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Report 2

2058

New Zealand Central Government Strategies

Reviewing the Landscape 1990–2007

MCGUINNESS INSTITUTE

New Zealand Central Government Strategies

Reviewing the Landscape 1990–2007

This report forms part of *Project 2058*, the Institute's flagship project

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Background Paper to this Report

Note: This report is one of a number published by the Sustainable Future Institute (now the McGuinness Institute) as part of *Project 2058*. Throughout 2014 these reports are progressively being reissued, substantially unchanged, under the McGuinness Institute imprint.

Preface

However beautiful the strategy, you should occasionally look at the results.

Winston Churchill, 1874—1965

Why are central government strategies so important? Winston Churchill, in his succinct way, emphasises that it is about results. Central government departments and ministries have published large numbers of strategies, many of which may be beautiful, but how many are systematically looked at? This report puts these strategies under the microscope, because strategies are the only published record of the long-term thinking of central government.

Whether you are a Dunedin City Council employee looking for guidance on bird flu management, a conservationist on the West Coast trying to understand government action on DDT, a Nelson entrepreneur developing wind farms, a Wellington Regional Council councillor responsible for developing long-term regional transport strategy, a Waikato dairy farmer wanting to understand future water rights, or an Auckland City Mission worker developing a strategic plan, accessing and understanding long-term central government thinking enables you to assess and monitor progress, engage with central government, and build capacity for the future.

Project 2058 is a response to New Zealand's lack of progress towards producing a National Strategy for Sustainable Development (NSDS). We have designed this project to assist interested individuals, organisations and government to increase their understanding of a NSDS. We will do this by producing our vision of a NSDS in early 2009. The strategic aim of this project is therefore to:

> Promote integrated long-term thinking, leadership and capacity-building so that New Zealand can effectively manage risks and opportunities over the next fifty years. (*Project 2058* Methodology, 2007)

This is the second paper of *Project 2058* and arose out of Sustainable Future's[1] experience analysing and reviewing a number of central government strategies. Our findings indicate that central government, and therefore the country, is suffering from a type of strategy fatigue, where national strategies are produced without an effective governance framework to manage, monitor and feed back the results.

The authors would like to thank the peer reviewers who provided robust and challenging feedback: Dr Ralph Chapman, Ronnie Cooper, Dr John Peet and Jim Sinner. Errors and omissions remain the responsibility of the authors.

I would like to acknowledge the energy and foresight of the young team in *Project 2058*, in particular Amelie Goldberg, for her considerable perseverance and commitment to this paper.

Wendy McGuinness
Chief Executive

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1   Since February 2012 the Institute has been known as the McGuinness Institute. See: www.mcguinnessinstitute.org

Executive Summary

Central government, advised by officials in departments and ministries, is principally responsible for shaping New Zealand's strategic long-term direction. Between 1990 and 2007, over 130[2] strategies have been published by central government ministries and departments.[3] Of these strategies, 80 had ministerial sign-off, which we have classified as major strategies. The remaining 50 are classified as minor strategies. This paper reviews the nature of the 80 major central government strategies, of which 65 remain current and 15 have become obsolete.

To review the strategies, we use an analytical framework comprising 14 research questions. These 130 strategies do not include those developed by Crown entities (such as Transit), Crown Research Institutes (such as AgResearch) or State Owned Enterprises (such as Meridian Energy). The multiple strategies likely to have been produced by these entities only exacerbate the scale of the challenge to focus resources in an efficient and effective manner.

The period between November 1990 and May 2007 was selected as this encompassed both Labour and National party-led administrations over sixteen and a half years. This was considered an adequate timeframe within which to develop a research base and create a comprehensive picture of central government strategising from which to draw robust conclusions.

This paper forms part of *Project 2058*, a two-year research project focused on developing a National Sustainable Development Strategy (NSDS). Part One of the project examines and assesses New Zealand's integrated long-term thinking and leadership capability. To do this effectively, we plan to publish a number of research papers over the next 12 months, of which this is the second. Part Two of the project will develop scenarios of how New Zealand could look and feel in the year 2058, while Part Three will develop Sustainable Future's view of what a NSDS for New Zealand could look like.

The report is divided into the following sections:

Section 1: Purpose
This section outlines the purpose of the report and provides a brief history of Sustainable Future.

Section 2: Strategic Planning in Government
The second section briefly reviews the history of strategy development and how it is integrated into central government policy and practice.

Section 3: A National Sustainable Development Strategy
This section summarises the findings of our first paper, *A National Sustainable Development Strategy: How New Zealand measures up against international commitments*, in order to outline the risk we are currently taking by not meeting our international commitments.

Section 4: Scope
Section 4 outlines the scope of the research and examines the current landscape, the meaning of 'central government strategy', 'framework' and the 'process' for developing strategies.

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2   This figure is approximate, as the actual number is dependent upon how a 'central government strategy' is defined and interpreted. Refer to Appendices 6 and 7 for our list of government strategies. Appendix 9 contains the list of strategies written into legislation.

3   'Government departments and ministries' refers to the core government departments and ministries which constitute the New Zealand public service as defined in the State Sector Act 1988 (*New Zealand Government Directory*, 2007: 179).

Sections 5 and 6: Methodology and Analysis

These sections describe the approach to examining central government strategies using 14 key questions, and present the quantitative and qualitative results.

Section 7: Observations and Recommendations

Section 7 reports our observations and makes recommendations.

Findings

Central government strategy development does not follow any overarching strategy goal or plan.[4] The closest the New Zealand government has had to an overarching strategy was the Sustainable Development Programme of Action (SDPOA) of 2003. However, this finished in July 2006 and nothing appears in the pipeline to replace it.

Critically, there is also no legislative or regulatory framework or enabling process for ministries and departments to prepare coherent and interconnected strategies. However, two other policy documents — *Statements of Intent* and the *Long-Term Fiscal Position* — which also enable the delivery of long-term outcomes, are required under the Public Finance Act 1989, and its 2004 Amendment.

Strategies have emerged through a variety of initiatives, including those from the private sector, non-governmental organisations (NGOs), public mobilisation and other deliberative democratic processes. This is encouraging, as it signals a healthy, participatory democracy. However, it is a reactive and limited process which means government is being shaped rather than proactively engaging with long-term issues. We consider central government must show greater initiative and leadership in the selection, development and coordination of government strategies.

Our findings from reviewing the 80 major current and obsolete central government strategies indicate there is significant room for improvement. In particular, Table 1 lists our 14 research findings; this highlights the need for better management of central government strategies, in terms of accessibility, content and linkages.

Table 1: Research findings

Question	Findings (more detail is provided in Section 6)
1. Did a National-led or Labour-led Government release the strategy?	The National Government signed off on 12 (15%) strategies (an average of 1.3 per year in power) and The Labour Government signed off on 68 (85%) (an average of 9.1 per year in power)
2. Was the strategy written into legislation?	10 (13%) were generated under the auspices of legislation; 70 (87%) were not[5]
3. How was each strategy signed off by the minister(s)?	A wide range of sign-off mechanisms were employed, from a minister's foreword (the most common), to letters, prefaces and messages
4. Were start and finish dates published in the strategy?	36 (45%) strategies stated in the initial published document a start and finish date; 44 (55%) did not

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4   Consistent with the findings of PCE (2002).

5   Five minor strategies (i.e. strategies not signed off by a minister) were generated from text contained in legislation.

Question	Findings (more detail is provided in Section 6)
5. (a) Is the strategy still current? Or, on what date was it made obsolete?	65 (81%) are current; 15 (19 %) are obsolete
(b) If obsolete, has the strategy been replaced?	Of the 15 obsolete, 12 were replaced by more up-to-date strategies
6. Has a review of the strategy been published?	19 (23%) were reviewed; 10 (13%) were considered too recent to be reviewed; 51 (64%) were not reviewed
7. What is the length of each strategy (including appendices)?	13 (16%) were under 19 pages; 27 (33%) were 20–39 pages; 19 (24%) were 40–59 pages; 21 (27%) of strategies were over 60 pages in length
8. Does the strategy state specific timeframes for achieving broad goals?	40 (50%) stated broad goals with relevant timeframes; 40 (50%) did not
9. Does the strategy state specific targets to measure progress?	19 (24%) stated specific targets to measure progress; 61 (76%) did not
10. Were strategies easy to access?	No comprehensive list of strategies was available. With the assistance of staff in ministries and departments, 66 (83%) of the 80 major strategies were found on-line in PDF format and 14 (17%) were not
11. To what extent were strategies internally integrated (i.e. with other strategies) and externally integrated (i.e. with other policy instruments)?	Horizontal integration between strategies of comparable importance was found to be poor; Vertical integration between higher- and lower-level strategies was found to be poor; Integration between other public policy instruments was mixed (see Table 4)
12. Was there any duplication of purpose among major strategies?	Duplication among strategies was difficult to determine, as both the targets (see finding to question 9) and integration between strategies were often not clearly stated (see findings of question 11)
13. Were there any gaps in the landscape?	A number of gaps were identified as a result of this research and are listed in this paper
14. Were there areas of potential conflict between strategies?	Conflicts and tensions did occur between strategies. However, as both the targets (see finding to question 9) and integration between strategies were often not clearly stated (see findings of question 11), this was difficult to determine

The findings above also raised broader concerns, a primary one being the extent to which stakeholders can measure the success or failure of strategies, both before and after implementation. Notably, some strategies contained text outlining the need to monitor, evaluate and report on progress, but such reviews were rarely implemented.[6] In addition, although several statutes require strategies to be developed,[7] few require strategy accountability, completeness and transparency.

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6   For example, *National Rail Strategy to 2015* (MoT, 2005).

7   For example, Energy Efficiency and Conservation strategies is required under the Energy Efficiency and Conservation Act 2000.

Secondly, the development of strategies has not been part of a well-structured or planned process, within either government or the wider public. There is no government agency that takes direct responsibility for strategy management and integration, other than indirectly through the Department of the Prime Minister and Cabinet's (DPMC) 'whole-of-government' pledge.

Following our initial research, we completed a further assessment of the integration between the Statements of Intent and strategies of six departments. This research is contained in a background paper entitled *Central Government Policy Integration* (2007). The overall conclusions of this background paper are that integration between the six strategies and their Statements of Intent is mediocre, and that central government coordination and guidance could help align outcomes in the strategies and their Statements of Intent.

These results pose additional questions, namely, what is it that makes some strategies better integrated than others and how could 'whole-of-government' integration become the norm in New Zealand. In addition, some issues require more long-term planning and strategic thinking than others. For instance, issues with significant infrastructural timeframes and/or barriers to change, be they economic, environmental, social, or institutional, require more strategic planning than others. Therefore what are these significant long-term issues and how can we build the necessary capacity to answer the questions is an area that requires further research.

Lastly, stakeholders cannot easily access and evaluate strategies. Once the strategies were obtained, we found that they often did not state clear targets, clarify who was accountable for performance, whether it was a significant strategy, and how it fitted within the wider context of government. In particular, there is no definition of what a central government strategy is, no governance structure (e.g. consistent sign-offs and timeframes) and no complete list of current strategies.

Recommendations

The key finding of this research confirms that no overarching, strategic planning framework currently exists in central government. Consequently, the major recommendations are outlined below. These recommendations do not intend to increase the size of government bureaucracy but rather to ensure resources are being used in the most efficient and effective manner possible.

> **Recommendation 1**: Develop a 'process' for selecting, developing, approving, implementing, updating, monitoring and reviewing an overarching strategy. We refer to this overarching strategy as the New Zealand National Sustainable Development Strategy (NSDS).
>
> **Recommendation 2**: Develop a central government strategy 'framework' to create a structure that allows government organisations to develop their strategies and key objectives in harmony with the government's overarching vision. A database of strategies accessible to all stakeholders would aid in avoiding duplication and misalignment of effort.
>
> **Recommendation 3**: Develop a 'process' of 'best practice' for selecting, developing, approving, updating, monitoring and reviewing each individual strategy. This process can be disseminated to guide individual government organisations as appropriate.
>
> **Recommendation 4**: Improve the linkages between national strategies, *Statements of Intent* and the budgets of departments and ministries. To do this, the State Services Commission, the Department of Prime Minister and Cabinet and/or Treasury should produce guidelines for circulation to the central public service, detailing processes for enhanced cohesion, alignment and integration between policy instruments, especially between strategies, *Statements of Intent* and the Budget.[8]

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8   It is important that these linkages are also made with other government organisations, such as Crown entities and State Owned Enterprises.

Recommendation 5: Improve the scope of the Treasury's *Long-Term Fiscal Position* to include environmental and social impacts, particularly the long-term impacts of climate change, energy and water management; and provide a direction and connection for the development of national strategies, so that there is a good fit between the strategies of departments and ministries and the long-term thinking and objectives of government.

1.   Purpose

1.1   Research Proposition

The purpose of this paper is to understand how central government integrates long-term thinking into action, and to promote the view that central government policy and practice would significantly benefit from an overarching strategy, in the form of a NSDS. We propose that the current central government strategies landscape needs to be coherent, flexible and transparent, clearly focused on important longer-term goals, and supported by a robust framework in order to deliver the practical strategies and processes necessary to ensure a sustainable future for New Zealand.

This view is supported by the findings of the *Review of central agencies role in promoting and assuring state sector performance* (NZ Govt, 2006) and the recent report of the Controller and Office of the Auditor General, *Sustainable Development: Implementing the Programme of Action. Performance Audit Report* (OAG, 2007). A more detailed discussion of both reviews is contained in Section 2 of this report. As discussed by Michael Porter, the existence of a framework is crucial to guide strategy development:

> The challenge of developing or reestablishing a clear strategy is often primarily an organizational one and depends on leadership. With so many forces at work against making choices and trade-offs in organizations, a clear intellectual framework to guide strategy is a necessary counterweight. (Porter, 1996: 77)

The aim of this research report is to:

- Identify and obtain all published central government strategies from 1990 to today;
- Explore the scope and nature of the current strategy landscape; and
- Provide recommendations arising from our findings identifying how an effective central government strategy framework could deliver transparent and aligned strategies that can be accessed, measured and monitored by the public.

The list of central governments strategies obtained from this research will be used in Part 2 of *Project 2058*, 'Scenario Development'.

The research builds upon the review of sustainable development in New Zealand carried out by the Parliamentary Commissioner for the Environment (PCE, 2002a, 2002b). Our focus and methodology are similar; however, we are reviewing a wider range of central government strategies because we believe all long-term strategising should be coherent and that sustainable development requires, as a minimum, integrated strategy development and review.

This paper does not discuss or assess sustainable development in terms of the contribution of local and regional strategies (LTCCPs), the specific initiatives of central government, the feed-back loop between central and local government, or the role and contribution of NGOs or business because they are covered in *Project 2058*'s Report 1 *A National Sustainable Development Strategy: How New Zealand measures up against international commitments* (2007) and subsequent reports.

1.2   Sustainable Future

Sustainable Future is an independent think tank based in Wellington, New Zealand. We are currently undertaking a two-year research project called *Project 2058.*[9]

> The strategic purpose of Project 2058 is to promote integrated long-term thinking, leadership and capacity-building so that New Zealand can effectively explore and manage risks and opportunities over the next 50 years.

In order to reach this objective, we have broken up the research into three Parts, of which this is Report 2 of Part 1. To achieve our strategic aim, we believe that New Zealand needs to take a strong sustainability approach, in contrast to a weak sustainability approach. For the distinction between weak and strong sustainability, refer to Appendix 1. For an explanation of our methodology and to monitor our progress, please refer to our website.

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9   www.mcguinnessinstitute.org/Site/Projects/default.aspx

2.   Strategic Planning in Government

This section of the report provides a context for central government strategies by: defining a strategy, understanding our system of government, assessing strategy capacity in a central government context and identifying different tools employed by government to deliver long-term thinking and policy.

2.1   What is a Strategy?

A number of writers have considered the question of what is a strategy. As James Canton (2006) explains, in order to influence the future, you need a future vision, a sound strategy, a set of tools to persuade key people to commit to a shared vision and strategy, and effective execution.

Put simply, rudderless ships eventually hit land. Strategy is the long-term plan that helps determine a way forward. A successful strategy not only requires excellent leadership and a clear vision; it also needs timely monitoring of past performance to ensure the plan is effective and relevant under current conditions. Effective strategies are dependent upon knowing what you want to achieve, exploring the future to take advantage of potential opportunities, and developing resilience in the face of possible risks and changing circumstances.

Patel (2005) comments:

> Analysis focuses on the part rather than the whole. The analyst is required to analyse the parts. The strategist is required to see the pattern … Strategy is about systems of people and objects, and the interaction in and between hierarchies of systems. Strategic thought is in opposition to the form of rational thought that assumes a sequential, simplistic, mathematical approach that leads to one answer. (ibid.: 65)

Kaplan and Norton (2001) emphasise that a strategy is not the only thing needed in order to succeed:

> In the majority of cases — we estimate 70 percent — the real problem isn't [bad strategy but] … bad execution. (ibid.: 1)

Porter (1996) also emphasises that good strategy is about choice, both about what to do and what not to do, and setting limits to actions. Porter states:

> Strategy renders choices about what not to do as important as choices about what to do. Indeed setting limits is another function of leadership. (ibid.: 77)

2.2   Our System of Government

A constitution is the usual starting point when assessing a system of government. New Zealand has no written constitution,[10] but our roles and relationships are set out in a number of Acts (including the 1986 Constitution Act) and the Treaty of Waitangi (*New Zealand Government Directory*, 2007). New Zealand, Britain and Israel are the exceptions in not having a constitution, but even Britain is considering codifying their constitution into one document (Riddell, 2007).

A fundamental constitutional principle is the separation of powers. In New Zealand, power is divided between the Executive (comprising the Governor-General, Ministers of the Crown, government departments and agencies); the Legislature (comprising the one-chamber House of Representatives), and the Judiciary (comprising the judges and courts), which is free from political direction. This section of the paper explores the current instruments available to the Executive to lead change through strategy development and implementation.

2.2.1 Three Central Agencies

The three agencies (often known as the central agencies) responsible for coordinating and managing public sector performance are the Department of the Prime Minister and Cabinet (DPMC), the Treasury and the State Services Commission (SSC). Each central agency has its own key responsibilities, but each also requires contributions from the other two. The DPMC website states:

> **DPMC** exists to support the process of collective decision-making, to convey Cabinet's decisions to the relevant ministers and officials, to ensure that the Cabinet receives well-conceived and co-ordinated advice and has a leadership role in relation to government themes and priorities, including conveying the government's priorities to officials.

> **Treasury** exists to monitor and manage the financial affairs of the government and to provide economic and fiscal policy advice. Treasury is the key agency for supporting ministers in balancing priorities through the budget process. It provides insight into the efficiency and effectiveness of government agencies and their interventions.

> **State Services Commission** exists to appoint and manage public service chief executives; to provide leadership in the capability of agencies, sectors and systems; and to ensure that state servants are appropriately focused on addressing the government's priorities.

The role of the DPMC (as indicated in Table 2) is focused on decision-making, implying an emphasis on quality information rather than developing, implementing and aligning an overarching strategy. In order to deliver an overarching 'whole-of-government' strategy, significant commitment and resources are required by all three central agencies.

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10   A constitution is one document that usually contains the fundamental principles, the people's rights, and the structure, procedures, powers and duties of government.

The role of the DPMC (as indicated in Table 2) is focused on decision-making, implying an emphasis on quality information rather than developing, implementing and aligning an overarching strategy. In order to deliver an overarching 'whole-of-government' strategy, significant commitment and resources are required by all three central agencies.

Table 2: DPMC's output and outcome summary

Summary of DPMC's outcome and output framework (DPMC, 2007)	
The government's key strategic priority for the next decade is achieving true sustainability in New Zealand through its work programme of: • economic transformation • families — young and old • national identity. DPMC will support the Prime Minister in carrying forward this strategic agenda by working with Treasury, State Services Commission, and other key departments, so that the government's priorities are delivered.	DPMC's Contributing Outcomes: 1. Decision making by the Prime Minister and Cabinet is well informed and supported. 2. Executive government is well conducted and continues in accordance with accepted convention and practices. 3. The Governor-General is well supported. 4. The management of domestic and external security is well planned, informed and co-ordinated. 5. A high-performing, trusted and accessible state sector, delivering the right things, in the right way, at the right prices.

Departmental Output Class 1	Departmental Output Class 2	Departmental Output Class 3
Policy advice and secretariat and coordination services (includes Contributing Outcomes 1, 2, 4, and 5)	Support services to the Governor-General and maintenance of the residences (includes Contributing Outcome 3)	Intelligence assessments on developments overseas (includes Contributing Outcomes 1 and 4)

2.3   Strategic Capacity of Government

Strategic capacity refers to a process of purposeful, directed change, so that a body can plan for the future, adjust its objectives, priorities and resources to meet the opportunities and risks it may face, and make necessary changes in organisation (Schick, 1996).

> Strategic capacity is the capacity of the government or a department to anticipate and plan for future changes in its environment, recast its objectives and programmes accordingly, define and specify desired future outcomes, reallocate resources to achieve them, evaluate results, and measure progress. (Schick, 1996:53)

Schick (1996) notes that the lack of attention to the question of strategic capacity was a serious flaw in state sector reform of the mid 1980s and early 1990s. Strategic misalignment, or the failure of departments to allocate resources in accordance with the government's priorities, has resulted from the government's lack of communication of its aspirations for the future.

2.3.1 Public vs. Private Sector Strategy

There is no doubt that successful organisations, be they public or private, are those that have the ability to design and implement effective strategy in a timely and cost-effective manner. However, mechanisms and expectations around consultation, delivery and reporting processes differ.

Unlike the private sector, the public sector faces a number of additional demands beyond liaison with a board and shareholders. Implementing effective mechanisms for developing, agreeing, reporting and monitoring the future direction of government and the country is more complex than strategy development in the private sector. Equally, the implications of poor leadership are more significant. For example, due to the diverse number of stakeholders, these demands might include the inter-linking and alignment of strategies across a range of public and private entities, a high level of accountability surrounding the use of public funds, and the use of a wide range of public policy instruments. Daly and Watkins (2006) provide a list of additional challenges for leaders in the public sector:

- The mission, goals, and metrics of performance often are dictated by rigid statute or regulation beyond the control of the executive or those to whom he or she reports;

- Performance is subject to a high degree of transparency and often shifting, impatient public scrutiny;

- The stakeholders who exert influence over organisational performance are not only much vaster in number than those usually found in the business world, but they also bring to bear a more highly diverse and competitive set of interests; and

- Direct access to critical resources often is impeded by opaque, remote, onerous bureaucratic systems with long lead times. (ibid.: 5)

Kaplan and Norton (2004) note that government agencies typically have considerable difficulty in defining their strategy clearly. It is common for strategy documents to be lengthy and wordy, consisting mainly of the vision and mission, initiatives and programmes, with very little in terms of the outcomes government is trying to achieve (Kaplan & Norton, 2001). This may be due to the fact that a great deal of academic work is focused on business realities and corporate culture, rather than developing effective strategies for the public sector (Daly & Watkins, 2006).

Departments are only required to prepare strategic business plans when they seek a capital contribution, but are not required to do so at other times (Schick, 1996). However, some ministers and chief executives have taken the initiative instructing their department to prepare strategic plans. However, these strategies generally set out desired initiatives but do not generally discuss the hard choices and trade-offs that may be necessary to achieve planned objectives:

> They stake out claims on future resources, but the strength of these claims is often diminished by the failure to connect the plan to the budget. (Schick, 1996)

Frank Ostroff (2006) believes many public sector organisations can improve performance by adopting and adapting goals and methods that have been proven in business. Although he argues there may be obstacles, such as leaders being selected for policy rather than leadership skills, the election cycle demanding short-term outputs rather than long-term outcomes, rules and regulations preventing the ability to be responsive, and public scrutiny slowing reforms, these obstacles can be overcome. He states:

> In reality, high performing government agencies do resemble well-run companies. Both have worthy goals; well-designed, rational processes; strict accountability; and effective leaders. But the profound differences in their purposes, their cultures, and the contexts within which they operate conjure up quite different obstacles … What's required is a recognition that successful change is possible and a proven set of techniques is available to get there. (ibid.: 141–47)

To conclude, the efficient and effective execution of a coherent and aligned group of strategies is what taxpayers pay for. Strategies must be more than a set of promises to stakeholders. They must provide credible links back to capacity in terms of skills, financial resources and physical resources. Above all, effective strategies are about being different.

2.3.2   Recent Reviews of Government Actions

Several published reviews of government actions relating to strategic long-term thinking towards sustainable development support our research proposition (as stated in Section 1) – that central government strategies need to be coherent, flexible and transparent, clearly focused on critically important longer-term goals, and supported by a robust framework in order to deliver practical strategies and processes for a sustainable future for New Zealand. The findings of the following reviews are summarised below.

Parliamentary Commissioner for the Environment Review (2002)

The Parliamentary Commissioner for the Environment (PCE) reviewed the country's sustainable development progress over the period 1992–2002 (PCE, 2002a, 2002b). The resulting report discussed various statutes, policies, programmes and strategies that were relevant to *Agenda 21*. It found that although many strategies were relevant to sustainable development, they were not necessarily prepared with this in mind. Because of this, and the fact that there was no overarching sustainable development strategy at the time, many of the linkages between the strategies were not clear, nor was direction consistent.

> The apparent lack of coordination among the various strategies is perhaps indicative of the lack of an overall vision and of the silo-thinking that can occur among government agencies that have not necessarily attempted to integrate their strategies with those of other agencies. (PCE, 2002a: 102)

A further review by the PCE of progress to date is expected to be published towards the end of 2007.

Landcare Research Review (2006) and Controller and Auditor General Review (2007) of the Sustainable Development Programme of Action SDPOA

Frame & Marquardt (2006), for Landcare Research, and the Controller and Auditor General (2007) both reviewed the *Sustainable Development Programme of Action* (SDPOA)[11] highlighting that there is a significant lack of long-term and integrated collaboration between central government agencies with respect to sustainable development. Landcare Research found that:

> SDPOA increased collaboration inside government but, in the three years available, was only able to make modest progress on significant long-term, integrated and sustainable development outcomes. (ibid.: 53)

The Controller and Auditor General (2007) commented:

> 3.24 We found little project planning that explicitly included planning for both the short-term and long-term

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11   These reviews are analysed in more detail in *Project 2058*'s Report 1 *A National Sustainable Development Strategy: How New Zealand measures up against international commitments*.

aims of the Programme of Action... (OAG, 2007: 35)

2.16 [...] we consider that the lack of Ministerial meetings and the number of agencies with responsibility for leadership, co-ordination, and governance of the Programme of Action and its workstreams (including the Minister for the Environment, Chief Executives Group, DPMC, and the Senior Officials Coordinating Group) meant that oversight for the whole Programme of Action was less clear.

2.17 [...] Whole-of-programme matters not fully addressed were: identifying and reporting emerging Programme of Action (as distinct from workstream) issues to chief executives and Ministers; supporting links between the workstreams and with other government initiatives; and reporting on progress of the Programme of Action as a whole. (ibid.: 19)

The challenges of trying to adopt integrated thinking and action across government without an overarching strategy are evident in the OAG's response:

Project planning for cross-agency work is complex, but we found a limited number of project plans for the workstreams and limited programme planning that addressed issues such as joint planning and consideration of the resources needed to implement the Programme of Action. While individual projects had project plans and budgets prepared, in our view, the longer-term aims of the Programme of Action would have been more fully supported by an increased focus on programme planning for the Programme of Action as a whole. (ibid.: Summary)

Central Agencies Review (2006)

In April 2006, Cabinet commissioned the Central Agency Steering Committee (CBC Min (06) 8/5) to complete a review. Its objectives were:

- to create a shared understanding of the different dimensions of good performance and how it can be better motivated and supported by central agencies;

- to understand how central agencies influence performance separately and together; and

- to determine what practical steps the central agencies could take to improve performance of the system as a whole. (NZ Govt, 2006: 4)

The review team found that:

- central agencies do not have an agreed definition of high performance in the State sector and what drives (or constrains) it, and are therefore less effective than they should be in monitoring and supporting good performance;

- there is insufficient focus by the central agencies on performance at sectoral and government-wide levels relative to the attention paid to individual agencies and programmes; and

- the performance-related work of central agencies is not well integrated, which adds to the compliance pressures on agencies and deprives the government of best quality information and advice on sector-wide performance issues. (ibid.: 5)

Central agencies are the critical link between ministers' intentions and government actions; therefore they have a key role in developing and aligning strategy across the whole-of-government, as indicated by the following excerpt from the review:

> The actions which should be taken by central agencies to promote and assure systems performance on behalf of Ministers include:
>
> • facilitating the strategic alignment of individual agency and sector effort with the priorities of the government as a whole [whole-of-systems approach], including identification and monitoring of the issues that are most important for public value at any given time, and advancing ways of interacting and sharing new insights of strategic importance;
>
> • supporting Ministers in their decision-making by promoting and assuring processes in other agencies for good quality of analysis; appropriate consultation with stakeholders; clear presentation of options, trade-offs and opportunity costs; managing implementation; and performance monitoring, including impact on clients and the public;
>
> • assisting strategic resource allocation by Ministers so that taxpayers' funds are applied in a manner that is consistent with the Government's economic, fiscal and other policy objectives, and are achieving the desired results sustaining strategic leadership of the State sector by recruiting and appointing people of the highest quality to lead public service organisations, supporting their ongoing learning and development and that of the next generation of potential leaders;
>
> • promoting and assuring strategic capability and systems so that the processes for delivering services have a results-focus and achieve excellence in terms of trust, integrity, accessibility and service quality. Similarly management information and incentive systems focused on performance are needed to enable the central agencies to fulfil their assurance responsibilities to Ministers. (ibid.: 30).

The importance of a quality framework to deliver public good outcomes is perhaps best explored in the context of the following statement:

> The detrimental impact of all these expectations is compounded by the fact that responsibility for system-wide and agency performance falls heavily on a relatively small number of people — particularly senior Ministers, chief executives and senior leaders in a small number of other agencies. These people commonly carry a wide range of other responsibilities and expectations. A consequence can be that the urgent crowds out the important — in terms of the strategic, reflective, evaluative effort that is vital to a high performing and sustainable system. (ibid.: 19)

The following section explores the current policy instruments which have we identified as looking long-term, and could be further built upon to deliver a sustainable future.

2.4 Long-term Policy Instruments

This section is intended to briefly illustrate some of the public policy mechanisms that government employs to deliver long-term outcomes for the public good. Understanding the current machinery is necessary to achieve *Project 2058*'s strategic aim – to promote integrated long-term thinking, leadership and capacity-building so that New Zealand can effectively explore and manage risks and opportunities over the next 50 years.

If we are to achieve optimal public good outcomes, policy decisions that aim to deliver specific public benefits, and government processes that focus on state sector performance, organisation, leadership and policy delivery, must be of a high quality. Here we consider process, by asking what mechanisms exist for the government to report on and evaluate their long-term strategic intentions.

Sustainable Future contacted the Treasury and the DPMC to obtain a government definition of public policy, but was advised that one does not officially exist. We understand that public policy is a broad concept, which has many forms ranging from precise deliberate decisions to broad statements of purpose or principles. Appendix 2 outlines ten key elements of public policy, based on the work of Hogwood and Gunn (1984).

It is difficult to identify, let alone illustrate, the relationships between types of policy, policy decisions, mechanisms and processes, and to do so is beyond the scope of this report. However, different types of policy co-exist. One of the objectives of good state sector governance is to develop an optimal 'policy mix' that is integrated and aligned with short-, medium- and long-term intentions and desired outcomes.

We attempted to determine where long-term directions and outcomes are featured in central government policy. Only three mechanisms currently employed by government, and clearly available to the public, seemed designed to deliver — and improve the delivery of — long-term outcomes. These are:

1. Departmental *Statements of Intent* (SOI), required under the Public Finance Act 1989 (PFA). These look at a minimum of three years into the future.

2. The Treasury's *Long-Term Fiscal Position* (LFTP), required under the Public Finance Amendment Act 2004 (PFAA). This looks 40 years into the future.

3. Central government strategies are generally not required under legislation. They are not required to be of a specified length or timeframe.

We recognise that long-term outcomes are certainly discussed and determined by Cabinet Committees and ministers; however, these processes are unlike the three policy documents discussed above in that they are not transparent and readily available public report mechanisms.

The purpose and applications of SOIs, the LTFP and central government strategies are discussed in turn below in relation to the extent that they require strategic, long-term thinking from government. Section 4 onwards discusses the third mechanism, central government strategies, in more detail.

2.4.1 Statements of Intent

Under Section 38[12] of the Public Finance Act 1989, each department and ministry must publish information on future operating intentions, in a Statement of Intent (SOI). The State Services Commission (SSC) has recently updated its guidelines, *Guidance and Requirements for Departments: Preparing the Statement of Intent* (SSC, 2007), in order to ensure departments and ministries meet the requirements of the Act. The SSC state that the SOI content requirements are divided into two broad sets of information:

1. **a medium-term set of information** looking a minimum of three financial years into the future that provides a succinct, strategically-oriented description and explanation of what the department is trying to achieve, how it intends to achieve this and measure the progress made, the challenges it will face, and the implications for capability.

2. **an annual set of information** for the first financial year only, which provides more detailed performance information in the form of forecast financial statements and statements of forecast service performance, against which the department must report and be formally audited at the end of that financial year. (SSC, 2007)

The SSC guideline goes on to state that:

Under Section 38(2) of the PFA, the medium-term component of a SOI must cover a minimum future period of three financial years. Some departments will have longer planning horizons and should consider reflecting that in their SOI. The medium-term component of a SOI **must** set out and explain the following information:

1. What the department does

2. Impacts, outcomes and objectives

3. The department's operating intentions

4. Performance Measures and Standards

5. Impacts, outcomes and objectives

6. Cost-effectiveness of interventions

7. Organisational health

8. Any other matters necessary to understand the department's operating intentions. (SSC, 2007)

Notably, there is no requirement to identify and report on strategies developed by departments and ministries in their SOI. This means that linkages between long-term strategies and medium-term intentions, as set out in the SOIs, may fail to occur. Furthermore, it is likely the skills and resources needed to implement a strategy may be difficult to identify, access and monitor in the budget. For the purposes of this report, we refer to this type of integration, between strategies and other public policy instruments, such as budgets, *Statements of Intent*, and guidelines, as external integration.[13]

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12   Public Finance Act 1989, Section 39: Obligation to present and publish information on future operating intentions.

13   See Section 4.

2.4.2 Long-Term Fiscal Position

The only other required report on long-term thinking is the *New Zealand Long-Term Fiscal Position* (LTFP) which must be produced by Treasury at least every four years, under the Public Finance Amendment Act 2004 (PFAA).[14]

The purpose of this statement is to report on the government's long-term fiscal position over a period of at least 40 years. The statement is intended to lead to a comprehensive reporting of the issues that could adversely affect a prudent level of net worth. For example, it may provide information on the fiscal consequences of projected demographic changes such as an ageing population, and increases in healthcare expenditure. The PFAA does not specify the analytical tools to be used in formulating the *Statement on the Long-Term Fiscal Position* (LTFP). However, the use of intergenerational accounts included in the *Guide to the Public Finance Act* (2005) raises the idea that the scope could be very wide and its use very important for long-term policy cohesion. The first and only *Statement on the Long-Term Fiscal Position* (Treasury, 2006) was published on 27 June 2006. The Executive Summary states:

> rather than attempt to make predictions, we have used the available information to make projections of the fiscal consequences of particular scenarios. These scenarios set out the implications of possible scenarios and patterns of development of the economy…. We see the purpose of this statement as being to increase the quality and depth of public information and understanding about the long-term consequences of spending and revenue decisions. This will assist governments in making fiscally-sound decisions in the decades ahead. (ibid.: 3)

We are unaware of any published reviews of the LTFP, but have outlined five issues to start the dialogue on how the LTFP could be better applied.

1.   Environmental issues

The report does not consider significant environmental issues, like climate change, water quality and energy constraints. We agree with the principles in the Act, which emphasise net worth and risk management (Public Finance Act, Section 26G (c) and (d) respectively), but consider a narrower interpretation may have been adopted in the *Statement on the Long-Term Fiscal Position*. The government's long-term fiscal objectives, as set out in the Treasury's *Statement on the Long-Term Fiscal Position* and reaffirmed in the 2007 Budget, are as follows:

1.   manage total debt at prudent levels. This is defined as gross sovereign-issued debt being stable at around 20% of GDP over the next 10 years;

2.   the operating surplus, on average, over the economic cycle is sufficient to meet the requirements for contributions to the New Zealand Superannuation Fund and ensure consistency with the debt objective;

3.   increase net worth consistent with the operating balance objective;

4.   ensure sufficient revenue to meet the operating balance objective; and

5.   ensure expenses are consistent with the operating balance objective. (Treasury, 2006: 23)

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14   Public Finance Act, Section 26A: Contents of fiscal strategy report: long-term objectives.

Managing all assets and liabilities, including those that do not appear on the balance sheet, will be critical for the creation of a robust and sustainable country in the future. This is a significant challenge and one that New Zealand does not face in isolation.

Currently, the LTFP is the only regular government publication where this dialogue can take place. Hence we would like it to be used as an instrument to explore future risks and opportunities and how they may impact on New Zealand's net worth.

2.   The selection of the current Treasury model

Although the report does explain why it has adopted the existing model (which is demographic based),[15] we envisage its purpose is more to explore the future (as in 1. above) than review demographic effects on receipts and payments. In our view, Treasury should adopt a more explorative and broader-based model suitable for the purpose set by the Public Finance Act.

3.   The 2030 deficit

The fact that the core Crown operating balance is forecasted to move from a surplus to a deficit in the early 2030s, as shown on Figure 11.3 (ibid.: 100), was a significant finding which could have been discussed further.

4.   No mention of sustainable development principles or vision

The approaches adopted were described as bottom-up (being business as usual) and top-down (ibid.: 29). The top-down approach starts with the set of constraints — the government's five long-term fiscal objectives, stated above. Our concern is that the long-term fiscal objectives should align with and work alongside the broader long-term goals and principles of government, like the ten sustainable development principles that were agreed by Cabinet in 2003. We therefore consider there is a third approach — to agree on a description of where we want to be, i.e. 'a sustainable nation' (Clark, 2007), and find a strategy to get us there.

5.   Need for more clarity and transparency

The LTFP is a public report and as such is required to have high levels of clarity, transparency and structure. The logical flow of the report, and the distinctions between terms used, such as approaches, scenarios, determinants, drivers, policy options and assumptions, could be improved for a more general readership. More transparency will provide a range of benefits, including the ability to benchmark the report over time and increase dialogue with a wider range of stakeholders over the future options for New Zealand.

2.4.3   Central Government Strategies

As discussed elsewhere in this report, central government strategies are not necessarily required by legislation. Thus, they are not officially defined and do not have reporting, reviewing or structural requirements. Instead strategies are flexible, non-binding policy documents that vary in scope and structure and cover a range of diverse issues. Although central government strategies do enable a substantial degree of foresight and long-term planning, linkages and cohesion between strategies are not clear. Furthermore, because of the large number of strategies, and the absence of guidelines, rules or imperatives to regard to each other, they are not set within one central future-focused direction. Therefore we do not consider that the *status quo* of central government strategy is sufficient to deliver direction and integrated long-term outcomes for New Zealand's progress towards a sustainable future.

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15   Demographics, in particular the ageing population, fertility and migration, are a key determinant of fiscal policy (ibid.: 32).

2.5 Additional Instruments Are Required

Although the three mechanisms explored above are strategic documents, we have not found any transparent processes, policies or policy mixes that set clear, overarching national strategic directions, outcomes and actions. McDonald (2007) also observes that there is an absence of any real sense or evidence of a sound strategic policy framework. The three potential vehicles for reporting integrated future thinking to the public cannot adequately explore and manage the risks and opportunities to New Zealand.

SOIs and the LTFP have been interpreted narrowly, the former by time and the latter by topic. SOIs take a medium (three to five year) rather than a long-term view, while the LTFP appears not to consider the wider sustainable development considerations of net worth. Both mechanisms could be modified to improve long-term reporting and coordinate long-term thinking in central government.

Although there is certainly scope to improve the current instruments, the research team considers an overarching strategy document — a National Sustainable Development Strategy (NSDS) — is required to deliver cohesive, integrated and long-term outcomes.

3.   A National Sustainable Development Strategy

This section builds on the findings of Sustainable Future's *A National Sustainable Development Strategy: How New Zealand measures up against international commitments*, first published in 2005 and updated in 2007. This earlier paper, Report 1, discusses what a NSDS is, the global milestones that have led to a United Nations commitment to NSDSs, and New Zealand's response to date. The paper argues the *Sustainable Development Programme of Action* (SDPOA) did not meet the requirements of a NSDS.

With the SDPOA being completed in July 2006, it becomes clear that New Zealand currently has no document that could arguably be classified as a NSDS. This means New Zealand does not have an overarching strategy that acts as a map to lead this country into the future. Instead, we have a large number of central government strategies that remain unaligned to each other and to regional and local strategies. However, although it is not integrated into policy, we do have a clear vision.

3.1   A Vision

The Government's vision of national sustainable development has been developing since 2002, but is perhaps best described by the following excerpt from Prime Minister Helen Clark's Statement to Parliament in February 2007:

> I do believe New Zealanders value our country's clean and green, fair and inclusive status, and our first world living standards. But none of that is a god-given right — only strong leadership, driving farsighted, sustainable strategies can lock that in for future generations. [...]

> New Zealand's future is dependent on long term sustainable strategies for our economy, society, environment, culture and way of life. Those strategies have to be driven by strong leadership and sound policies.

> Building a sustainable nation requires smart, active government working with key stakeholders across the economy and society.

> I believe New Zealand can aim to be the first nation to be truly sustainable — across the four pillars of the economy, society, the environment, and nationhood. I believe we can aspire to be carbon neutral in our economy and way of life. (Clark, 2007)

3.2   A Journey — Government's Actions towards a NSDS

As the events outlined in Appendix 3 and explored in more detail in Report 1 illustrate, New Zealand was progressing well towards a NSDS until 2003, and reached a hiatus in 2006. In 2003 the government instigated the *New Zealand Sustainable Development Programme of Action* (SDPOA), which could have been a stepping stone on the journey toward a NSDS. However, by mid 2006 the SDPOA was finished, and we are not aware of any future proposals or government initiatives to continue this programme.

3.3   Unfinished Business

The research team strongly supports both the vision articulated by Prime Minister Helen Clark on 13 February 2007 and the creation of a chief executives' sustainability group. However, our research Report 1, *A National Sustainable Development Strategy: How New Zealand measures up against international commitments* (2007), demonstrates that:

1.   The SDPOA concluded in July 2006 (OAG, 2007). Since July 2006, there has been no indication whether government has anything in the pipeline regarding actions or funding to contribute to, produce or implement a NSDS.

2.   A great deal more work needs to be completed in order to provide an overarching strategy, i.e. a NSDS, to align long-term thinking with short-term actions.

3.   Producing an effective NSDS is a challenge, as international experience has indicated. However, New Zealand is clearly behind in comparison with our trading partners and other developed countries. If New Zealand is to continue to rely on its 'clean green' image, it needs to ensure that it meets its international commitments and to effect its vision as a sustainable nation.

4.   There needs to be a much greater emphasis on a 'whole-of-government' approach to align departmental long-term priorities and increase the government's strategic capacity.

In order to examine the current strategy landscape, the research team scoped the research boundaries (Section 4), developed the methodology (Section 5) and completed the analysis (Section 6).

4. Scope

The outline below clarifies the boundaries of the research. Readers may disagree with the definitions and framework discussed, or be aware of additional strategies that we were unable to find in our search. However, the underlying issue is that without a comprehensive list of current strategies, stakeholders have no ability to trace the history of strategy development, and no framework to manage and monitor strategies to ensure their delivery is realistic, aligned and measurable. Section 5 uses the definitions derived below to frame the methodology.

4.1 The Search for a New Zealand Government Definition of Strategy

Although there is no publicly available, sector-wide government definition of a central government strategy, the New Zealand Treasury's strategy *Factsheet* defines a 'strategy' as:

> the result of making decisions about what organisations want to achieve in the longer term, and how they are going to achieve it. (Treasury, n.d.)

In contrast to a strategy for warfare or business, strategy in government generally involves multiple goals and is implemented through a wide range of policy instruments, including laws, taxes and services. We like the Treasury description of a strategic aim:

> [A strategic aim should be] expressed in terms of a vision of the desired future state; and be as specific as possible and with associated measures and targets (for example, for the Accident Compensation Corporation to reduce the rate of injuries and consequential claims by at least 10% by 2009). Long-term goals and medium-term objectives associated with a strategy should also come with action plans realistic for its implementation. The balance between an immensely detailed strategy that cannot adapt to changing circumstances and a vague vision needs to be achieved. Finally, a strategy needs clear monitoring and accountability to be delivered. (ibid.)

The Ministry of Health also explains:

> Usually, strategy documents are public statements of intent and a commitment to act in response to an articulated set of issues. They usually emerge from a process of consultation with the sector and the public, and, therefore, there are usually high expectations that the directions outlined in the strategy will be acted upon. (Ministry of Health, n.d.: 1)

In the absence of government descriptions of what is a central government strategy, a framework or a process for developing individual strategies, Sustainable Future developed the following definitions and processes. Without creating such a lens to view the landscape through, it would have been impossible to provide any meaningful results.

4.2   Definition of 'Strategy'

A 'central government strategy' must:

- be a publicly available statement or report;
- be generated by central government with a national rather than a local focus;
- contain long-term thinking, in such a way that the strategy links to a long-term vision or aim, and ideally provides clarity over the factors that may impinge on the attainment of that vision or aim. This should include a description of a desirable place in the long-term future. Such an approach requires an ability to be visionary and anticipate future issues in order to create scenarios; and
- contain a plan to achieve change.

In addition, an effective central government strategy should ideally:

1. Describe the process and stakeholder engagement undertaken to form the strategy.

2. Assess a number of feasible options, select an optimal option and plan ways of getting there. Such a process often requires:
   - decision-makers to have discussions with stakeholders to determine an optimal plan of action;
   - identification of barriers that restrict or reduce the chances of success, including identification of conflicts of interest among different stakeholder groups; and
   - plans, including steps that are actionable and based on realistic expectations, via a capabilities assessment.

3. Analyse reliable information and sections of the whole, as well as synthesise these sections in order to see the pattern of interaction between them.

4. Support and involve stakeholders, as appropriate, to ensure the strategy adapts to changing circumstances, meets stakeholders' needs and concerns, and remains organic and dynamic.

5. Have a clear timeframe (start and finish date).

6. Have a target and broad goals, with timeframes attached, so that it is clear when outcomes have been, or should have been, achieved.

7. List outputs required to achieve the desired outcome(s).

8. Identify who is responsible for achieving each output, in order to provide a clear accountability framework.

9. Build a review process into the strategy (a feedback loop) by engaging a third party to undertake a review in order to gain public trust and avoid bias.

10. Link national and local levels, so that principles and directions set out in strategies can be detailed in planning and implementation procedures at a local level.

11. Have a comprehensive monitoring and evaluation framework that enables the strategy to be completed, adapted or superseded.

12. Have committed funding for ongoing implementation (for without a dollar sum attached to a strategy it is impossible to judge how serious the government is).

A strategy is not:

1. A 12-month list of actions, e.g. a list of practices;

2. A vision alone, e.g. a statement or description of a future place in time;

3. A description of possible directions or options, e.g. scenarios; or

4. A reaction to a crisis without a plan.

4.3   Definition of 'Framework'

There is no publicly available, sector-wide definition of a central government framework for developing a strategy or any useful guidelines; consequently the following definition was developed by Sustainable Future.

> By framework, we mean a way of managing central government strategies that is:
>
> * comprehensive,
> * accurate,
> * traceable,
> * manageable,
> * accessible,
> * able to be monitored and measured, and
> * able to clearly understand connections and linkages.

Sustainable Future believes the design of any 'strategy framework' must be based upon the following four pillars.

Pillar One: Responsiveness and flexibility
We are in a period of high transition, as reinforced in the Stern Review (Stern, 2006) in the context of moving to a low-carbon economy. Therefore, in order to make change, the public and the market should be well-informed and able to assess, monitor and influence policy. Any framework must be sufficiently flexible to manage both known and new risks and opportunities. New risks and opportunities will need to be managed in an ad hoc reactive manner, whereas others can be systematically managed in a more proactive manner. Hence any system will need to be responsive and flexible to the needs of the public while meeting an overall vision. Because strategies can be responsive and flexible, they have significant advantages over other policy instruments, such as legislation, which tend to be hard-edged, inflexible, may overlay additional compliance costs and require interpretation (e.g. case law). Therefore leadership, articulated via a responsive and flexible 'strategy framework', provides significant advantages to the general public and the market.

Pillar Two: Accountability, transparency and governance
The public has the right to access, debate, monitor, respond to and influence public policy and public funding (e.g. how taxpayer money is being spent). In order to provide for these rights, both the nature of the 'strategy framework' and the subsequent strategies must be transparent, so that the public can engage with public servants and/or influence policy. In particular, the framework must:

- Be easy to access, so that it is possible to understand all current strategies that make up the framework;
- Recognise Te Tiriti o Waitangi, the Treaty of Waitangi. The framework must include an appropriate space for Māori, as Treaty partners, to be actively involved in strategy development so that they can effectively communicate their worldviews, tikanga, and rights;[16] and
- Recognise the role and responsibility of government to cater and care for those individuals and families that need assistance.

Pillar Three: Completeness and integration

A country's 'strategy framework' should be managed in such a way as to enable access to a concise, comprehensive, integrated and accurate list of strategies. Sustainable Future considers such an approach is likely to enhance governance, policy and more specific objectives, such as New Zealand's competitive advantage, in contrast to a country that has a collection of unconnected and difficult-to-access strategies without a central vision. Central strategies are a way of providing more meaningful and relevant leadership and certainty in the marketplace.

Pillar Four: Long-term approach

Central government strategies are the principal policy instrument for putting future thinking into practice, and directing long-term cohesive planning mechanisms for government. This currently seems to be lacking, however, given the government's commitment to sustainable development, a strategic framework should be centred on a NSDS.

To conclude, New Zealand requires a robust 'central government strategy framework' that can provide meaningful information and direction so that independent reviewers of government (including the Parliamentary Commissioner for the Environment and the Office of the Ombudsman) and other stakeholders (such as businesses, the public, NGOs, and local and regional councils) can understand, respond to, assess and monitor the government's performance and future thinking. Performance reviews provide an opportunity to feed back changes in the landscape and make alterations accordingly.

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16   The PCE's report *He rangahau ki te aria ko te Tiriti te putake e whakatuturutia ai nga tikanga mo te taiao: Exploring the concept of a Treaty based environmental audit framework* (PCE, 2002c) could be used as a guide to cover these kaupapa and principles.

4.4   'Process' for Developing Individual Strategies

No explicit governmental process for developing new strategies could be found. Figure 1 represents Sustainable Future's understanding of the optimal process for strategy development and identifies six key stages, which will be referred to in Sections 5 and 6 of this report.

Figure 1: Process for developing a strategy

It is of particular importance that a strategy should clearly:

Stage 1: Clarify purpose, objectives, actions and targets	Stage 2: Public consultation	Stage 3: Publish final strategy (timelines and targets)	Stage 4: Implement strategy & report performance annually	Stage 5: Monitor & review (usually 3–5 yearly by third party)

Stage 6: Feedback
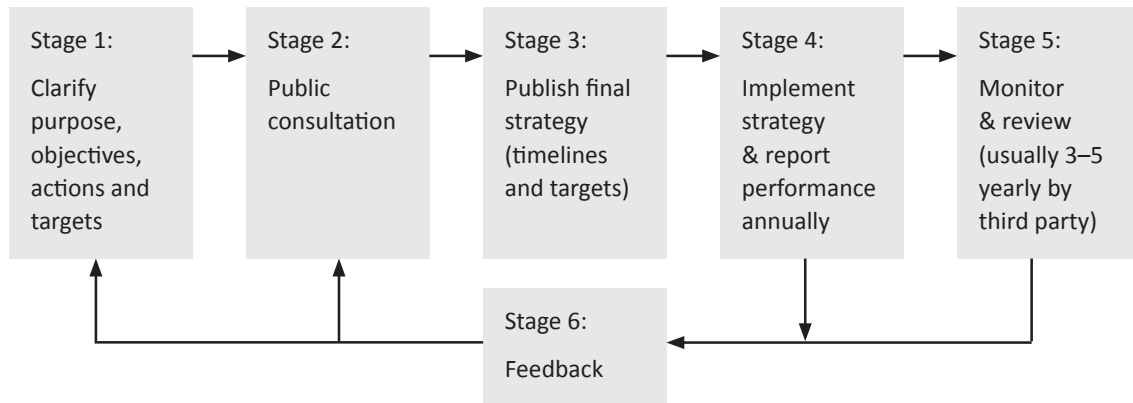
- state its purpose, objectives, targets, timetables, and action steps to ensure the strategy aligns with the wider objectives of central government and is able to be monitored;
- identify and communicate with key stakeholders who will have an interest in the impact;
- state the type of public consultation that has occurred in order to develop the strategy. This ensures the public have confidence in the quality of the strategy, in particular that funds have been spent on the most effective strategy, that stakeholders have confidence they have been listened to, and that opportunities to develop good working relationships with stakeholders have been maximised so that implementation is optimal;
- ensure there is a clear distinction between the role of the implementer (to report back regularly on performance) and the role of the independent verifier (to monitor and review performance, the effectiveness of the implementer and the purpose and fit of the strategy) to ensure transparency about who is responsible for what; and
- set out the feedback mechanism, to ensure effective and timely two-way communication occurs between government and stakeholders.

Re-examining the strategy should occur at all levels. Daly and Watkins (2007) argue that leading strategic change in government requires frequent re-examination of the current strategy. They suggest managers should ask questions like:

i.   If we continue down this path, what might be the unintended consequences?

ii.   Will the efforts needed to carry out this plan consume too many resources and crowd out more important goals?

iii. Whether the existing organizational structure supports the new strategy? (ibid.: 171)

A list of key questions that test current government capability can also be found in Appendix 1 of the recent UK Government Public Administration Committee report *Governing the Future* (UK Government, 2007).

4.5   Excluded from this Research

The research did not include:

- Draft strategies,[17] halted strategies,[18] guidelines, policy statements, discussion papers, standards, programmes, schemes, and documents that were either not published in the public domain or failed to a meet a predetermined definition of a central government strategy.
- Strategies prepared by local and regional councils. The research team plan to review and publish a discussion paper on local and regional councils under *Project 2058* later in 2007.
- Only strategies that were signed by ministers of departments of the public service were included. Strategies generated by Crown entities, which are not sections of the public service, such as the Accident Compensation Corporation (ACC), were therefore not included. This distinction was often difficult to make, as indicated by the following examples:

  i.   *The New Zealand Injury Prevention Strategy* (June 2003), which was signed off by the Minister for ACC, was not included as ACC is a Crown entity (and is not included as one of the departments of the public service).

  ii. *Building the Future: The New Zealand Housing Strategy* (May 2005) was signed off by the Minister of Housing, who is responsible for the Department of Building and Housing. Although the strategy also stated that it was developed by the Housing New Zealand Corporation (HNZC), a Crown entity, it was included in our analysis because it was signed off by a minister of a department of the public service.

The following section uses the definitions highlighted above to describe the methodology.

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17   Draft strategies (i.e. work in progress) can be found in Appendix 4.

18   Halted strategies can be found in Appendix 5.

5. Methodology

5.1 Strategy Identification and Collection

In order to identify central government strategies, we:

- reviewed websites of current ministries and departments;
- referred to our own physical library and website,[19] and
- searched the Statutes of New Zealand website,[20] where the search term 'strategy' resulted in over 1000 hits that were individually examined.

It is worth noting that this paper took a lot longer to research than anticipated, due to the challenges of identifying all strategies. The lack of a list of all central government strategies was both a surprise and a concern.

Once the strategies were identified, they were stored as Portable Document Formats (PDFs) on our website. Where strategies were not available in PDF, we contacted relevant ministries or libraries for hard copies.

Online resources did not identify many strategies released prior to 2000, probably due to the recent shift to storing documents on websites. Where documents were not available online or from the relevant ministry, hard copies were requested from the Wellington City Library and the National Library. We had significant problems identifying and accessing documents, as discussed later in this section.

As mentioned above, we excluded draft strategies,[21] halted strategies,[22] guidelines, policy statements, discussion papers, standards, programmes, schemes, and documents that were either not published in the public domain or failed to meet our definition of a central government strategy.[23]

We were frequently challenged by the range of strategies we found. We came across reports that met our definition of strategy, but were not identified as strategies in their title. For example, the Ministry of Research, Science and Technology's (MoRST) *Road Maps for Science* (2006–07), and the Ministry of Foreign Affairs and Trade's (MFAT) *Policy Statement: Towards a safe and just world free of poverty* (2002), met our definition and were included in the list. In contrast, the Treasury's *Annual Fiscal Strategy Report* did not meet our definition[24] and was therefore excluded from the list.

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19 McGuinness Institute www.mcguinnessinstitute.org

20 Public Access to Legislation www.legislation.govt.nz

21 Draft strategies (i.e. work in progress) can be found in Appendix 4. For example, draft strategies excluded are (i) the draft *National Energy Efficiency and Conservation Strategy* (NEECS), therefore only the existing NEECS 2001 strategy is included; and (ii) the draft *New Zealand Energy Strategy*.

22 Halted strategies can be found in Appendix 5.

23 For instance, *Tui Tui Tauituia: Race relations in 2006*, Human Rights Commission (March 2007), is a good example of a government report looking at the current state of affairs of race relations and the government's involvement; however, it is not a strategy that sets out a direction, goals, intended outcomes and targets.

24 The Treasury's *Annual Fiscal Strategy Report* is an annual performance report measuring government's progress against goals such as balancing operating revenues and achieving debt objectives.

5.2   Method of Analysis

Once the list of strategies was completed, the strategies were examined in order to gain a deeper understanding of their nature and characteristics. Our analytical approach is explained in Figure 2 overleaf.

Importantly, we decided to separate strategies into two groups, major and minor. Major strategies were determined by whether the strategy contained a foreword signed by a minister or associate minister of the Crown.

Our method of categorisation is based on the assumption that strategies signed by a minister or associate minister would have greater importance than if the strategy had been signed by a member of the public service. For example, *New Zealand's Long-term Fiscal Position* (Treasury, 2006) is signed off by the chief executive of the Treasury, and is therefore classified as minor whereas other strategies (such as the *Justice Sector Information Strategy*) were classified as a major strategy. We felt uncomfortable about excluding this strategy and looked at other options, such as the use of the Coat of Arms; but returned to the 'sign off' distinction, because a minister's signature, in our view, indicated stronger government accountability.

5.   METHODOLOGY

Figure 2: Process of analysis

Did the document meet the Sustainable Future definition of a 'major' central government strategy (simply referred to as a strategy)?

- a publicly available report
- signed off by a minister (or associate) in his/her role as minister (or associate) of a department or ministry
- contains long-term thinking
- contains a plan to achieve change.

If met, the strategy was placed on the 'major list' (Appendix 6) and analysed further. If not, it was added to the 'minor list' (Appendix 7) and not analysed further. Both lists are on our website.[25]

If major, the following quantitative questions were asked:

1)   Did a National-led or Labour-led Government release the strategy?

2)   Was the strategy written into legislation?

3)   How was each strategy signed off by the minister(s)?

4)   Were start and finish dates published in the strategy?

5)   (a) Is the strategy still current? Or, on what date was it made obsolete? (b) If obsolete, has the strategy been replaced?

6)   (a) Has a review of the National Party strategy been published? (b) Has a review of the Labour Party strategy been published? (c) Has a review of the strategy been published (both Labour and National)?

7)   What is the length of each strategy (including appendices)?

In addition, Sustainable Future made qualitative assessments of each strategy in terms of references to timeframes and targets:

8)   Does the strategy state specific timeframes for achieving broad goals?

9)   Does the strategy state specific targets to measure progress?

Lastly, in order to answer the following qualitative questions about the landscape, the team:

- reviewed the ease of accessibility;
- built on the work carried out by the PCE (2002a, 2002b, 2004);
- charted strategy relationships, as shown in Appendix 8;
- developed strategy landscapes, based on Appendix 10 and Appendix 11, the results of which are reflected in Figures 16 and 17; and
- examined six strategies and their level of integration with their respective *Statements of Intent*.

10)   Were strategies easy to access?

11)   To what extent were strategies internally integrated (i.e. with other strategies) and externally integrated (i.e. with other policy instruments)?

12)   Was there any duplication of purpose among major strategies?

13)   Were there any gaps in the landscape?

14)   Were there areas of potential conflict between strategies?

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25   www.mcguinnessinstitute.org/Site/Projects/NSDS_national_strategy/Government_Strategies/Major_Strategies_May07.aspx and www.mcguinnessinstitute.org/Site/Projects/NSDS_national_strategy/Government_Strategies/Minor_Central_Govt_May07.aspx

6.   Analysis

6.1   Reporting Results

A full list of 130 strategies (from 1990—2007), with corresponding PDFs, is provided on our website.[26] Of the 130 strategies:

- 80 (62%) contained a foreword or similar paragraph signed off by a minister(s) or associate minister(s).
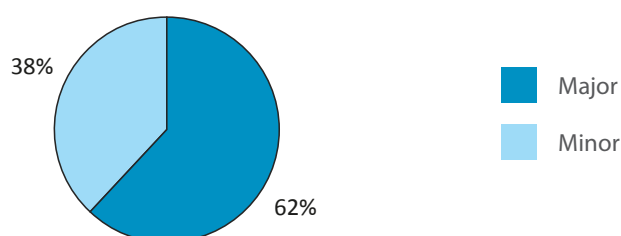- 50 (38%) were signed off by a chief executive or secretary of a ministry or department or, in approximately a quarter of these cases, were not signed off at all.

Figure 3: What proportion were major strategies and what proportion were minor strategies?

There does not appear to be a process for identifying what level of authority (i.e. minister or chief executive), if any, signs a strategy. For example, the *New Zealand Treasury Strategic Plan 1994–2004* was not signed off by any government official, whereas its replacement, the *New Zealand Treasury Strategic Direction Summary 2004*, was signed off by Treasury chief executive John Whitehead.

We consider that for accountability and governance purposes, it is critical that strategies of national significance are signed off by a minister or relevant authority. Therefore, for the purpose of this analysis, we consider that only the major strategies warrant further examination. We list the 13 draft and 8 halted strategies in Appendix 4 and Appendix 5 respectively. Appendix 6 lists the major strategies. On the *Project 2058* website, each major strategy links to a table, as indicated by the sample in Table 3 below. For completeness, the minor strategies (i.e. those not signed off by a minister or associate minister) are listed in Appendix 7.

Table 3: Example of major strategy analysis
Tertiary Education Strategy (Second) 2007–2012
2007 (no publication month given)

1.	Did a National-led or Labour-led Government release the strategy?	Labour
2.	Was the strategy written into legislation?	Yes, Education Act 1989
3.	Which minister(s) signed off the strategy?	Hon. Michael Cullen, Minister for Tertiary Education
4.	What start and finish dates are specified in the strategy (validity period)?	Start: 2008 Finish: 2010
5.	Is the strategy still current? Or, what date was it made obsolete?	Yes

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26   www.mcguinnessinstitute.org/Site/Projects/NSDS_national_strategy/Government_Strategies/Major_Strategies_May07.aspx and www.mcguinnessinstitute.org/Site/Projects/NSDS_national_strategy/Government_Strategies/Minor_Central_Govt_May07.aspx

6.	Has a review of the strategy been published?	Too early to be reviewed
7.	What is the length of the strategy?	44 pages
	In addition, Sustainable Future assessed the strategy in terms of content;	
8.	Does the strategy state specific timeframes for achieving broad goals?	No
9.	Does the strategy state specific targets to measure progress?	No
	PDF link	http://www.mcguinnessinstitute.org/Site/Projects/NSDS_national_strategy/Government_strategies/tertiary_education_2nd.aspx

Our approach is to report the results of the questions in the order in which they are raised in Figure 2. The questions are reported below under:

- Quantitative research — responses to questions 1–7; and
- Qualitative research — responses to the more subjective questions, namely questions 8–9 (strategy-specific) and 10–14 (overall landscape).

6.2   Quantitative Results — Analysis of the Strategies (Questions 1–7)

Question 1. Did a National-led or Labour-led Government release the strategy?

Twelve (15%) major strategies were developed under the National Government during the period 1990–1999, while 68 (85%) were developed under the Labour Government from 1999 to the present. Figure 4 (below) graphs the years in which the major strategies were created. It shows that considerably more strategies have been developed since 2001 than in the 1990s.

Figure 4: Question 1. Did a National-led or Labour-led Government release the strategy?

Note: National party generated strategies are represented in blue and the Labour party strategies in red.
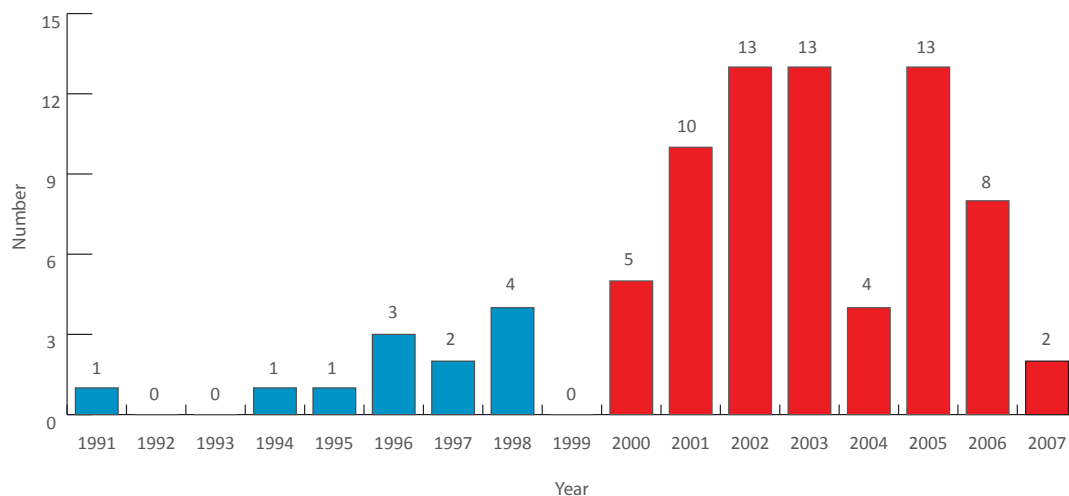
Conclusion

This implies that, on average, 1.3 strategies per year were created under National's governance,[27] and 9.1 strategies per year were created under Labour.[28] However these results are not entirely conclusive, for the following reasons:

- It was difficult to locate a complete list of strategies, particularly those created before 1999. The absence of evidence and lack of traceability is a key finding from this research. There was no transparent record-keeping of strategy development during this time.
- Quantity is not a measure of quality, therefore until a detailed analysis of each strategy is completed, their underlying value remains unknown.
- It is also difficult to discern whether these results indicate a party-specific approach to governance, or whether influences over time have resulted in a shift of governance style, regardless of political party.

Question 2. Was the strategy written into legislation?

We identified ten (13%) major strategies that have been written into legislation as detailed in Appendix 9. In addition, five of the minor strategies were also identified as being written into legislation, as well as the *National Parks Management Strategies* and the *Regional Conservation Management Strategies*. This raises the question that if a strategy's mandate is written into legislation, does this imply such a strategy should, by right, be signed off by a minister and therefore be considered a major strategy.

Figure 5: Question 2. Was the strategy written into legislation?

13%

87%

Yes
No
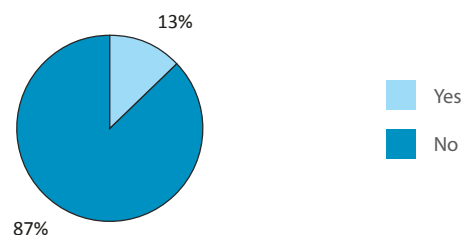
Conclusion

The language contained in the legislation is quite diverse, as indicated in Appendix 9. For example, the New Zealand Public Health and Disability Act 2000 (Part 2, Section 8) *requires* a strategy to be developed:

> The Minister **must** determine a strategy … to provide the framework for the Government's overall direction … and the Minister may amend or replace that strategy at any time.

Whereas, the Land Transport Act 1998 (Part 13, Section 170) *allows* the development of a strategy:

> The Minister **may** from time to time, on behalf of the Crown, complete a national land transport strategy.

Question 3. Which minister(s) signed off the strategy?

Of the 80 major strategies:

- 67 (83%) were signed off by one minister or associate minister, and contained a foreword, letter, preface or message.
- 10 (13%) were signed off by a number of ministers or associate ministers.
- 2 (3%) were signed off by the Prime Minster, Helen Clark.

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27   Twelve strategies over 9 years of National Governments.
28   Sixty-eight strategies over 7½ years of Labour Government.

- 1 (1%) was signed off by Prime Minister Helen Clark and another minister.

Figure 6: Question 3. How was each strategy signed off by the minister(s)?
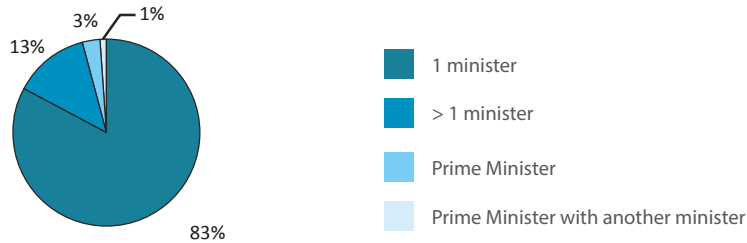
As noted above, there does not appear to be an agreed process for signing off strategies. A diverse range of processes have occurred, including:

- sign-off by one minister or associate minister;
- sign-off by a number of ministers or associates;
- sign-off by a chief executive or a secretary of a ministry; and
- no sign-off at all.

Conclusion

For accountability and governance purposes, it is desirable that strategies of national significance are signed off by a minister or relevant authority in a consistent and logical manner.

Question 4. Were start and finish dates published in the strategy?

Validity periods refer to clearly stated dates during which a strategy is considered current. Of the 80 major strategies, 36 (45%) had a published validity period and 44 (55%) did not (Figure 7).[29]

Figure 7: Question 4. Were start and finish dates published in the strategy?
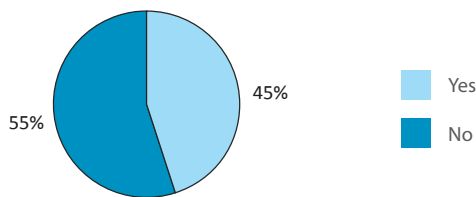
Conclusion

The proportion of strategies with published validity periods is high relative to other criteria under analysis (such as reviews and targets). However, we suggest that this is still not adequate and each strategy should always contain a start and finish date.

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29   The actual dates are contained in the tables, under 'Central Government Strategies', at http://www.mcguinnessinstitute.org/Site/Projects/ NSDS_national_strategy/Government_Strategies/Major_Strategies_May07.aspx

Question 5. Is the strategy still current? Or, what date was it made obsolete?

Figure 8 shows that of the 80 strategies analysed, 65 (81%) were current and 15 (19%) were obsolete. Appendix 10 lists current strategies and Appendix 11 lists obsolete strategies.

Figure 8: Question 5(a). Is the strategy still current?

Yes
No
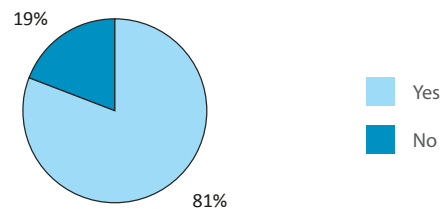
Of the 15 obsolete strategies:

- 4 (27%) were replaced by strategies of the same name, or by strategies clearly identified as replacing them;
- 6 (40%) were replaced by strategies of similar content by the same ministry;
- 4 (27%) were not replaced; and
- 1 (6%) has been announced as being replaced, but to date no document has been published.

Figure 9: Question 5(b). If obsolete, has the strategy been replaced?

Yes, replaced by a strategy of the same name

Yes, replaced by a strategy of related issues

Not replaced

Government has announced a replacement strategy but this has not been published
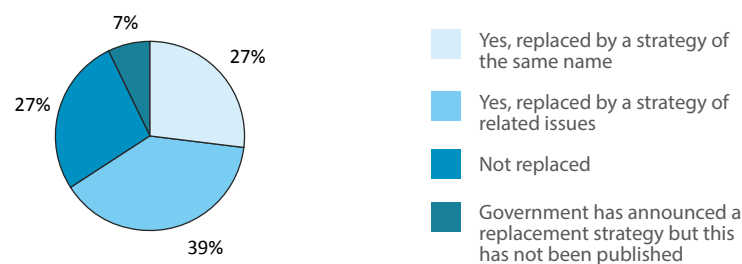
Conclusion

The process by which strategies become obsolete is *ad hoc*. Some of the strategies we consider are current may in fact be obsolete, but there was no public method of obtaining clarification. Many became obsolete after a change in government, but this again is difficult to clarify, as staff have moved on over time. Some strategies have operated for a relatively short timeframe, while others appear not to have been managed or have been replaced by a newer document that addresses the same set of issues. This is a key area of concern.

Question 6. Has a review of the strategy been published?

We considered a review to be:

- a publicly available document;
- produced by the ministry/department responsible or by a third party, and/or
- a review of whether goals, outcomes or targets had been achieved.

From the 12 strategies developed under the National Government, eight (67%) were not reviewed and four (33%) were reviewed.[30]

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30   *Baseline indicators for measuring progress towards the goals of RS&T: 2010*, MoRST (June 30, 1998) http://www.morst.govt.nz/Documents/ publications/statistics/Baseline-indicators-report.pdf was produced for the *Research Science and Technology 2010 Strategy* (Aug 1996), however, no publicly available reviews of the strategy were conducted (MoRST email, 5 June 2007).

Figure 10: Question 6(a). Has a review of the National Government strategy been published?

67%   33%   Yes   No
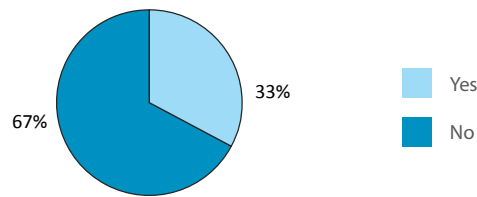
Of the 68 strategies under the Labour Government, 43 (63%) had not been publicly reviewed, 15 (22%) had been reviewed, and ten (15%) were considered too recent to review, being published after June 2006 (Figure 11).

Figure 11: Question 6(b). Has a review of the Labour Government strategy been published?

15%   22%   63%   Yes   No   Too recent for review
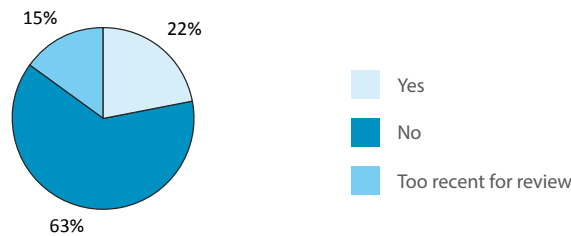
Figure 12 shows that, of the total number of major strategies developed in the last 16 years (excluding those published within the last year), only 19 (27%) have been reviewed, and the majority (51, or 73%) had not been reviewed.

Figure 12: Question 6 (a and b). Has a review of the strategy been published?

73%   27%   Yes   No
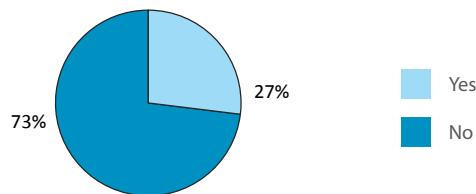
Although most of the strategies contained a section on monitoring, evaluation or review procedures, the provisions of these sections were often vague and did not always specify whether these procedures would be internal or made public. Many implied that reviews would take place at the discretion of the responsible working group and 'as appropriate'.[31]

Where central government strategies did specify a period within which the strategies would be reviewed, many were not enacted. For example, a review and update of the *Action Plan for New Zealand Women* was planned for 2006 (ibid.: 25), however this does not seem to have been carried out, as an updated document does not exist on the Ministry of Women's Affairs website.

Conclusion

While it is plausible that many strategies have undergone an internal review process, this practice fails to deliver transparency and an independent and public review of process and performance. We believe that the

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31   For example, the Ministry of Transport's strategy *Getting There, On Foot, By Bicycle: A strategy to advance walking and cycling in New Zealand transport* (MoT, 2005: 53) states: 'regular monitoring and evaluation will be undertaken to review implementation of strategy action plans and to assess effectiveness of the strategy and its activities. This will help inform further development of implementation plans.'

public review process is vital to strategy development as it shows whether or not the desired change is occurring and whether the inputs and outputs are leading to the creation of successful strategies.

Question 7. What is the length of each strategy (including appendices)?
Most strategies were difficult to navigate around, particularly in regard to finding aims, broad goals, timelines, accountabilities and targets. This was not always related to size; however some were notably wordier than others. Notably, 21 (26%) of the strategies were over 60 pages in length (Figure 13).

Figure 13: Question 7. What is the length of each strategy (including appendices)?

0-19 pages	
20-39 pages	
40-59 pages	
60-79 pages	
>79 pages	
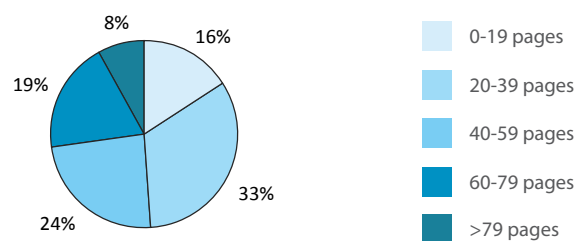
Conclusion
The government needs to ensure strategies are concise and easy to navigate.

6.3   Qualitative Results — Analysis of the Strategies (Questions 8–9)

Question 8. Does the strategy state specific timeframes for achieving broad goals?
In order to determine whether a strategy can be measured, it needs to be examined in terms of whether it cites both expected outcomes and future dates for achieving these goals. Of the 80 major strategies, 40 (50%) were found to have stated broad goals with specific timeframes, while 40 (50%) did not (Figure 14).

Figure 14: Question 8. Does the strategy state specific timeframes for achieving broad goals?
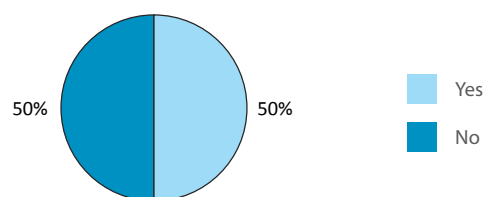
Conclusion
The government needs to place greater emphasis on stating specific timeframes for achieving goals.

Question 9. Does the strategy state specific targets to measure progress?

The key difference between 'targets' (Question 9) and broad goals with timeframes (Question 8) is that a target is a specific, quantifiable, time-bound political obligation.

> A target is usually more specific than a broad goal with a timeframe, and must contain a measurable change of a certain indicator or situation. Targets are commonly used in strategy documents to provide specific directions and measures, and to give an indication of the degree of change sought and the resources required to achieve this (Treasury, n.d).

The draft *National Energy Efficiency and Conservation Strategy* explains that:

> Targets serve multiple purposes; the primary purpose is to set the direction and intensity of change in the relevant sectors so that outcomes can be achieved (e.g. reduced CO_2 emissions). Targets also enhance programme credibility and accountability by allowing external stakeholders to make informed judgments about programme achievements, identifying the key drivers and 'uncertainties' affecting target outcomes, and providing government with information for further initiatives. (EECA, NEECS, 2006: 63)

Targets are a crucial part of any policy. The Organisation for Economic Co-operation and Development's (OECD) 1996 *Environmental Performance Review* of New Zealand noted that the lack of clearly verifiable targets and data by which to measure achievements make it difficult to monitor progress in the implementation of the country's environmental objectives. The latest review (OECD, 2007) also notes the need to use targets more widely, especially with regard to setting sectoral targets for the reduction of greenhouse gas emissions. Figure 15 shows the proportion of strategies that have specifically stated targets.

Figure 15: Question 9. Does the strategy state specific targets to measure progress?
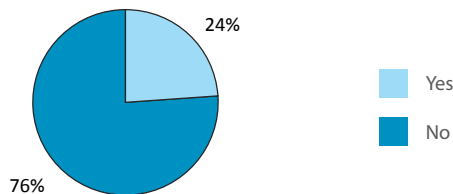
As can be seen, our research indicated that 19 (24%) of the strategies had targets and 61 (76%) did not. The strategies without targets focused on outcomes, principles, visions or goals, but had no defined quantifiable measures.

Conclusion

Although some strategies appeared to contain targets, with sections labelled 'Targets', many did not fulfil the criteria for a target, thus were not considered as such in our analysis.

6.4   Qualitative Results — Analysis of the Landscape (Questions 10–14)

Once all the major strategies had been analysed individually, it was possible to draw some broad conclusions. Figures 16 and 17 reflect our understanding of the 'major strategy' landscape. Figure 16 maps the current strategies and Figure 17 the obsolete strategies. This is a tool for determining visually how strategies fit on the landscape in relation to the four elements of sustainability (economic, environmental, social and cultural). Each strategy is assessed and positioned, according to its purpose, in alignment with the nature of the landscape — environmental, social, economic and/or cultural. This tool can also be used to find gaps or duplications in the landscape.

Before discussing the landscape proper, we report on the challenges of identifying and obtaining a comprehensive list of strategies.

Question 10. Were strategies easy to access?

Most strategies (66, or 83%, of the 80 identified) were available in PDF online, but identifying and obtaining information from official government sources was difficult for the following reasons:

1.   There is no system-wide database search for central government strategies.

2.   Approximately half of the ministries or departments have a specific section for 'strategies' on their website; but for the remainder, strategies are difficult to find unless the specific topic or key word is known.

3.   The New Zealand Government Archive website (www.archives.govt.nz) could be more comprehensive and better structured for users.

4.   Obtaining documents (usually older documents) from ministries and the Wellington City Library is difficult or impossible, since some have been lost (e.g. the Ministry of Education's *Education for the 21st Century*, 1993–1996).

5.   The titles of strategy documents do not necessarily contain the word 'strategy' (see Appendices 6 and 7). This makes it likely that a number of past strategies, especially those dating from 1990 to 1999, are missing from our list. Through our own library and experience, we hope to have identified the more recent strategies that do not have the term in their name (e.g. *New Zealand's Implementation Plan under the Stockholm Convention on Persistent Organic Pollutants*, MfE, 2006).

6.   Some ministries, such as the Ministry of Agriculture and Forestry (MAF), do not consistently produce PDF documents on their websites, making strategies or their summaries available only in HTML.[32] Such documents are difficult to print out in an easily readable format. This combined with the fact that it is possible to edit text easily online in HTML format is a significant risk to the integrity of the strategy.

7.   The strategy document and the review of the strategy on the same webpage was infrequent, meaning it is often difficult to know whether reviews had been carried out.[33]

8.   Most strategies include provisions for monitoring, evaluation and review but were vague about when,

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[32]   For example, *Reducing Inequalities*, MSD (2003): http://www.msd.govt.nz/work-areas/cross-sectoral-work/reducing-inequalities.html

[33]   The Biodiversity Strategy website http://www.biodiversity.govt.nz/news/publications/index.html is a good example of how strategies and their reviews should be available to the public.

how or by whom these should be carried out, implicitly suggesting that they would be internal documents as opposed to being publicly available. For example, the Ministry of Transport's *Getting There, On Foot, By Bicycle: A strategy to advance walking and cycling in New Zealand transport* states under its 'Monitoring and evaluation' heading only that:

Regular monitoring and evaluation will be undertaken to review implementation of Strategy action plans and to assess effectiveness of the Strategy and its activities. This will help inform further development of implementation plans. (MoT, 2005: 53)

9.   Some strategies, websites and other documents did reference previous strategies, but when they were requested, no one was able to locate the documents (e.g. *Education for the 21st Century*, 1993-96).

On the positive side:

1.   The National Library provided very satisfactory and timely documents and advice.

2.   The strategies that have been reviewed in a complete and concise manner were health, disability and family-related strategies.[34]

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34   For example, for reviews of the New Zealand Health Strategy see http://www.moh.govt.nz/moh.nsf/238fd5fb4fd051844c256669006aed57/fb624 75d5d911e88cc256d42007bd67e?OpenDocument

Figure 16: Strategy landscape model of current strategies

Note: The titles in red reflect a group of strategies. To understand how they are grouped or to obtain the full titles, see Appendix 8.
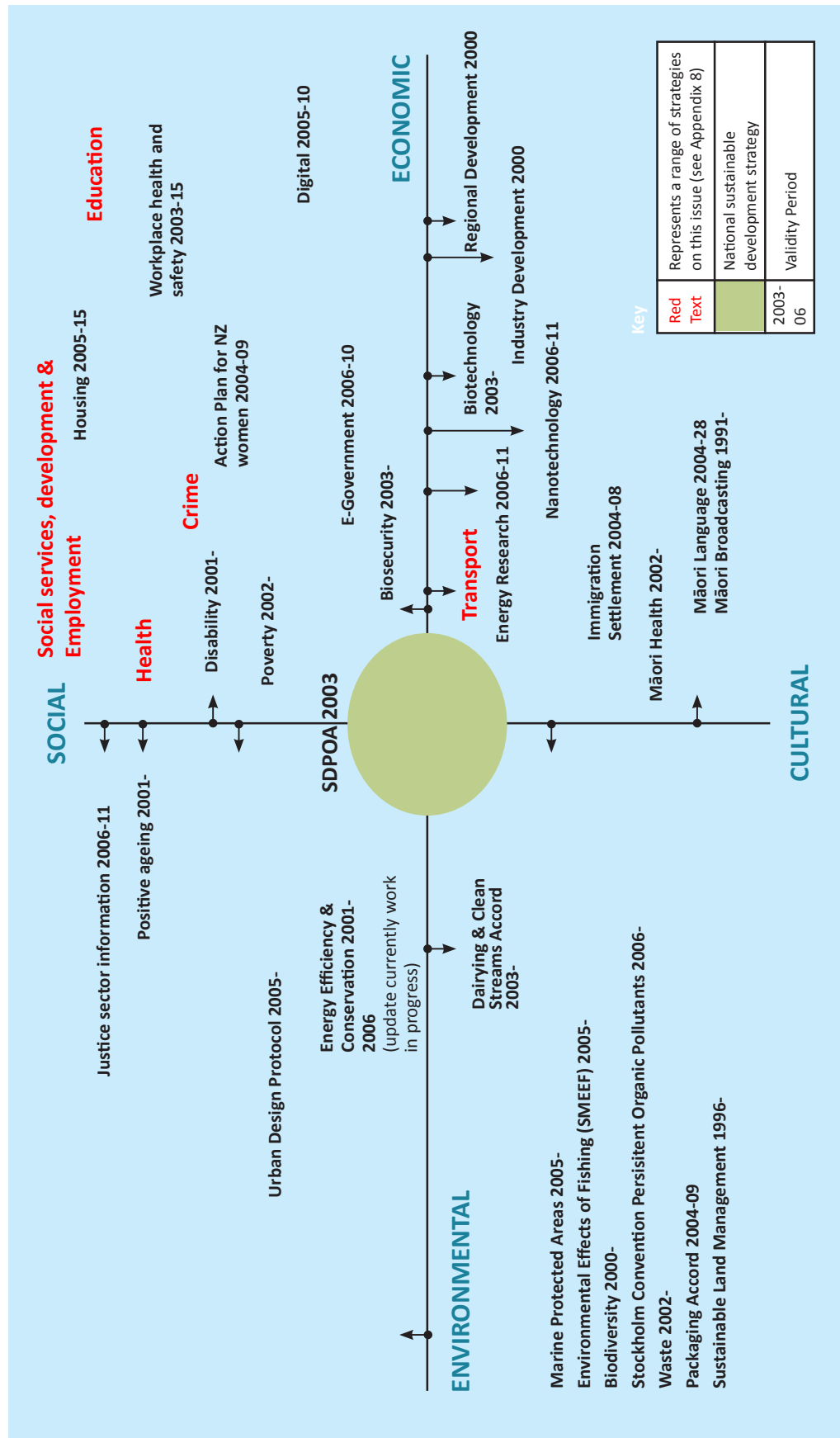
Figure 17: Strategy landscape model of obsolete strategies

Note: The titles of these strategies have been abridged. For the full titles, see Appendix 8.
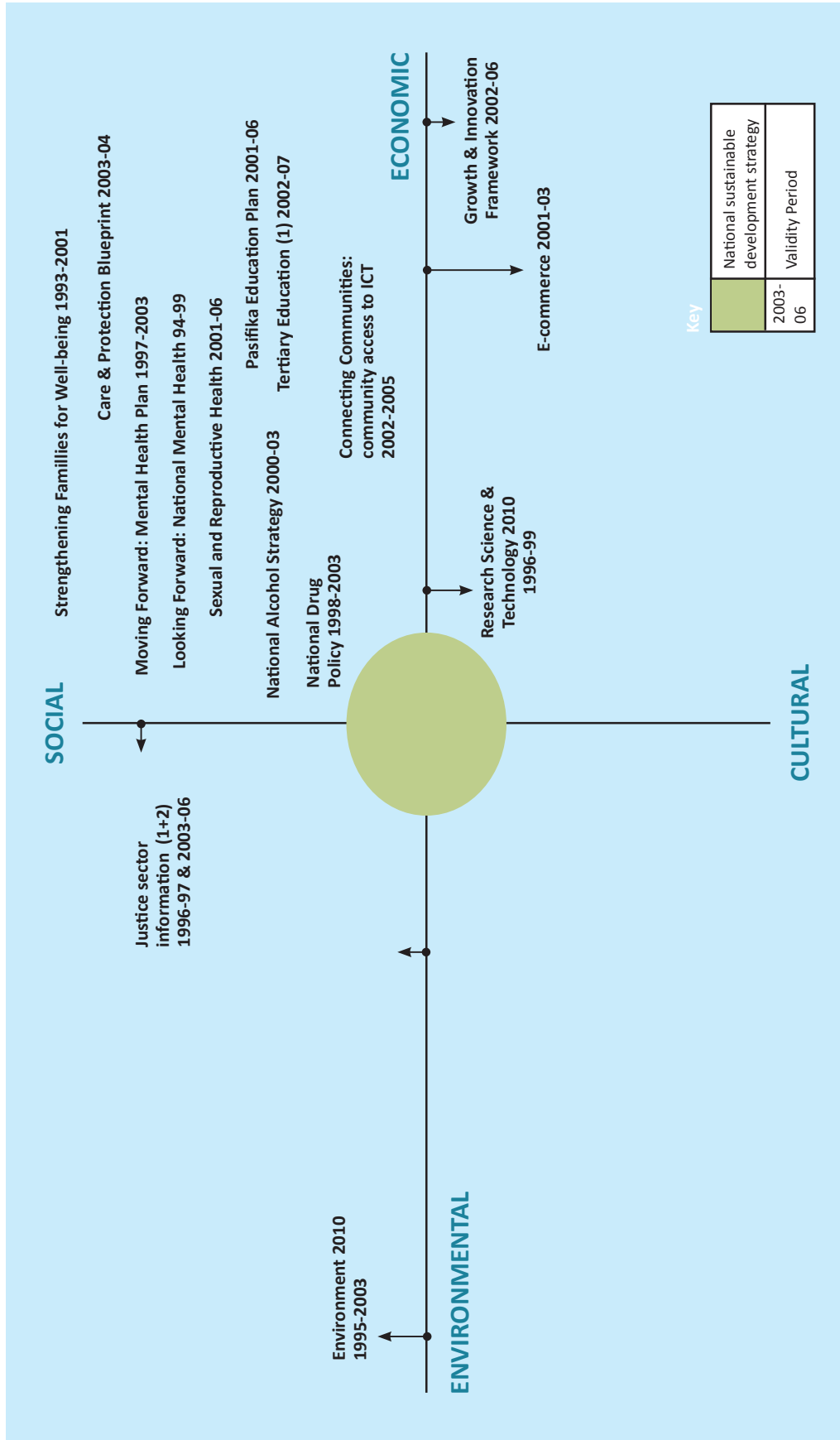
Question 11. To what extent were strategies internally integrated (i.e. with other strategies) and externally integrated (i.e. with other policy instruments)?

Each strategy must be integrated and aligned with other strategies and policy documents in order to be an effective tool for change. To develop an understanding of the quality of these linkages, the research team developed ways of analysing the strategies according to different kinds of integration:

(i) Internal Integration

This type of integration refers to linkages between strategies, either horizontally or vertically. Horizontal integration refers to links between strategies of equivalent importance. In contrast, vertical integration refers to linkages between higher- and lower-level strategies.

(a) Horizontal integration

The PCE (2002a, 2002b, 2004) developed in-depth timelines, maps and tables of connections, which showed the failure to report links between similar strategies. Building on their research, we investigated whether this remains an ongoing issue in 2007.[35]

The method we used was to track the extent to which similar strategies were interconnected. The results are shown in Appendix 8. The degree of difficulty in developing links indicated that a lack of horizontal integration remains a concern and requires further research. Examples of clear linkages were few and far between. Exceptions included crime and health.[36] A potential research project could be to benchmark results against the PCE 2002 review.

We were also aware that because linkages and connections were often not stated, areas of duplication, gaps and areas of conflict were difficult to verify. Had linkages been stated in each strategy, it would have been easier to assess whether purposes were duplicated, gaps existed or conflicted between strategies.

(b) Vertical integration

As stated earlier, no overarching NSDS strategy was found. Figure 18 below explores what vertical integration could look like with a NSDS.

Figure 18: Vertical strategy integration

National Sustainable Development Strategy (NSDS)
(signed by the Prime Minister, and potentially leaders of other political parties)

↓

Cabinet Strategy
(signed by Cabinet)

↓

Executive Council Strategy
(signed by a Minister)

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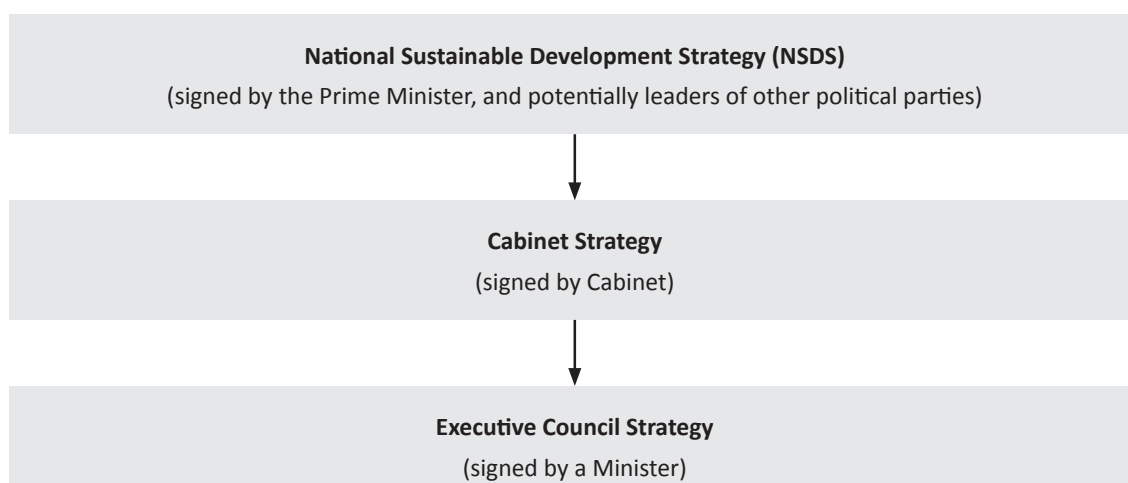
35   The PCE (2004) also looked at how well two issues — education and sustainability — were linked. This provides a useful way to further understand the interactions between strategies, and could be undertaken for other issues.

36   For example, the crime reduction-related strategy, see http://www.justice.govt.nz/crime-reduction/framework.html and health-related strategy, see the *National Health Information Strategy*, MoH (2005: 2).

The research team developed organisational charts in order to group major strategies vertically (see Appendix 8). These groupings were used to conceptualise the landscape (Figure 16).

A recent example of a lost opportunity to align a group of strategies under an overarching strategy was the *Draft Energy Strategy*. On 30 March 2007, consultation closed on both the *Draft Energy Strategy* and four smaller strategies.[37] Arguably, the Draft Energy Strategy, the logical umbrella, failed to add direction to, and alignment with, the four smaller draft strategies. As a result, five *ad hoc* strategies were developed, instead of a comprehensive package, in which the overarching objectives and targets could clearly relate and underpin the thinking and actions of the more specific strategies.

(ii) External Integration

This type of integration refers to the quality of integration between strategies and other public policy instruments, such as budgets, statements of intent, consultation documents and guidelines.

To assess the quality of the linkages, the research team examined six major strategies against the responsible department or ministry's *Statement of Intent*. Table 4 is a summary of the results. Each strategy's integration was rated either 'very poor', 'poor integration', 'some integration', or 'thorough integration'. From the table, overall it appears that external integration is mediocre. A closer assessment of this work can be found in the background paper to this report entitled *Central Government Policy Integration* (2007).

Table 4: Summary of integration between six strategies and the relevant SOI

Ministry or department	Strategy	Integration between the strategy and the ministry or department's SOI
Department of Building and Housing	*Building the Future: New Zealand housing strategy*, May 2005	Very poor
Ministry of Fisheries	*Strategy for Managing the Environmental Effects of Fishing*, June 2005	Some
Ministry of Transport	*The National Rail Strategy to 2015*, May 2005	Poor
Ministry of Research, Science and Technology	*The New Zealand Biotechnology Strategy*, May 2003	Some
Ministry of Education	*Tertiary Education Strategy 2007–12*, 2007	Poor
Ministry for the Environment	*The New Zealand Waste Strategy*, March 2002	Some

Key: Level of integration	
Very poor	less than 25% alignment
Poor	25–49% alignment
Some	0–74% alignment
Thorough	>75% alignment

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37   *Sustainable Land Management and Climate Change; Measures to Reduce Greenhouse Gases; Transitional Measures, and the Energy Efficiency and Conservation Strategy.*

A strategy with concise funding arrangements indicates how committed the government is to implementing the strategy. Without analysing whether all major strategies contained funding arrangements, we found that most did not state how funding would be allocated to achieve goals, outcomes or targets. An exception was *The Digital Strategy: Creating our future* (NZ Govt, 2005) which indicated funding content throughout the strategy in a thorough manner. The strategy provides tables (ibid.: e.g. pp. 13–15) that detail the 'action' (or outcome), which agency is the 'lead' (who is responsible), the 'time' when the action will be carried out, and the '$' (the funding allocation).

We recommend that the proposed framework include clear funding contents and/or budgets so that stakeholders can discern the government's commitment to particular strategies. This will also enable implementation agencies to gauge whether proposed goals are achievable according to their financial allocations and within their timeframes.

Conclusion

Horizontal integration (between strategies of equivalent importance) and vertical integration (between higher- and lower-level strategies) was poor. External integration (linkages between strategies and other public policy instruments) was mixed. Alignment between strategies is critical in order to ensure the whole-of-government works together in an effective and efficient manner.

These results pose additional questions, namely, what is it that makes some strategies better integrated than others and how could 'whole-of-government' integration become the norm in New Zealand?

Question 12. Was there any duplication of purpose amongst major strategies?

There do not appear to be many strategy document duplications, although it could be argued that the *Care and Protection Blueprint* (MSD, 2003) and *New Zealand's Agenda for Children* (MSD, 2002) are very similar.

Conclusion

Duplication among strategies was difficult to determine, as both the targets (findings of question 9 above) and integration and links between strategies (findings of question 11 above) were often not clearly stated.

Question 13. Were there any gaps in the landscape?

Clearly, the failure to have an overarching central strategy that provides a context within which all other strategies are situated, is a critical gap in the landscape and a key finding of this report.

Other gaps identified include:

1.   A strategy on recycling (this may be an output of the Waste Minimisation Bill);

2.   The Oceans Policy, which has been in development by MfE since 2001, needs to become a fully operational oceans strategy;

3.   A shipping strategy (under the Ministry of Transport), which could provide direction for sea freight and the operation of our fishing vessels around the world;[38]

4.   An Economic Transformation document to replace the *Growth and Innovation Framework*;

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38   This suggestion came out of an NGO–official consultation on the government's climate change policy package on Friday 13 March, 2007.

5. A food industry strategy. This would seek to develop whole-of-chain solutions to environmental problems, and encourage the development of a sustainable, globally competitive food industry with environmental sustainability as a key area for action;

6. A strategy on research, science and technology for sustainability. This would encourage the development of workable policy and technology solutions to promote better methods of achieving sustainable development;

7. A strategy on agricultural emissions (note that the discussion document *Sustainable Land Management and Climate Change: Options for a plan of action* has been released).[39] This would address how to tackle greenhouse gas emissions, aim to encourage more sustainable land uses, and shift away from increasingly intensive and unsustainable farming systems;

8. A strategy on genetic modification would clearly frame the approach on how to balance economic and scientific opportunities for New Zealand with New Zealanders' ethical and environmental concerns;

9. A strategy to support the expansion of the organics industry;[40]

10. The Nature Conservation Council (1981) (now defunct) published and consulted on a document for a proposed conservation strategy. However, this was never carried through. A conservation strategy, alongside the *Biodiversity Strategy*, would highlight where our conservation efforts need to be focused;

11. A minerals strategy to provide an overview of the industry for the long term, with the development of quality standards and operational practices for both national and foreign bodies; for example, to develop a code of practice; and

12. An immigrant integration strategy that would enhance the *Immigration Settlement Strategy* and provide support for new migrants and employees, including those on short-term contracts.

Question 14. Were there areas of potential conflict between strategies?

As a result of our findings to questions 8 and 9 (regarding the failure for strategies to state objectives and targets), the research team was unable to complete a full analysis of the landscape. It is therefore important that a systems approach in the development and implementation of strategies is taken to ensure that public funds and energy are not being compromised by poor planning. We have not tried to answer this question in detail, but believe tensions may occur that could be avoided with the adoption of an overarching strategy for New Zealand.

For example, tensions between the *New Zealand Biotechnology Strategy* (2003) and *Tiakina Aotearoa Protect New Zealand: The Biosecurity strategy for New Zealand* (2003). These both demand safety, but one aims to manage the introduction of new organisms while the other demands the protection of current organisms from new (introduced and genetically modified) species. This is a tension that must be managed; and as such, the connections between these strategies should be better integrated.

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39 *Sustainable Land Management and Climate Change: Options for a Plan of Action*, MAF (Dec 2006): http://www.maf.govt.nz/climatechange/discussion-document/slm-and-cc-full.pdf

40 A consultation document was released in February 2002 but was not taken further; see *National Organic Strategy*, MAF (Feb 2002): http://www.maf.govt.nz/mafnet/rural-nz/sustainable-resource-use/organic-production/national-organic-strategy/national-organic-strategy.pdf

7.   Observations and Recommendations

In this section we list our observations, followed by a list of suggestions for further research and our five major recommendations.

7.1   Observations

This discussion paper has provided us with the information needed to assess the level of clarity contained in our strategic policy tools. Given the results discussed above, certain key messages have emerged with regard to the:

1. prioritising of long-term issues;

2. extent to which strategies were written into legislation;

3. availability of information relating to the strategies;

4. difficulty in finding information within the strategies due to their length;

5. the framework of strategy development;

6. the number of strategies developed since 1990;

7. gaps, inconsistencies and duplications;

8. extent to which strategies deliver outcomes;

9. accountability and evaluation efficacy, and

10. inconsistent use of the government's coat of arms.

7.1.1 Prioritising Long-term Issues

Some issues require more long-term planning and strategic thinking than others. For instance, significant infrastructural timeframes and/or barriers to change (be they economic, environmental, social, or institutional) require more strategic thinking and planning than issues that can be altered and managed by short-term changes of focus or approach. Part of the role of national sustainable development framework could be to identify significant long-term issues, who is responsible for their identification, and how government is planning to build the necessary capacity to develop a list of priorities.

7.1.2 Extent Strategies Were Written into Legislation

The majority of the 80 major central government strategies were not developed under statute, with only ten (13%) of the major strategies being written into law (refer to Appendix 9).

The language and terms used, as well as the official responsible for the strategy, differed between the Acts, reflecting the variable levels of binding provisions and obligations. It is unclear whether there are real legal differences between the terms used, i.e. between 'a minister *should...*'; 'a minister *must...*' and 'the *function* of a minister is to...' develop a strategy.

It may be useful for the Crown Law Office or the Parliamentary Counsel Office to consider if such distinctions exist, and how the text could be improved for future legislation.

7.1.3   Availability of Information Relating to the Strategies

The collection of all of the central government's strategic documents was a difficult task. The lack of an official definition of a central government strategy, the multiple words used to describe a strategy (such as 'plan of action', 'agenda', 'strategic management plan', 'framework', or a catchy title), the absence of a publicly available list or database, and the difficulty in obtaining strategies prior to 2000 means that this analysis may have omissions.

The absence of a comprehensive list of strategies is a key finding in itself. Strategies that aim to provide New Zealand with a direction, desired outcomes and feasible steps for improving certain aspects of the country's well-being, should be readily accessible to the public.

7.1.4   Difficulty in Finding Information Within the Strategies Due to Their Length

Many strategies were long and wordy, with descriptions of the current state of affairs relating to a particular issue, giving the impression that these descriptions serve as justifications for government intervention. While this may be useful for understanding the motivation behind the production of a strategy, in some cases it obscured and hindered the visibility of actual intended outcomes and targets. For example, the *Sustainable Development Programme of Action* (SDPOA) is a 30-page document, where the first targets only feature on page 18, and in fact were developed under other strategies.[41] In contrast, the *Dairying and Clean Streams Accord* (2003) is only five pages long, with targets clearly featured on the first page.

7.1.5   The Framework for Strategy Development

The development of central government strategies does not follow a well-structured or planned process, nor is the method for strategy development clearly described in guidelines, regulation or statute. Rather, strategies are developed in a loose, flexible and informal process. They may arise from various circumstances such as the high media profile of an issue, the need to ratify international obligations, public concern, NGO scrutiny, or private sector requests for enhanced investment security. Furthermore, transparency and accessibility with regard to public consultation processes should be significantly improved. For example, the New Zealand Government portal,[42] which aims to connect New Zealanders with government services, invites the public to '*Have Your Say*'. However, the current list of submissions is not complete — for example, the *Draft Energy Strategy* (March 2007), a major draft strategy, is not on the site.[43]

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41   These targets refer to those developed under the *National Energy Efficiency and Conservation Strategy*, EECA, 2001.
42   New Zealand Government portal: http://newzealand.govt.nz
43   http://newzealand.govt.nz/news/?ntype=Consulting&r=1&y=2007&mo=05&p=1

7.1.6 The Number of Strategies Developed Since 1990

A considerable difference can be observed in Figure 4 between the number of strategies developed between the period 1990–2000 (12, or 15% of the total, under a National Government) and the period from 2000 onwards (68, or 85%, under a Labour Government). It could be argued that the reason for the small number of strategies in the 1990s is that strategies were produced but are not easily identifiable, a 'hands-off' approach was prevalent under the National Government, or New Zealand has undergone a time of significant transition.

7.1.7 Gaps, Duplications and Inconsistencies

Although only a few issues were duplicated between different strategies, there needs to be better integration of outcomes between central government bodies, with ways of effecting the linkages and synergies between the goals of different strategies. One example where this could happen is the integration of health, transport and environmental outcomes. The Ministry of Health, the Ministry of Transport and the Ministry for the Environment could share resources and develop complementary policy choices in order to increase walking and cycling transportation, which is associated with a number of health, social and environmental benefits.

7.1.8 Whether Strategies Deliver Improved Outcomes

From this analysis it is still not clear whether the emergence of a greater number of strategic initiatives has been matched by improved outcomes. This is inextricably linked to the poor record of strategies being reviewed, as shown in Figures 10, 11 and 12, with as many as 73% (being 51 of 70 strategies older than June 2006) having not been reviewed. The lack of reviews may be exacerbated by the lack of broad goals with attached timeframes (Figure 14) and clear targets (Figure 15).

The uncertainty around success or failure of strategy implementation is particularly relevant to environmental strategies, where the state of the environment is obscured by mediocre performance in environmental monitoring and reporting (OECD, 1996, 2007).

7.1.9 Accountability and Evaluation Efficacy

As a general rule, the accountability of strategy developers and implementers appears to be poor. This is illustrated by the lack of broad goals with attached timeframes, targets and publicly available reviews. These patterns are occurring despite a large majority of strategies containing a monitoring and evaluation framework with requirements to publish progress and performance reports every few years.

Statements about the need to carry out monitoring and evaluation have been vague, with the implementation of reviews often left to the discretion of the taskforce delegated to the strategy, implicitly suggesting that these reviews will be internal rather than publicly accessible. This means that strategies often arise in response to noise and lobbying from citizens and organisations from the private sector, academic and scientific communities, Crown Research Institutes, universities and NGOs.

To put this into perspective vis-à-vis other government policy tools, the accountability for *Statements of Intent*, *Forecast Financial Statements*, *Annual Reports* and other budget documents is far more rigorous, and as such, documents are easily locatable on government websites. This may be because departments have regulatory responsibilities under the Public Finance Act 1989 to produce these documents.

Statements of Intent, *Annual Reports*, *Cabinet Papers* and *Budget Statements* sometimes contain strategic directions, information and review material relating to strategies for which the department in question is responsible. However, these reports are not reviews of the strategies *per se*; they focus more on the operational activities of the ministry that can be easily tied to those responsible at the time, rather than reviewing long-term policy outcomes.

7.1.10 Inconsistent Use of the Government's Coat of Arms

The use of the Government Coat of Arms was inconsistent, featuring on the cover of some strategies and not others. We initially thought that its use implied that a strategy had greater importance, but this was not the case. We contacted the Ministry for Culture and Heritage on 28 May 2007 to investigate if there was a protocol for the use of the Coat of Arms. However, we were advised that, although permission is required for the use of the Coat of Arms, there is no protocol for systematically applying it for specific purposes or document types. The implications of this go beyond central government strategies to all central government publications.

7.2   Suggestions for Further Research

This research has aimed to enhance and build upon the work carried out by the PCE (2002a, 2002b). We have attempted to add to and build on their initial research, but during the process we became increasingly aware of the need for further research.

This section of the paper outlines suggestions on how this work could be further extended, specifically by:

1. Completing a comprehensive analysis of the positive and negative effects of our current *ad hoc* constitution,[44] in contrast with a 'written' constitution that provides an all-inclusive approach that ties all the *ad hoc* pieces together under one umbrella;

2. Developing a deeper understanding of why there are far fewer strategies in the period 1990–2000 (12, or 15%, under nine years of National Party governance) than the period from 2000 onwards (68, or 85%, under seven and a half years of Labour Party governance) and investigating the implications of this apparent shift in government planning;

3. Developing a lens to systematically analyse the landscape and identify gaps, repetitions, conflicts and linkages. Our strategy landscape model (Figures 16 and 17) is only a starting point to develop a tool for assessing the transparency, quality, and completeness of our central government strategy framework;

4. Developing a ranking and priority model (as portrayed in Figures 16 and 17) that would ensure strategies are developed in response to a whole-systems review, rather than reacting to a 'squeaky wheel'. This could include a review of the frameworks that exist in other countries. The PCE (2002a) looked at the linkages between strategies that related to *Agenda 21* and sustainable development. Analysing the horizontal integration of all major central strategies would benchmark their effectiveness both individually and as a whole;

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44   The Cabinet Manual *On the Constitution of New Zealand: An Introduction to the Foundations of the Current Form of Government* (updated 2001) identifies the Constitution Act 1986, but then goes on to refer to six underlying sources, one of which is New Zealand statutes, which then refers to seven other statutes.

5. Examining each strategy in detail. We have not completed a detailed analysis of each strategy; in particular, we have not accessed the purpose, outputs, outcomes, cost, value for money, quality of the reviews, timeframes, and content criteria (such as whether targets were meaningful or achievable and whether they have actually been achieved); and

6. Examining the budgets and costs of each strategy over time. Investigating and comparing the budgets allocated would enable strategies to be benchmarked against each other over time. A comprehensive assessment and comparison of budget allocations would also give a sense of the real importance and level of commitment that government applies to each strategy.

7.3   Major Recommendations and Conclusion

These recommendations can be grouped under five broad headings. Their order of appearance aims to reflect Sustainable Future's desire to develop strategies on a solid platform upon which to build an overarching, resilient framework for delivering outcomes for the public good in a sustainable and cost-effective manner. The five major recommendations are as follows.

7.3.1   The Development of an 'Overarching' Strategy (a National Sustainable Development Strategy)

The government should develop an 'overarching' central government strategy. A National Sustainable Development Strategy (NSDS)[45] would provide a central vision, direction and focus that would act as an anchor to align all strategies to each other.

7.3.2   The Development of a Central Government Strategy 'Framework'

A central government strategy 'framework' would deliver a comprehensive, effective, timely, transparent and accountable system for New Zealand. The central government strategies under the umbrella of a NSDS should fit within an overarching framework that is logical, accessible, transparent and accurate. Such a framework could be made accessible to the public via a central agencies website or http://newzealand.govt.nz.

The framework should:

1. be externally integrated with other policy instruments, like legislation and *Statements of Intent*;

2. be horizontally integrated by forming links between strategies across the various government sectors and departments. All strategies need to be clearly stated and visually aligned relative to other strategies, in order for the landscape to be understood and gaps or duplications managed;

3. be vertically integrated by acknowledging a hierarchy of strategies, contrasting the more significant high-level strategies with the smaller, more specific strategies. The implementation of the proposed integrated framework would mean that any strategy placed beneath another would be subsumed by the one above it (or in rare cases, two or more) as indicated in Appendix 8;

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45   It can be argued that the term 'sustainable development' is not a necessary attachment to the strategy title, because in today's landscape any national strategy would need to be sustainable.

4.   state who is accountable for what, which will enable the public and stakeholders to know who is primarily responsible for strategy development, implementation, monitoring and independent review;

5.   recognise Te Tiriti o Waitangi — the Treaty of Waitangi — and include an appropriate space for Māori to be actively involved in all sections of strategy development, from conception through to feedback and adaptive mechanisms. This will enable Māori to effectively communicate their worldviews, tikanga and rights in our national development priorities and approaches. The PCE's report *He rangahau ki te aria ko te Tiriti te putake e whakatuturutia ai nga tikanga mo te taiao: Exploring the concept of a Treaty based environmental audit framework* (PCE, 2002c) could be used as a guide for including these kaupapa and principles.

7.3.3   The Development of a 'Process' for Developing or Revising Each Individual Strategy

Strategies must be developed in such a way to ensure the public can trust the process and support the implementation of the strategy. This process could be achieved in a number of ways. Options could include:

1.   legislating, e.g. an amendment to the Public Finance Act 1989;

2.   amending the Cabinet Manual;

3.   amending the State Services Commission (and Treasury) *Guidance and Requirements for Departments: Preparing the Statement of Intent* (SSC, 2007). For example, the updated guidelines could require departments and ministries to advise a central agency to list all current central government strategies under its full or joint responsibility, and state any strategies made obsolete within the last 12 months; and/or

4.   developing a new guideline, entitled something like *Central Government Strategies: A Guide to Developing, Implementing and Reporting on Performance.*

The latter option, developing a new guideline, is Sustainable Future's preference as it would enable strategies to be managed both externally (between other policy instruments), and internally (with other strategies). The guideline could function similarly to *Guidance and Requirements for Departments: Preparing the Statement of Intent* (SSC, 2007). With a strategy guideline, a directive would be provided for writers of strategies to include measurable objectives, monitoring mechanisms and regular transparent performance assessment by third parties. In order that the reader understands how the strategy fits into the wider landscape, Sustainable Future suggests the following checklist (or template) be included:

1.   Goals — aspirational statements about a desirable future state of affairs;

2.   Aims — similar to goals, but somewhat more definitive;

3.   Objectives — contains a firm political sign-off by the minister and is included in the Budget as a financial commitment. *Harvard Business School* (2006) suggests, when defining an objective, to apply the acronym SMART: **S**pecific, **M**easurable, **A**ction-orientated, **R**ealistic and **T**ime-limited;

4.   Targets — quantitative, time-bound, political and sometimes legal obligations (as with Kyoto or EU directives); and

5.   Stakeholders — a description of the stakeholders affected and the nature of the consultation and feedback mechanisms necessary to ensure effective support for the strategy.

We also make the following suggestions:

1.   If strategies are written into legislation, the language in the legislation should be clear. It could further be argued that the more significant strategies should be written into legislation;

2.   Strategies that have become obsolete should be followed by a formal announcement by Cabinet or the appropriate minister stating the reason for discontinuing the strategy, and whether it will be replaced;

3.   Obsolete strategies, when expired or replaced, should be reported and ideally reviewed publicly so that lessons can be learnt and stakeholders informed. Ensuring obsolete strategies are not confused with current strategies would uphold the integrity of any subsequent list;

4.   Strategies that the government considers to be of highest national importance should be signed off by a minister or associate minister of the Crown;

5.   All central government strategies should clearly state their validity periods, i.e. the period over which they are operational;

6.   All central government strategies should have clearly stated timeframes by which they must have achieved their goals, objectives or outcomes;

7.   Central government strategies should be required to contain specific targets. Targets should have the following characteristics:[46]

   - *Meaningful* — they make a genuine contribution to addressing the issue in question;
   - *Achievable* — there is some possibility of them being met, provided they are taken seriously;
   - *Ambitious* — targets should stretch and engage the public, encourage innovation, provide certainty and secure early-mover advantages for New Zealand;
   - *Progressive* — targets should be operational immediately and should be stratified; for example, targets for the next two years, five years and ten years, rather than only making grand plans for the very long term;
   - *Measurable* — we must be able to measure progress towards the targets in a meaningful way; and
   - *Credible* — something has to happen if the targets are not met (other than simply revising them) so there is an incentive to meet the targets;

8.   All strategies should contain a transparent review process, and the government should consistently undertake or commission reviews as stated in the strategy and make them publicly available;

9.   Strict protocols should be developed around the use of the Government Coat of Arms. Clarity may be provided if all strategies signed off by a minister have the Coat of Arms on the cover; and

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46   Adapted from Sapsford (2007).

10. A publicly accessible and easily assessable online database should be created and updated to provide a comprehensive and transparent account of the government's strategic intentions and actions through time. This should work across party terms in office. A current site[47] could be extended so that it could be home to a database of the central government's strategic framework, including (i) the processes underlying the framework; (ii) a complete library of current and obsolete strategies with copies of corresponding reviews of each strategy; and (iii) a consultation section, containing a 'Invitations to Comment' and 'Summary of Responses' section on draft strategies.

7.3.4   Improving the Links Between Statements of Intent, the Budget and Central Government Strategies

It is vital to improve the linkages between national strategies, *Statements of Intent* and the budgets of departments and ministries. In particular, the State Services Commission, the Department of Prime Minister and Cabinet and/or Treasury should produce guidelines for circulation to the public service, detailing processes for enhanced cohesion, alignment and integration between policy instruments.

For example, strategies would benefit from being required to include a statement indicating how each fitted within the wider context of the objectives and goals of other strategies and other policy instruments (e.g. both horizontal and vertical integration).

7.3.5   Improving the Breadth of the Long-Term Fiscal Position

The Treasury's *Long-Term Fiscal Position* (2006) is an important tool for long-term planning. It is a mechanism by which the New Zealand government could plan for the long term (at least 40 years), build capacity, direct investment into durable infrastructure (e.g. transport), assess the intergenerational equity of our current fiscal decisions, and determine how we make climate-change mitigation and adaptation policy decisions. Linkages between the *Long-Term Fiscal Position* and the preparation of a NSDS could improve the level of integration and lift performance and capability of both the public and private sectors. Such an approach would provide more certainty and capability building in critical areas of risk management and opportunity development for the long-term good of New Zealand.

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47   For example: http://www.govt.nz or http://newzealand.govt.nz

7.3.6 Conclusion

A review of the central government strategy landscape identifies gaps, deficiencies, and challenges in obtaining a comprehensive and accurate list of current strategies. The major recommendations to improve the framework are outlined below. These recommendations do not intend to increase the size of government bureaucracy but rather to ensure resources are being used to further sustainable development in the most efficient and effective manner possible.

Recommendation 1: Develop a 'process' for selecting, developing, approving, implementing, updating, monitoring and reviewing an overarching strategy. We refer to this overarching strategy as the New Zealand National Sustainable Development Strategy (NSDS).

Recommendation 2: Develop a central government strategy 'framework' to create a structure that allows government organisations to develop their strategies and key objectives in harmony with the government's overarching vision. A database of strategies accessible to all stakeholders would aid in avoiding duplication and misalignment of effort.

Recommendation 3: Develop a 'process' of 'best practice' for selecting, developing, approving, updating, monitoring and reviewing each individual strategy. This process can be disseminated to guide individual government organisations as appropriate.

Recommendation 4: Improve the linkages between national strategies, *Statements of Intent* and the budgets of departments and ministries. To do this, the State Services Commission, the Department of Prime Minister and Cabinet and/or Treasury should produce guidelines for circulation to the central public service, detailing processes for enhanced cohesion, alignment and integration between policy instruments, especially between strategies, Statements of Intent and budgets.[48]

Recommendation 5: Improve the scope of the Treasury report titled The Long-Term Fiscal Position, to include environmental and social impacts, particularly the long-term impacts of climate change, energy and water; and provide a direction and connection for the development of national strategies, so that there is a good fit between the strategies of departments and ministries and the long-term thinking and objectives of government.

Strategies are long-term planning documents which have the potential to provide cohesion and leadership across all sectors of government through time. We suggest it is timely for the government to consider how it could design a framework to ensure the public are provided with a cost-effective, accessible and complete list of central government strategies and an overall systems framework, in order to access links and avoid gaps, duplications and conflicts.

To achieve this, it is our hope that an effective and efficient 'strategy framework' will be thoroughly integrated into the machinery of government, and that a National Sustainable Development Strategy will be developed and implemented to meet our international obligations and align our sustainable vision with our strategic direction.

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48   It is important that these linkages are also made with other government organisations, such as Crown entities and State-Owned Enterprises. This work will be undertaken by the *Project 2058* team in a subsequent research report.

Abbreviations

ACC	Accident Compensation Corporation
ALAC	Alcohol Advisory Council of New Zealand
APH	Cabinet Appointments and Honours Committee
CEO	Chief Executive Officer
CRI	Crown Research Institute
DBH	Department of Building and Housing
DES	Cabinet Committee on Domestic and External Security Coordination
DoC	Department of Conservation
DoL	Department of Labour
DPMC	Department of the Prime Minister and Cabinet
EDC	Cabinet Economic Development Committee
EECA	Energy Efficiency and Conservation Authority
EPR	Environmental Performance Review
ERD	Cabinet External Relations and Defence Committee
ESOL	English for Speakers of Other Languages
EU	European Union
EXG	Cabinet Committee on Government Expenditure and Administration
GIF	Growth and Innovation Framework
GSE	Group Special Education
HNZC	Housing New Zealand Corporation
HRC	Human Rights Commission
HTML	Hypertext Markup Language
ICT	Information and Communications Technology
LEG	Cabinet Legislation Committee
LTFP	Long-term Fiscal Position
LTCCP	Long-term Community Plan
MAF	Ministry of Agriculture and Forestry[49]
MCDEM	Ministry of Civil Defence and Emergency Management
MComm	Ministry of Communications[50]
MED	Ministry of Economic Development
MFAT	Ministry of Foreign Affairs and Trade
MfE	Ministry for the Environment
MFish	Ministry of Fisheries

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49   Formerly the Ministry of Agriculture and Fisheries.

50   Now included within the Ministry of Economic Development.

MoC	Ministry of Commerce[51]
MoE	Ministry of Education
MoH	Ministry of Health
MoJ	Ministry of Justice
MoRST	Ministry of Research, Science and Technology
MoT	Ministry of Transport
MSD	Ministry of Social Development
MWA	Ministry of Women's Affairs
MYA	Ministry of Youth Affairs[52]
MYD	Ministry of Youth Development
NEECS	National Energy Efficiency and Conservation Strategy
NSDS	National Sustainable Development Strategy
NGO	Non-government Organisation
NZAID	New Zealand's International Aid and Development Agency
NZIPS	New Zealand Injury Prevention Strategy
OECD	Organisation for Economic Co-operation and Development
PCE	Parliamentary Commissioner for the Environment
PCO	Parliamentary Counsel Office
PDF	Portable Document Format
PFA	Public Finance Act 1989
PFAA	Public Finance Amendment Act 2004
POL	Cabinet Policy Committee
SDC	Cabinet Social Development Committee
SDPOA	Sustainable Development Programme of Action
SMEEF	Strategy for Managing the Environmental Effects of Fishing
SOI	Statement of Intent
SSC	State Services Commission
TPK	Te Puni Kōkiri — Ministry of Māori Development

51   Now included within the Ministry of Economic Development.

52   Now included within the Ministry of Youth Development.

Appendix 1:   Weak and Strong Sustainablility

Source: Sustainable Future (2007)

Sustainability approaches can be broadly differentiated along a continuum, with 'weak' or 'strong' at either end. This distinction is made on the basis of whether types of capital are considered substitutable[53] (Harris, 2006).

Weak Sustainability

In a weak approach, different types of capital (natural, human, human-made, social and cultural) that contribute to total output are substitutable to a high degree. Harris and Codur (2004), Turner (1997) and Perman *et al*. (1999) describe weak sustainability as the ability of new, usually human-made, capital to balance the loss of natural capital, so that future generations will have access to a stock of capital which is of at least the same value as that of presently available capital (Vos, 1997).

Under a weak sustainability model, the economy has the capacity for continual growth if inefficiencies caused by 'external' environmental and social costs are internalised.

Strong Sustainability

The other central paradigm of sustainability is 'strong sustainability', which emphasises limits to growth (Harris & Codur, 2004). Strong sustainability conceptualises the economy and the environment using systems theory, which studies patterns, processes and structures according to how different components function in a system, rather than reducing those processes to individual and isolated events. The economy is a subsystem of society, which is a subsystem of the environment; in the same way, the environment is a finite system that imposes limits on the subsystems contained within it.

Importantly, in contrast to weak sustainability, strong sustainability does not allow for perfect substitutability between different types of capital.

Natural, Human and Human-Made Capital

Natural capital not only consists of stock-flow resources, but also of fund-services: resources that are not materially transformed and are usually worn out, rather than used up (Perman *et al*., 1999; Daly & Farley, 2004). Other types of capital cannot substitute fund-service resources or ecosystem services that support life on earth. Hence, strong sustainability requires that this critical natural capital not decline. For example, the Millennium Ecosystem Assessment highlights that the service of climate regulation provided by carbon sinks is virtually irreplaceable by human-made capital (Watson & Zakri, 2005).

Sustainable development is not just a technical or scientific problem. In fact, human and social capital also plays an essential role in the strong sustainability concept. Often, lack of information, political unwillingness, and individual citizen and consumer conduct are barriers to sustainable development.

Social Capital

The development of strong human capital, whereby people have the knowledge, capacity and will to act in an environmentally sustainable manner, is just as essential as natural and human-made capital (Perman *et al*., 1999). Furthermore, concentrating on social capital such as consensus amongst people, capacity building, the interconnectedness of environmental goals with social and political goals, education, health and contraception are also means of reducing disturbances caused to various ecologies (Harris, 2006). An example given in the Millennium Ecosystem Assessment (Watson & Zakri, 2005) is deforestation in

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53   Substitutable is a term that describes the ability of one form of capital to compensate for the depletion of another.

Haiti compared to the lush forest just across the border in the Dominican Republic. Poverty, political instability, and lack of capacity to exploit other resources or conserve the natural resource base in Haiti has led to the destruction of an essential piece of natural capital; this leads to desertification and further decreases options for the future.

Cultural Capital

Cultural capital is also an integral section of sustainable development. For example, a shared set of beliefs embodied in the Māori culture articulates the sustainability concept. Wilson *et al*. (2000) describe that, for Māori, humans exist in a state of obligation to ancestors, the gods, and coming generations, and bear responsibility for the protection of *mauri* (life force). Māori principles, built around relationships with the natural world, are so strongly embedded in the Māori worldview that sustainability is a fundamental right and duty.

Appendix 2:   Ten Elements of Public Policy

Source: Hogwood and Gunn (1984)

1. **Policy as a field or space of government activity.** This dimension of public policy may cover past, current or potential activities and makes no distinction between policy as aspiration, policy as achievement, policy as action or policy as inaction.

2. **Policy as an expression of a general purpose or desired state of affairs.** This element of policy often articulates policy as social objectives. It is suggested that it represents rhetoric rather than reality.

3. **Policy as specific proposals.** These are specific actions political organisations (interest groups, political parties or the Cabinet) would like to see undertaken by government. Such proposals may be *ad hoc* and result in *ad hoc* policy development.

4. **Policy as decisions of government.** Policies can be seen as decisions arising from 'moments of choice'; however, these decisions usually originate from a long time-span of broad patterns and political contexts.

5. **Policy as a formal authorisation.** When it is said that government has a 'policy' on a particular topic, the reference is sometimes to the specific Act of Parliament or statutory instrument which permits or requires an activity to take place. Or it may be said that when the legislation has been enacted, then the policy has been carried out.

6. **Policy as a programme.** This is a defined and relatively specific sphere of government activity involving a particular package of legislation, organisation and resources. Programmes are usually seen as being the means by which governments pursue their broader purposes or ends.

7. **Policy as output.** This is when the Government has delivered something rather than only promising something: e.g. the payment of cash benefits, the delivery of goods or services, the enforcement of rules, or the collection of taxes.

8. **Policy as outcome.** This looks at what has actually been achieved. Looking at outcomes enables us to make some assessment of whether the stated purpose of a policy appears to be what the policy is actually achieving. The overall outcome will be the product of the outputs of a multitude of organisations involved in the policy.

9. **Policy as theory or model.** The theory takes the form: if X happens, then Y will follow; i.e. assumptions about cause and effect relationships. Policy failures often result when these relationships have been over-simplified.

10. **Policy as process.** This type of policy is the most difficult to identify as it is a process that evolves and unfolds over a long period of time rather than being a discrete event like the passing of an Act.

Appendix 3:   Government Actions Towards a NSDS

Source: RCGM, 2001b: 102–156

The following is a brief outline of the government's actions from 2001 to date relevant to progressing a NSDS.

2001: Prime Minister Helen Clark announced that the government was working on a sustainable development strategy for New Zealand, and that the Cabinet had agreed that the principles of sustainable development should underpin all of the government's economic, social and environmental policies (PCE, 2002a).

2002: The government agreed to establish a National Sustainable Development Strategy. Cabinet noted that, on 17 April 2002:

> the Cabinet Policy Committee directed officials to draft a strategy by June 2002, to be finalised in time for the World Summit on Sustainable Development in September. (Cabinet Office, 2002: 1)

2002: The Department of the Prime Minister and Cabinet (DPMC) released six key government goals to guide the public sector towards achieving sustainable development (DPMC, 2002).

2003: The DPMC released the Sustainable Development Programme of Action (SDPOA), which focused on: (i) ten sustainable development principles for government decision-making; (ii) four key areas: water quality and allocation, energy, sustainable cities, and child and youth development; and (iii) mechanisms for measuring progress.

While it appears that the SDPOA has been of value, it has not provided New Zealand with an overarching strategy document, nor does it explicitly address other key issues such as transport, waste, biodiversity and agriculture, or link itself to strategies that address these issues.

Furthermore, according to the PCE (2002a), elements of the strategy were to include, among other things: a programme to measure progress towards sustainable development goals, sustainable development indicators to convey information about progress, and a stock take of New Zealand's performance with regard to *Agenda 21*.[54] A letter from David Benson-Pope, Minister for the Environment, explained the government's position:

> As work on this strategy began to progress it became readily apparent that a comprehensive document covering the issues facing New Zealand under every pillar of sustainable development — economic, social, environmental, and cultural — and including their interrelationships would be a vast and extremely resource-intensive exercise. It was decided that what was needed was a practical first step that could form the basis of future work ... The current Programme of Action was never seen as an end in itself — it was simply a practical way of giving meaning to sustainable development in New Zealand ... It is a stepping stone along the path of achieving sustainable development. Further down the path we may look to prepare a National Sustainable Development

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54   *Agenda 21* was signed at the Rio Earth Summit in 1992. It is a comprehensive plan of action to be taken globally, nationally and locally by UN organisations, governments, and major groups in every area in which humans impact on the environment. For more information, see http://www.un.org/esa/sustdev/documents/agenda21/index.htm

Strategy, and the work that has been done on the Programme of Action may contribute to this strategy. (Benson-Pope, 2006)

2004: The Public Finance Act 1989 was amended in 2004, requiring the Treasury to prepare, at least once every four years, a 'Long-Term Fiscal Position'.

2006: In April, the Central Agency steering committee conducted a review of Central Agencies.

2006: New Zealand's first Long-Term Fiscal Report was published.

2006: SDPOA concluded in July 2006 (OAG, 2007: 8).

2006: The DPMC released the government's priorities for 2006–2016 (DPMC, 2006) which focused on economic transformation, families and national identity. The three government priorities supersede the six government goals adopted in 2002 (ibid.).

2007: In her February speech (Clark, 2007) Prime Minister Helen Clark made a pledge to making New Zealand truly sustainable:

> I believe New Zealand can aim to be the first nation to be truly sustainable — across the four pillars of the economy, society, the environment, and nationhood.

2007: In the DPMC Statement of Intent (2007), published in May, the three government priorities were reframed in terms of sustainability:

> The government has put sustainability at the centre of its strategic agenda, underpinning its three priority themes (economic transformation, families — young and old, and national identity). DPMC's Policy Advisory Group (PAG) will continue to play a key role in ensuring that sustainability and the three themes are reflected in the priorities of departments and their associated entities. A chief executives' sustainability group has been established, chaired by DPMC, and is charged with taking forward the overall sustainability programme. Local government, business, research organisations, and local communities will all have a part to play as New Zealand moves along this path. (ibid.: 1)

2007: The Controller and Auditor General reviewed the implementation of the Sustainable Development Programme of Action (OAG, 2007).

2007: The State Services Commission launched a Code of Conduct on 19 June 2007 that will come into effect on 30 November 2007 to strengthen the links between government aims and the work of the public service. The code is a significant improvement, but it could be argued that it was a lost opportunity to re-enforce the ten principles that were agreed by Cabinet and included in the SDPOA (NZ Govt, 2003: 9).

Appendix 4:   Draft Strategies

Source: Sustainable Future (2007)

As at 1 June 2007, the following strategies were works in progress or out for public consultation.

New Zealand Tourism Strategy 2015, Ministry of Tourism (May 2007)
http://www.tourism.govt.nz/strategy/str-reports-2010/DraftTourismStrategy2015.pdf

Roadmaps for Science: Environment Research Roadmap, MoRST (due April 2007)
http://www.morst.govt.nz/current-work/roadmaps/

Powering our Future: Towards a sustainable low emissions energy system — the New Zealand Energy Strategy,
MED (Dec 2006) http://www.med.govt.nz/upload/43136/draft-energy-strategy.pdf

National Energy Efficiency and Conservation Strategy (Second) NEECS, EECA (Dec 2006)
http://www.eeca.govt.nz/eeca-library/eeca-reports/neecs/report/draft-nzeecs-06.pdf

Sustainable Land Management and Climate Change: Options for a Plan of Action, MAF (Dec 2006)
http://www.maf.govt.nz/climatechange/discussion-document/slm-and-cc-full.pdf

Medicines Strategy, New Zealand Government (Dec 2006)
http://www.beehive.govt.nz/ViewDocument.aspx?DocumentID=28039

*Working towards a Comprehensive Policy Framework for Managing Contaminated Land in New Zealand:
A discussion paper*, MfE (Nov 2006) http://www.mfe.govt.nz/publications/hazardous/
policy-framework-contaminated-land-nov06/policy-framework-contaminated-land-nov06.pdf

Harvest Strategy Standard, MFish (Nov 2006) http://www.fish.govt.nz/NR/rdonlyres/F2A09232-75BF-
419A-8966-1A17A4BF50B6/0/harvest_strategy_standard_discussion.pdf

Next Generation National Library Draft Feedback Document, National Library of New Zealand
(Oct 2006) http://www.natlib.govt.nz/downloads/Next_Generation_National_Library_draft_
consultation_document.PDF

ICT Strategy, MoE (Oct 2006)
http://www.minedu.govt.nz/index.cfm?layout=document&documentid=10086&data=1

Developing an Oil Emergency Response Strategy, discussion document, MED (Sep 2006)
http://www.med.govt.nz/templates/ContentTopicSummary____15103.aspx

People Capability Strategy, SSC, (Feb 2006) http://www.ssc.govt.nz/display/document.asp?NavID=233

Scoping a National Policy Statement for Electricity Transmission, MED (2005)
http://www.med.govt.nz/templates/ContentTopicSummary____12101.aspx

Healthy Sea, Healthy Society: Towards an Oceans Policy for New Zealand, Ministerial Advisory Committee
on Oceans Policy (30 Sep 2001) http://www.mfe.govt.nz/publications/oceans/healthy-seas-
healthy-society/healthy-sea-healthy-society-sep01.pdf See www.oceans.govt.nz

Appendix 5:   Halted Strategies

Source: Sustainable Future (2007)

As at 1 June 2007, our research indicated that the following strategies had dropped off the government agenda or been replaced by other initiatives.

Towards a Māori Broadcasting Strategy, TPK (Sep 2000)
> http://www.tpk.govt.nz/publications/docs/mbac%20report%20final30-09-001.pdf

Towards a National Policy Statement for Biodiversity, MfE (May 2001)
> http://www.mfe.govt.nz/publications/biodiversity/towards-nps-may01.pdf

Next Steps, MfE (Jul 2001)
> http://www.mfe.govt.nz/publications/biodiversity/nps-next-steps-jul01.pdf

National Organic Strategy, MAF (Feb 2002)
> http://www.maf.govt.nz/mafnet/rural-nz/sustainable-resource-use/organic-production/national-organic-strategy/national-organic-strategy.pdf

Towards a Strategy for the Pacific Islands Region, NZAID (Jul 2002)
> http://www.nzaid.govt.nz/library/docs/nzaid-pacific-islands-region-strategy.pdf

Te Kaupapa Tikanga (Māori Framework), NZAID (Jul 2002)
> http://www.nzaid.govt.nz/library/docs/nzaid-te-kaupapa-tikanga.pdf

Towards a Strategy for Using BT Toxins in New Zealand: A response to recommendation 7.1 of the Royal Commission on Genetic Modification, MAF (Oct 2002)
> http://www.maf.govt.nz/mafnet/rural-nz/research-and-development/biotechnology/using-bt-toxins-in-new-zealand/technical-paper-02-20-bt-toxins.pdf

Youth Transition Strategy, MSD (2003)
> http://www.msd.govt.nz/media-information/budget-fact-sheets/2003/youth-transition.html

Towards a National Strategy for Purchasing Post-Entry Clinical Nurse Training Programmes, MoH (April 2004)
> http://www.moh.govt.nz/moh.nsf/0/4F1E47261220C35ECC256E9800139AB0/$File/TowardsaNationalStrategyforPurchasingPost-EntryClinicalNurseTrainingProgrammes.pdf

Appendix 6:   Major Strategies

Source: Sustainable Future (2007)[55]

Strategies signed by a minister or associate minister of the Crown.

	Date	Name of strategy	Ministry or department responsible
1	2007 n.d.	*Tertiary Education Strategy (Second) 2007–12*	Ministry of Education
2	2007 Mar	*Biotechnology Research Roadmap*	Ministry of Research, Science and Technology
3	2006 Dec	*New Zealand's National Implementation Plan under the Stockholm Convention on Persistent Organic Pollutants*	Ministry for the Environment
4	2006 Dec	*Nanoscience and Nanotechnologies Roadmap*	Ministry of Research, Science and Technology
5	2006 Dec	*Energy Research Roadmap*	Ministry of Research, Science and Technology
6	2006 Nov	*Enabling Transformation: A Strategy for e-Government*	State Services Commission
7	2006 Jul	*Justice Sector Information Strategy 2006–2011*	Ministry of Justice
8	2006 Jun	*Enabling the 21st Century Learner: An e-Learning Action Plan for Schools 2006–2010*	Ministry of Education
9	2006 Jun	*New Zealand Suicide Prevention Strategy 2006–2016*	Ministry of Health
10	2006 Jun	*Pasifika Education Plan 2006–2010*	Ministry of Education
11	2005 Dec	*Marine Protected Areas Policy and Implementation Plan*	Department of Conservation/Ministry of Fisheries
12	2005 Aug	*Health Information Strategy for New Zealand 2005*	Ministry of Health
13	2005 Jun	*Te Tāhuhu: Improving Mental Health 2005–2015. Second NZ Mental Health and Addiction Plan*	Ministry of Health
14	2005 Jun	*Strategy for Managing the Environmental Effects of Fishing*	Ministry of Fisheries
15	2005 Jun	*Making a Bigger Difference for All Students: Hangaia He Huarahi Hei Whakarewa Ake I Nga Tauira Katoa: Schooling Strategy 2005–2010*	Ministry of Education
16	2005 Jun	*Labour Market and Employment Strategy: Better Work, Working Better*	Department of Labour
17	2005 May	*Building the Future: The New Zealand Housing Strategy*	Housing New Zealand Corporation (with Minister of Housing)

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55   www.mcguinnessinstitute.org/Site/Projects/NSDS_national_strategy/Government_Strategies/Major_Strategies_May07.aspx

18	2005 May	*National Rail Strategy to 2015*	Ministry of Transport
19	2005 May	*The Digital Strategy: Creating Our Digital Future*	NZ Government
20	2005 Mar	*Strategic Plan for Preventing and Minimising Gambling Harm 2004–2010*	Ministry of Health
21	2005 Mar	*New Zealand Urban Design Protocol*	Ministry for the Environment
22	2005 Feb	*The New Zealand Palliative Care Strategy*	Ministry of Health
23	2005 Feb	*Getting There — On Foot, By Cycle: A Strategy to Advance Walking and Cycling in New Zealand Transport*	Ministry of Transport
24	2004 Jul	*New Zealand Packaging Accord 2004*	Ministry for the Environment
25	2004 Jun	*Safer Communities: Action Plan to Reduce Community Violence & Sexual Violence*	Ministry of Justice
26	2004 Mar	*Resilient New Zealand: A Aotearoa Manahau: National Civil Defence Emergency Management Strategy — 2003–2006*	Ministry of Civil Defence and Emergency Management (under Department of Internal Affairs)
27	2004 Mar	*Action Plan for New Zealand Women*	Ministry of Women's Affairs
28	2003 Oct	*Road Safety to 2010*	Ministry of Transport
29	2003 Aug	*Tiakina Aotearoa Protect New Zealand: The Biosecurity Strategy for New Zealand*	NZ Government
30	2003 Aug	*The New Zealand Cancer Control Strategy*	Ministry of Health
31	2003 Jun	*Reducing Inequalities**	Ministry of Social Development
32	2003 Jun	*Workplace Health and Safety Strategy for New Zealand to 2015*	Department of Labour
33	2003 Jun	*Te Rautaki Reo Māori: The Māori Language Strategy*	Te Puni Kōkiri
34	2003 Jun	*The New Zealand Immigration Settlement Strategy: A Future Together*	Department of Labour
35	2003 Jun	*Justice Sector Information Strategy: Te Ara Hei Mua; The Pathway Forward 2003–2006*	Ministry of Justice
36	2003 Jun	*Care and Protection Blueprint 2003*	Ministry of Social Development
37	2003 May	*New Zealand Biotechnology Strategy*	Ministry of Research, Science and Technology
38	2003 May	*Dairying and Clean Streams Accord*	Ministry of Agriculture and Forestry/Ministry for the Environment
39	2003 May	*The Adult ESOL Strategy*	Ministry of Education
40	2003 Jan	*Sustainable Development for New Zealand Programme of Action*	Department of the Prime Minister and Cabinet
41	2002 Nov	*New Zealand Transport Strategy*	Ministry of Transport

42	2002 Nov	*He Korowai Oranga: Māori Health Strategy*	Ministry of Health
43	2002 Jul	*Policy Statement: Towards a Safe and Just World Free of Poverty*	New Zealand International Aid and Development Agency (under Ministry of Foreign Affairs)
44	2002 Jun	*Pathways to the Future; Nga Huarahi Arataki: A 10-year Strategic Plan for Early Childhood Education*	Ministry of Education
45	2002 Jun	*New Zealand's Agenda for Children*	Ministry of Social Development
46	2002 Jun	*Connecting Communities: A Strategy for Government Support of Community Access to Information and Communications Technology*	Department of Labour
47	2002 May	*Tertiary Education Strategy 2002/07*	Ministry of Education
48	2002 Mar	*The New Zealand Waste Strategy: Towards Zero Waste and a Sustainable New Zealand*	Ministry for the Environment
49	2002 Feb	*Te Rito: New Zealand Family Violence Prevention Strategy*	Ministry of Social Development
50	2002 Feb	*The Pacific Health and Disability Action Plan*	Ministry of Health
51	2002 Feb	*Growing an Innovative New Zealand: Innovative New Zealand Strategy*	Ministry for Economic Development
52	2002 Jan	*Youth Offending Strategy*	Ministry of Justice, Ministry of Social Development
53	2002 Jan	*Youth Development Strategy Aotearoa*	Ministry of Youth Development
54	2001 Nov	*E-Commerce: Building the Strategy for New Zealand*	Ministry for Economic Development
55	2001 Oct	*Sexual and Reproductive Health Strategy*	Ministry of Health
56	2001 Sep	*National Energy Efficiency and Conservation Strategy: Towards a Sustainable Energy Future (NEECS)*	Ministry for the Environment
57	2001 Jun	*Pathways to Opportunity; Nga Ara Whai Oranga: From Social Welfare to Social Development*	Ministry of Social Development
58	2001 May	*More Than Words: The New Zealand Adult Literacy Strategy*	Ministry of Education
59	2001 Apr	*The New Zealand Positive Ageing Strategy*	Office for Senior Citizens (under Ministry of Social Development)
60	2001 Apr	*Pasifika Education Plan*	Ministry of Education
61	2001 Apr	*The New Zealand Disability Strategy: Making a World of Difference Whakanui Oranga*	Ministry of Health

62	2001 Mar	*National Alcohol Strategy 2000–2003*	Ministry of Health
63	2001 Feb	*The Primary Health Care Strategy*	Ministry of Health
64	2000 Dec	*The New Zealand Health Strategy*	Ministry of Health
65	2000 Sep	*Opportunity, Capacity, Participation: Government Employment Strategy 2000*	Ministry of Social Development
66	2000 Jun	*Regional Development Strategy*	Ministry for Economic Development
67	2000 May	*Industry Development Strategy*	Ministry for Economic Development
68	2000 Feb	*The New Zealand Biodiversity Strategy*	Department of Conservation
69	1998 Jun	*National Drug Policy 1998–2003*	Ministry of Health
70	1998 Jun	*Child Health Strategy*	Ministry of Health
71	1998 Mar	*Kia Piki Te Ora o Te Taitamariki: Strengthening Youth Wellbeing. New Zealand Youth Suicide Prevention Strategy*	Te Puni Kōkiri
72	1998 Mar	*In Our Hands: New Zealand Youth Suicide Prevention Strategy*	Ministry of Youth Affairs/ Ministry of Health/Te Puni Kōkiri
73	1997 Jul	*Moving Forward: The National Mental Health Plan for More and Better Services*	Ministry of Health
74	1997 Jun	*Strengthening Families for Well-being: From Welfare to Well-being**	Department of Social Welfare (under Ministry of Social Development)
75	1996 Aug	*Research Science and Technology 2010 Strategy*	Ministry of Research, Science and Technology
76	1996 Aug	*Justice Sector Information Strategy*	Ministry of Justice
77	1996 Jun	*Sustainable Land Management Strategy*	Ministry for the Environment
78	1995 Sep	*Environment 2010 Strategy: A Statement of the Government's Strategy on the Environment*	Department of the Prime Minister and Cabinet
79	1994 Jun	*Looking Forward: Strategic Directions for the Mental Health Services — National Mental Health Strategy*	Ministry of Health
80	1991 May	*Māori Broadcasting: Principles for the Future — Te Whakapaho Māori : Nga Kaupapa Mo Tua i Te Auematara*	Ministry of Communications

* These reports were strategies recommended to government which were then endorsed by government via the review mechanism.

Appendix 7:   Minor Strategies

Source: Sustainable Future (2007)[56]

	Date	Name of Strategy
1	2007 Apr	*New Zealand Food Safety Authority Strategy for Involving Māori in Food Safety and Consumer Protection Issues*
2	2006 Dec	*Digital Television Strategy*
3	2006 Nov	*Stepping Up (Treasury Stepping Up Changes)*
4	2006 Nov	*Better Outcomes for Children: An Action Plan for GSE*
5	2006 Nov	*Campylobacter in Poultry: Risk Management Strategy 2006–2009*
6	2006 Oct	*Defence Long-Term Development Plan — 2006 Update*
7	2006 Jun	*Climate Change Solutions*
8	2006 Jun	*New Zealand's Long-Term Fiscal Position*
9	2006	*Prisoner Employment Strategy 2006–2009*
10	2006	*Pathways to Leadership: Goal 2010, A Report on Pacific Leadership in the Public Service*
11	2006	*Pate, Lali, Nafa: Strategy for Pacific Islands Employment and Service Delivery*
12	2005 Dec	*Māori Economic Innovation Strategy 2005–12*
13	2005 Nov	*Ala Fou — New Pathways: Strategic Directions for Pacific Youth in New Zealand*
14	2005 Jul	*National Mental Health Information Strategy*
15	2005 May	*The Defence Sustainability Initiative: Building a Long-term Future for the New Zealand Defence Force*
16	2005 Feb	*Preventing Conflict and Building Peace*
17	2004 Dec	*Marine Mammal Action Plan 2005–2010*
18	2004 Sept	*Human Rights Implementation Plan*
19	2004 Apr	*National Plan of Action to Reduce the Incidental Catch of Seabirds in New Zealand Fisheries*
20	2004 Apr	*Strategic Policy Framework for Relations between NZAID and New Zealand NGOs*
21	2004 Jan	*Clinical Training Agency Strategic Intentions*
22	2004	*New Zealand Treasury Strategic Direction Summary*
23	2004	*Strategy to Reduce Drug and Alcohol Use by Offenders 2005–2008*
24	2003 Dec	*Ross Sea Strategy*
25	2003 Nov	*Water Programme of Action*
26	2003 Oct	*Pastoral Greenhouse Gas Research Strategy*
27	2003 Jun	*The Arts Strategy 2003–05*
28	2003 Apr	*Child Health Information Strategy*

56   www.mcguinnessinstitute.org/Site/Projects/NSDS_national_strategy/Government_Strategies/Minor_Central_Govt_May07.aspx

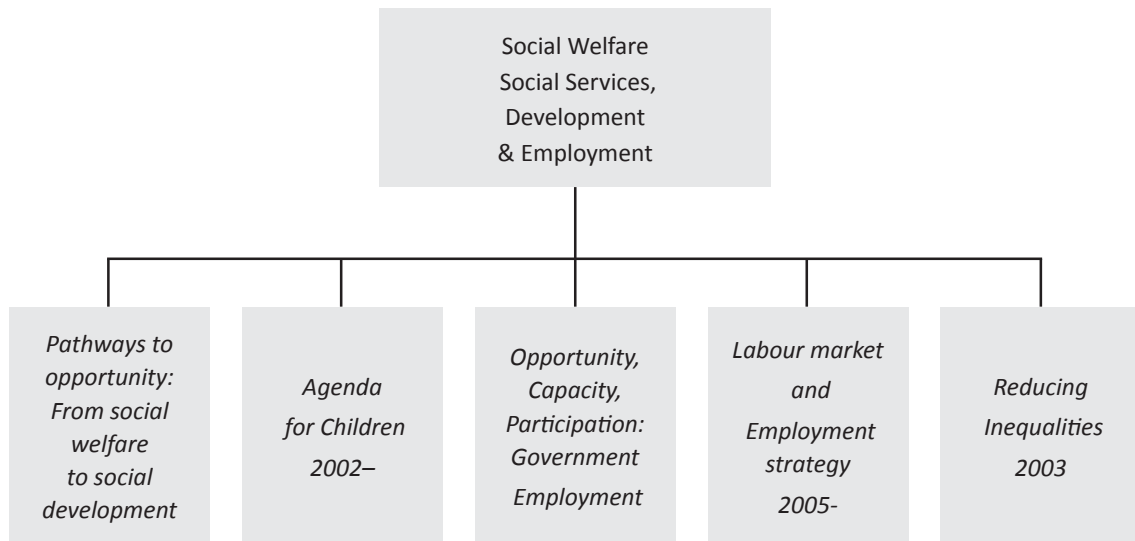| 29	2002 Dec	*Building on Strengths: A New Approach to Promoting Health in New Zealand/ Aotearoa*
30	2002 June	*Defence Long-Term Development Plan*
31	2002 Apr	*Health of Older People Strategy*
32	2002 Apr	*Statistics New Zealand's Strategic Directions and Beyond*
33	2002 Apr	*Te Puāwaitanga: Māori Mental Health National Strategic Framework*
34	2002	*The Pacific Strategy — Section 1, Section 2, Section 3, Section 4*
35	2002	*New Zealand Customs Service International Strategy 2002–2004*
36	2001	*New Zealand Tourism Strategy 2010*
37	2000	*The Māori Education Strategy (unable to obtain a copy, May 2005 information sheet available)*
38	1999 Mar	*New Zealand Treasury Strategic Plan 1999–2004*
39	1999	*A Strategic Plan for Māori Tourism Development 1999–2002 (unable to obtain a copy)*
40	1999	*Making Every Drop Count: National Agenda for Sustainable Water Management (unable to obtain a copy)*
41	1998	*Closing the Gaps: Progress Towards Closing Social and Economic Gaps between Māori and non-Māori*
42	1998	*A Standard Setting Strategy for the Protection of New Zealand's Forests and Trade in Their Products*
43	1997 Sep	*National Science Strategy for Sustainable Land Management: First Priorities Statement*
44	1996 Dec	*Ko e Ako 'a e Kakai Pasifika — First Pasifika Education Strategy*
45	1995	*Te Ara Tohu: Strategic Management Plan for Māori Health 1994–1999*
46	1994 Oct	*The New Zealand Crime Prevention Strategy: Mission Statement, "to enhance community safety and security through crime prevention"*
47	1994	*Te Punga: Our Bicultural Strategy for the Nineties*
48	No date available	*Senior Leadership and Management Development Strategy (unable to obtain a copy, information sheet available)*
49	No date available	*Building a Strong and Sustainable Public Broadcasting Environment for New Zealand: A Programme of Action*
50	No date available	*Human Rights Policy Statement*

Appendix 8: Broad Strategy Areas Featured in Figures 16 and 17

Source: Sustainable Future (2007)

The following figures have been prepared to explain how we have grouped the individual strategies featured in Figures 16 and 17.

Figure 19: Social services, development and employment strategies

```
                        Social Welfare
                        Social Services,
                          Development
                         & Employment
                               |
   ┌──────────────┬────────────┼────────────┬──────────────┐
Pathways to                 Opportunity,    Labour market
opportunity:                 Capacity,          and
From social      Agenda      Participation:  Employment      Reducing
welfare          for Children Government     strategy        Inequalities
to social        2002–       Employment      2005-           2003
development
```

Figure 20: Education strategies

```
                              Education
                                  |
   ┌──────────┬──────────┬────────┼────────┬──────────┐
 Pasifika    More than   Pathways           Schooling   Tertiary
 Education   words: Adult to the   Adult ESOL 2005–10   Education (2)
 Plan        Literacy    Future: Early 2003–            2007–12
                         Childhood            |
                                    Enabling the 20th century learner - an
                                    e-action plan for schools
                                    2006-10
```
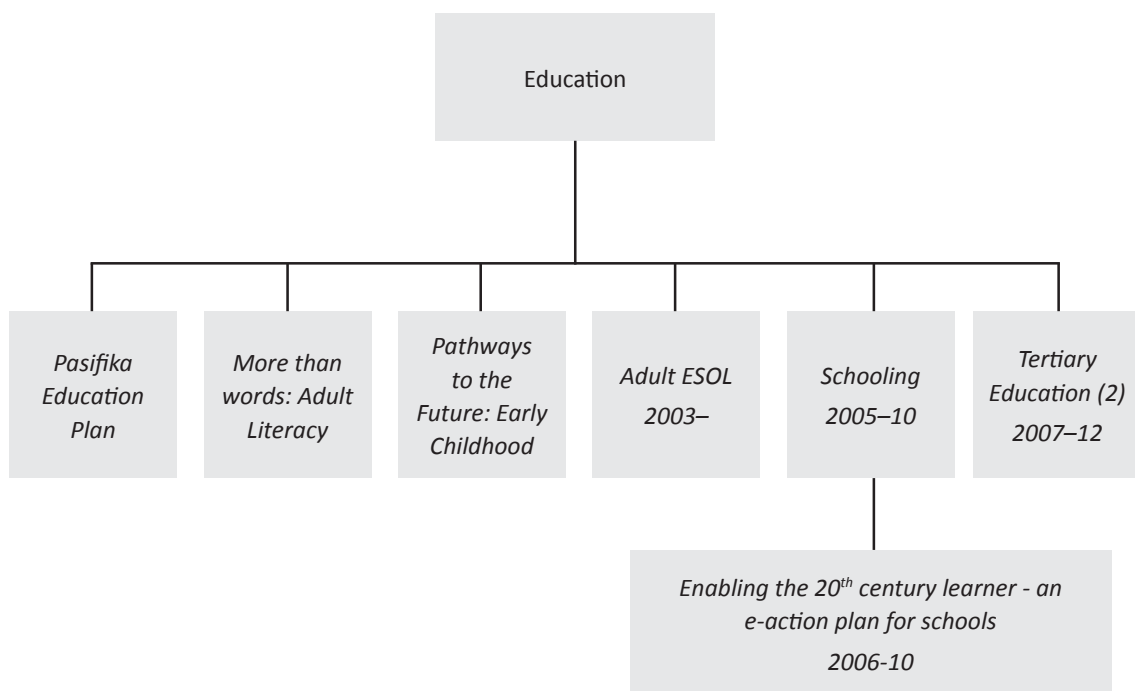
Figure 21: Current health strategies

```
                          ┌─────────────────┐
                          │  Health 2000-   │
                          │Health Information│
                          │      2005–      │
                          └────────┬────────┘
     ┌─────────┬──────────┬────────┼──────────┬──────────┐
┌─────────┐┌────────┐┌──────────┐┌──────────┐┌────────┐┌────────┐
│Te Tāhuhu:││ Cancer ││Palliative││Pacific   ││Primary ││ Child  │
│Improving ││Control ││   Care   ││Health    ││Health  ││Health  │
│mental    ││2003-   ││  2005–   ││and       ││2001–   ││1998–   │
│health    ││06/08   ││          ││Disability││        ││        │
│2005–15   ││        ││          ││Action    ││        ││        │
│          ││        ││          ││Plan 2001–││        ││        │
└────┬─────┘└────────┘└──────────┘└──────────┘└────────┘└────────┘
 ┌───┴────┐
┌────────┐┌──────────┐
│Suicide ││In our    │
│Prevent.││Hands:    │
│2002–   ││Youth     │
│        ││Suicide   │
│        ││Prevention│
│        ││1998–     │
└────────┘└──────────┘
```
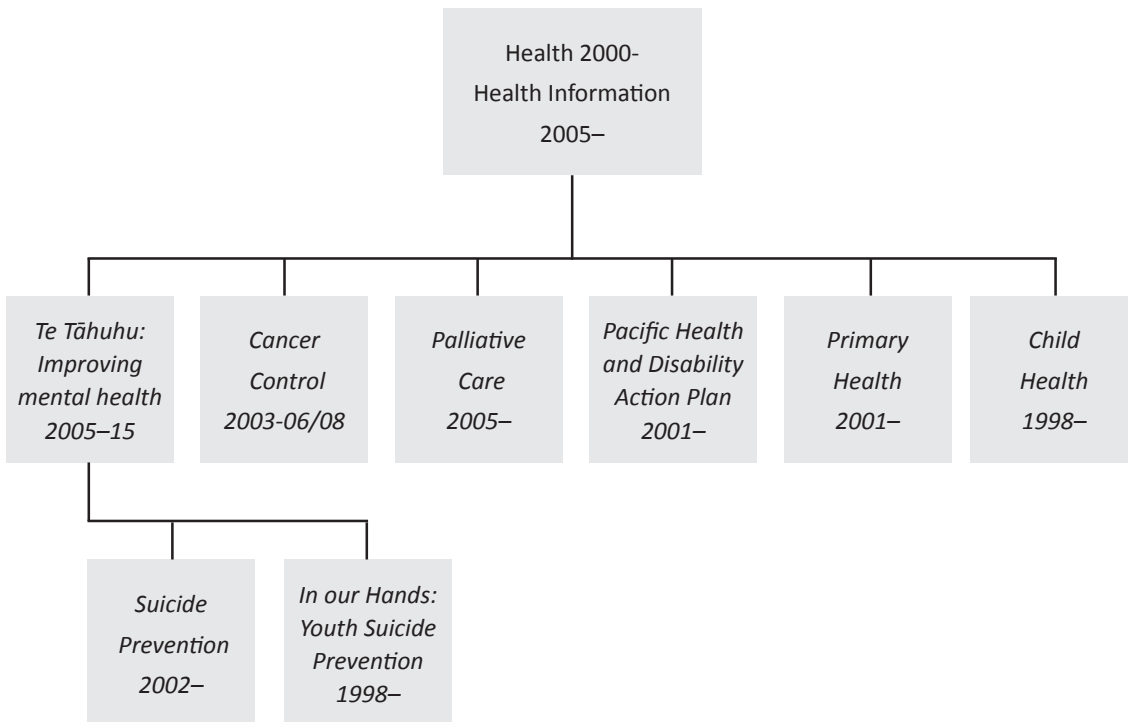
(adapted from Health Information Strategy, MoH, 2006: 2)

Figure 22: Obsolete health strategies

```
                     ┌──────────┐
                     │  Health  │
                     └────┬─────┘
         ┌───────────────┼───────────────┐
   ┌──────────┐  ┌──────────────┐  ┌──────────────────┐
   │ Mental   │  │National      │  │Sexual and        │
   │ Health   │  │Alcohol       │  │Reproductive      │
   │          │  │Strategy      │  │Health 2001–      │
   │          │  │2000–03       │  │                  │
   └────┬─────┘  └──────────────┘  └──────────────────┘
   ┌────┴──────┐
┌──────────┐┌──────────────┐
│Looking   ││Moving        │
│Forward:  ││Forward:      │
│National  ││National      │
│Mental    ││Mental Health │
│Health    ││Plan for more │
│Strategy  ││and better    │
│1994–99   ││services      │
│          ││1997–2003     │
└──────────┘└──────────────┘
```
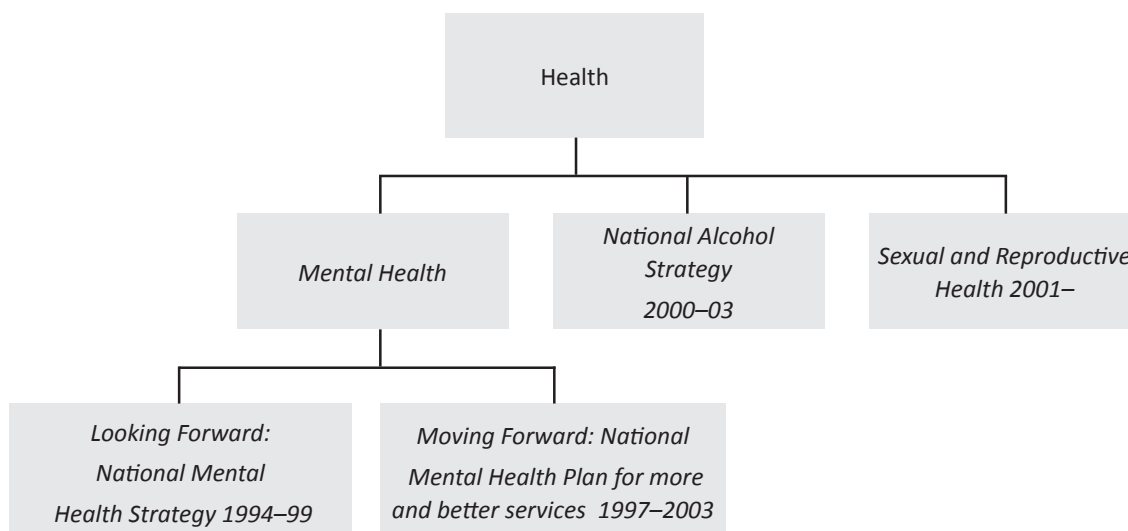
Figure 23: Strategies against crime
(adapted from Ministry of Justice; see the following website: http://www.justice.govt.nz/
crime-reduction/framework.html)

```
                        Crime
                 ┌────────┴────────┐
             Violence            Youth
          ┌─────┴─────┐      ┌─────┴─────┐
   Safer Communities  Te Rito:    Youth      Youth
   Community & Sexual Family       Offending  Development
   Violence           Violence     2002–      Aotearoa 2002–
   2004–              Prevention
                      2002–07
```
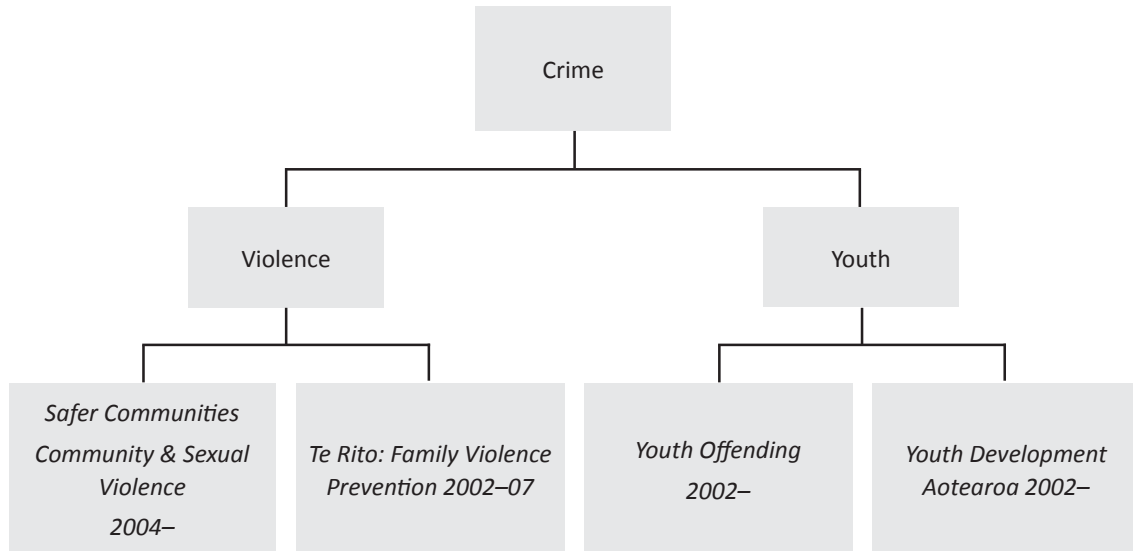
Figure 24: Transport strategies

```
              Transport 2002-10
      ┌──────────────┼──────────────┐
  Getting There,  National Rail   Road Safety
  on Foot, by     Strategy        to 2010
  Bicycle 2005-   2005-15         2003-10
```
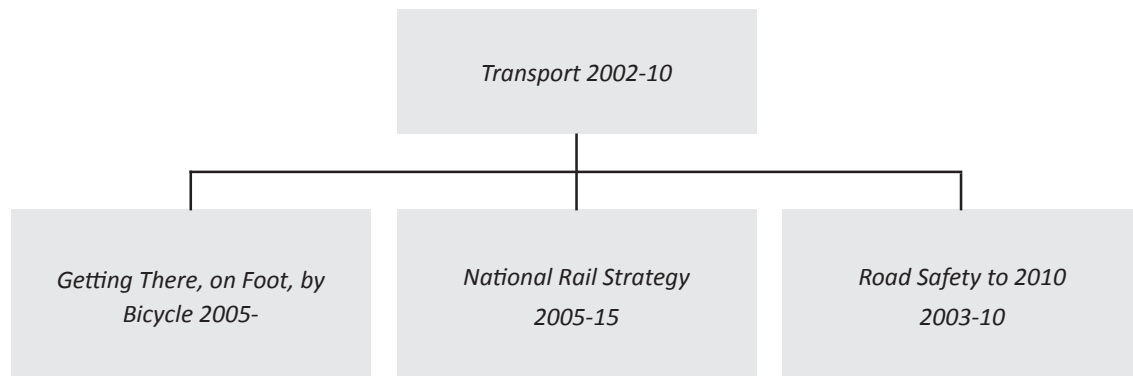
Appendix 9: Strategies Written into Legislation

Source: Sustainable Future (2007)

Statute	Section	Strategy Type	Language: level of obligation	Person(s) responsible	Timeframe	Notes
Biosecurity Act 1993	Part 5 Section 56	Minor Strategy National Pest Management Strategy	A Minister or any person may prepare a proposal for a national pest management strategy.	Subject to section[57] the Governor-General may, by Order in Council made on the recommendation of a Minister, make a national pest management strategy.	None.	National Pest Management Strategy for Bovine Tuberculosis (NPMS).[58] The Animal Health Board (AHB) is responsible for managing and implementation.
Civil Defence Emergency Management Act 2002	Part 3 Section 31	Major Strategy Civil Defence Emergency Management Strategy	The Minister must, on behalf of the Crown, complete a national civil defence emergency management strategy.	The Minister.	Within one year after the date of the commencement of this Act.	National Civil Defence Emergency Management Strategy (March 2004).[59]
Corrections Act 2004	Part 2 Section 123	Minor Strategy Drug and Alcohol Strategy	The chief executive must, at intervals of not more than 5 years, issue a drug and alcohol strategy relating to drug and alcohol use by prisoners.	Chief Executive.	Within 3 years of the date of the commencement of this section.	Drug and alcohol strategy to reduce drug and alcohol use by offenders (2004).[60]

57   http://www.legislation.govt.nz/libraries/contents/om_isapi.dll?clientID=931449&infobase=pal_statutes.nfo&jump=a1993-095%2fs.87&softpage=DOC
58   http://www.ahb.org.nz/NR/rdonlyres/0D280437-5A2E-4DAA-A87E-F02BA4A17FAD/124/211NPMSstrategydocument.pdf
59   http://www.civildefence.govt.nz/memwebsite.nsf/Files/National_CDEM_Strategy2003-2006/$file/National_CDEM_Strategy2003-2006.pdf
60   http://www.corrections.govt.nz/public/pdf/strategy-reduce-drug-and-alcohol/doc-strategy-to-reduce.pdf

Statute	Section	Strategy Type	Language: level of obligation	Person(s) responsible	Timeframe	Notes
Education Act 1989	Part 13 Section [159AA]	Major Strategy Tertiary Education Strategy 2002–07 (2002) Major Strategy Second Tertiary Education Strategy 2008–10 (2007)[61]	The Minister must from time to time approve a tertiary education strategy that sets out the Government's medium- to long-term strategy for tertiary education.	The Minister.	As applicable.	
Energy Efficiency and Conservation Act 2000	Section 7b	Major Strategy National Energy Efficiency and Conservation Strategy	(7B)The Minister is responsible for... developing a national energy efficiency and conservation strategy.	The Minister.	Draft strategy prepared and publicly notified on or before 1 April 2001. Strategy issued on or before 1 October 2001.	Draft Strategy (Mar 2001), National Energy Efficiency and Conservation Strategy (Sept 2001).[62]
Gambling Act	Part 4 Sub-part 4 Section 317	Major Strategy Integrated Problem Gambling Strategy Focussed on Public Health	The Government may allocate responsibility for an integrated problem gambling strategy to a department, which need not be the Department responsible for this Act.	As allocated.	As applicable.	Strategic Plan for Preventing and Minimising Gambling Harm 2004–2010 (March 2005).[63]

61   http://www.minedu.govt.nz/web/downloadable/dl11727_v1/tes-2007-12-incorp-step-2008-10.pdf

62   http://www.eeca.govt.nz/eeca-library/eeca-reports/neecs/report/national-energy-efficiency-and-conservation-strategy-01.pdf

63   http://www.moh.govt.nz/moh.nsf/0/0320D2273BDBF732CC256FB80009EF74/$File/problemgambling-strategicplan-2004-2010.pdf

Statute	Section	Strategy Type	Language: level of obligation	Person(s) responsible	Timeframe	Notes
Land Transport Act 1998	Part 13 Section 170	Major Strategy National Land Transport Strategy	The Minister may from time to time, on behalf of the Crown, complete a national land transport strategy.	The Minister.	As applicable. *Strategy stays current for <10 years.*	New Zealand Transport Strategy (2002).[64]
Marine Mammals Protection Act 1978	Section 3c	Major Strategy Conservation Management Strategies	Every conservation management strategy shall establish objectives for the integrated management of marine mammals under this Act.	Director-General.	As applicable.	Marine Protected Areas Policy and Implementation Plan (Dec 2005).[65]
Marine Reserves Act 1971	Part 7	Major Strategy Conservation Management Strategies	Every conservation management strategy shall establish objectives for the integrated management of marine reserves under this Act.	Director-General.	As applicable.	
Maritime Transport Act 1994	Part 23 Section 283	Minor Strategies New Zealand Marine Oil Spill Response Strategy	The Director shall prepare... the New Zealand marine oil spill response strategy and shall review that response strategy.	The Director.	A date specified by the Minister by notice in the Gazette. Review should occur at least once every 5 years.	New Zealand Marine Oil Spill Response Strategy (July 2006).[66]

64 http://www.transport.govt.nz/assets/NewPDFs/nztsv1323nov02.pdf
65 http://www.biodiversity.govt.nz/pdfs/seas/MPA-Policy-and-Implementation-Plan.pdf
66 http://www.msa.govt.nz/publications/pollution_response/NZMOS_%20Strategy.pdf

Statute	Section	Strategy Type	Language: level of obligation	Person(s) responsible	Timeframe	Notes
Mental Health Commission Act 1998	Section 3	Minor Strategy Te Puāwaitanga Māori Mental Health National Strategic Framework (Apr 2002)[67] Major Strategy Te Tāhuhu: Improving Mental Health 2005–2015: The Second New Zealand Mental Health and Addiction Plan (June 2005)[68]	The Minister may from time to time approve a variation of the national mental health strategy or an addition to it.	The Minister.	As applicable.	
New Zealand Public Health and Disability Act 2000	Part 2 Section 8	Major Strategy Disability Strategy (Apr 2001)[69]	The Minister must determine a strategy… to provide the framework for the Government's overall direction… and the Minister may amend or replace that strategy at any time.	The Minister of the Crown who is responsible for disability issues.	As applicable.	
State Sector Act 1988	Part 4 Section47	Minor Strategy Senior Leadership and Management Development Strategy[70]	The Commissioner is responsible for developing and promoting a strategy for the development of senior leaders and managers in the Public Service.	The Commissioner.	None.	Senior leadership and management capability in Public Service.

67 http://www.moh.govt.nz/moh.nsf/fefd9e667cc713e9cc25701100678d8/76bcfc62ef77229tcc256baa000f2ae0/$FILE/MaoriMentalHealthNationalStrategicFramework.pdf
68 http://www.moh.govt.nz/moh.nsf/0/F2907744575A9DA9CC25702C007E8411/$File/tetahuhu-improvingmentalhealth.pdf
69 http://www.odi.govt.nz/documents/publications/nz-disability-strategy.pdf
70 http://www.ssc.govt.nz/upload/downloadable_files/SLMD_Strategy_Snapshot.pdf

Appendix 10: Current Major Strategies

Source: Sustainable Future (2007)

In alphabetical order:

1. *Action Plan for New Zealand Women*, MWA (Mar 2004)

2. *Action Plan for Reducing Community and Sexual Violence*, MoJ (Jun 2004)

3. *Adult ESOL Strategy*, MoE (May 2003)

4. *Agenda for Children*, MSD (Jun 2002)

5. *Biodiversity Strategy*, DoC (Feb 2000)

6. *Biosecurity Strategy*,[71] NZ Government (Aug 2003)

7. *Biotechnology Research Roadmap*, MoRST (Mar 2007)

8. *Biotechnology Strategy*, MoRST (May 2003)

9. *Building the Future: The New Zealand Housing Strategy*, HNZC (May 2005)

10. *Cancer Control Strategy*, MoH (Aug 2003)

11. *Child Health Strategy*, MoH (Jun 1998)

12. *Dairying and Clean Stream Accord*, MAF & MfE (May 2003)

13. *Digital Strategy: Creating Our Digital Future*, NZ Government (May 2005)

14. *Disability Strategy*, MoH (April 2001)

15. *Enabling the 21st Century Learner: An e-Learning Action Plan for Schools 2006–2010*, MoE (June 2006)

16. *Energy Research Roadmap*, MoRST (Dec 2006)

17. *Getting There: On Foot, By Bicycle: A Strategy to Advance Walking and Cycling in New Zealand Transport*, MoT (Feb 2005)

18. *Health Information Strategy*, MoH (August 2005)

19. *Health Strategy*, MoH (Dec 2000)

20. *Immigration Settlement Strategy: A Future Together*, Minister of Immigration & DoL (Jun 2003)

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71 This strategy was developed by representatives from MAF Biosecurity Authority, Ministry of Agriculture, & Forestry; Director-General, Ministry of Health; Department of Conservation; Ministry of Fisheries; Ministry for the Environment; ERMA NZ; Te Puni Kōkiri and Ministry of Research, Science and Technology.

21. *Industry Development Strategy*, MED (May 2000)

22. *In Our Hands: The New Zealand Youth Suicide Prevention Strategy*, MoH, TPK (Mar 1998)

23. *Justice Sector Information Strategy 2006–2011*, MoJ (July 2006)

24. *Kia Piki Te Ora o Te Taitamariki: Strengthening Youth Wellbeing. New Zealand Youth Suicide Prevention Strategy.* MYA, MoH, TPK (March 1998)

25. *Labour Market and Employment Strategy*, DoL (June 2005)

26. *Māori Broadcasting: Principles for the Future — Te Whakapaho Māori: Nga Kaupapa Mo Tua i Te Auematara*, MComm (May 1991)

27. *Māori Health Strategy: He Korowai Oranga*, MoH (Nov 2002)

28. *The Māori Language Strategy*, TPK (June 2003)

29. *Marine Protected Area Policy and Implementation Plan*, DoC & MFish (Dec 2005)

30. *More than Words: The New Zealand Adult Literacy Strategy*, MoE (May 2001)

31. *Nanoscience and Nanotechnology Roadmap*, MoRST (Dec 2006)

32. *National Civil Defence Emergency Management Strategy*, MCDEM (March 2004)

33. *National Energy Efficiency and Conservation Strategy (NEECS)*, EECA (Sep 2001)

34. *National Rail Strategy to 2015*, MoT (May 2005)

35. *New Zealand's National Implementation Plan under the Stockholm Convention on Persistent Organic Pollutants*, MfE (Dec 2006)

36. *Opportunity, Capacity, Participation: Government Employment Strategy*, NZ Government (Sep 2000)

37. *Pacific Health and Disability Action Plan*, MoH (Feb 2002)

38. *Packaging Accord 2004–09*, MfE (Jul 2004)

39. *Palliative Care Strategy*, MoH (Feb 2005)

40. *Pasifika Education Plan 2006–2010*, MoE (Jun 2006)

41. *Pathways to Opportunity: Nga Ara Whai Oranga: From Social Welfare to Social Development*, MSD (Jun 2001)

42. *Pathways to the Future: Nga Huarahi Arataki*, MoE (Jun 2002)

43. *Policy Statement: Towards a Safe and Just World Free of Poverty*, NZAID — MFAT (Jul 2002)

44. *Positive Ageing Strategy*, Office for Senior Citizens, MSD (Apr 2001)

45. *Primary Health Care Strategy*, MoH (Feb 2001)

46. *Reducing Inequalities*, MSD (Jun 2003)

47. *Regional Development Strategy*, MED (Jun 2000)

48. *Road Safety to 2010 Strategy*, MoT (Oct 2003)

49. *Schooling Strategy 2005–10*, MoE (Jun 2005)

50. *Sexual and Reproductive Health Strategy, Phase One*, MoH (Oct 2001)

51. *Strategic Plan for Preventing and Minimising Gambling Harm 2004–2010*, MoH (Mar 2005)

52. *A Strategy for E-Government: Enabling Transformation*, SSC (Nov 2006)

53. *Strategy for Managing the Environmental Effects of Fishing*, MFish (Jun 2005)

54. *Suicide Prevention Strategy 2006–2016*, MoH (Jun 2006)

55. *Sustainable Development Programme of Action*, DPMC (Jan 2003)

56. *Sustainable Land Management Strategy*, MfE (Jun 1996)

57. *Te Rito: Family Violence Prevention Strategy*, MSD (Feb 2002

58. *Te Tāhuhu: Improving Mental Health 2005–15. Second NZ Mental Health and Addiction Plan*, MoH (Jun 2005)

59. *Tertiary Education Strategy (Second) 2008–10*, MoE (Jun 2007)

60. *Transport Strategy*, MoT, (Nov 2002)

61. *Urban Design Protocol*, MfE (Mar 2005)

62. *Waste Strategy*, MfE (Mar 2002)

63. *Workplace Health and Safety Strategy to 2015*, Minister for ACC (Jun 2003)

64. *Youth Development Strategy Aotearoa*, MYD (Jan 2002)

65. *Youth Offending Strategy*, MSD (Apr 2002)

Appendix 11: Obsolete Major Strategies from 1990 Onwards

Source: Sustainable Future (2007)

The list below contains the strategies identified by our research team. However, we expect the list should in reality be significantly longer, because many strategies developed in the 1990s have probably become obsolete and untraceable.

1. *Care and Protection Blueprint*, MSD (Jun 2003)

2. *Connecting Communities: A Strategy for Government Support of Community Access to ICT*, NZ Government (June 2002)[72]

3. *E-Commerce: Building the Strategy for New Zealand*, MED (Nov 2001).

4. *Environment 2010 Strategy: A Statement of the Government's Strategy on the Environment*, DPMC (Sep 1995).

5. *Innovative New Zealand Strategy: Growing an Innovative New Zealand*, NZ Government (MED) (Feb 2002) (GIF)[73]

6. *Justice Sector Information Strategy*, MoJ (Aug 1996)

7. *Justice Sector Information Strategy 2003–2006*, MoJ (Jun 2003)

8. *Looking Forward: Strategic Directions for the Mental Health Services — National Mental Health Strategy*, MoH (Jun 1994)

9. *Moving Forward: The National Mental Health Plan for More and Better Services*, MoH (July 1997)

10. *National Alcohol Strategy 2000–2003*, MoH & ALAC (Mar 2001)

11. *National Drug Policy 1998–2003*, MoH (Jun 1998)

12. *Pasifika Education Plan*, MoE (Apr 2001)

13. *Research Science and Technology 2010 Strategy*, MoRST (Aug 1996)

14. *Strengthening Families for Well-being: From Welfare to Well-being*, Dept of Social Welfare (within MSD) (Jun 1997)

15. *Tertiary Education Strategy 2002–07*, MoE (May 2002)

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72 This strategy was developed by representatives from government including the Department of Internal Affairs, Department of Labour, Department of Prime Minister & Cabinet, Ministry of Agriculture & Forestry, Ministry of Economic Development, Ministry of Education, Ministry of Pacific Island Affairs, Ministry of Social Development, National Library and Te Puni Kōkiri.

73 GIF's website (http://gif.med.govt.nz/) stated in Oct 2006 that: "This website is no longer current as the Government's economic development thinking has evolved since this site was last updated. The Government's current focus is on economic transformation. This work builds on the Growth and Innovation Framework, and continues the Government's long term commitment to lifting incomes and quality of life through innovation and raising productivity.
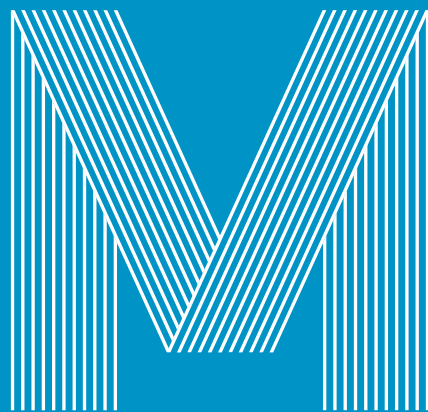
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