

August 2007

Report 2a

2058

Central  
Government  
Policy  
Integration

Background Paper to  
Report 2: New Zealand  
Central Government  
Strategies: Reviewing the  
Landscape 1990–2007

MCGUINNESS INSTITUTE

<b>Report Name</b>	<i>Central Government Policy Integration</i>
<b>Background Paper to</b>	<i>New Zealand Central Government Strategies: Reviewing the Landscape 1990–2007</i>
<b>Published</b>	Copyright © Sustainable Future Limited, August 2007 ISBN 978-1-877473-02-9 (paperback) ISBN 978-1-877473-03-6 (PDF) This document is available at <a href="http://www.sustainablefuture.info">www.sustainablefuture.info</a> and may be copied provided that the source is acknowledged.
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## Preface

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.

Rt Hon. Helen Clark, 13 February 2007

We strongly support Prime Minister Helen Clark's desire for long-term strategies to be driven by strong leadership. We hope this paper will add to the dialogue and provide a way forward for ensuring strategies are integrated with *Statements of Intent*.

This background paper is a supplement to *Project 2058 Report 2: Central Government Strategies: Reviewing the Landscape 1990–2007* (2007). The purpose of Report 2 was to review central government's long-term strategic thinking through an exploration and assessment of its strategies.

When we carried out our analysis for the main report, it became clear that central government strategies should not exist in isolation; rather, they should be linked and integrated into other types of public policy instruments such as plans, programmes, voluntary schemes, regulatory mechanisms, financial statements and the *Statements of Intent* produced by ministries and departments. This background paper puts six strategies and their *Statements of Intent*s under the microscope. This may be a small sample of the strategies that exist but it does provide a useful insight into the challenges inherent in delivering strong leadership and integrated policies.

The results of this research plead a further question, namely, what makes some strategies better integrated than others and how could 'thorough' integration become the norm.

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

**Wendy McGuinness**

Chief Executive

Sustainable Future

## Executive Summary

This background paper explores the extent to which government agencies achieve integration between different types of policy documents. We have carried out six case studies, each examining how well central government strategies are aligned to the *Statement of Intent* (SOI) of the ministry or department responsible for the strategy. *Statements of Intent* were selected because under the Public Finance Act 1989 they are required to set strategic directions at least three years into the future.

This paper is a supplement to *Project 2058 Report 2: Central Government Strategies: Reviewing the landscape 1990–2007* (2007). It focuses on partially answering the second part of question 11 in section 6 of the main report:

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

The six strategies and the SOI for each of the ministries or departments selected are shown in Table 1 below. They were selected to represent a diverse range of products and services.

Our assessment of the level of integration of the strategy with the relevant SOI was determined according to how well the outcomes or outputs of the strategy and the SOI were aligned. The level of integration was rated as ‘very poor’, ‘poor’, ‘some’ or ‘thorough’, depending on the degree of alignment (see Key below).

A summary of results is contained in Table 1. It can be seen that, generally, integration is mediocre as:

- one strategy has ‘very poor’ integration,
- two have ‘poor’ integration,
- three have ‘some’ level of integration, and
- no strategies were ‘thoroughly’ integrated.

**Table 1: Summary of integration between six strategies and the relevant *Statement of Intent* (SOI)**

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

**Key: Level of integration**

Very poor	less than 25% alignment
Poor	25–49% alignment
Some	50–74% alignment
Thorough	>75% alignment

From reviewing this sample, Sustainable Future concludes that integration and alignment between central government strategies and SOIs is likely to be inadequate, and that there is a need for improvement. On this basis, we make the following recommendation, which is contained in the main report as Recommendation 4.

**Recommendation:** 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.

## 1. Introduction

The purpose of this background paper is to explore the degree of integration between different types of policy document generated by various departments and ministries of central government. To do this, we have carried out six case studies, examining how well central government strategies are aligned to the *Statement of Intent* (SOI) of the ministry or department responsible for the strategy. Integration refers to the degree to which various strategic priorities, outcomes and outputs are found in both the strategy and the SOI.

The integration and alignment of different policy instruments is particularly relevant to the Labour government because of its pledge to take a ‘whole-of-government’ approach. This approach was adopted when the government first came to power in 1999, and it was recently reaffirmed with Prime Minister Helen Clark’s push for sustainability. McDonald (2007) observes that there has been inadequate emphasis and progress toward ‘whole-of-government’ outcomes, even though this has been a stated priority for some years. The ‘whole-of-government’ pledge referred to provides a context for this paper, which partially investigates the implementation of the pledge. We support the underlying objectives of the pledge and acknowledge the challenges faced in moving towards a ‘whole-of-government’ approach.

As explained in Section 2.4.1 of the main report, *Statements of Intent* are documents that the public service (i.e. ministries and departments) are required to prepare each year under section 38 (2) of the Public Finance Act 1989. SOIs must cover a minimum of three financial years into the future. Under the Act (section 43), ministries and departments must also prepare reviews of their performance in the form of an *Annual Report*. On the other hand, they are not legally required to identify and report (in their SOI or anywhere else) on strategies they have developed or are responsible for.

We argue that any strategy or policy implemented by a section of the public service should be consistent with its SOI. Both SOIs and central government strategies are strategic documents that set outcomes, objectives and intentions for the future. For this reason, each ministry and department’s SOI should clearly include measures to implement outcomes or outputs written into strategies that are its responsibility. We recognise that SOIs should be concise, so that the department itself, politicians and the public at large can see, and are kept reminded of, the ‘big picture’. However, strategies are an integral part of this big picture because they set directions for the future.

We have examined the integration of six strategies with the responsible department or ministry’s SOI, according to the method outlined below. Please note that this is a preliminary analysis, and further work could be undertaken to increase the robustness of the conclusions made in this report.

## 2. Methodology

To assess the alignment and integration between a ministry or department's strategy and its SOI, we summarised the intended outputs or outcomes contained within the strategy on the left hand side of a table. Subsequently, all material contained in the SOI that related to the outputs of the strategy are listed on the right hand column. This allowed us to look at the level of alignment and therefore the level of integration between the two policy instruments.

The outputs noted in the tables are paraphrased from the original documents. Often outputs were discussed in terms of being strategic directions, intended outcomes and/or strategic priorities.

The ratios of SOI outputs to strategy outputs provided the basis for rating the level of integration between the two policy instruments. The following assessment criteria were developed (see also Table 1):

Less than 25% alignment	Very poor integration
25–49% alignment	Poor integration
50–74% alignment	Some integration
>75% alignment	Thorough integration

It is important to note that this is a preliminary assessment only. For instance, the analysis does not:

- apply any differentiated weighting to single outcomes according to their importance;
- make any assessment of quality of output;
- make any assessment on the effectiveness or timeliness of implementation;
- make any assessment on the effectiveness or timeliness of monitoring;
- represent all departments and ministries as we have only sampled six. In addition, for each department we selected just one strategy. If we compared each department's SOI to all its strategies, the picture might be different; or
- take into account the size, complexity or importance of long-term thinking and strategy development on the delivery of the products and services by the department or ministry.

### 3. Department of Building and Housing

Table 2: *Building the Future: New Zealand Housing Strategy, May 2005*

Central Government Strategy		Statement of Intent
Broad Topic Areas	Specific Outputs	Outputs in the SOI that are aligned to those in the strategy
Sustainable housing supply	Auckland-based project to find solutions to local supply constraints	–
	Trial the use of planning and zoning instruments to increase the supply of affordable housing	–
	Establish mechanisms for monitoring supply, including the amount of land zoned for housing development in growth regions, an indicator of private rental vacancy rates, an index of first home buyers vs. investors	–
	Implementation of the Community Renewal Programme	–
Improve housing assistance and affordability	Increase the number of state houses and continue to modernise the existing stock	–
	Review the effectiveness of the Accommodation Supplement	–
	Support the expansions of social housing through the Housing Innovation Fund and the Local Government Fund	–
Improve access to home ownership	Expand the Mortgage Insurance Scheme	–
	Implement a home ownership assistance package linking deposit assistance with work-based savings	–
	Investigate the effectiveness of home equity schemes	–
	Provide home lending programmes to low-income families in rural areas and living on communally owned Māori land	–
Develop the private rental sector	Review the Residential Tenancies Act 1986 regulatory framework	–
	Investigate initiatives and mechanisms to promote tenure stability and security and address affordability concerns, including the role of the HNZC's leasing programme	–

Central Government Strategy		Statement of Intent
Broad Topic Areas	Specific Outputs	Outputs in the SOI that are aligned to those in the strategy
	Develop and implement strategies to improve the quality of business and property management practices, and to prevent and resolve disputes that affect the stability of housing	Weathertight Homes Resolution Service Residential Tenancy Services, including dispute resolution
	Identify options to improve the quality of rental properties, including linking with EECA's Home Energy Rating System	–
Improve housing quality and sustainability	Implement the Building Act 2004 and review the Building Code	Implement the Building Act Building Code review
	If appropriate, establish a suite of standards and tools to apply across the housing sector	Establish regulations and standards
	Implement the Warm Homes initiative led by MfE	–
	Identify and take up opportunities for research, information sharing and partnerships focused on low-cost, high-quality housing through innovative design and construction	–
Build capability in the housing sector	Implement the licensed building practitioner and building consent authority accreditation provisions of the Building Act 2004	Develop and implement Building Practitioner Licensing Scheme Establish regulatory schemes (e.g. Building Consent Authority Accreditation)
	Review the Unit Titles Act 1972	–
	Research the future positions of the sector, supply and demand shifts, and the causes of declining home ownership	Sector, industry and market monitoring <sup>1</sup>
	Continue to monitor housing markets	
Meet diverse housing needs	Develop ways to enhance tenure security	–
	Promote the use of universal design principles suitable for older people	–

<sup>1</sup> This is counted as two alignments as it covers both strategy outputs in the adjacent row.

### 3. Department of Building and Housing

Central Government Strategy		Statement of Intent
Broad Topic Areas	Specific Outputs	Outputs in the SOI that are aligned to those in the strategy
	Support women on low incomes into home ownership	–
	Improve tenure security for disabled people	–
	Address children’s needs in housing design	–
	Build housing on multiply owned land in partnership with iwi and hapu and Māori organisations	–
	Implement policies to support Pacific people in home ownership	–

Table 2 shows that of the 30 examples of outputs listed in the strategy, only six could be linked to the SOI. Therefore we do not consider the strategy to be well integrated into the SOI. This case study has been assessed as showing ‘very poor’ integration, with only 20% alignment (see Table 1).

## 4. Ministry of Fisheries

Table 3: Strategy for Managing the Environmental Effects of Fishing, June 2005

Central Government Strategy		Statement of Intent
Broad Topic Areas	Specific Outputs	Outputs in the SOI that are aligned to those in the strategy
Standard setting (environmental standards)	General standard setting	Prioritise species and habitats for development of environmental standards  Develop environmental standards, starting with high-risk species and habitats  Implement the SMEEF
	Develop risk assessment methodology to assess risks of adverse effects of fishing	Set standards that define the acceptable level of risk to the health of the aquatic environment from the use of fisheries, including the acceptable level of risk within which fishers can extract value from the use of fisheries resources
	Develop suitable methods for obtaining information on social values and future values	Recognise the nature of value by developing our understanding of the full range of values able to be gained from the use of fisheries resources through developing a methodology for identifying and gathering information on current and potential value; undertake and facilitate socio-economic research regarding value, especially in recreational and customary fisheries sectors <sup>2</sup>
	Develop suitable methods for undertaking trade-offs between social values, current use values, and future use values	
	Establish protocols for the application of the information principles to the determination of the biological limit component of environmental standards	
	Identify and regularly update international environmental obligations relevant to fisheries	–
	Determine protocols for allocating environmental standards to specific fisheries	–
Management to achieve standards	Determine the minimum requirements for environmental impact assessments to assess risks of adverse effects of fishing	Set standards to manage catch per year, or other period

<sup>2</sup> This is counted as three alignments as it covers all three strategy outputs in the adjacent row.

#### 4. Ministry of Fisheries

Central Government Strategy		Statement of Intent
Broad Topic Areas	Specific Outputs	Outputs in the SOI that are aligned to those in the strategy
	Determine protocols for coordinating fishing practices in different fisheries to meet environmental standards	–
	Establish and maintain links with relevant research and management organisations (government & non-government)	Achieve compliance with environmental standards set for fishing activity by gathering information required to monitor fisher performance against environmental standards
Information; input and consultation; coordination of linkages	Develop systems to obtain necessary information on the threat status of species and habitats	Gather information required to develop and set standards, including facilitating research on effects of fishing on the marine environment, seabirds and marine mammals <sup>3</sup>
	Identify and monitor appropriate indicators of strategy implementation	
	Establish systems and processes to provide for tangata whenua and stakeholder input to standard-setting	Engage tangata whenua and stakeholders in standard-setting
Monitoring and reporting	Identify and monitor appropriate indicators of desired fisheries outcomes	–
	Develop a communication strategy	–

Ten of the fifteen major outputs of the strategy were integrated in the SOI. With 67% alignment, this case study shows ‘some’ integration (see Table 1). This case study scored the highest of those we assessed.

<sup>3</sup> This is counted as two alignments as it covers both strategy outputs in the adjacent row.

## 5. Ministry of Transport

Table 4: *The National Rail Strategy to 2015, May 2005*

Central Government Strategy		Statement of Intent
Broad Topic Areas	Specific Outputs	Outputs in the SOI that are aligned to those in the strategy
Assisting economic development	Upgrade the national rail network, through the government purchasing the rail network, a government investment of \$200 million, and making ONTRACK safe and efficient	Support the Rail Network Bill through Parliament and implement it as passed, including developing a framework for monitoring ONTRACK
	Improve rail's contribution to regional development, through providing funds for inter-modal links such as 'park and ride' facilities or passenger transport exchanges	–
	Encourage more freight to be carried by rail, through allowing and providing funds to regional councils to contract new infrastructure or operations focused on transferring road freight to other transport modes including rail	–
	Optimise the use of the rail network within the wider transport network, including investigating options for better incorporating costs of transport modes into the pricing of the transport system, through requiring ONTRACK to take into account any national and relevant regional land transport strategy in its Rail Network Development Plan	–
Assisting safety and personal security	Continue to improve the safety and personal security levels of the rail system, including through an enhanced safety regime such as improving level crossings, the development of a rail safety strategy, and the Rail Safe package in Auckland	Ongoing development of a rail safety strategy and rail safety targets, progressed in consultation with stakeholders, to further improve safety in rail. This work will also include analysis and the development of policy options to address safety at level crossings

## 5. Ministry of Transport

Central Government Strategy		Statement of Intent
Broad Topic Areas	Specific Outputs	Outputs in the SOI that are aligned to those in the strategy
Improving access and mobility	Encourage more use of the urban rail passenger services as part of the public transport network, through funding assistance, subsidies to passenger transport services, and investigating options for better incorporating the social costs and benefits of transport modes into the pricing of the transport system through the STCC study	–
Protecting and promoting public health	Ensure the public health impacts of rail transport are incorporated into transport planning decision-making, through encouraging modal shift; investigating options for better incorporating public health costs and benefits into pricing of the transport system through the STCC study; and investigating the electrification of Auckland urban rail network; and the introduction of new standards for diesel fuel, including in the use of diesel locomotives	–
Ensuring environmental sustainability	Ensure transport choices take into account the environmental benefits that rail can provide, including encouraging a modal shift from road to rail, through encouraging port, road, rail links for freight, promoting the integration of rail with other travel modes, including walking and cycling, for example through cycle storage, and improved integration of bus and train timetables, investigating options for better incorporating environmental costs and benefits into the pricing of the transport system through the STCC study	–

Two of the eight strategy priorities were integrated into the SOI. This is ‘poor’ integration, showing 40% alignment.

## 6. Ministry of Research, Science and Technology

Table 5: *The New Zealand Biotechnology Strategy, May 2003*

Central Government Strategy		Statement of Intent
Broad Topic Areas	Specific Outputs	Outputs in the SOI that are aligned to those in the strategy
Community engagement	Improve community access to quality information about biotechnology developments, and on regulatory processes for assessing potential risks and benefits; for example the Royal Society's DNA50 website, the BiosphereNZ website, sector bodies such as BIOTENZ, potentially the establishment of a New Zealand biotechnology portal website, and supporting biotechnology in the science curriculum	Development of the Biotech Roadshow by Te Papa with support from MoRST, designed to give New Zealanders an opportunity to learn more about how new developments and biotech might shape our future as a nation
	Strengthen ways to foresee new and emerging biotechnologies (through Futurewatch) with early identification of opportunities and concerns	A new initiative under its Futurewatch programme, MoRST is funding the Navigator Network Project, which will scan developments in emerging areas including biotech.
	Provide opportunities to consider cultural, ethical and spiritual issues, through implementation of the Bioethics Council work programme, enacting cultural, ethical and spiritual amendments to HSNO, and support research into socio-economic and ethical aspects of biotechnology	–
	Promote active engagement and dialogue between researchers and developers and different groups in the community to enable New Zealanders to contribute to biotechnology directions, such as through the Science and Technology Dialogue Fund (in Vote RS&T), fund outreach activities through the Technology Promotion Fund, support constructive interaction with Māori communities on science in general and on biotech	–

6. Ministry of Research, Science and Technology

Central Government Strategy		Statement of Intent
Broad Topic Areas	Specific Outputs	Outputs in the SOI that are aligned to those in the strategy
Growing the sector	Strengthen capability in science education, basic research, enterprise and commercial skills, such as through strengthening the implementation of the compulsory technology curriculum, recruiting and retaining scientists through programmes such as ‘World-class New Zealanders’ and greater use of scholarships and fellowships, fostering and drawing on Māori biological knowledge and innovative capacity, implementing the Centres of Research Excellence (CoREs), building and enhancing the capability of CRIs, increasing funding in the Marsden Fund, the New Economy Research Fund (NERF), and the Health Research Council (HRC)	<p>Review the results of the biennial Biotechnology Survey</p> <p>Coordinate the continuing implementation of the Biotechnology Strategy through hosting workshops in theme areas</p> <p>Establish a programme linking school students and their families with the research going on in the RS&amp;T sector</p>
	Build critical mass around areas of strength, such as through increasing the strategic directions of FRST, the Marsden Fund, CoREs and the HRC, and supporting clustering collaborations through Industry NZ, and NZTE	<p>Establish a more effective and stable funding environment for science</p> <p>Introduce a multi-year package approach to Budget allocation increases for science</p>
	Facilitate investment for commercialising NZ biotech research through providing funding including the Technology for Business Grants, Grants for Private Sector Research and Development, NZ Venture Investment Fund and Industry NZ funding grants, and a new pre-seed accelerator fund, and potentially a biotech private-public funding mechanism	<p>Reduce the complexity and compliance requirements for securing business R&amp;D funding support to increase levels of business investment in R&amp;D</p> <p>Improve the mechanisms (pre-seed funding) that support pre-commercial stage technology development and access to IP held by CRIs and universities</p>
	Promote the application of biotech to add value to NZ’s industries, by stimulating market-led research, a best practice programme for achieving connections between industry and science, funding such as FRST’s Research for Industry, Research Consortia and TechNZ funding	<p>Establish initiatives that enable easy and affordable access to international and local research expertise and technology solutions to enhance business growth and productivity through TechNZ projects</p> <p>Increase participation in co-funded partnerships and sector alliances, such as research consortia and other forms of public/private partnerships</p>

Central Government Strategy		Statement of Intent
Broad Topic Areas	Specific Outputs	Outputs in the SOI that are aligned to those in the strategy
Regulation that provides robust safeguards and allows innovation	Increase global participation by national branding through the BiosphereNZ website, participation and representation of NZ's interests at international conferences, protocols and events, building links with major trading partners (US, Australia, Korea, Singapore)	Scan the global environment for emerging science and technologies which will have implications for NZ
	Ensure biotech research to address sustainability, biosecurity and protection of biodiversity, through the Allan Wilson Centre for Molecular Ecology and Evolution and the National Centre for Advanced Bio-Protection Technologies, bioprotection and biotechnology impacts research projects, and the development of a research strategy for environmental biotechnology	Provide science roadmaps in those areas which require stronger coordination and communication of government objectives
	Ensure regulation effectively assesses and manages risks from the introduction of new biotechnologies through enacting the changes to HSNO, and the Human Assisted Reproduction Technology Bill, update the Human Tissue Act	–
	Complete and implement reviews of the Patents Act and Plant Variety Rights Act and bioprospecting regulation	–
	Promote greater transparency and best regulatory practice in the sector	–
	Maintain an overview of the biotechnology-related regulatory system to ensure effectiveness and efficiency, and provide for assessments of how well it is achieving a balance between assurance and innovation, through assigning MoRST an overview role and conducting periodic independently contracted system audits	The BioTech Regulatory Wayfinder provides an easy-to-use interactive guide so that researchers can quickly trace the regulatory path they need to take for the particular product or application they are working on

There is 64% alignment between these two documents, with nine of the fourteen strategy outputs integrated into the SOI. Therefore, there was 'some' integration of the strategy into the SOI (see Table 1).

Note: Although some of the SOI's research directions were not specifically aimed at biotechnology research, but general areas of R&D, correlation was still given.

## 7. Ministry of Education

Table 6: *Tertiary Education Strategy 2007–2012, 2007*

Central Government Strategy		Statement of Intent
Broad Topic Areas	Specific Outputs	Outputs in the SOI that are aligned to those in the strategy
	General	<p>The Tertiary Education Work Plan links with the TES</p> <p>MinEdu’s strategies are woven through both the ministry’s vital outcomes and the government’s priorities</p> <p>Ensuring the critical importance of effective teaching, family and community engagement, and quality providers in raising achievement are embedded in the TES</p>
Increase educational success for young NZers — more achieving qualifications at level four and above by age 25	Funding such as Student Achievement Component, Industry Training and Modern Apprentices, Gateway, Youth Training and Training Opportunities	–
Increase literacy, numeracy and language levels for the workforce	The Tertiary Education Commission will promote the integration of literacy, numeracy and language teaching in institutes of technology (ITs) and polytechnics, workplace learning, through industry training organisations, and specialised literacy providers	Develop standards for adult foundation skills learning (literacy, numeracy and language)
Increase achievement of advanced trade, technical and professional qualifications to meet regional and national industry needs	Government will invest in tertiary education organisations through the Student Achievement Component and the Tertiary Education Organisation Component	–

Central Government Strategy		Statement of Intent
Broad Topic Areas	Specific Outputs	Outputs in the SOI that are aligned to those in the strategy
	The Tertiary Education Commission will expand qualifications offered by ITs and polytechs, continue to support industry training and Modern Apprenticeships, and require clear evidence of effective engagement with industry	–
Improve research connections and linkages to create economic opportunities	Strengthen linkages between tertiary education institutions, CRIs and firms	–
	Attract top international research students through the 'domestic status for new international PhD students initiative', and the NZIDRS	–

Only two of the seven strategy outputs were matched in the SOI. 'Poor' integration of the strategy into the SOI can be drawn from these results, with 29% alignment.

## 8. Ministry for the Environment

Table 7: *The New Zealand Waste Strategy, March 2002*

Central Government Strategy		Statement of Intent
Broad Topic Areas	Specific Outputs	Outputs in the SOI that are aligned to those in the strategy
Waste minimisation	General	Complete a review of the strategy  Monitor the implementation of targets programme of action  Implement the Packaging Accord 2004
	TLAs to report on waste in their annual reports	Establish a long-term monitoring programme for waste
	Regional councils to ensure industrial resource consents include a recognised waste programme by 2005*	N/A*
	Ten major businesses will participate with government to promote waste minimisation in their sector by 2005*	N/A*
	95% of the population will have access to recycling facilities by 2005*	N/A*
	TLAs will ensure that building regulations incorporate reference to space allocation for appropriate recycling facilities in multi-unit residential and commercial buildings by 2005*	N/A*
	TLA will ensure that procedures for waste minimisation have been addressed for all facilities and assets they manage, and will have set targets based on public health, environmental and economic outcomes by 2005*	N/A*
	Regional councils will ensure that at least 25% of all existing industrial resource consent holders have in place a recognised waste programme by Dec 2010	–
Organic waste	TLAs will institute programmes to measure quantities of organic wastes and set local targets for diversion from disposal, by 2003*	NZ Water and Waste Associations biosolids guidelines  Implementation of the Biosolids Quality Assurance
	60% garden waste to be diverted from landfill and beneficially used by 2005,* and 95% by 2010	

Central Government Strategy		Statement of Intent
Broad Topic Areas	Specific Outputs	Outputs in the SOI that are aligned to those in the strategy
	Clear quantitative understanding of other organic waste streams (kitchen waste) by Dec 2007	system
	>95% sewage sludge will be diverted from landfill and composted or treated to minimise leachate and methane by Dec 2007	Complete a marketing strategy for organics, and agronomy trials to demonstrate benefits of compost
	Diversion of commercial organic waste from landfill to beneficial uses will exceed 95% by 2010	
Special waste	Businesses in at least 8 different sectors will have introduced extended producer responsibility pilot programmes for the collection, reuse, recycling or appropriate treatment and disposal of at least 8 categories of special wastes, by 2005*	Establish specific industry-led schemes to address certain special wastes throughout New Zealand (product stewardship schemes)
Construction and demolition waste	TLAs will institute a measurement programme to identify quantities of this type of waste and set local targets for diversion from landfills, by 2005*	Implement a nationwide tracking system for liquid and hazardous waste
	Reduction of 50% of this waste from 2005 levels (in weight) to landfills by December 2008	REBRI guidance Develop industry accord to continue the implementation of construction and demolition waste diversion and reuse
Hazardous waste	Hazardous waste management policy implemented by 2005*	N/A*
	Appropriate treatment of hazardous wastes before disposal by 2004*	N/A*
	Recovery and recycling rates for priority hazardous waste will increase by 20% by Dec 2012	–
Contaminated sites	All sites on the Hazardous Activities and Industry List will have been identified and 50% will have been subject to a rapid screening system in accordance with ministry guidelines by Dec 2008	–
	Sites on the List that qualify as high risk will have been subject to a remediation programme by Dec 2010	
	All high-risk sites will have been managed or remedied by Dec 2015	
Organochlorines (incl. PCBs)	New Zealand will meet international obligations under the Stockholm Convention to destroy these wastes	Finish the collection and safe disposal of unwanted agrichemicals stockpiled on farms

## 8. Ministry for the Environment

Central Government Strategy		Statement of Intent
Broad Topic Areas	Specific Outputs	Outputs in the SOI that are aligned to those in the strategy
	The average body burdens of dioxins will have been reduced to 10% of 2002 levels by December 2020	Work with industry and councils to establish appropriate collection programmes in each region to ensure stockpiles of unwanted chemicals do not build up
Trade wastes	TLAs will have implemented and be monitoring Model General Trade Waste By-laws based on the NZ Standard Model General Bylaws, Part 23 — Trade Waste or its equivalent by 2005*	N/A*
	TLAs will ensure trade waste permit-holders have a waste programme, by 2005*	N/A*
Waste disposal	TLAs will address their funding policy to ensure full-cost recovery can be achieved for all waste treatment and disposal, by 2003*	N/A*
	Landfill and similar operators will have calculated user charges based on full costing, and have phased these charges in to the community, by 2005*	N/A*
	Cleanfills will comply with their guidelines by 2005*	N/A*
	All substandard landfills will be upgraded or closed by 2010	—
	All substandard wastewater treatment facilities will be upgraded, closed or replaced with systems that comply with all relevant plans, standards and guidelines, by Dec 2020	—

\* These targets cannot be compared with the SOI as they were intended to be achieved by December 2003, 2004 or 2005. Progress towards meeting these targets has been reviewed, however we have been informed by an official from MfE that a renewal of the targets would not occur until the Waste Minimisation (Solids) Bill had been passed in Parliament.

Of the fifteen current outputs of the strategy (fifteen outputs aimed at being achieved prior to 2007 have not been considered, see note above), eight relevant actions were found in the SOI. Therefore, with 53% alignment, we conclude that there is 'some' integration of the strategy into the SOI (see Table 1).

## 9. Conclusion and Recommendations

This background paper has clarified how conclusions in Section 6, question 11 of the main report, *Central Government Strategies: Reviewing the Landscape 1990–2007*, were reached. This detailed analysis, although clearly a small sample, shows significant potential to improve central government cohesion and integration, in the context of the Labour government’s pledge to a ‘whole-of-government’ approach.

One way of improving cohesion and integration is to ensure the various goals contained in central government policy tools are managed, aligned and integrated. We recommend that the State Services Commission, the Department of Prime Minister and Cabinet, and/or the Treasury produce guidelines for circulation to the public service, detailing processes for enhanced cohesion, alignment and integration between policy instruments.

Our recommendation in the main report is therefore as follows:

**Recommendation:** 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.

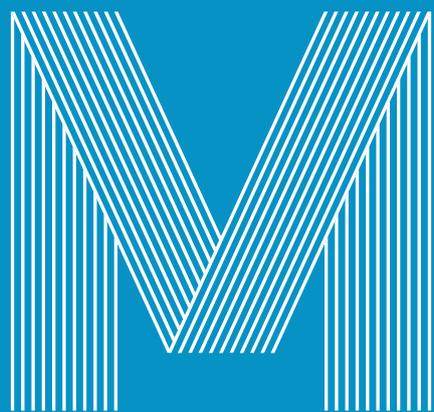
## Abbreviations

BIOTENZ	Biotechnology New Zealand
CoRE	Centre of Research Excellence
CRI	Crown Research Institute
DBH	Department of Building and Housing
EECA	Energy Efficiency and Conservation Association
FRST	Foundation for Research, Science and Technology
HNZC	Housing New Zealand Corporation
HRC	Health Research Council
HSNO	Hazardous Substances and New Organisms Act
IP	Intellectual Property
IT	Institute of Technology
MFE	Ministry for the Environment
MFish	Ministry of Fisheries
MoE	Ministry of Education
MoRST	Ministry of Research, Science and Technology
MoT	Ministry of Transport
NERF	New Economy Research Fund
NZIDRS	New Zealand International Doctoral Research Scholarships Programme
R&D	Research and Development
RS&T	Research, Science and Technology
REBRI	Resource Efficiency in Building and Related Industries
SMEEF	Strategy for Managing the Environmental Effects of Fishing
SOI	Statement of Intent
STCC	Surface Transport Costs and Charges
TES	Tertiary Education Strategy
TLA	Territorial Local Authority

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Copyright © Sustainable Future Limited, August 2007  
ISBN 978-1-877473-02-9 (paperback)  
ISBN 978-1-877473-03-6 (PDF)  
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