems to respond to climate change by minimising greenhouse gas emissions. • Buildings are resilient to a range of natural hazards and adaptable in the face of climate change. (p. 7) • Implement a climate change plan to increase energy efficiency, minimise embodied carbon buildings from building materials, and make buildings more resistant to future climate conditions. (p. 16) 	<p>MBIE will help the building industry and consumers protect and support the environment and encourage environmentally sustainable behaviours by all system participants. This includes regulatory measures and incentives to move towards a low emissions built environment and make buildings resilient in a changing climate:</p> <ul style="list-style-type: none"> • Implement a climate change plan to increase energy efficiency, minimise embodied carbon from building materials, and make buildings more resistant to future climate conditions. • Research and implement policy changes to ensure that buildings have a long lifetime, to reduce environmental impacts and support the efficient use of resources. • Help advance the shift to a circular economy based on energy conservation and reuse of materials. • Develop a sustainable whole-of-life approach to buildings and building products. • Review and provide advice on how buildings should change to support sustainable behaviour and use by occupants and users. (p. 16)

Sector	Department	Title of document	GDS number	Publication date
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	Antarctic and Southern Ocean Research Directions and Priorities 2021-2030 (jointly held between LINZ, MPI, MBIE and MFAT)	GDS15-25	December 2021

Excerpt from GDS	Action points
<p>New Zealand will lead, support, and share research that increases understanding of the interaction between global systems and Antarctica, and advances New Zealand's climate change mitigation and adaptation policies and capability to respond to change. (p. 2)</p> <p>... increase New Zealander's awareness of Antarctic issues and advancing climate change policies and capability to respond, and adapt, to change. (p. 5)</p>	<p>... research is required to:</p> <ul style="list-style-type: none"> • better understand the linked cryosphere-ocean-atmosphere-lithosphere processes regulating the state and behaviour of Antarctic ice-sheets and ice shelves under past, present and future climate conditions • understand processes of ocean-cryosphere interaction and ocean circulation processes beneath ice shelves and connections to ice sheet/shelf behaviour and Southern Ocean processes • inform projections of Antarctica's contribution to regional, New Zealand and global sea level rise • identify thresholds of irreversible ice shelf and/or ice sheet collapse. (pp. 9-10) <p>... research is required to:</p> <ul style="list-style-type: none"> • enhance understanding of cryosphere-ocean-atmosphere interactions, in particular uptake of heat and carbon dioxide in the Southern Ocean and its implications for climate and ecosystems • better understand sea ice distribution and volume and the processes influencing sea-ice formation, drift and decay, to enhance projections of sea-ice changes and improve understanding of the implications of those changes • enhance understanding of the role of sea ice, polynyas and meltwater on controlling the flux of heat, carbon and salt between the ocean-atmosphere and implications for ice sheet stability • improve knowledge of ocean heat transport including how freshwater feedbacks influence melt rates under ice shelves and at grounding lines • better understand past, present and future ocean processes and conditions to provide context for a warming [+2°C] world, testing models and initialising models used to make future projections • improve understanding of atmospheric processes and the implications of changes in those processes for the Ross Sea region and for New Zealand • better understand the connections between ozone recovery, global atmospheric circulation change and Antarctic weather systems (p. 11) <p>... research is required to:</p> <ul style="list-style-type: none"> • better understand biogeographic structuring, processes, genetic biodiversity and biogeochemistry of terrestrial and marine ecosystems and the drivers of variability and change • enhance projections of ecosystem vulnerability and response to changing environmental conditions and direct human pressures • understand the resilience and adaptation of Antarctic species to changing environmental conditions • understand how Antarctic soil, substrates, inland waters, permafrost and the associated microbial communities will respond to changing environmental conditions and the implications of those changes, including for native biodiversity and ecosystems • improve understanding of the risks and implications across all environments of invasion and establishment of non-native species, as well as the risks and implications of human-mediated transfers of native biota • better understand environmental impacts on migratory species including those that breed in or around New Zealand. (pp. 13-14) <p>... research is required to:</p> <ul style="list-style-type: none"> • improve understanding of and reporting on the state of and pressures on Antarctic and Southern Ocean environments, ecosystems, species and values • improve understanding of terrestrial, including inland aquatic, and marine environments and biota at risk of non-native species introduction, climate change and human impacts including contamination and physical disturbance • identify practical solutions to mitigate risks to Antarctic and Southern Ocean environments, ecosystems, species and values and measure the effectiveness of response actions • support the establishment, research, monitoring and management of marine and terrestrial protection mechanisms including Marine Protected Areas and Antarctic Specially Protected Areas • implement research and monitoring programmes that support the delivery of environmental protection and conservation objectives of the Antarctic Treaty system • better understand the populations, dynamics and life habits of harvested marine species, the impacts of harvesting them (including impacts on non-target species) and food webs associated with harvested species • understand how changing oceanic conditions affect harvested species and the implications for managing marine resources in accordance with CCAMLR objectives. (p. 15)

Sector	Department	Title of document	GDS number	Publication date
External Sector	Ministry of Defence	Strategic Defence Policy Statement 2018	GDS16-02	July 2018
External Sector	Ministry of Defence	Defence Capability Plan 2019	GDS16-03	June 2019

Excerpt from GDS	Action points
<p>Climate change is increasing the frequency and intensity of weather extremes such as cyclones, rainfall events, droughts, and flooding from sea level rise. New Zealand is already experiencing the erosion of coastlines and impacts on coastal developments and infrastructure. In the Pacific, climate change is also exacerbating marine water pollution and salinisation of water supplies, agricultural lands and fresh water ecosystems. Rising temperature and acidification of the ocean is beginning to impact on marine and coastal ecosystems important for economic wellbeing and subsistence.</p>	<p>N/A</p>
<p>The dramatic climate effects the Pacific region is facing, stemming from rising temperatures, include continued sea level rise, increased frequency and intensity of extreme weather events such as storm surges, increased intensity of tropical cyclones, and more variable rainfall patterns and prolonged droughts. The implications of these effects include a range of environmental impacts, all of which have flow-on economic, cultural and social consequences. Key implications for New Zealand Defence as a result of climate change will include: An increase in the number of humanitarian assistance and disaster relief operations; An increased likelihood of stability operations; and A larger number of search and rescue missions occurring across a broader geographical area. (p. 16)</p>	<p>N/A</p>

Sector	Department	Title of document	GDS number	Publication date
External Sector	Ministry of Foreign Affairs and Trade	Antarctic and Southern Ocean Research Directions and Priorities 2021-2030 (jointly held between LINZ, MPI, MBIE and MFAT)	GDS18-12	December 2021

Excerpt from GDS	Action points
<p>New Zealand will lead, support, and share research that increases understanding of the interaction between global systems and Antarctica, and advances New Zealand's climate change mitigation and adaptation policies and capability to respond to change. (p. 2)</p> <p>... increase New Zealander's awareness of Antarctic issues and advancing climate change policies and capability to respond, and adapt, to change. (p. 5)</p>	<p>... research is required to:</p> <ul style="list-style-type: none"> • better understand the linked cryosphere-ocean-atmosphere-lithosphere processes regulating the state and behaviour of Antarctic ice-sheets and ice shelves under past, present and future climate conditions • understand processes of ocean-cryosphere interaction and ocean circulation processes beneath ice shelves and connections to ice sheet/shelf behaviour and Southern Ocean processes • inform projections of Antarctica's contribution to regional, New Zealand and global sea level rise • identify thresholds of irreversible ice shelf and/or ice sheet collapse. (pp. 9-10) <p>... research is required to:</p> <ul style="list-style-type: none"> • enhance understanding of cryosphere-ocean-atmosphere interactions, in particular uptake of heat and carbon dioxide in the Southern Ocean and its implications for climate and ecosystems • better understand sea ice distribution and volume and the processes influencing sea-ice formation, drift and decay, to enhance projections of sea-ice changes and improve understanding of the implications of those changes • enhance understanding of the role of sea ice, polynyas and meltwater on controlling the flux of heat, carbon and salt between the ocean-atmosphere and implications for ice sheet stability • improve knowledge of ocean heat transport including how freshwater feedbacks influence melt rates under ice shelves and at grounding lines • better understand past, present and future ocean processes and conditions to provide context for a warming [+2°C] world, testing models and initialising models used to make future projections • improve understanding of atmospheric processes and the implications of changes in those processes for the Ross Sea region and for New Zealand • better understand the connections between ozone recovery, global atmospheric circulation change and Antarctic weather systems (p. 11) <p>... research is required to:</p> <ul style="list-style-type: none"> • better understand biogeographic structuring, processes, genetic biodiversity and biogeochemistry of terrestrial and marine ecosystems and the drivers of variability and change • enhance projections of ecosystem vulnerability and response to changing environmental conditions and direct human pressures • understand the resilience and adaptation of Antarctic species to changing environmental conditions • understand how Antarctic soil, substrates, inland waters, permafrost and the associated microbial communities will respond to changing environmental conditions and the implications of those changes, including for native biodiversity and ecosystems • improve understanding of the risks and implications across all environments of invasion and establishment of non-native species, as well as the risks and implications of human-mediated transfers of native biota • better understand environmental impacts on migratory species including those that breed in or around New Zealand. (pp. 13-14) <p>... research is required to:</p> <ul style="list-style-type: none"> • improve understanding of and reporting on the state of and pressures on Antarctic and Southern Ocean environments, ecosystems, species and values • improve understanding of terrestrial, including inland aquatic, and marine environments and biota at risk of non-native species introduction, climate change and human impacts including contamination and physical disturbance • identify practical solutions to mitigate risks to Antarctic and Southern Ocean environments, ecosystems, species and values and measure the effectiveness of response actions • support the establishment, research, monitoring and management of marine and terrestrial protection mechanisms including Marine Protected Areas and Antarctic Specially Protected Areas • implement research and monitoring programmes that support the delivery of environmental protection and conservation objectives of the Antarctic Treaty system • better understand the populations, dynamics and life habits of harvested marine species, the impacts of harvesting them (including impacts on non-target species) and food webs associated with harvested species • understand how changing oceanic conditions affect harvested species and the implications for managing marine resources in accordance with CCAMLR objectives. (p. 15)

Sector	Department	Title of document	GDS number	Publication date
Social Services and Community Sector	Ministry of Housing and Urban Development	Te Tauākī Kaupapa Here a te Kāwanatanga mō te Whakawhanake Whare, Tāone anō hoki – Government Policy Statement on Housing and Urban Development	GDS20–03	September 2021
Social Services and Community Sector	Ministry of Housing and Urban Development	MAIHI Ka Ora – The National Māori Housing Strategy 2021–2051 (jointly held between HUD and TPK)	GDS20–04	September 2021

Excerpt from GDS	Action points
<p>Changing the way we plan and build homes, towns and cities is critical to meeting our emissions reduction targets and to helping us build resilience and adapt to the impacts of a changing climate. (p. 9)</p> <p>Climate change will have an impact on us all, but it will affect each place and community differently. Some communities are more vulnerable to sea-level rise and coastal inundation than others, and some places have more scope to rapidly reduce their transport emissions than others. (p. 14)</p> <p>Ensure changes to the resource management system support emissions reductions and climate adaptation, for example, by:</p> <ul style="list-style-type: none"> - promoting efficient land use in areas well supported by active and public transport, and away from areas likely to be at risk - enabling spatial planning partnerships that consider the climate change impacts of decisions about urban development and infrastructure. (p. 38) 	<ul style="list-style-type: none"> • Communities are planning, prepared for and adapting to the effects of climate change • Urban design supports reduced emissions (including building material, construction practices and whole of life) and resilience to natural hazards. (p. 22) <p>Ensure buildings are resilient and resource efficient</p> <ul style="list-style-type: none"> • Continue work that seeks to reduce emissions from buildings (for example, through the Building for Climate Change programme), including through adaptive re-use where appropriate. (p. 29) <p>Ensure infrastructure investment and planning support growth and change</p> <ul style="list-style-type: none"> • Integrate government investment at a local level, and support more local government investment in infrastructure that enables urban growth and change that builds climate resilience, reduces emissions, and restores water and air quality. <p>Reduce emissions and support communities to adapt to the effects of climate change</p> <ul style="list-style-type: none"> • Ensure changes to the resource management system support emissions reductions and climate adaptation, for example, by: <ul style="list-style-type: none"> • promoting efficient land use in areas well supported by active and public transport, and away from areas likely to be at risk • enabling spatial planning partnerships that consider the climate change impacts of decisions about urban development and infrastructure • providing for urban design and development that reduces flood pressure and the impacts of increased heat in urban areas • providing a framework that enables us to manage retreat from hazardous areas. • Ensure infrastructure investment supports us to reduce emissions and build resilient homes and places. • Ensure that building and construction practices result in energy efficient buildings constructed from products with low levels of embodied carbon and with low levels of waste. This includes considering the adaptive reuse of buildings where it is a viable option. • Continue to incentivise the minimisation of construction and demolition waste for example, through the re-design of materials and services to enable reuse/recovery, as well as investment into resource recovery services and infrastructure • Improve data and evidence, for example, to better assess the emissions impact of urban development decisions and use this to make informed decisions, to better understand future risk, and to better understand how to adapt to the impacts of climate change. (p. 38)
<p>Ensure that all new Māori housing solutions include energy efficient technologies, are self-sustaining where possible and have minimal impact on the environment. Ensure that housing solutions respond effectively to the current and future impacts of climate change. (p. 36)</p>	<p>Growing Sustainable housing:</p> <p>Ensure that all new Māori housing solutions include energy efficient technologies, are self-sustaining where possible and have minimal impact on the environment.</p> <p>Ensure that housing solutions respond effectively to the current and future impacts of climate change. (p. 36)</p>

Sector	Department	Title of document	GDS number	Publication date
Māori Affairs Sector	Ministry of Māori Development—Te Puni Kōkiri	MAIHI Ka Ora – The National Māori Housing Strategy 2021–2051 (jointly held between HUD and TPK)	GDS22–03	September 2021
Economic Development and Infrastructure Sector	Ministry of Transport	Framework for Shaping our Transport System	GDS24–03	June 2018
Economic Development and Infrastructure Sector	Ministry of Transport	Transport Evidence Base Strategy	GDS24–07	December 2019
Economic Development and Infrastructure Sector	Ministry of Transport	Government Policy Statement on Land Transport 2021/22–2030/31	GDS24–08	September 2020

Excerpt from GDS	Action points
<p>Ensure that all new Māori housing solutions include energy efficient technologies, are self-sustaining where possible and have minimal impact on the environment. Ensure that housing solutions respond effectively to the current and future impacts of climate change. (p. 36)</p>	<p>Growing Sustainable housing: Ensure that all new Māori housing solutions include energy efficient technologies, are self-sustaining where possible and have minimal impact on the environment. Ensure that housing solutions respond effectively to the current and future impacts of climate change. (p. 36)</p>
<p>We know that some risks will increase in the future. In particular, the transport system needs to be prepared for the impacts of climate change. These impacts include increasing threats from sea level rise and storm surges to ports, airports, and low-lying coastal networks; more frequent and severe flooding and rainfall-induced landslips; increased heat buckling of the rail network due to higher temperatures; and stronger winds affecting some roads and ports. (p. 6)</p>	<p>Public transport and active travel modes to improve inclusive access, support healthy and safe people, reduce carbon emissions, and to make urban environments more liveable overall. Public transport and active travel can also support economic prosperity by helping to manage road congestion, increasing foot traffic around local shops, and by encouraging development around transport hubs.</p> <p>Rail and coastal shipping to improve road safety, increase resilience, and to reduce greenhouse gas emissions. These travel modes can also support economic prosperity by improving connectivity, and by helping to manage road congestion. (p. 7)</p>
<p>Transport infrastructure is critical to the operation of the transport system. This topic is about understanding the value of capital stock, nature and extent of New Zealand’s transport infrastructure across all modes, what the return on this investment is, and how to safeguard transport infrastructure from the impacts of climate change. Such information will assist policy and planning to support optimum ongoing investment in transport. (p. 48)</p>	<p>N/A</p>
<p>Like our economy, our transport system is facing long-term challenges caused by rapid growth in our major cities and climate change. (p. 4)</p> <p>Vehicles that run on fuel are the fastest growing source of harmful climate pollution – almost 70% of our total transport emissions. (p. 13)</p> <p>Addressing climate change is a particular challenge that this Government is working to tackle. This GPS reflects the importance of making investment decisions in the transport sector that will help New Zealand towards that goal. (p. 14)</p>	<p>Investment decisions will support the rapid transition to a low carbon transport system, and contribute to a resilient transport sector that reduces harmful emissions, giving effect to the emissions reduction target the Climate Change Commission recommended to Cabinet until emissions budgets are released in 2021.</p> <p>Inclusive access:</p> <p>Mode shift in urban areas from private vehicles to public transport, walking, and cycling will support efforts to reduce emissions. Higher density, mixed use and transit oriented development where people live in closer proximity to where they work, learn and play, will help reduce emissions by making public and active transport more feasible. (p. 22)</p> <ul style="list-style-type: none"> – Waka Kotahi will implement its Sustainability Strategy and Action Plan. – Investment decision-making that supports national commitments on emissions reduction. – Waka Kotahi will undertake relevant actions identified in the National Adaptation Plan. – Shape land use, urban form and street design in a way that reduces car dependency, and makes walking, wheeling, cycling and micro-mobility safe and attractive travel choices to reduce greenhouse gas emissions. This will also contribute to the strategic priorities of Safety and Better Travel Options. (p. 23)

Sector	Department	Title of document	GDS number	Publication date
Economic Development and Infrastructure Sector	Ministry of Transport	Maritime Security Strategy	GDS24-09	December 2020
Economic Development and Infrastructure Sector	Ministry of Transport	Rail Plan	GDS24-10	April 2021
Finance and Government Administration Sector	The Treasury	Thirty Year New Zealand Infrastructure Plan	GDS32-01	August 2015
Finance and Government Administration Sector	The Treasury	He Puna Hao Pātiki – 2018 Investment Statement: Investing for Wellbeing	GDS32-02	March 2018
Finance and Government Administration Sector	The Treasury	He Tirohanga MokoPuna 2021	GDS32-03	September 2021

Excerpt from GDS	Action points
<p>Climate change and in particular, sea-level rise is presenting challenges to the stability of maritime zones, based on UNCLOS rules. As sea levels rise there is a risk that basepoints and features from which maritime zones (e.g. the EEZ) are measured will shift or be inundated. Under current UNCLOS rules, this could mean coastal states' (particularly low-lying island states) maritime zones will shrink or shift. Climate change will also complicate the physical operating environment, for example, creating more challenging ice conditions in parts of the Southern Ocean, and more variable sea states and levels in the littoral zone. Climate change is increasing the demand for New Zealand support to humanitarian assistance and disaster response as the number and severity of extreme weather events increases. Climate migration in the Pacific region has begun on a small scale, mostly internal, but is forecast to increase. These complex disrupters will place added operational pressures on maritime safety and security capabilities. (p. 10)</p>	<p>N/A</p>
<p>... further investments to respond to the climate emergency and decarbonise the transport sector, including further electrification of the NIMT and associated rolling stock ... (p. 28)</p>	<p>... further investments to respond to the climate emergency and decarbonise the transport sector, including further electrification of the NIMT and associated rolling stock ... (p. 28)</p>
<p>Our climate is changing, and our natural resources are under pressure. Rainfall patterns are changing, and sea levels are expected to rise by 30 centimetres by 2050. Flooding is our most frequent natural disaster with an average annual cost of approximately \$51 million. As a country we have a wealth of natural resources, but we are beginning to deplete some of our important natural resources and are reaching limits on some of the crucial inputs such as land and fresh water. These issues raise questions around how we develop and manage our infrastructure – it needs to be resilient to changes over time, and use resources efficiently. (p. 7)</p>	<p>N/A</p>
<p>The climate is changing, with the potential for sea level rise, changes in average weather patterns, and more extreme weather events. Technology constantly changes, potentially rendering some assets obsolete and creating opportunities to deploy quite different assets in the delivery of public services. A strong and resilient balance sheet allows adaptation to these substantial challenges, underscoring the need for ongoing prudent balance sheet management. (p. 4)</p>	<p>N/A</p>
<p>Climate change will impact the fiscal position through both the physical impacts of a changing climate, such as more frequent and severe weather events, and the transition to a net zero emissions economy by 2050. Climate change has started to impact New Zealand today, but the long-run effect is highly uncertain at this stage.</p> <p>More frequent and severe extreme weather events and the gradual increase in temperature and sea levels will have economic and fiscal impacts in the future, which adaptation policy today could reduce. Governments will also face trade-offs when choosing the pace of emissions reduction and the policy levers to achieve it. (p. 5)</p>	<p>N/A</p>

Appendix 5: GDSs in operation that implicitly mention climate change

Sector	Department	Title of document	GDS number	Publication date	Excerpt from GDS
Environment Sector	Department of Conservation	Subantarctic Islands Research Strategy	GDS02-01	May 2005	However, since the declaration of these islands as a World Heritage Area, and given the increasing concern about the effect of exotic species in conjunction with climate change and increasing pressure from tourism, further restrictions on access may be warranted ... (p. 10)
Environment Sector	Department of Conservation	New Zealand sea lion/ rāpoka Threat Management Plan 2017-2022 (jointly held between DOC and MPI)	GDS02-04	July 2017	Success across the New Zealand sea lion range The effects of climate change and fisheries on sea lion nutritional status are better understood. (p. 13)
Environment Sector	Department of Conservation	Government Tourism Strategy (jointly held between DOC and MBIE)	GDS02-06	May 2019	Deepen understanding of the implications for the tourism industry of climate change and the move towards a low-emissions economy (MBIE). (p. 13)
Environment Sector	Department of Conservation	Predator Free 2050 Strategy	GDS02-07	February 2020	Ecosystems more resilient to climate change. (p. 19)
Environment Sector	Department of Conservation	Digital Strategy 2020: Te pae tawhiti whaia kia tata – Navigating to new horizons	GDS02-14	March 2021	Both the public and private sectors are now racing to respond to the significant challenges posed to our societies by climate change and most recently the global COVID-19 pandemic. (p. 8)
Environment Sector	Department of Conservation	Hector's and Māui Dolphin Threat Management Plan 2020	GDS02-15	December 2021	Other human-induced threats to these dolphins include: • climate change (p. 3)
Finance and Government Administration Sector	Department of Internal Affairs	Archives 2057 Strategy	GDS04-02	May 2017	As we move towards 2057, there will be global conflicts; climate change impacts; changing migration patterns and challenges for the New Zealand economy to maintain living standards with an aged population. (p. 9)
Finance and Government Administration Sector	Department of Internal Affairs	Strategy for a Digital Public Service	GDS04-06	March 2020	Challenges such as climate change, mental health, poverty and family violence are more interconnected and often outside the mandate of any one agency to fix. (p. 12)

Sector	Department	Title of document	GDS number	Publication date	Excerpt from GDS
Finance and Government Administration Sector	Department of Internal Affairs	Three Waters Reform Programme	GDS04-07	July 2020	Increasing resilience of three waters service provision to both short and long-term risks and events, particularly climate change and natural hazards. (p. 1)
Finance and Government Administration Sector	Department of Internal Affairs	Regulatory Services Group Strategy 2021-2026	GDS04-08	July 2021	Examples such as cyber threats, artificial intelligence, climate change and extreme societal injustices present new types of challenge. (p. 2)
Finance and Government Administration Sector	Department of the Prime Minister and Cabinet	Child and Youth Wellbeing Strategy 2019	GDS05-03	August 2019	Youth voices and action have recently placed a spotlight on the importance of addressing climate change and environmental issues. (p. 56)
Primary Sector	Land Information New Zealand	Regulatory Stewardship Strategy	GDS09-06	August 2018	The effects of climate change and other environmental issues are becoming more apparent, and are driving how some consumers exercise their purchasing power. (p. 6)
Primary Sector	Ministry for Primary Industries	Harvest Strategy Standard for New Zealand Fisheries	GDS12-02	October 2008	Fixed exploitation rate strategies for coping with effects of climate change. [Journal article title]
Primary Sector	Ministry for Primary Industries	Biosecurity 2025 Direction Statement	GDS12-08	November 2016	CLIMATE CHANGE alters risks posed to New Zealand by pests and diseases, and risks coming from our trading partners. (p. 4)
Primary Sector	Ministry for Primary Industries	New Zealand sea lion/ rāpoka Threat Management Plan 2017-2022 (jointly held between DOC and MPI)	GDS12-10	July 2017	Success across the New Zealand sea lion range The effects of climate change and fisheries on sea lion nutritional status are better understood. (p. 13)
Primary Sector	Ministry for Primary Industries	Essential Freshwater (jointly held between MPI and MfE)	GDS12-11	October 2018	Provide for flexibility and adaptability so that as knowledge and technology evolve and the climate changes, policy settings and rules can adapt. (p. 20)
Primary Sector	Ministry for Primary Industries	Food Safety 2019-2024	GDS12-14	November 2019	Global considerations such as climate change, food security and sustainability are resulting in new challenges for regulatory systems. (p. 5)

Sector	Department	Title of document	GDS number	Publication date	Excerpt from GDS
Environment Sector	Ministry for the Environment	National Implementation Plan Under the Stockholm Convention on Persistent Organic Pollutants	GDS13-02	December, 2006	The GEF's current funding mandate covers ozone depletion, climate change, international waters and biodiversity, land degradation and, most recently, POPs. (p. 33)
Environment Sector	Ministry for the Environment	Essential Freshwater (jointly held between MPI and MfE)	GDS13-07	October 2018	Provide for flexibility and adaptability so that as knowledge and technology evolve and the climate changes, policy settings and rules can adapt. (p. 20)
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	National Statement of Science Investment 2015-2025	GDS15-09	October 2015	Our current livelihoods are also particularly vulnerable to environmental shocks (eg biosecurity breaches, geological events, changes in climate), as well as economic shocks. (p. 4)
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	Government Tourism Strategy (jointly held between DOC and MBIE)	GDS15-14	May 2019	Deepen understanding of the implications for the tourism industry of climate change and the move towards a low-emissions economy (MBIE). (p. 13)
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	Health Research Strategy 2017-2027 (jointly held between MoH and MBIE)	GDS15-11	June 2017	New, emerging and increasing threats to human health, such as climate change, infectious diseases, antimicrobial resistance and mental health, are demanding more from health research. (p. 35)
Education and Workforce Sector	Ministry of Education	International Education Strategy – He Rautaki Mātauranga A Ao 2018-2030	GDS17-03	August 2018	We need to be global citizens so that we can tackle global issues of the 21st century, such as sustainability, globalisation and climate change. (p. 22)
Education and Workforce Sector	Ministry of Education	Action Plan for Pacific Education 2020-2030	GDS17-06	July 2020	Celebrate and value Pacific success in learning environments, including community contributions that are relevant such as Pacific youth fighting climate change. (p. 32)
External Sector	Ministry of Foreign Affairs and Trade	Opening Doors to China: New Zealand's 2015 Vision	GDS18-01	February 2012	China is increasingly active in international rule-setting and practices in areas as diverse as international trade and finance, climate change, fisheries, aid and the future regional architecture of Asia. (p. 17)

Sector	Department	Title of document	GDS number	Publication date	Excerpt from GDS
External Sector	Ministry of Foreign Affairs and Trade	Trade Recovery Strategy	GDS18-08	June 2020	New Zealand will continue to pursue new 'plurilateral' negotiations to retain as much of the rules-based system as possible. The Digital Economy Partnership Agreement (DEPA) and the Agreement on Climate Change, Trade and Sustainability (ACCTS) are examples of this. (p. 4)
External Sector	Ministry of Foreign Affairs and Trade	Child & Youth Well-Being Strategic Action Plan 2021-2025	GDS18-10	May 2021	Priority policy areas are: <ul style="list-style-type: none"> • Climate change and adaptation (p. 2)
External Sector	Ministry of Foreign Affairs and Trade	Human Rights Strategic Action Plan for International Development Cooperation 2021-2025	GDS18-11	October 2021	In times of crises: COVID-19, climate change, conflict, and other humanitarian emergencies, have a disproportionate impact on the human rights of those already most at risk of being left behind. (p. 1)
Health Sector	Ministry of Health	He Korowai Oranga – Māori Health Strategy	GDS19-17	June 2014	Dealing with the impact of climate change on health is also a focus for the future. (p. 6)
Health Sector	Ministry of Health	Health Research Strategy 2017-2027 (jointly held between MoH and MBIE)	GDS19-26	June 2017	New, emerging and increasing threats to human health, such as climate change, infectious diseases, antimicrobial resistance and mental health, are demanding more from health research. (p. 35)
Health Sector	Ministry of Health	Kia Manawanui Aotearoa – Long-term pathway to mental wellbeing	GDS19-44	August 2021	Dealing with the impact of climate change on mental wellbeing is also a focus for wai ora. (p. 22)
Social Services and Community Sector	Ministry of Social Development	Better Late Life – He Oranga Kaumātua 2019 to 2034 – Super Seniors	GDS23-08	November 2019	The impacts of climate change and natural disasters such as earthquakes may affect older people in a number of ways. Some older people living in coastal communities could be at risk from rising sea levels and coastal erosion, as well as increased flooding in some areas. (p. 9)

Appendix 6: GDSs in operation that explicitly mention poverty

Sector	Department	Name of document	GDS Number	Publication date
Finance and Government Administration Sector	Department of the Prime Minister and Cabinet	National Disaster Resilience Strategy – Rautaki ā-Motu Manawaroa Aituā	GDS05-01	April 2019
Finance and Government Administration Sector	Department of the Prime Minister and Cabinet	Child and Youth Wellbeing Strategy 2019	GDS05-03	August 2019
External Sector	Ministry of Foreign Affairs and Trade	Child & Youth Well-Being Strategic Action Plan 2021-2025	GDS18-10	May 2021

Excerpt copied from GDS	Action points
<p>Addressing these components of risk requires us to identify the underlying drivers of risk, which can include: economic factors, urban and rural development choices and practices, degradation of the environment, poverty and inequality, and climate change. These, and a myriad of other factors, all create and exacerbate conditions of hazard, exposure and vulnerability. Addressing these underlying risk drivers, and building our capacity to manage them, will reduce disaster risk, lessen impacts if they do happen, and, consequently, maintain development and growth. (p. 14)</p> <p>Some of our people still suffer considerable poverty, social deprivation, and/or health issues that limit wellbeing, quality of life, and resilience. (p. 45)</p>	<p>N/A</p>
<p>Our recent Wellbeing Budget and current work across government is targeted at addressing child poverty, family violence, and inadequate housing, and improving early years, learning support and mental wellbeing for children, young people and their families and whānau. (p. 3)</p> <p>Nearly a quarter of New Zealand’s children and young people (up to 250,000) are growing up in households considered to be in poverty, when the cost of housing is taken into account. (p. 12)</p> <p>Addressing social challenges, including poverty, low incomes, low quality or overcrowded housing and their resulting health impacts, is critical to the wellbeing of Pacific Peoples. (p. 14)</p>	<ul style="list-style-type: none"> – Support parents, caregivers, families and whānau. Government is extending paid parental leave, expanding Whānau Ora, and launching a nurse-led family partnership prototype. It is developing new models of intensive intervention and early intervention to prevent children and young people entering State care. – Prevent harm and abuse. A national strategy and action plan to eliminate family violence and sexual violence is being developed by the Government in partnership with the sector, Māori and other stakeholders. Government has committed funding to a range of initiatives focused on preventing and mitigating harm to specific communities. A cross-agency work programme for the prevention of online child sexual exploitation and abuse is also being developed. – Support victims and their families and whānau. There are a range of initiatives to improve access to services and the quality of support for victims and their families and whānau, including services designed for children and youth, and kaupapa Māori services. Improvements to the criminal justice process will better support victims of sexual violence. – Improve the quality of State care. Oranga Tamariki has received funding to improve the quality of care and support for children and young people in State care, and their caregivers, and to improve outcomes for Māori in its services. Development of an Oranga Tamariki Action Plan will set out how agencies will work collectively to achieve wellbeing outcomes for children and young people of interest to Oranga Tamariki. (p. 37)
<ul style="list-style-type: none"> • COVID-19 has the potential to have lifelong effects on children’s lives. Interrupted and arrested learning will have serious inter-generational impact on poverty. • Young people now face poorer prospects for better jobs and career opportunities, higher risk of job and income loss, and rapidly risk falling below poverty lines. (p. 1) 	<p>Healthy, safe, supported and learning: Partnership with Save the Children New Zealand to deliver holistic support for children in the Pacific and South-East Asia to reduce violence against children, reduce child poverty, and build resilience (safe schools). (p. 1)</p>

Sector	Department	Name of document	GDS Number	Publication date
Health Sector	Ministry of Health	Kia Manawanui Aotearoa – Long-term pathway to mental wellbeing	GDS19-44	August 2021
Social Services and Community Sector	Ministry of Housing and Urban Development	Te Tauākī Kaupapa Here a te Kāwanatanga mō te Whakawhanake Whare, Tāone anō hoki – Government Policy Statement on Housing and Urban Development	GDS20-03	September 2021
Social Services and Community Sector	Ministry of Social Development	E Tū Whānau Mahere Rautaki: Framework for Change 2019-2024	GDS23-12	June 2020
Finance and Government Administration Sector	The Treasury	He Tirohanga Mokopuna 2021 – Combined Statement on the Long-term Fiscal Position and Long-term Insights Briefing	GDS32-03	September 2021

Excerpt copied from GDS	Action points
<p>While there are many ways in which these determinants can affect mental wellbeing, a single underlying factor is exclusion. In Aotearoa, exclusion can be the result of factors such as colonisation, racism and discrimination, monoculturalism, social isolation, poverty, trauma, adverse childhood experiences, disabilities, stigma associated with mental health challenges or the potential legal consequences of some substance use. (p. 26)</p>	<p>N/A</p>
<p>Addressing housing affordability, quality and security of tenure is essential to reducing child poverty and improving child and youth wellbeing. Housing costs are a significant barrier to achieving our child poverty reduction targets, and moving home frequently and unexpectedly can have a negative impact on children’s health, educational achievement and social development. Effectively addressing child and youth wellbeing outcomes will requires us to take a broader whānau-centred approach to address the drivers of child poverty and poor wellbeing outcomes. (p. 9)</p>	<p>Support the Government’s ambition to reduce child poverty by sustaining tenancies and preventing and reducing homelessness. (p. 50)</p>
<p>• Poverty and economic inequalities and inequities</p> <ul style="list-style-type: none"> • for example inequitable access to education, employment, income and housing (all essential for wellbeing). Māori are overrepresented in all data for economic disparity, often as a symptom of institutional discrimination and un-responsiveness ... (p. 24) 	<p>N/A</p>
<p>• Socioeconomic factors: wider determinants of health and wellbeing can affect health costs such as poverty, housing, employment and social support systems. (p. 50)</p> <p>Changing patterns of home ownership are likely to add to concerns around old age poverty as we see an increase in the number of people not owning their own home. Given this, more people are likely to find NZS insufficient to live on if they are renting. This will disproportionately impact those on low incomes throughout their working life. (p. 61)</p>	<p>N/A</p>

Appendix 7: GDSs in operation that implicitly mention poverty

Sector	Department	Name of document	GDS Number	Publication date	Excerpt copied from GDS
Justice Sector	Department of Corrections	Women's Strategy 2021-2025 – Wāhine – E rere ana ki te pae hou	GDS03-05	October 2021	Factors such as poverty, peer influences, parental neglect, families with criminal associations, and impulsive personality traits continue to affect both men and women who offend. (p. 6)
Finance and Government Administration Sector	Department of Internal Affairs	Digital Inclusion Blueprint – Te Mahere mō te Whakaurunga Matihiko	GDS04-03	March 2019	Some people face multiple barriers, amplifying the effects of not being digitally included. Barriers to digital inclusion are often linked to underlying issues, like poverty and inequality. (p. 11)
Finance and Government Administration Sector	Department of Internal Affairs	Strategy for a Digital Public Service	GDS04-06	March 2020	Challenges such as climate change, mental health, poverty and family violence are more interconnected and often outside the mandate of any one agency to fix. (p. 12)
Primary Sector	Land Information New Zealand	Regulatory Stewardship Strategy	GDS09-06	August 2018	Social issues such as income and wealth inequality, housing affordability and access, and poverty are all priorities for the Government. (p. 6)
Environment Sector	Ministry for the Environment	National Implementation Plan Under the Stockholm Convention on Persistent Organic Pollutants	GDS13-02	December 2006	NZAID places a high priority on developing countries' requests for capacity building in environmental management and has recently developed a policy to guide environmental assistance activities within the Agency's overall poverty elimination mandate. (p. 32)
Environment Sector	Ministry for the Environment	Te hau mārohi ki anamata – Transitioning to a low-emissions and climate-resilient future	GDS13-10	November 2021	every household can meet its material needs, in turn reducing child poverty (p. 8)

Sector	Department	Name of document	GDS Number	Publication date	Excerpt copied from GDS
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	Combatting Modern Forms of Slavery 2020-25	GDS15-22	December 2020	Factors can include: poverty; gender; age, geographic and social isolation; lack of education; language or other communication barriers; cultural norms (for example, views on positions of rank or authority); and a lack of knowledge or understanding of the law. (p. 2)
External Sector	Ministry of Defence	Defence White Paper 2016	GDS16-01	June 2016	The vast increase in wealth associated with globalisation has lifted hundreds of millions of people out of poverty. (p. 26)
Education and Workforce Sector	Ministry of Education	International Education Strategy – He Rautaki Mātauranga A Ao 2018–2030	GDS17-03	August 2018	Our priority is to move towards a low-carbon economy, with a strong diversified export base, that delivers decent jobs with higher wages and reduces inequality and poverty. (p. 17)
External Sector	Ministry of Foreign Affairs and Trade	Opening Doors to China: New Zealand’s 2015 Vision	GDS18-01	February 2012	Between 1978 and 2005, China’s economy more than quadrupled in size, and 300 million of its vast population of 1.3 billion people were lifted from absolute poverty. (p. 6)
External Sector	Ministry of Foreign Affairs and Trade	Gender Action Plan 2021–2025	GDS18-09	January 2021	Build capacity to systematise social protection measures that prevent poverty and build resilience for women and girls. (p. 2)
External Sector	Ministry of Foreign Affairs and Trade	Human Rights Strategic Action Plan for International Development Cooperation 2021–2025	GDS18-11	October 2021	The key challenges to the full realisation of human rights for all are poverty, inequality, and marginalisation. (p. 1)
Health Sector	Ministry of Health	‘Ala Mo’ui – Pathways to Pacific Health and Wellbeing 2014–2018	GDS19-16	June 2014	In the wider Pacific Island region, we want to continue to contribute to initiatives that seek to foster economic development, eliminate poverty and improve educational outcomes for Pacific peoples. (p. 24)

Sector	Department	Name of document	GDS Number	Publication date	Excerpt copied from GDS
Health Sector	Ministry of Health	He Korowai Oranga – Māori Health Strategy	GDS19-17	June 2014	Wai ora is closely linked to the traditional realms of public health. It also reminds us that addressing the determinants of health, including poverty and education, is essential to improving outcomes for Māori. (p. 3)
Health Sector	Ministry of Health	Whāia Te Ao Mārama 2018 to 2022 – The Māori Disability Action Plan	GDS19-29	March 2018	The New Zealand Disability Survey indicates that social and economic factors contribute to poorer disability outcomes for Māori, including from lower income and poverty, higher unemployment and lack of education. (p. 4)
Health Sector	Ministry of Health	Mental Health and Addiction Workforce Action Plan 2017-2021	GDS19-31	April 2018	Issues such as discrimination, misuse of alcohol and drugs, poverty, unemployment, abuse and family violence are barriers to good mental health and wellbeing and must be addressed along with providing accessible, high-quality, effective support for people who are mentally unwell. (p. 9)
Health Sector	Ministry of Health	Strategy to Prevent and Minimise Gambling Harm 2019-20 to 2021-22	GDS19-34	June 2019	For example, income inequality (poverty) has been shown to be strongly associated with differences in health outcomes, including gambling ... (p. 18) The Ministry also recognises the role Māori women have as the cornerstone of Whānau Ora and the likely implications of this for the wellbeing of rangatahi and tamariki, in particular regarding issues such as child poverty and access to sufficient safe, nutritious food. (p. 22)
Health Sector	Ministry of Health	COVID-19: Kia Kaha, Kia Māia, Kia Ora Aotearoa – Psychological and Mental Wellbeing Plan	GDS19-43	December 2020	Populations that are already experiencing hardship or poverty are more susceptible to job loss, reduced household income, and housing instability. (p. 17)

Sector	Department	Name of document	GDS Number	Publication date	Excerpt copied from GDS
Health Sector	Ministry of Health	Data and Information Strategy for Health and Disability – He Rautaki Raraunga, He Rautaki Pārongo mō te Pūnaha Hauora, Whaikaha hoki	GDS19–46	November 2021	Inequities in health outcomes are prevalent in many specific population groups within New Zealand, including Pacific peoples, disabled people and people living in poverty. (p. 24)
Health Sector	Ministry of Health	Smokefree Aotearoa 2025 Action Plan	GDS19–48	December 2021	Māori health inequities are influenced by a wide range of factors, including income and poverty, employment, education and housing – we call these the social determinants of health. (p. 32)
Social Services and Community Sector	Ministry of Social Development	Youth Development Strategy Aotearoa	GDS23–01	January 2002	Multiple problems or disadvantages in the family, including poor accommodation, mental health problems, unemployment, violence, addiction, crime and poverty. (p. 21)
Social Services and Community Sector	Ministry of Social Development	Employment and Social Outcomes Investment Strategy	GDS23–03	October 2018	The priority would also clearly support the Government’s focus on reducing child poverty and lifting child wellbeing. (p. 20)
Social Services and Community Sector	Ministry of Social Development	Family Violence Funding Approach	GDS23–06	July 2019	We also know that victimisation is likely to occur in families that experience other social issues, such as poverty or material deprivation, substance abuse and low educational achievement. (p.6)
Social Services and Community Sector	Ministry of Social Development	Better Late Life – He Oranga Kaumātua 2019 to 2034 – Super Seniors	GDS23–08	November 2019	Based on current trends such as reducing home ownership, increasing financial hardship amongst those aged 50–64, and the projected increase in the number of people aged 65+, there is a risk of more older people experiencing poverty and needing some assistance alongside NZ Super. (p. 20)
Social Services and Community Sector	Ministry of Social Development	Campaign for Action on Family Violence: Framework for change 2019–2023	GDS23–11	June 2020	Address poverty, economic stress and inequality, and unemployment . (p.39)

Sector	Department	Name of document	GDS Number	Publication date	Excerpt copied from GDS
Social Services and Community Sector	Ministry of Social Development	Pathways for Change 2019–2023	GDS23–13	June 2020	Reducing child poverty and improving child wellbeing, including addressing family violence. (p. 18)
Social Services and Community Sector	Ministry of Social Development	Youth Plan 2020–2022	GDS23–16	July 2020	The impacts of COVID-19 are likely to amplify some of the issues that currently impact these groups, including colonisation, racism and discrimination, poverty, homelessness, identity not being accepted, higher rates of mental distress and increased likelihood of not being in education, employment or training. (p. 7)
Social Services and Community Sector	Oranga Tamariki – Ministry for Children	Youth Justice Work Programme 2013–2023 (previously called Youth Crime Action Plan)	GDS27–02	October 2013	This is particularly important for children and young people who live in communities in which poverty, high rates of crime and violence, and easy access to drugs and alcohol are common (p. 12)
Finance and Government Administration Sector	The Treasury	He Puna Hao Pātiki – 2018 Investment Statement: Investing for Wellbeing	GDS32–02	March 2018	TEIs are an enabler of success and participation in society. International evidence demonstrates that tertiary education leads to higher incomes, reduced crime and poverty rates, greater participation in civic society and less reliance on welfare. (p. 123)

Endnotes

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