

Working Paper 2022/08

Analysis of Poverty

in Government Department Strategies
as at 31 December 2021

Title	<i>Working Paper 2022/08 – Analysis of Poverty in Government Department Strategies as at 31 December 2021</i>
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1.0 Introduction

1.1 Purpose

Government department strategies (GDSs) assist government departments in carrying out their roles by providing continuity despite 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.

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

The purpose of *Working Paper 2022/08 – Analysis of Poverty in Government Department Strategies as at 31 December 2021* is to understand and report on the extent to which poverty is being discussed in the GDSs in operation as at 31 December 2021. The working paper includes two appendices:

- Appendix 1: GDSs in operation that explicitly mention poverty [7]
- Appendix 2: GDSs in operation that implicitly mention poverty [29]

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: The 2021 GDS Index publications

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

2.0 Methodology

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

2.1 Method

The method includes the following four stages:

Stage 1: Using the advanced search tool in Adobe Acrobat and *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021* as a reference, the Institute searched each GDS’s PDF for the word ‘poverty’. We found a total of 36 GDSs containing the word ‘poverty’.

Stage 2: Text from the 36 GDSs that discussed poverty was copied into an Excel document and then sorted by whether the GDS discussed poverty explicitly or implicitly:

- Explicit – a detailed mention of poverty with discussion of possible impacts on the department’s approach. There were 7 GDSs that explicitly mentioned poverty; see Appendix 1: GDSs in operation that explicitly mention poverty [7].
- Implicit – a minimal mention of poverty with little discussion of impact on the department’s approach. There were 29 GDSs that implicitly mentioned poverty; see Appendix 2: GDSs in operation that implicitly mention poverty [29].

Stage 3: The 7 GDSs that explicitly mentioned poverty were then analysed in terms of actions that were stated in each GDS. The Institute’s summary of these ‘action points’ is shown in the last column of Appendix 1: GDSs in operation that explicitly mention poverty [7].

- Action point – an action that can be sufficiently defined to be clearly identifiable and able to be ticked off when completed. It should ideally have a cost, the name of the responsible organisation, and an expected date of completion. Alternatively, instead of a date, it could describe what completion would look like (i.e. specifying when one or a number of goals have been achieved, e.g. zero by 2050). Given the general lack of clarity in the dialogue in the 7 GDSs, the Institute has taken a generous interpretation of action points. The aim is to illustrate the size of the systemic problem that we, as a country, face.

Stage 4: All strategies were then assessed and grouped in terms of (i) departments and (ii) government sectors. This led to the strategy wheels in Section 4.4.

2.2 Criteria

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

Criteria

A GDS 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 (the strategy) 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,
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.

2.3 Limitations and acknowledgements

1. Double counting

The figure of 221 GDSs double-counts those GDSs that are jointly owned by more than one department. This means, for example, a strategy that is owned and used by three different departments is counted three times in the total of 221.

2. Scope

The Institute acknowledges that GDSs are not the only instruments used by government to bring about change. Three that have been excluded from this research are discussed below.

- **Government priorities:** 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. These instruments highlight a set of priorities to help drive public expenditure and wider public policy. The government priorities fail to meet the second criterion that determines a GDS, in that it is not generated by a government department.

- **Legislating to Drive Action to Reduce Child Poverty Cabinet Paper:** Cabinet can issue strategy documents independent of government departments. An example of such an instrument is the *Legislating to Drive Action to Reduce Child Poverty* [CBC-17-MIN-0048] Cabinet Paper.¹ This agreed to 'legislate for a framework with the overarching purpose of achieving a sustainable and significant reduction in child poverty by encouraging: a focus on child poverty across government and society more generally; a commitment to action on the part of government; political accountability for results against published targets; transparency on levels of child poverty in New Zealand; it agreed that under this legislative framework, the government be required to; establish longer-term and intermediate child poverty targets for a set of four "primary measures"; monitor and report progress towards those targets, as well as for a set of six "supplementary measures", on a regular basis; develop a strategy to improve children's wellbeing and reduce child poverty'. These types of strategy documents are rare. They are often issued as a Cabinet Minute and are proactively released.
- **Labour Government's manifesto:** A few instruments guide goals and decision-making from outside of government. One prominent example is the Labour Government's 2020 election manifesto.² The manifesto fails to meet the second criterion that determines a GDS, in that it is not generated by a government department.

3. Transparency and accountability

The Institute believes that departments should aspire to a higher level of transparency over strategy development and implementation than Cabinet. This is because Cabinet will be voted out if it is not effective, but government officials have no direct cause-and-effect relationship with the public. Instead, departments are designated public funds (through the vote) to spend on effective public policy. If their public policy is not effective, there are currently very few checks and balances to ensure the approach and actions are measurable and progress is able to be reviewed. For these reasons, a higher level of transparency and accountability is required than at present. The *GDS Index* is the Institute's proposed solution to this significant public policy failure.

4. Action points

It is important to acknowledge that not all strategy documents require action points. This is because it is possible to separate 'an approach' (the strategy) from 'a plan' (containing action points). In practice, this could simply be a statement that the department will develop a plan (or set of action points) to achieve the strategy within a certain time frame. From a public good perspective, clearly as much information as possible on how the strategy will be implemented is good practice, as it enables the public to understand, test, collaborate and review the intentions of the department and later its success in implementing the strategy. This also ensures an opportunity for future policy analysts, politicians and interested parties to learn the lessons of what has worked and what has not. For these reasons, the Institute assumes some form of high-level key action points should be included in a strategy document to illustrate the cause-and-effect relationship that is necessary to bring about change.

5. Social Investment Unit

Established in March 2016, the Social Investment Unit was created as an independent, cross-agency unit with the aim of embedding and advancing the National-led Government's social investment approach across the social sector.³ Mandated until June 2017, it was short-lived and was replaced by the Social Investment Agency the following month after the change of government.⁴

3.0 Insights from the Institute's existing research project: TacklingPovertyNZ

3.1 TacklingPovertyNZ

Narratives of poverty often revert to discussions about a lack of individual wealth or income. They do not generally discuss the impact of poverty on families and communities, nor do they reveal what success looks and feels like for different people and groups. This is exactly the gap that effective GDSs could fill.

In 2016, the Institute hosted *TacklingPovertyNZ* – a one-day workshop tour that aimed to build and share ideas on how to tackle poverty in five districts.⁵ The Institute asked participants at the workshops to develop specific, actionable suggestions on how they would address poverty in their area. A blank-canvas approach was taken, chronicling dialogue rather than prescribing outcomes. The main outputs of the workshop were to:

- connect like-minded people in communities;
- share proven, effective ways of tackling poverty;
- encourage innovative ways of tackling poverty and support the testing of these ideas in local communities;
- facilitate collaboration and networking between service providers, businesses, communities, individuals, NGOs, and local and national government;
- analyse and publish the lists of the 'hows' generated by workshop participants;
- invite feedback from the communities as well as other interested parties; and
- contribute to a national conversation about how to tackle poverty in Aotearoa New Zealand.

3.1.1 Sustaining and Empowering Factors Framework

Participants expressed not just a strong desire to tackle poverty, but a desire to eliminate poverty entirely. The participants were not just talking about short-term survival and security; they wanted to find durable ways to enable people to escape the cycle of poverty. Therefore, two strategies are needed: a strategy to help people get out of poverty and a strategy to enable people to stay out of poverty.

Following this observation, the Sustaining and Empowering Factors Framework was created (see Figure 1). The framework was developed from the ideas shared by workshop participants on how they would tackle poverty and connect individuals, families and communities with their dreams and ambitions.

Figure 1: Sustaining and Empowering Factors Framework⁶

Sustaining factors / Tohu Toitū		Empowering factors / Tohu Whakama	
Factor I: Survival / Oranga Providing emergency products and services for survival.		Factor IV: Self-determining communities / Hapori Motuhake Providing social infrastructure to meet specific community needs.	
1.	Food [5]*	18.	Resource allocation [4]
2.	Clothing and shoes [2]	19.	Community decision making [4]
3.	Bedding [2]	20.	Curriculum, teachers and students [15]
4.	Shelter (emergency housing) [10]	21.	Harmful products and services [7]
5.	Accessibility [2]	22.	Social infrastructure [22]
Factor II: Security / Tāmau Providing a sense of short-term security.		23.	Community projects [4]
6.	Security of income [20]	24.	Medical services [6]
7.	Security of place (social housing) [6]	25.	Home ownership, rentals and shared housing (affordable housing) [14]
8.	Security of health [24]	26.	Culture of care [5]
9.	Security of transport and technology [9]	27.	Grandparents raising grandchildren [3]
Factor III: Self-determining individuals / Tangata Motuhake Providing skills and tools for individuals to live the life they want.		28.	Financial assistance and tax systems [8]
10.	Employment literacy [5]	29.	Local economy [8]
11.	Education literacy [13]	30.	Explore innovative ways to package debt [4]
12.	Health literacy [12]	Factor V: Self-determining nation / Iwi Motuhake Providing a strategic approach that optimises both public good and economic enterprise.	
13.	Financial literacy [9]	31.	Central government strategy to tackle poverty [5]
14.	Transportation literacy [4]	32.	Mental health services review [1]
15.	Technological literacy [2]	33.	Think Tank: takahanga tuatahi – The first footsteps [1]
16.	Civic literacy [38]		
17.	Housing literacy [2]		

Sustaining factors relate to an individual’s short-term survival and security needs. The aim is to deliver essential products and services to the right people at the right time to quickly move them from the sustaining stage into the empowering stage. The range of products and services are quite small in number and can be standardised and even centralised.

Empowering factors relate to the empowerment of an individual, community or nation. They are the factors that help people to stay out of poverty. To move a person out of poverty and keep them out of poverty requires a relationship to be developed over a long period of time. The individual needs secure employment, and personalised care and guidance, and providers need to have both time and a high level of expertise (i.e. in their specialist area and in how to navigate the system). Unlike sustaining factors, empowering factors cannot be managed centrally, as empowering factors are unique for each individual.

The Sustaining and Empowering Factors Framework suggests there are two distinct but complementary ways to tackle poverty – both are necessary, but they demand different processes and management systems to bring about change. For example, sustaining factors are expensive in terms of resources while empowering factors are expensive in terms of human capital.

Figure 2 (overleaf) reveals differences between communities, particularly when looking more in-depth at the sub-factors of each area. For example:⁷

- Participants in the Queenstown workshop overwhelmingly identified empowering factors such as resource allocation and financial assistance as the most prominent challenges facing their community.
- Participants in the Manawatū and Gisborne workshops acknowledged empowering factors and sustaining factors, such as health and income security, as equally important.
- Although security factors were considered to be undersupplied in all areas, Kaitāia identified security of transport and technology (Sub-factor 9) as their main short-term security dilemma. This was true to a lesser extent in Gisborne and Kaikohe, whereas Manawatū and Queenstown need more security of place through social housing (Sub-factor 7).

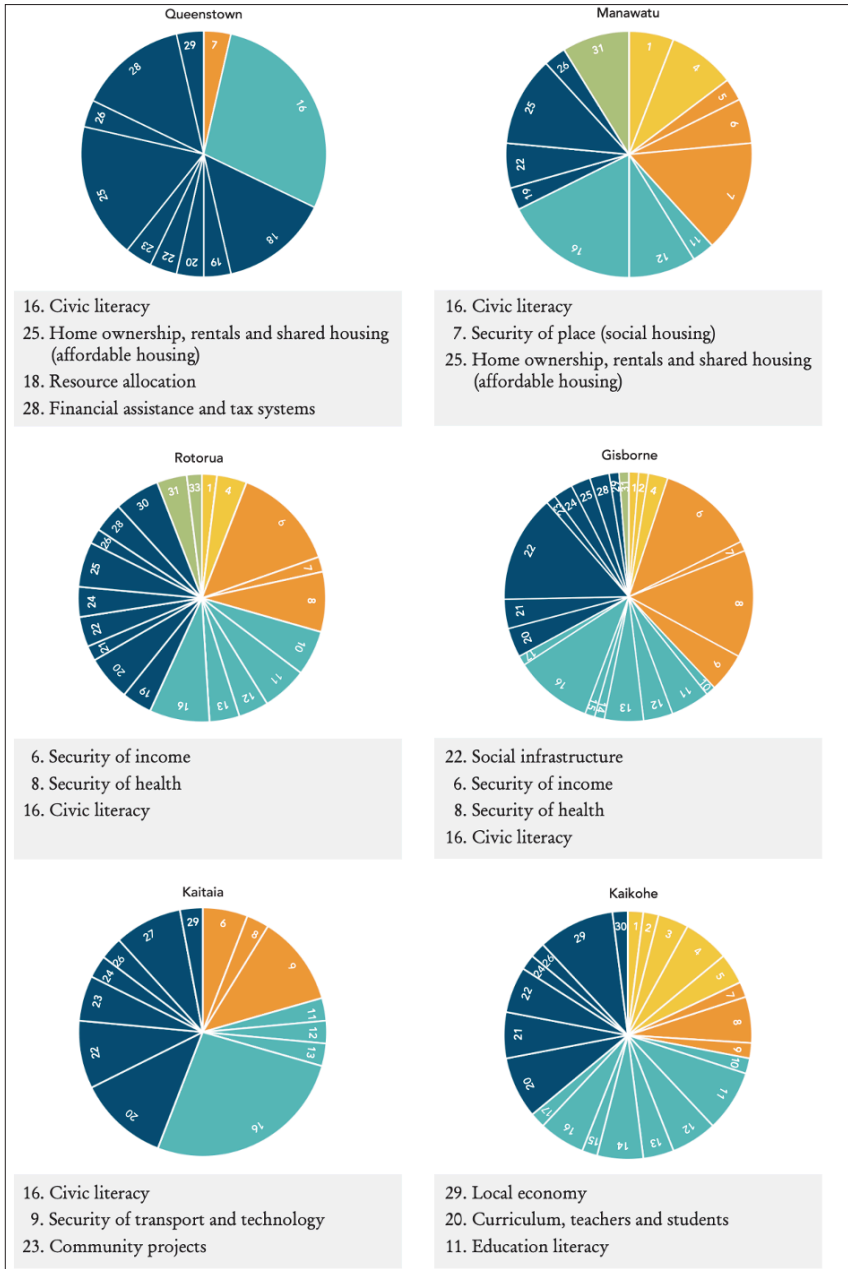
- Although Kaitāia and Kaikohe are just over an hour apart by car and both identified sustaining factors as an integral part of their communities, they have very different needs.
- Participants in Kaikohe specifically identified that basic survival needs such as food, bedding and shelter were of crucial importance.
- By contrast, Kaitāia, like Queenstown, has very little need for survival factors (illustrated by the yellow segments). This resonated with what we were told in Kaitāia, such as there being over 40 providers on the main street dealing with basic needs (e.g. food, clothing, bedding etc.).
- Gisborne, Manawatū and Rotorua were the only areas that included Factor V: Self-determining nation (illustrated by the green segments in the pie chart). Many effective initiatives are already in place in these communities, so the inclusion of this factor was arguably a call to central government to contribute to their efforts in a significant and timely manner.

The conclusions of the workshops were incredibly diverse and at times starkly contrasting. Of the five areas visited, each exhibited a very different understanding of poverty in their communities. In a similar vein, every community identified an array of challenges and concerns unique to their local area. The results highlighted two of the Institute's assumptions underpinning the workshops: that poverty does not need to be universally defined or measured in order to be tackled, and that one size does not fit all in terms of solutions to poverty. The comparisons demonstrate that, while communities may share a common desire to eliminate poverty, it is important to differentiate and understand the unique complexities that each area must tackle.⁸

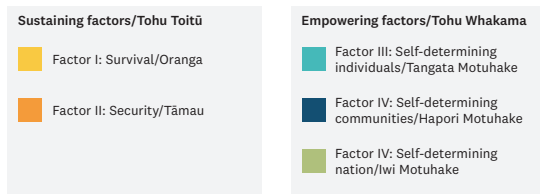
From travelling the country, it was clear that experiences of poverty exist on a continuum. At one end is Queenstown, which is just beginning to see the first signs of poverty and is wondering what this is and what it means going forward. The other end of the continuum is the Far North, where the 'hows' were discussed in terms of embedded poverty and were accompanied by less hope of finding a way out of it. In between were the areas of Manawatū, Rotorua and Gisborne. These communities, through discussing the 'hows', revealed a shared understanding of poverty and in some cases provided a very clear strategy for how they are going about tackling it.

Preparing the pie chart for each workshop (see Figure 2) illustrated the differences between communities, again emphasising the importance of developing community solutions. Communities that have their sustaining factors met require empowering factors to bring about durable change. Otherwise, investing energy and resources in sustaining factors without attending to empowering factors is likely to lead to people slipping back into poverty; we need to invest differently to provide for the needs of people in poverty more efficiently and effectively.

Figure 2: Excerpt from Working Paper 2017/01 – TacklingPovertyNZ 2016 Tour: Methodology, results and observations⁹



Key



3.1.2 Relevance to the GDSs

Insights from this research are particularly interesting and useful when considering how GDSs could be strengthened and targeted toward tackling poverty. For example, the Sustaining and Empowering Factors Framework could be applied by communities as a stocktake to measure performance over time. Some communities may have an oversupply of some factors and a complete undersupply of others. From this, potential solutions can be recognised and the first steps taken towards addressing poverty by matching supply with demand. GDSs targeting poverty could take a similar approach, in that practical steps toward addressing components of a complex issue are brought into the light.

More generally related to the overarching systems of government, the following key observations resulting from this research were as follows:

- **Central government should redesign and improve systems to cater for the sustaining factors.** The solution is to simplify and standardise systems to make them easier to navigate. Systems should replicate frameworks that deliver high quality products and services to all. For example, Boeing, My Food Bag, the tax system and the lunch box system in Mumbai.¹⁰
- **Central government should explore new ways to enable local communities to manage the empowering factors.** The distinction between how people are moved out of poverty and how people are kept out of poverty was a key finding. It is time to try new ways to tackle poverty and improve wellbeing; the current central government approach is not working as well as it should (as illustrated by the low numbers of strategies addressing poverty).

4.0 Analysis

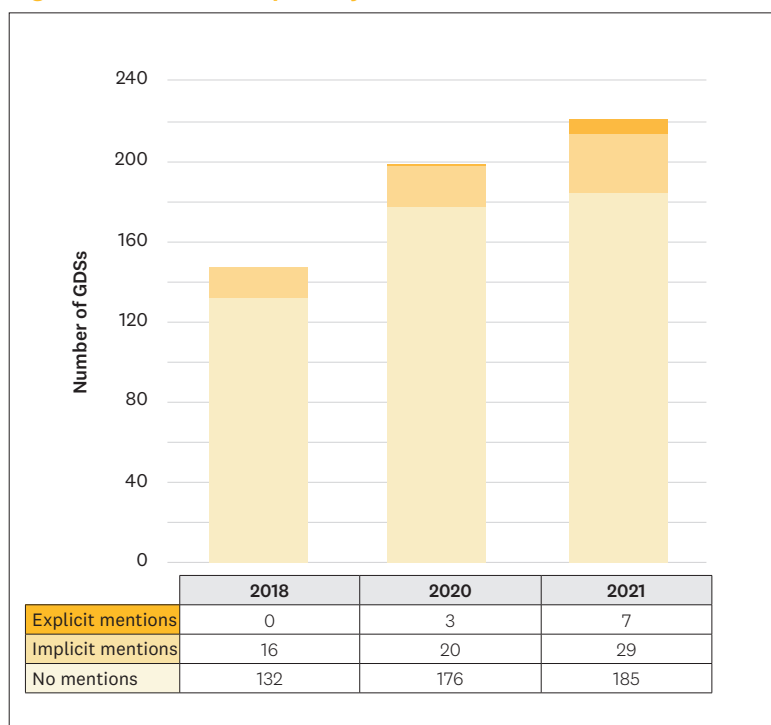
The information presented in this section can be found in Lists MM and NN of *Working Paper 2022/02 – Complete Lists of Government Department Strategies Between 1 July 1994 and 31 December 2021*.

4.1 Differences in GDSs

This is an analysis of the 221 operational GDS documents as at 31 December 2021, and how many of these mention poverty.

There is an increasing trend of mentions of poverty, yet it is still much lower than expected given that the Institute has interpreted a light discussion on the impacts of poverty as an explicit mention and a minimal reference to poverty as an implicit mention. In 2021, 16% of operational GDSs (36 out of 221) mentioned poverty – this was 11% in both 2020 and 2018 (21 out of 199 and 16 out of 148 respectively).

Figure 3: Mentions of poverty in GDSs, 2018, 2020 and 2021



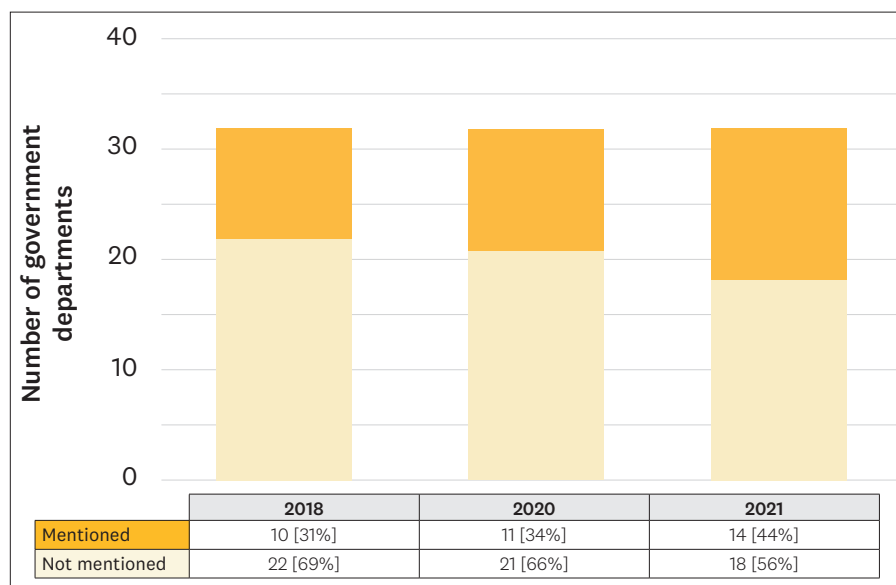
- 84% of GDSs did not mention poverty (89% in 2020, 89% in 2018).
- 3% of GDSs explicitly mentioned poverty (1% in 2020, 0% in 2018).
- 13% of GDSs implicitly mentioned poverty (10% in 2020, 11% in 2018).

4.2 Differences by government department

The 32 government departments were then analysed with a focus on the number of departments that mention poverty in their GDSs.

Note: Six departments did not have any GDSs in operation as at 31 December 2021 (compared with five in 2020 and four in 2018).

Figure 4: Number of government departments with GDSs that mention poverty, 2018, 2020 and 2021 [out of 32]



- 14 government departments mention poverty in their respective GDSs (11 in 2020, 10 in 2018).
- The remaining 12 departments that publish GDSs did not mention poverty in their strategy documents. In 2020, 16 departments did not mention poverty and in 2018, 18 departments did not mention poverty.

Figure 5: GDSs in operation, ordered by number of 'no mentions' of poverty [221]

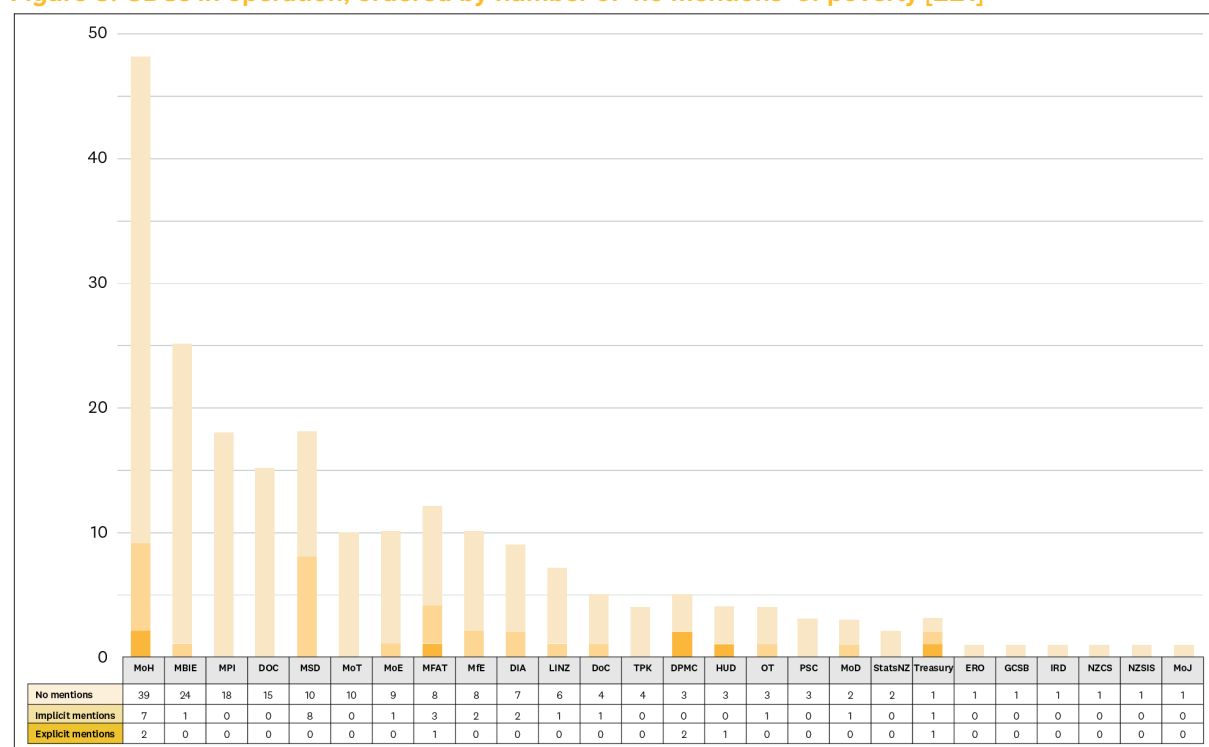


Figure 4 (above) illustrates (i) the total number of GDSs produced by each government department; (ii) the number of GDSs that did not discuss poverty; (iii) the number of GDSs that did discuss poverty; and (iv) the type of discussion (implicit or explicit).

4.3 Differences by sector

An analysis of the 10 government sectors was undertaken, with a focus on the number of departments within each sector and how many of their respective GDS documents mention poverty.

Government sectors tie together the departments and their respective strategies. Looking at strategy documents and departments as derivatives of government sectors illustrates where there are high-level areas within government that need to consider addressing poverty within their strategic documents.

Figure 6: Government sectors with GDSs in operation as at 31 December 2021, ordered by mentions of poverty [out of 10]

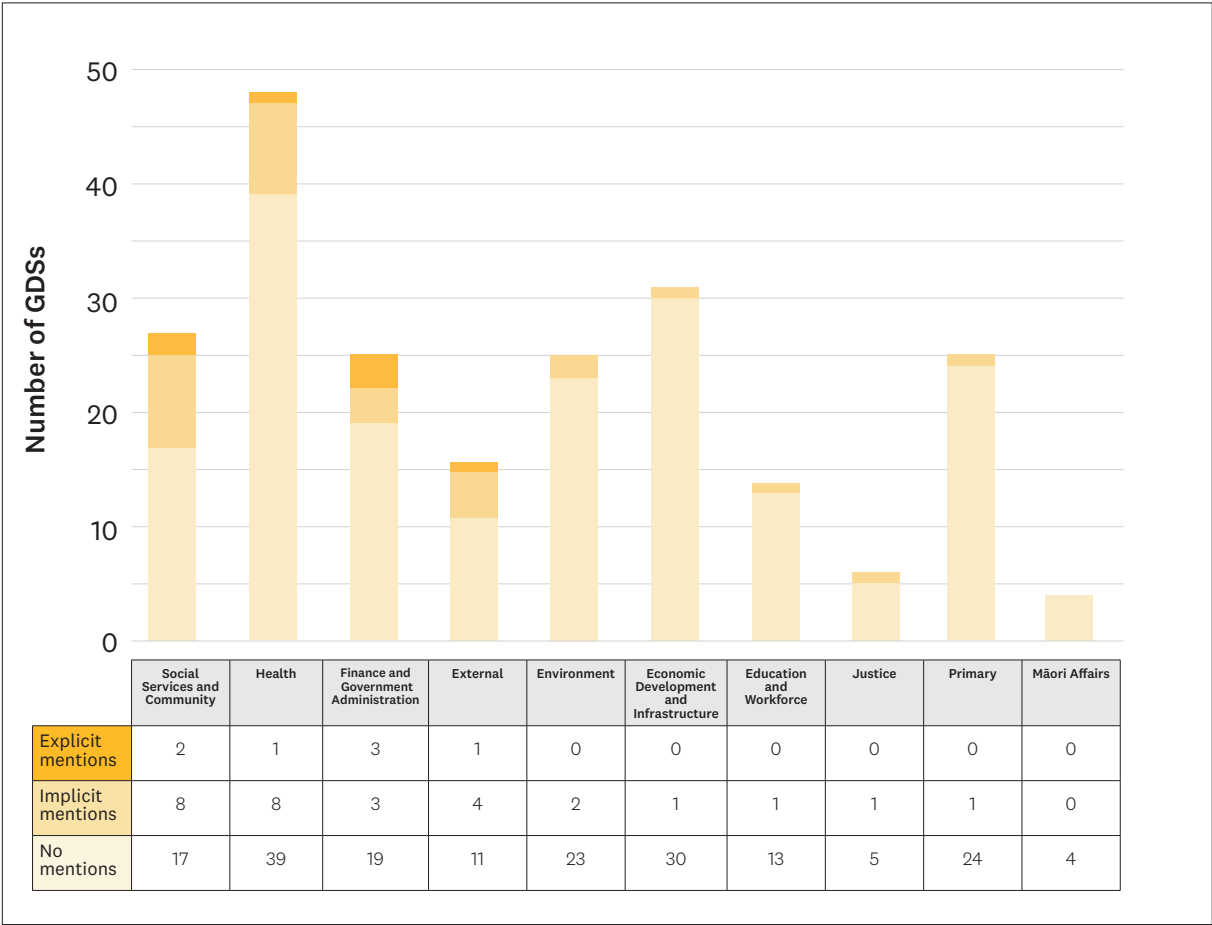


Figure 7: Government sectors with GDSs that mention poverty, 2020 [out of 10]

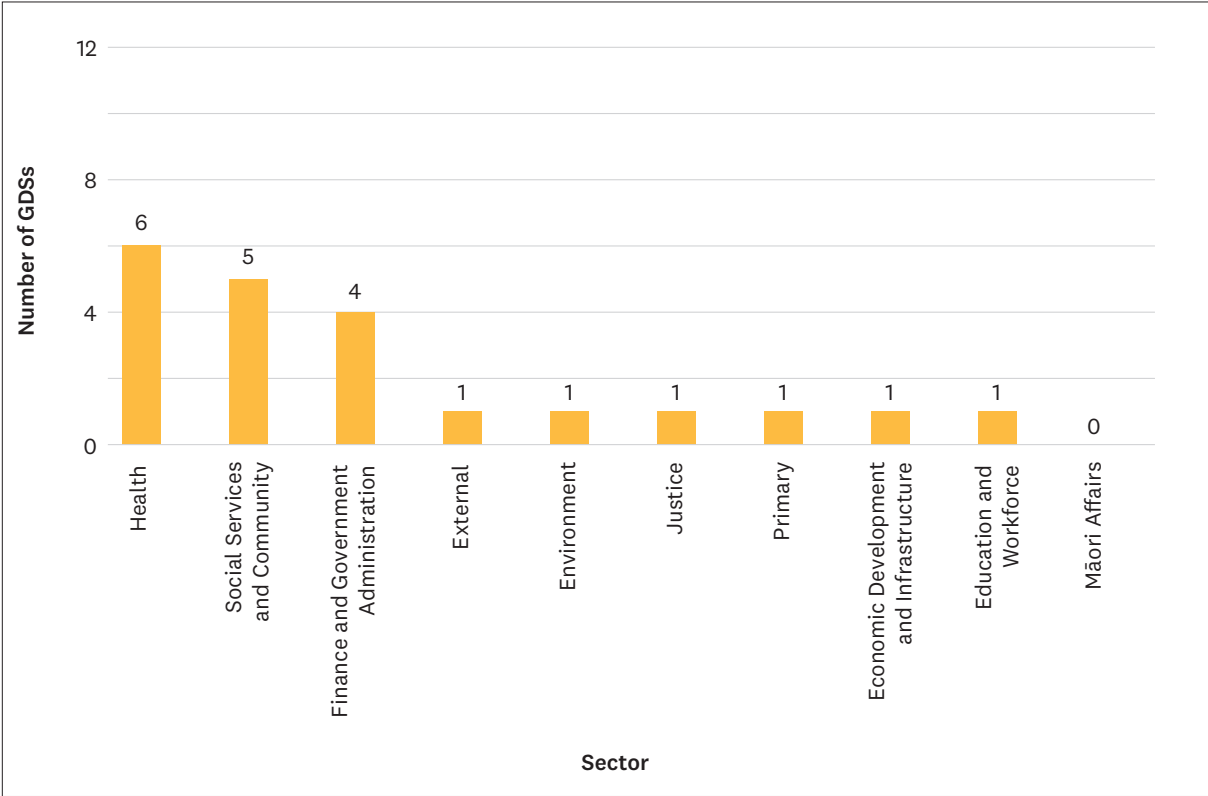
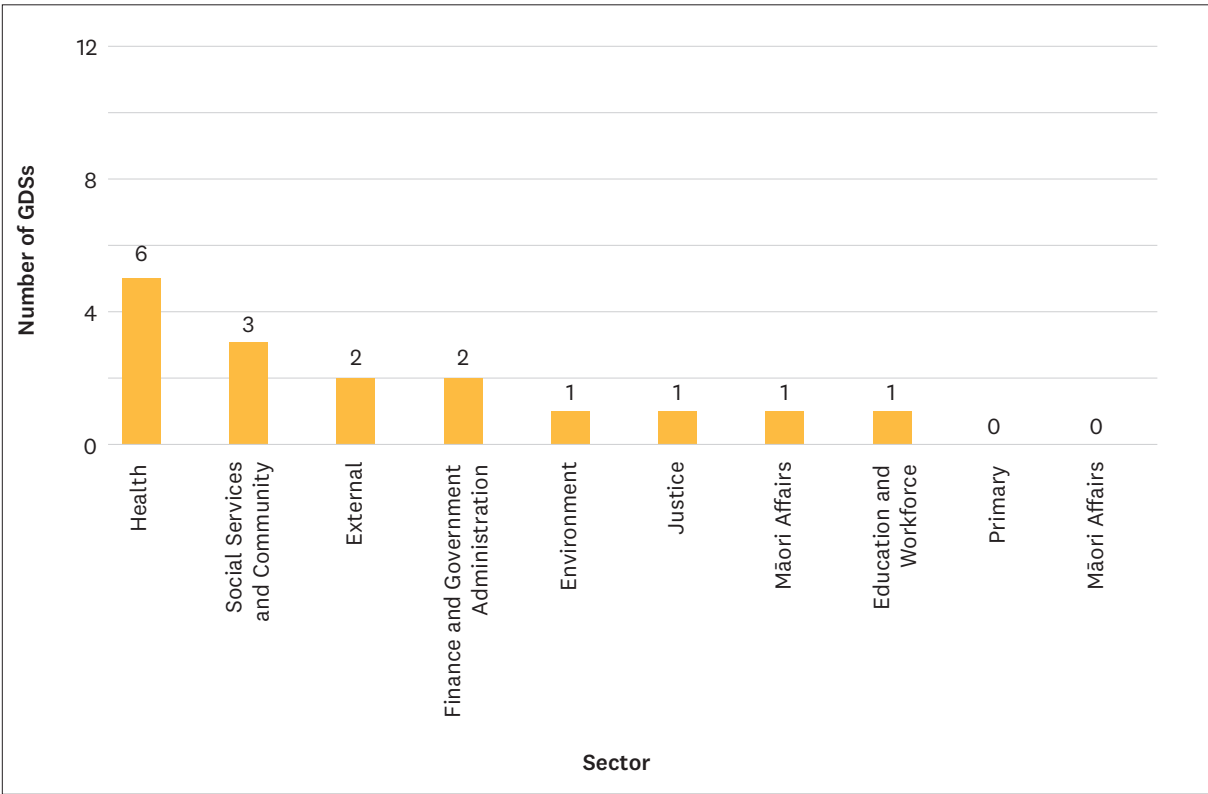


Figure 8: Government sectors with GDSs that mention poverty, 2018 [out of 10]



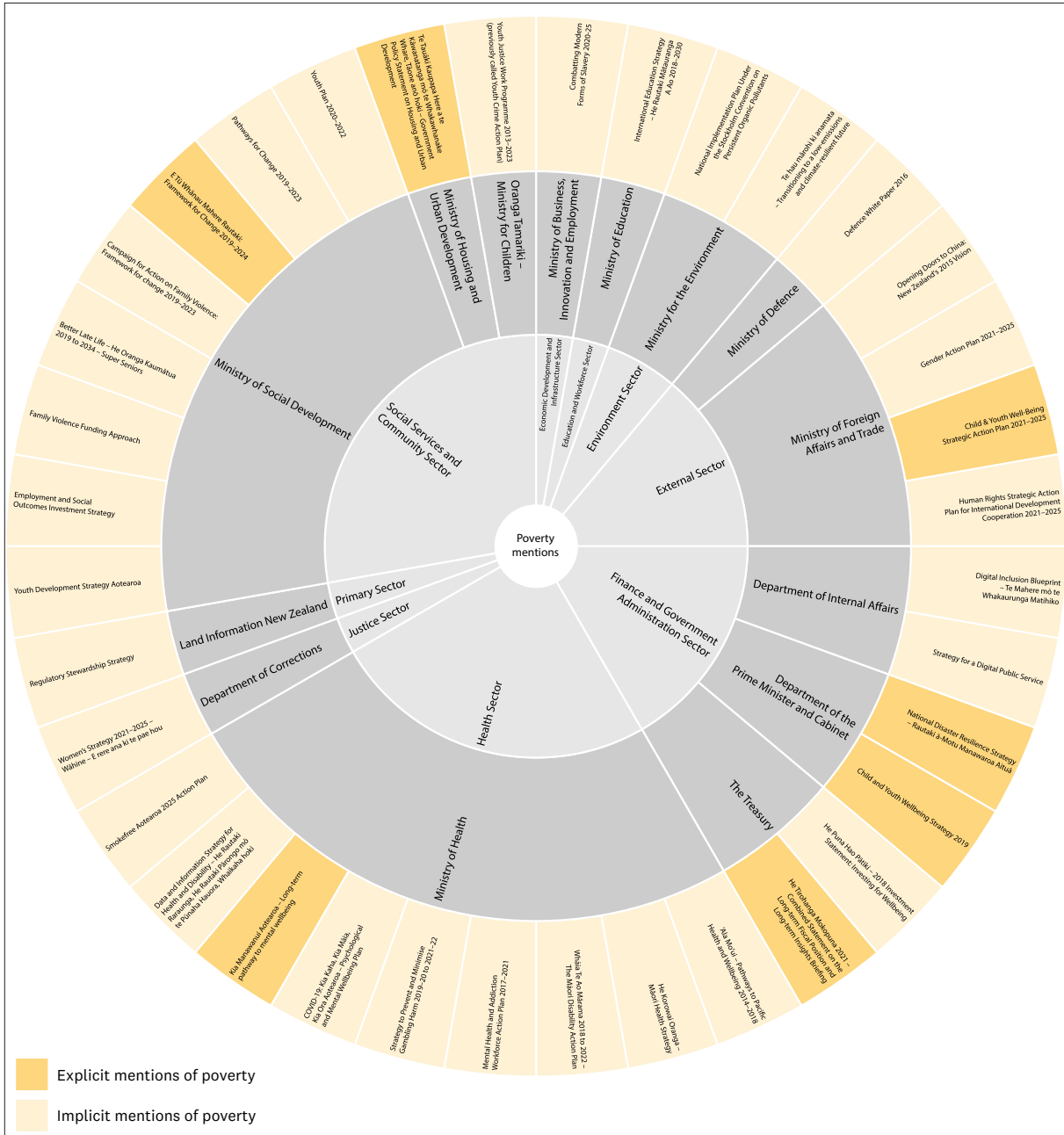
- 9 out of 10 government sectors in 2021 included some level of poverty discussion in their respective departments' GDSs (9 out of 10 in 2020, 8 out of 10 in 2018).
- The sectors that produced the most GDSs that mentioned poverty in 2021 remains consistent with 2020 and 2018 (the Social Services and Community Sector, the Health Sector, the Finance and Government Sector and the External Sector).
- In 2021, the sectors with the least mentions of poverty in GDSs were the Justice Sector, the Primary Sector, the Economic Development and Infrastructure Sector and the Education and Workforce Sector (1 each).
- In 2021, the Māori Affairs Sector had no GDSs that mentioned poverty.

4.4 Strategy wheels (2018, 2020 and 2021)

When looked at in totality, using strategy wheels as seen in Figures 9–10, the research results are easier to assess and understand. Although there has been an increase in the number of strategies that mention poverty (36 in 2021, 21 in 2020 and 16 in 2018), the total percentage that mention poverty is still much lower than expected (16% in 2021, 11% in 2020, 11% in 2018).

- In 2021, 36 GDSs mentioned poverty (either implicitly or explicitly). Of the 36, 34 [94%] were published after 2010.
- In 2020, 21 GDSs mentioned poverty either implicitly or explicitly. Of the 21, 19 [91%] were published after 2010.
- In 2018, 16 GDSs mentioned poverty (either implicitly or explicitly). Of the 16, 14 [88%] were published after 2010.

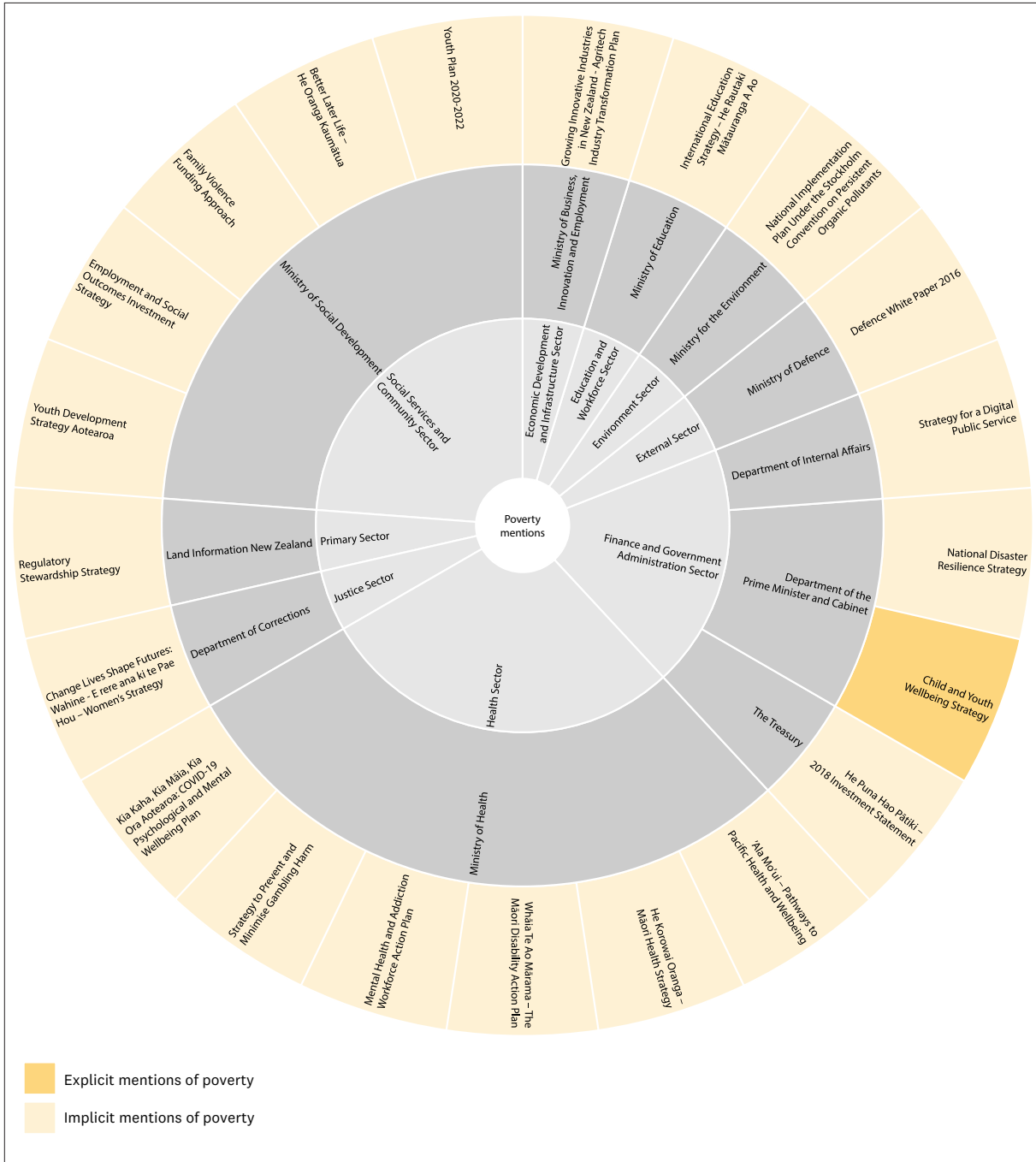
Figure 9: Poverty strategy wheel 2021 – mentions [36]



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
Finance and Government Administration Sector	Department of Internal Affairs	GDS18-11	Human Rights Strategic Action Plan for International Development Cooperation 2021-2025
			Digital Inclusion Blueprint – Te Mahere mō te Whakaurunga Matihiko
	Prime Minister and Cabinet		Strategy for a Digital Public Service
	The Treasury		National Disaster Resilience Strategy – Rauaki ā Motu Manawarua Aotua
			Child and Youth Wellbeing Strategy 2019
			He Puna Hāu 2016 – 2019 Investment Statement: Investing for Wellbeing
			He Pūnaha Matuaunga 2017 – Continued Commitment to the Long-term Economic Strategy
			He Pūnaha Matuaunga 2019 – Health and Wellbeing Strategy
			He Pūnaha Matuaunga 2021 – Health and Wellbeing Strategy
			He Pūnaha Matuaunga 2023 – Health and Wellbeing Strategy
		He Pūnaha Matuaunga 2025 – Health and Wellbeing Strategy	
		He Pūnaha Matuaunga 2027 – Health and Wellbeing Strategy	

Sector	Department	GDS number	Title of strategy
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	’Ala Mo’ui – 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
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)

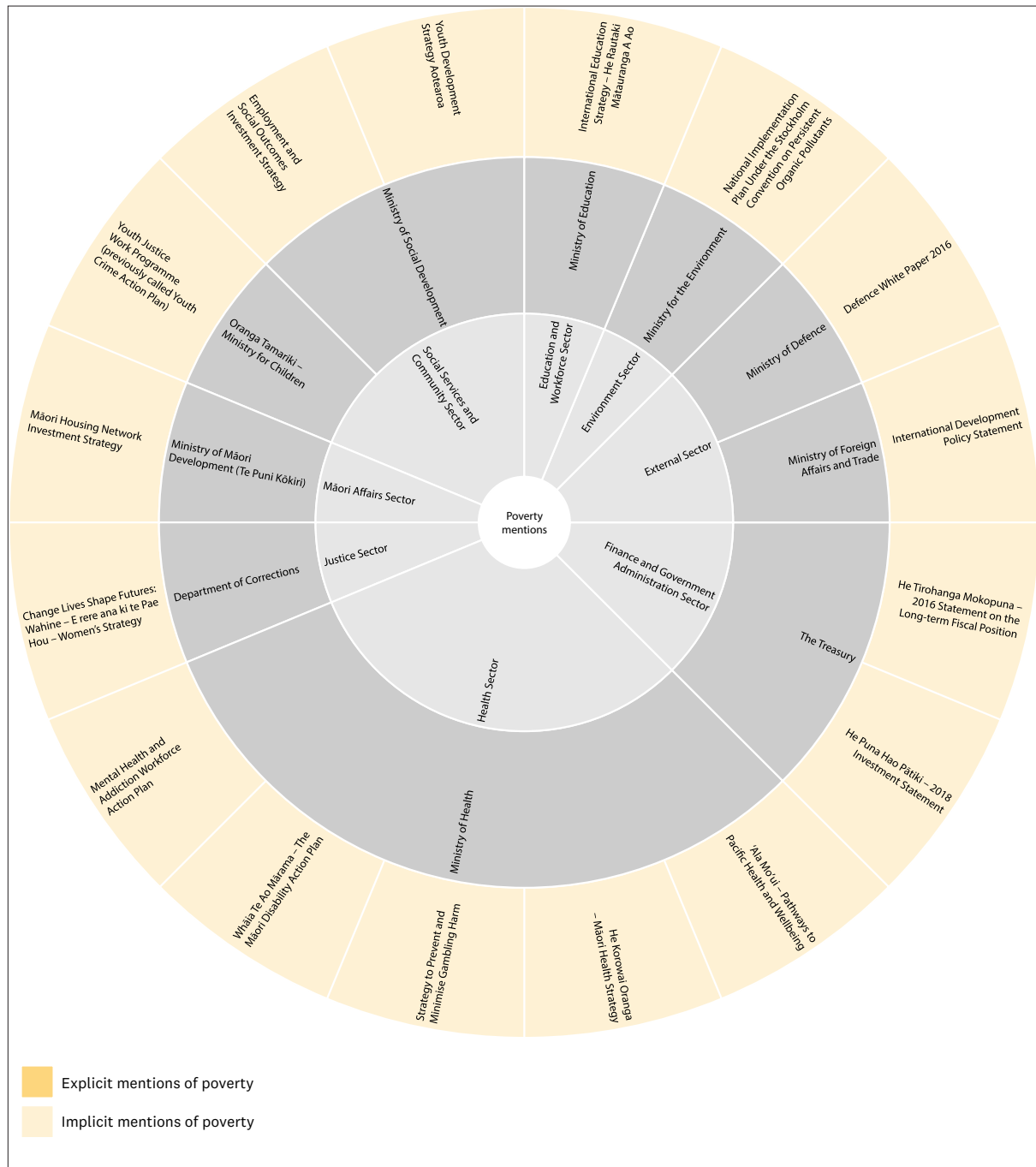
Figure 10: Poverty strategy wheel 2020 – mentions [21]



Sector	Department	Title of strategy
Economic Development and Infrastructure Sector	Ministry of Business, Innovation and Employment	Growing Innovative Industries in New Zealand – Agritech Industry Transformation Plan
Education and Workforce Sector	Ministry of Education	International Education Strategy – He Rautaki Mātauranga A Ao
Environment Sector	Ministry for the Environment	National Implementation Plan Under the Stockholm Convention on Persistent Organic Pollutants
External Sector	Ministry of Defence	Defence White Paper 2016

Sector	Department	Title of strategy
Finance and Government Administration	Department of Internal Affairs	Strategy for a Digital Public Service
	Department of the Prime Minister and Cabinet	National Disaster Resilience Strategy
		Child and Youth Wellbeing Strategy
	The Treasury	He Puna Hao Pātiki – 2018 Investment Statement
Health Sector	Ministry of Health	'Ala Mo'ui – Pathways to Pacific Health and Wellbeing
		He Korowai Oranga – Māori Health Strategy
		Whāia Te Ao Mārama – The Māori Disability Action Plan
		Mental Health and Addiction Workforce Action Plan
		Strategy to Prevent and Minimise Gambling Harm
		Kia Kaha, Kia Māia, Kia Ora Aotearoa: COVID-19 Psychological and Mental Wellbeing Plan
Justice Sector	Department of Corrections	Change Lives Shape Futures: Wahine - E rere ana ki te Pae Hou – Women's Strategy
Primary Sector	Land Information New Zealand	Regulatory Stewardship Strategy
Social Services and Community Sector	Ministry of Social Development	Youth Development Strategy Aotearoa
		Employment and Social Outcomes Investment Strategy
		Family Violence Funding Approach
		Better Later Life – He Oranga Kaumātua
		Youth Plan 2020-2022

Figure 11: Poverty strategy wheel 2018 – mentions [16]



Sector	Department	Title of strategy
Education and Workforce Sector	Ministry of Education	International Education Strategy – He Rautaki Mātauranga A Ao
Environment Sector	Ministry for the Environment	National Implementation Plan Under the Stockholm Convention on Persistent Organic Pollutants
External Sector	Ministry of Defence	Defence White Paper 2016
	Ministry of Foreign Affairs and Trade	International Development Policy Statement
Finance and Government Administration Sector	The Treasury	He Tirohanga Mokopuna – 2016 Statement on the Long-term Fiscal Position
		He Puna Hao Pātiki – 2018 Investment Statement

Sector	Department	Title of strategy
Health Sector	Ministry of Health	'Ala Mo'ui – Pathways to Pacific Health and Wellbeing
		He Korowai Oranga – Māori Health Strategy
		Strategy to Prevent and Minimise Gambling Harm
		Whāia Te Ao Mārama – The Māori Disability Action Plan
		Mental Health and Addiction Workforce Action Plan
Justice Sector	Department of Corrections	Change Lives Shape Futures: Wahine – E rere ana ki te Pae Hou – Women's Strategy
Māori Affairs Sector	Ministry of Māori Development (Te Puni Kōkiri)	Māori Housing Network Investment Strategy
Social Services and Community Sector	Oranga Tamariki – Ministry for Children	Youth Justice Work Programme (previously called Youth Crime Action Plan)
	Ministry of Social Development	Employment and Social Outcomes Investment Strategy
		Youth Development Strategy Aotearoa

5.0 Going deeper – reviewing GDSs for action points on poverty

5.1 GDSs that contained action points in relation to poverty

Out of the seven GDSs that explicitly mentioned poverty, the Institute then identified the number of GDSs containing at least one action point to minimise and/or prevent impacts arising from poverty. Three out of seven GDSs contained action points (see full list in Appendix 3).

Note: There were no explicit mentions of poverty in 2018, and thus, no action points.

Table 2: GDSs explicitly discussing poverty that contain action points, 2021 [3]

Sector	Department	GDS number	Title of strategy
External Sector	Ministry of Foreign Affairs and Trade	GDS18-10	Child & Youth Well-Being Strategic Action Plan 2021-2025
Finance and Government Administration Sector	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	GDS32-03	He Tirohanga Mokopuna 2021 – Combined Statement on the Long-term Fiscal Position and Long-term Insights Briefing
Health Sector	Ministry of Health	GDS19-44	Kia Manawanui Aotearoa – Long-term pathway to mental wellbeing
Social Services and Community Sector	Ministry of Social Development	GDS23-12	E Tū Whānau Mahere Rautaki: Framework for Change 2019-2024
	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

- Contains action points
- Does not contain action points

Figure 12: GDSs explicitly discussing poverty that contain action points, 2021 [3]

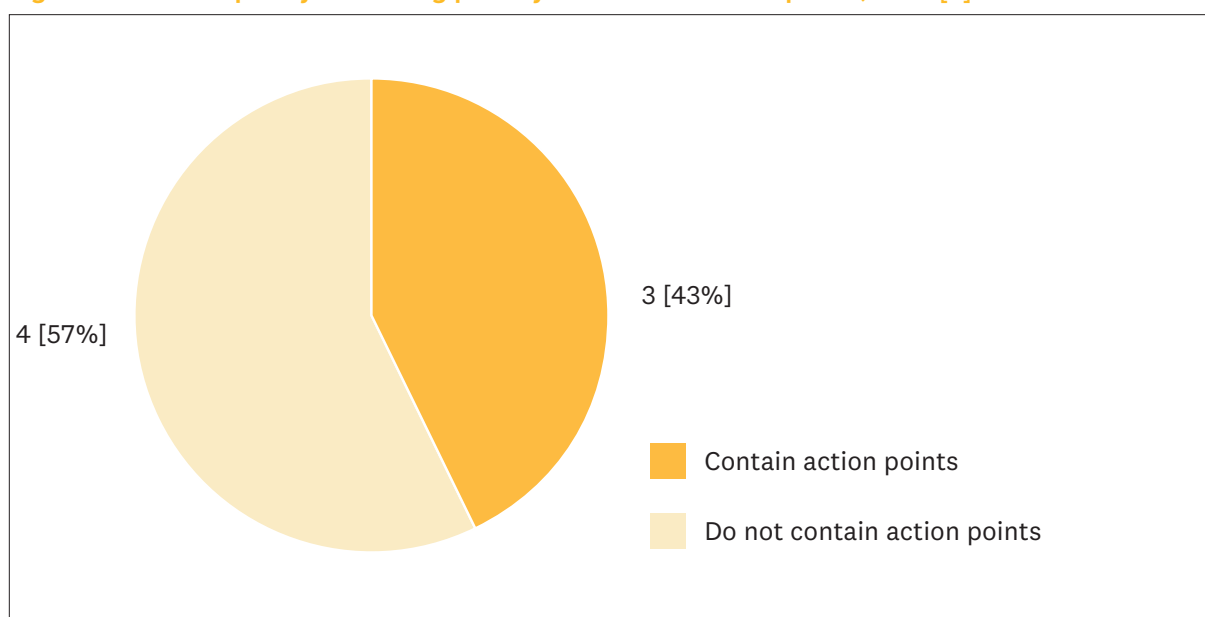
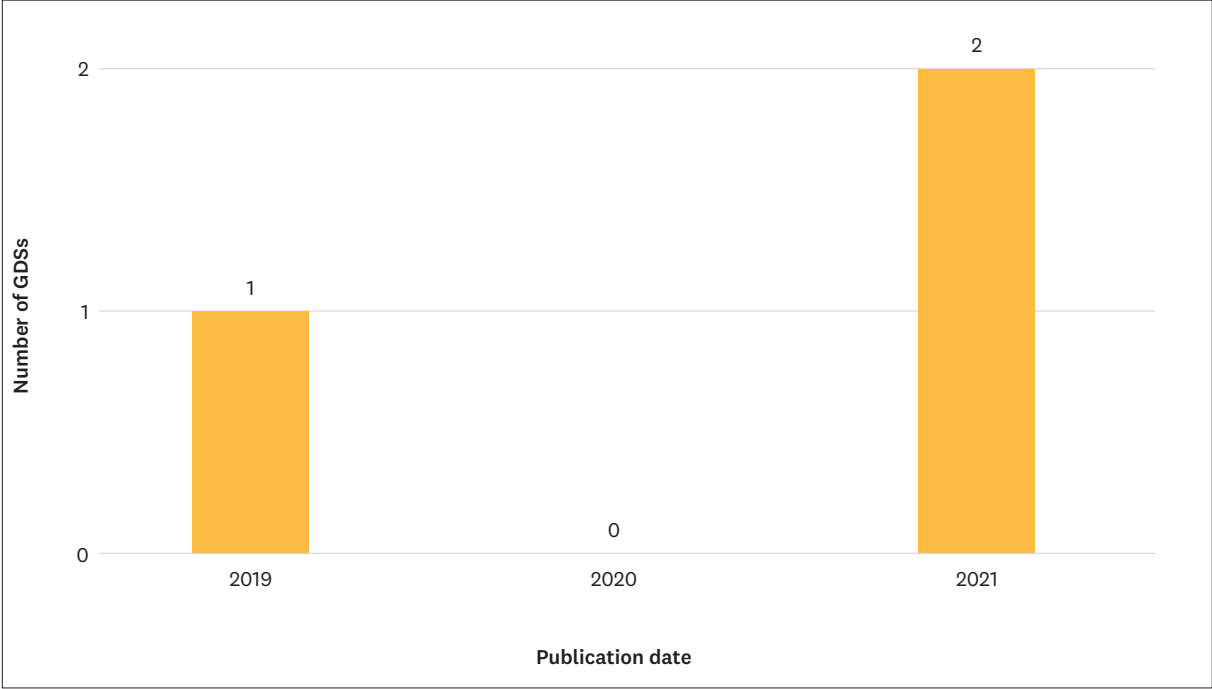


Figure 13: GDSs explicitly discussing poverty that contain action points, 2021, by publication date [3]



6.0 Discussion

The following section compares GDSs in the 2021 *GDS Index* to those in the 2020 and 2018 *GDS Indexes*.

6.1 Observations

Mentions of poverty by GDS

- No whole-of-government poverty strategy exists in a single document.
- There has been an increasing trend of mentions of poverty in the last three years. In 2021, 16% of operational GDSs (36 out of 221) mentioned poverty (either implicitly or explicitly). The percentage of mentions has increased from 11% in both 2020 (21 out of 199) and 2018 (14 out of 148).
- In 2021, 7 out of 221 GDSs explicitly mentioned poverty. In 2020, 1 GDS did. 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 were published between 1 January 2021 and 31 December 2021.

Mentions of poverty by department

- In 2021, 14 government departments mentioned poverty (either implicitly or explicitly) in at least one of their GDSs. This is an increase of four government departments from 2018.
- Between 2018 and 2021, an additional five government departments mentioned poverty in their respective GDSs: 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, one fewer department mentioned poverty: 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 by sector

- 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.

Action points to combat poverty within GDSs

- Out of the total 221 operational GDSs as at 31 December 2021, only 3 have action points to prevent or mitigate the impacts of poverty (1 in 2020, 0 in 2018).

6.2 Discussion

In its 2022 Budget Speech, the Government identified that child poverty (as part of 3 overarching goals) is a ‘key issue’ in which investment and progress will be made during this term.¹¹ Given that poverty remains a significant issue within Aotearoa New Zealand, and the Government’s acknowledgement and identification of the issue, the current state of GDSs is insufficient to deliver tangible and positive outcomes to tackle poverty.

6.2.1 Obstacles and opportunities

The research presented in this Paper indicates that there are a number of obstacles that need to be overcome in order to gain traction toward realising meaningful solutions:

- Reshaping and repurposing existing tools is urgently required. Poverty is a complex, multifaceted and intergenerational issue, but we need to find collaborative ways to explore solutions and trade-offs in a safe and productive manner. The Institute considers GDSs are a useful tool for making this kind of discussion possible, chronicling complex goals and ideas, and determining how to make challenging decisions and positive change.
- Stewardship over government strategy is missing. The public service needs to take stewardship over GDS documents. In reality the *GDS Index* is not the job of the Institute but that of the public service. Even the requirement to report on all operational GDSs in a department’s annual report would be a step forward.
- There is a lack of clarity over who is responsible for implementing the GDS. Being clear over who is going to complete an action point is good management practice. This is particularly necessary in the public service, where public funds are being used for the public good.
- Not enough action points were included. If a department does not specify an action point, such as who is accountable, for what, in what time frame etc, it is unlikely progress will be made.
- There is a lack of clarity over who was consulted and who is the audience. If it is unclear who is going to read and act on the poverty action points, success is further reduced.
- In addition, being clear who was involved/consulted in the strategy is another way of building relationships with collaborators.
- There is no system for regularly reviewing progress. Reviews of strategies should be commonplace, otherwise lessons will not be learned and strategies will not be tweaked in response to new information.

As discussed briefly in Sections 3.1.1 and 3.1.2, there are opportunities to designate roles for both central and local government under the Sustaining and Empowering Factors Framework.

Central government should take responsibility for delivering the sustaining factors by providing essential products and services required to mitigate the impacts of poverty, moving individuals as quickly as possible from the sustaining stage to the empowering stage. This sustaining approach would be costly in terms of resources, and not without risks and adverse effects such as institutionalisation; however, in most cases it does not require a high level of expertise to deliver the required services, and the range of products and services required is quite small, so the process could be centralised.

Local government should then aim to take leadership in applying the empowering factors, providing the opportunities needed to empower and enable individuals and communities to remain out of poverty. This approach would require more personalised care and guidance (a unique package of needs for each individual), and the development of long-term relationships between service providers and individuals/communities. This approach is expensive in both human capital and the amount of expertise required, as providers must understand the niches of their specialised areas and relative systems. As such, this empowering approach must be decentralised and placed into the hands of local government, and deployed as each region sees fit. It is important to also note the lack of checks and balances or measures in this approach to evaluate what works and what does not.

Appendix 1: GDSs in operation that explicitly mention poverty [7]

■ Contains action points

■ Does not contain action points

	Sector	Department	Title of document	GDS number	Publication date
1	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
2	Finance and Government Administration Sector	Department of the Prime Minister and Cabinet	Child and Youth Wellbeing Strategy 2019	GDS05-03	August 2019
3	External Sector	Ministry of Foreign Affairs and Trade	Child & Youth Well-Being Strategic Action Plan 2021-2025	GDS18-10	May 2021

Excerpt 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	Title of document	GDS number	Publication date
4	Health Sector	Ministry of Health	Kia Manawanui Aotearoa – Long-term pathway to mental wellbeing	GDS19-44	August 2021
5	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
6	Social Services and Community Sector	Ministry of Social Development	E Tū Whānau Mahere Rautaki: Framework for Change 2019-2024	GDS23-12	June 2020
7	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 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 – 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>	<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 2: GDSs in operation that implicitly mention poverty [29]

	Sector	Department	Title of document	GDS number	Publication date	Excerpt from GDS
1	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)
2	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)
3	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)
4	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)
5	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)

	Sector	Department	Title of document	GDS number	Publication date	Excerpt from GDS
6	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)
7	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)
8	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)
9	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)
10	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)
11	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)
12	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)

	Sector	Department	Title of document	GDS number	Publication date	Excerpt from GDS
13	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)
14	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)
15	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)
16	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)

	Sector	Department	Title of document	GDS number	Publication date	Excerpt from GDS
17	Health Sector	Ministry of Health	Strategy to Prevent and Minimise Gambling Harm 2019-20 to 2021-22	GDS19-34	June 2019	<p>For example, income inequality (poverty) has been shown to be strongly associated with differences in health outcomes, including gambling ... (p. 18)</p> <p>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)</p>
18	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)
19	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)
20	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)
21	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)

	Sector	Department	Title of document	GDS number	Publication date	Excerpt from GDS
22	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)
23	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)
24	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)
25	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)
26	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)
27	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)

	Sector	Department	Title of document	GDS number	Publication date	Excerpt from GDS
28	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)
29	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

- 1 For example, see Department of the Prime Minister and Cabinet. (6 December 2017). *CBC Minute for Legislating to Reduce Child Poverty*. [Child Poverty Reduction Proactive Release]. Retrieved 21 July 2022 from <https://dpmc.govt.nz/sites/default/files/2018-03/doc-07-cbc-minute-cbc-17-min-0048-minute.pdf>
- 2 ‘Labour is committed to addressing child poverty and making New Zealand the best place in the world to be a child. We passed legislation to establish targets and progress measures for reducing child poverty and set an ambitious ten-year target to halve the rate of child poverty in New Zealand.’ See New Zealand Labour Party. (2020). *Our Manifesto To Keep New Zealand Moving*, pp. 14, 28. Retrieved 23 August 2021 from <https://www.labour.org.nz/policy>
- 3 See Adams, A. (February 2017). *Briefing for the Incoming Minister Responsible for Social Investment*. Social Investment Unit. Retrieved 21 November 2022 from <https://swa.govt.nz/assets/Uploads/SIU-BIM-for-website-Feb-2017.pdf>
- 4 See Adams, A. (21 April 2017). Changing lives through social investment [press release]. Beehive. Retrieved 21 November 2022 from <https://www.beehive.govt.nz/release/changing-lives-through-social-investment>
- 5 McGuinness Institute. (February 2017). *Working Paper 2017/01 – TacklingPovertyNZ 2016 Tour: Methodology, results and observations*. Retrieved 20 July 2022 from <https://www.mcguinnessinstitute.org/publications/working-papers>
- 6 McGuinness Institute. (February 2017). *Working Paper 2017/01 – TacklingPovertyNZ 2016 Tour: Methodology, results and observations*, p. 16. Retrieved 20 July 2022 from <https://www.mcguinnessinstitute.org/publications/working-papers>
- 7 McGuinness Institute. (February 2017). *Working Paper 2017/01 – TacklingPovertyNZ 2016 Tour: Methodology, results and observations*, p. 21. Retrieved 20 July 2022 from <https://www.mcguinnessinstitute.org/publications/working-papers>
- 8 McGuinness Institute. (February 2017). *Working Paper 2017/01 – TacklingPovertyNZ 2016 Tour: Methodology, results and observations*, p. 21. Retrieved 20 July 2022 from <https://www.mcguinnessinstitute.org/publications/working-papers>
- 9 McGuinness Institute. (February 2017). *Working Paper 2017/01 – TacklingPovertyNZ 2016 Tour: Methodology, results and observations*, p. 21. Retrieved 20 July 2022 from <https://www.mcguinnessinstitute.org/publications/working-papers>
- 10 Mumbai’s dabbawallas pick up and deliver more than 350,000 home-cooked lunches per day to office workers across the megacity. The localised efficiency and accuracy of the dabbawalla system has been hailed by business and design schools worldwide. See Kadri, M. (Winter 2013). Dabbawallas: Delivering Excellence. *Works That Work*, No. 1. Retrieved 20 July 2022 from www.worksthatwork.com/1/dabbawallas
- 11 See Te Kāwanatanga o Aotearoa New Zealand Government. (19 May 2022). *Wellbeing Budget 2022, A Secure Future: Budget Speech*. Retrieved 20 July 2022 from <https://budget.govt.nz/budget/pdfs/speech/b22-speech.pdf>

