# **Long-term Insights Briefings:** A novel policy instrument to deal with foresight

Tuesday 21 Sep 2021, 6:00pm – 7:00pm Development for Chairpersons and Deputies Executive Wing, Parliament

# Agenda

- 6.00 pm James Picker
- 6.05 pm Wendy McGuinness
- 6.20 pm Roger Dennis
- 6.35 pm Survey Results
- 6.40 pm Q&A (under the Chatham House Rule)



# **Structure**

1.0: Purpose

**2.0:** Foresight in Aotearoa New Zealand since 1976

3.0: The Long-term Insights Briefings (the Briefings)

4.0: Stress-testing the Briefings – why they might fail?

5.0: Survey Results

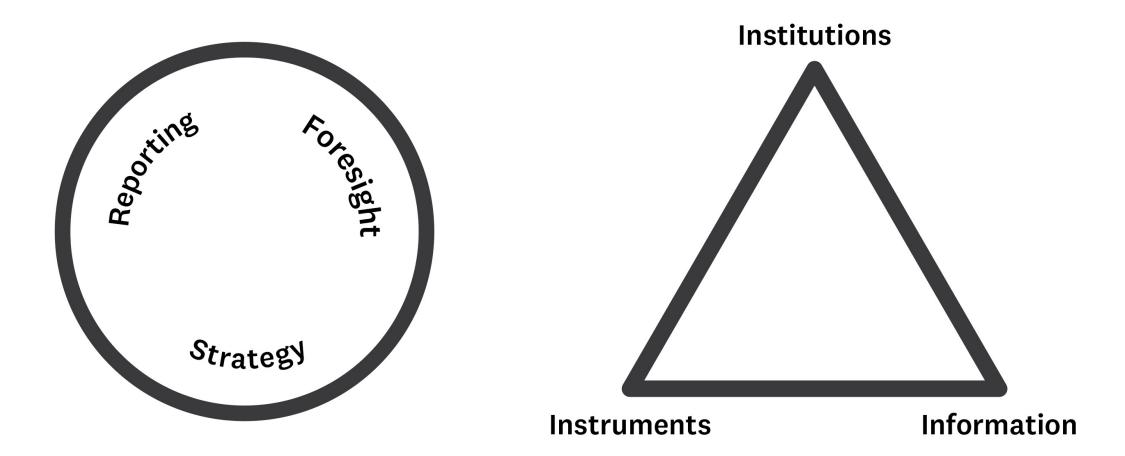


## Wendy McGuinness

Wendy McGuinness is the founder and chief executive of the McGuinness Institute Te Hononga Waka. The Institute is a non-partisan think tank working towards a sustainable future for Aotearoa New Zealand using the tools of hindsight, insight and foresight.

# Foresight: Two types of analytical thinking

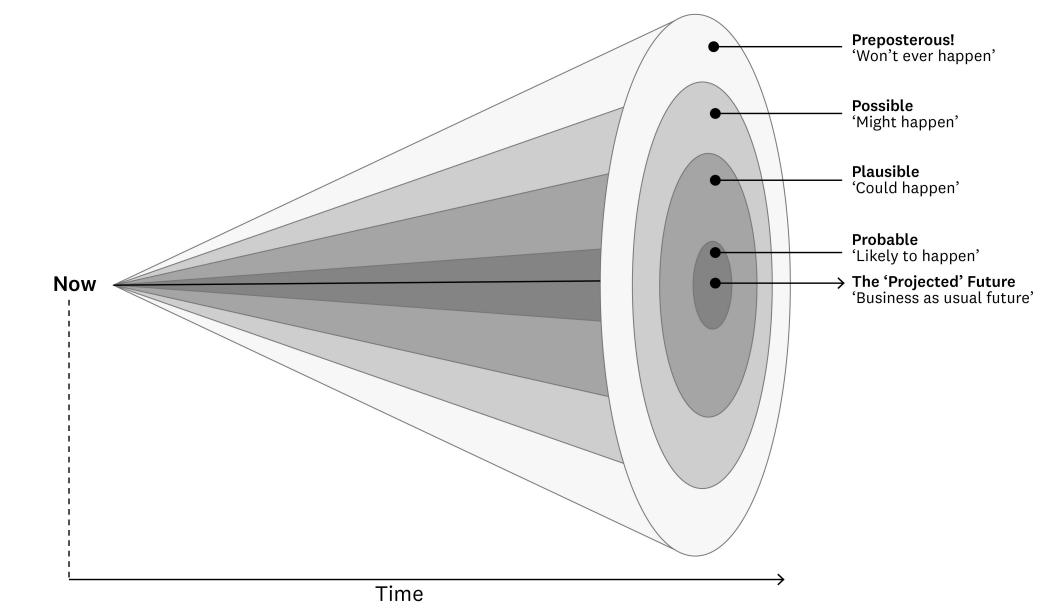






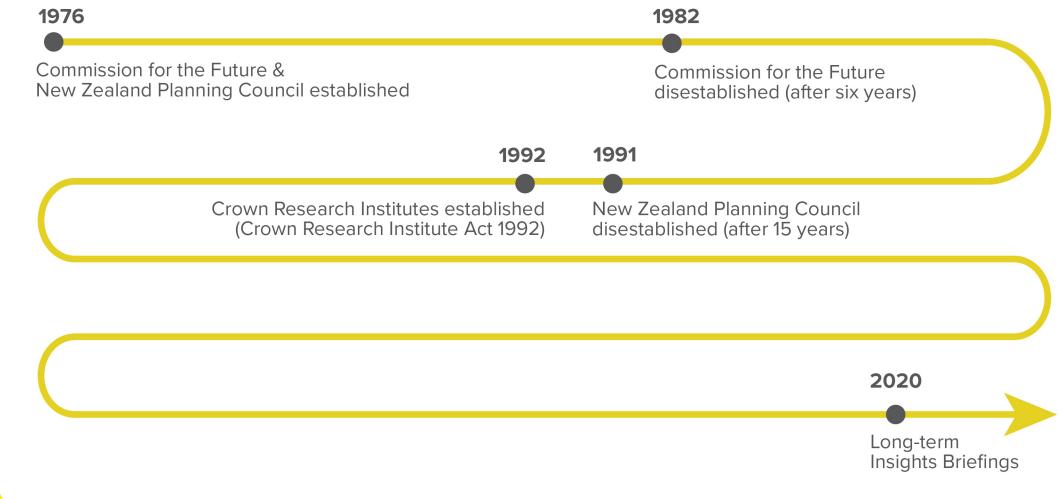
# **1.0 Purpose – the cone of plausibility**





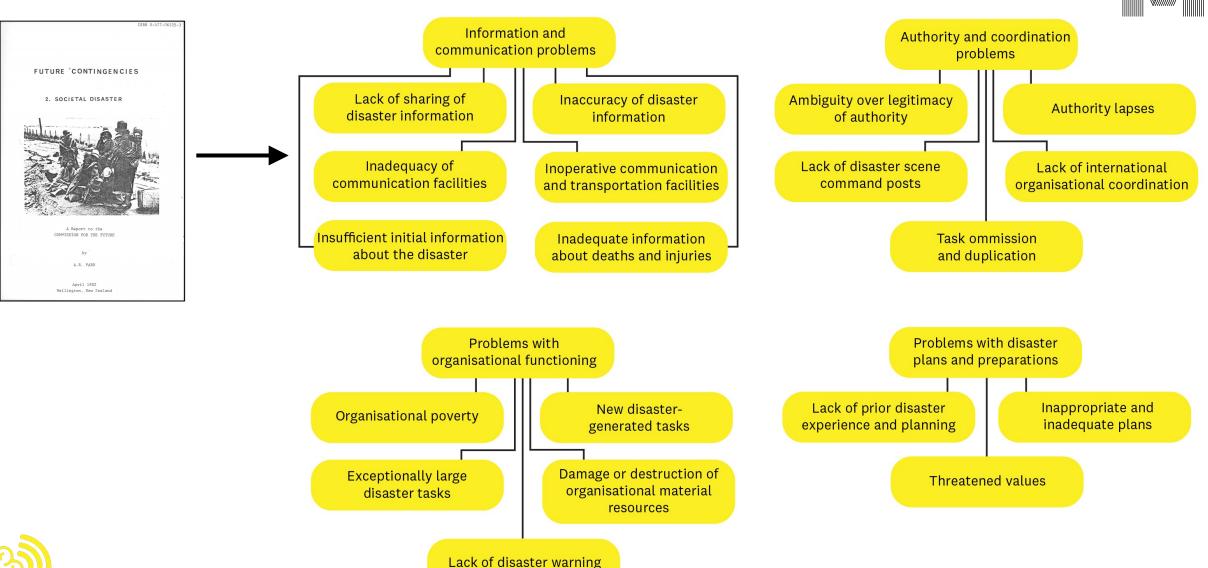
# 2.0 Foresight in Aotearoa New Zealand since 1976







# **1982: Commission for the Future's 'Future Contingencies'**





# **Revisiting Tomorrow: Navigating with Foresight event** (30 Oct 2019)



# REVISITING TOMORROW

#### NEW ZEALAND AT THE TURNING POINT



About the Commission for the Future and the New Zealand Planning Council









om Birth to Death (198





Can we plan for

Planning Council sees continuing useful role

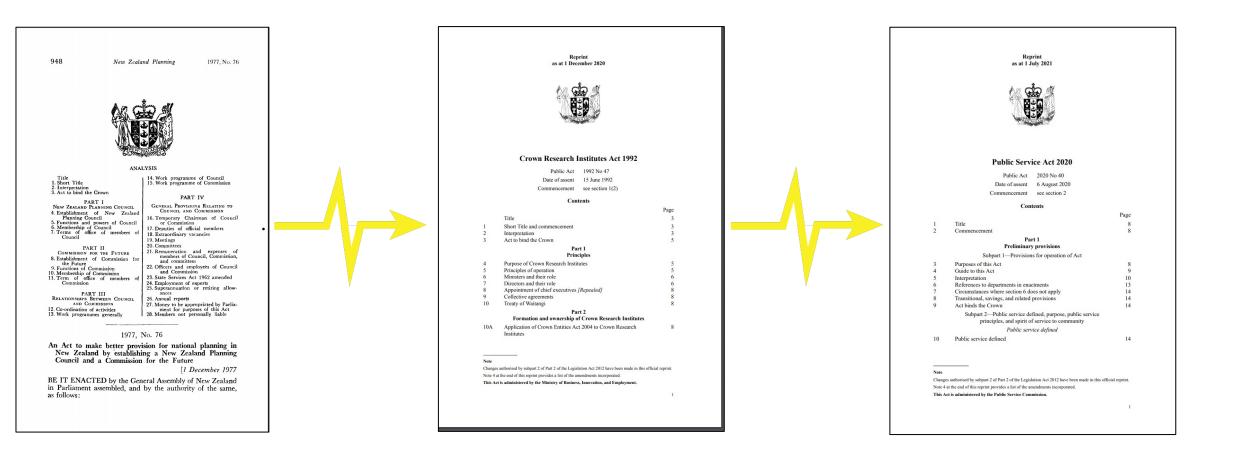


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CLASSIFIEDS



# **3.0.** The Long-term Insights Briefings (the Briefings)



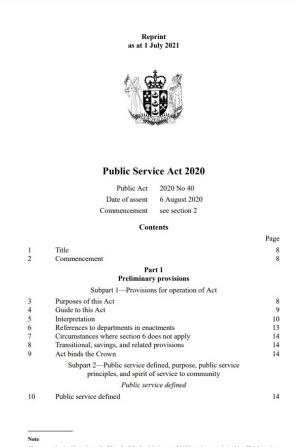


# The long-term insights briefings

Long-term insights briefings

#### 8 Long-term insights briefings

- (1) A chief executive of a department must give a long-term insights briefing to the appropriate Minister at least once every 3 years and must do so independently of Ministers.
- (2) The purpose of a briefing is to make available into the public domain—
  - (a) information about medium- and long-term trends, risks, and opportunities that affect or may affect New Zealand and New Zealand society:
  - (b) information and impartial analysis, including policy options for responding to matters in the categories referred to in paragraph (a).
- (3) A briefing may set out the strengths and weaknesses of policy options but without indicating a preference for a particular policy option.
- (4) The subject matter must be selected by a chief executive taking into account—
  - (a) the purpose of the briefing; and
  - (b) the matters in the categories in subclause (2)(a) that the chief executive considers are particularly relevant to the functions of their department.
- (5) Two or more chief executives may give a joint briefing that meets the requirements of this clause for each of the departments covered by the briefing.
- (6) Any agency in the State services may contribute to a briefing by a department or departments on subject matter relevant to the operation of their agency.
- (7) The Minister must present a copy of a briefing to the House of Representatives as soon as is reasonably practicable after receiving it.
- 9 Public consultation
- (1) A chief executive must undertake public consultation on-
  - (a) the subject matter to be included in a long-term insights briefing; and
  - (b) a draft of the briefing.
- (2) A chief executive must take into account any feedback received from public consultation when finalising the briefing.



Changes authorised by subpart 2 of Part 2 of the Legislation Act 2012 have been made in this official reprint Note 4 at the end of this reprint provides a list of the amendments incorporated. **This Act is administered by the Public Service Commission.** 





# **Cabinet Paper:** A Unified Public Service (26 June 2019)

'The legislative requirement to produce these reports will address the perceived lack of priority given to long-term thinking. This reporting requirement does not directly address the capability of the public service to think about the long-term, but this capability is best addressed through non-legislative proposals.'

	Public Service Legislation: Paper 2 - A Unified Public Service Date of issue: 26 June 2019
Date:	26 June 2019
Title:	Cabinet Paper: Public Service Legislation: Paper 2 - A Unified Public Service
	CPC-19-SUB-0007 Summary
	CPC-19-MIN-0007 Minute
	GOV-19-SUB-0018 Summary
	GOV-19-MIN-0018 Minute
	CAB-19-SUB-0249 Summary
	CAB-19-MIN-0249 Minute
Author:	State Services Commission
Author: These do	state Services Commission cuments are released by the Hon Chris Hipkins, Minister of State Services.

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# **DPMC Website:**



'The Briefings are <mark>think pieces on the future</mark>, not government policy.

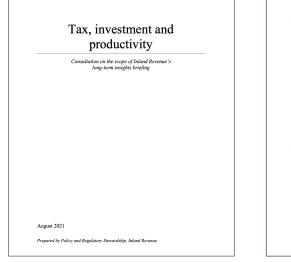
The requirement to publish a Briefing is a statutory duty on departmental chief executives, independent of ministers. They differ from the advice that the public service provides ministers, or the accountability and planning documents prepared for Parliament.

They provide an opportunity to enhance public debate on long-term issues and usefully contribute to future decision making – not only by government but also by Māori, business, academia, not-for-profit organisations, and the wider public.

The Briefings are a new and untested instrument and process. There will be lessons learned from the first round of Briefings to inform and improve the next, including helping refine the contents of the guidance.'



# **Briefings in progress:**



Page 1 of 17

Manatū Taonga	Consultation to develop a Long-Term Insights
Ministry	Briefing: the components of an impactful and
for Culture & Heritage	sustainable cultural sector into the future

#### Why are we doing this?

Manatù Taonga is developing a Long-Term Insights Briefing (LTIB) which looks to understand what are the components of an impactful and sustainable cultural sector into the future?

The LTIB<sup>1</sup> is a way for the public to contribute meaningfully on what matters the most for the future of New Zealand, and provides an opportunity to enhance public debate on long-term issues and usefully contribute to future decision making.

The LTIB work will help us collectively to think about and plan for the future, and will identify and explore the long-term issues that matter for the future wellbeing of people in New

The final briefing will be available to the public to be used as a resource and evidence base.

#### The purpose of this document

The focus of the first Manatü Taonga LTIB is on the topic of cultural sector infrastructure – the physical, social, and dynamic components of the cultural sector that enable delivery and outcomes

The purpose of this consultation document is to seek your insight and input on this subject and to seek your feedback on several key question While the LTIB is not Government policy, the future focus of this work is intended to belo

Manatù Taonga identify ant test assumptions that are influencing how policy issues are being considered; explore beyond the assumed future to consider a much wider range of possible contexts; generate new insights into possible future developments; and reduce risk by developing policy that is more resilient to changing conditions and takes advantage of

The LTIBs help us as a country to start thinking about the future and what will matter most for the long-term wellbeing of people in New Zealand and will help all of us to make decisions about the future.

<sup>1</sup> For background about the Long-Term Insights Briefing please refer to Appendix One Page 1 of 8 Consultation Document Cultural System Infrastructure

MINISTRY OF BUSINESS, INNOVATION & EMPLOYMENT

The future of business for Aotearoa New Zealand: **Opportunities and implications for** productivity and wellbeing

#### Consultation on a subject for a Long-term Insights Briefing

July 2021



MINISTRY OF SOCIAL DEVELOPMENT 

MINISTRY OF BUSINESS, INNOVATION & EMPLOYMI

#### Consultation to develop a Long-Term Insights Briefing:

Youth at risk of limited employment

#### We are seeking your input and insights

The Ministry of Social Development, Ministry of Business, Innovation and Employment and Ministry of Education are developing a Long-Term Insights Briefing on youth at risk of limited employment.

Long-Term Insights Briefings are public documents with information, analysis and a range of policy options on important topics, trends, risks and opportunities that affect New Zealand.

#### The final Briefing will be available to the public to be used as a resource and evidence base. It will be a source of knowledge to help Government to respond more effectively in the future for youth at risk of limited employment.

#### The purpose of this document

The purpose of this consultation document is to seek your insight and input on the proposed subject and scope of the Briefing. Your feedback will help develop the Long-Term Insights Briefing and ensure we:

· reflect the challenges facing youth at risk of limited employment · prioritise the most important areas of focus

- highlight the right options to achieve better results for young people. This document outlines:
- · what we know about youth at risk of limited employment
- · why this subject needs further attention and response
- · future trends that will affect young people's opportunities · current interventions and what we know about what works
- · the proposed scope of the Briefing
- · the proposed focus areas
- next steps for the development of the Briefing.
- We are seeking your feedback on several key questions, including:
- Do you agree that youth at risk of limited employment is an important issue to address in the Long-Term Insights Briefing? · What kind of initiatives, programmes or approaches do you think are most
- · Do you agree with the proposed scope of the Long-Term Insights Briefing?

Te Manatū Waka Ministry of Transport Long-Term Insights Briefing The impact of autonomous vehicles operating on New Zealand roads consultation documen 27 August 2021

NOT GOVERNMENT POLICY

# Te Kawa Mataaho

He pēhea nei te takatū o Te Ratonga Tūmatanui o Aotearoa mō te tau 2040? How is New Zealand's Public Service prepared for

Te whakawhiti whakaaro mö ngā kaupapa o tā Te Kawa Mataaho Puka Whakamārama i te Pae Tawhiti Consultation on the topics for Te Kawa Mataaho Public Service

Commission's Long-term Insights Briefing

We want your input on topics for our 2022 Long-term Insights Briefing, which will cover trends, risks and opportunities facing our Public Service.





#### New Zealand's long-term fiscal challenges

ned Statement on the long-term fisca



2040?

# Long-term Insights Briefings in progress

Department	Subject	Single	Time	Altitude	Consultation document	Cons	Briefing	
		or joint briefing?	horizon (Years)	(see Fig. 5) (McGuinness Inst. assessment.)	link	Phase 1 (subject matter)	Phase 2 (content)	due in House
1. Inland Revenue (IRD)	The effects of taxes on inbound investment and their impacts on investment and productivity.	Single	Not specified	Medium	Tax, investment and productivity	13 Aug 2021 – 6 Sep 2021 (24 days)	Early 2022	Mid 2022
2. Manatū Taonga Ministry for Culture and Heritage (MCH)	r the physical, social, and dynamic components of the cultural sector		2021 – 2040	High	The components of an impactful and sustainable cultural sector into the future	27 Aug 2021 – 30 Sep 2021 (34 days)	Early 2022	Mid 2022
3. Ministry of Business, Innovation and Employment (MBIE)	Business,     to help shape the future of business,     at least     for Actearoa New       nnovation and     for example, ensuring the future     10 years     Zealand: Opportunities       Employment     outcomes businesses and New     (2021 –     and implications for		20 Jul 2021 – 20 Aug 2021 (31 days)	Early 2022	Mid 2022			
4. Ministry of Education, Ministry of Business, Employment, Innovation and Employment, Ministry of Social Development	iccation,       youth at risk of limited employment,       specified       employment         istry of       prioritising the most important areas       specified       employment         iness,       of focus and highlighting the right       options to achieve better results for       bit         ovation and       young people.       bit       bit       bit         istry       istry       istry       bit       bit		1 Jul 2021 – 1 Aug 2021 (31 days)	Early 2022	Mid 2022			
5. Ministry of Transport (MOT)	The potential impact of autonomous vehicles on New Zealand's transport system and the wellbeing of New Zealanders.	Single	Suggests at least 10 years (2021 – 2031+)	Low	The impact of autonomous vehicles operating on New Zealand roads	27 Aug 2021 – 17 Sep 2021 (21 days)	Early 2022	Mid 2022
6. Te Kawa Mataaho Public Service Commission (PSC)	Mataaho Briefing Te Public Service Commission (PSC) Public Service Action (PSC)		He pēhea nei te takatū o Te Ratonga Tūmatanui o Aotearoa mõ te tau 2040? How is New Zealand's Public Service prepared for 2040?	20 Aug 2021 – 20 Sep 2021 (31 days)	Not specified	Mid 2022		
7. The New Zealand Treasury	The Government's longterm fiscal position and policy options available to address the long-term fiscal challenges, risks and opportunities.	Single	At least 40 years (2061+)	High	Looking to the Future: New Zealand's long-term fiscal challenges	26 Feb 2021 – 26 Mar 2021 (28 days)	Mid 2021	Late Sep 2021



# 4.0 Stress-testing the briefings – why they might fail?



### CEs might not deliver for the following reasons:

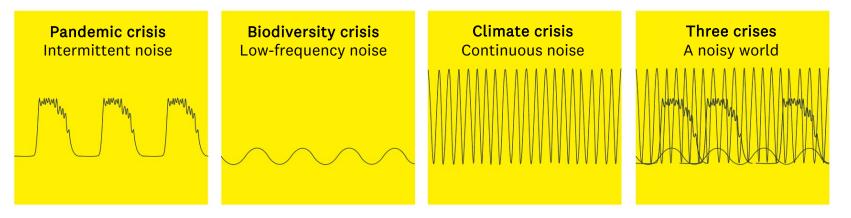
- Busy; overworked and suffering policy burnout (it has been a long 20 months).
- Introverted; does not like being in the public arena.
- Humble; does not think they have anything to offer.
- Uncertain; lacks a clear understanding of what success looks like.
- Lack foresight skills; do not have the necessary tools or skills to confidently write the briefings.
- Risk adverse; does not want to show faults in their systems/management or selects less controversial topics.
- Political safety; does not want to tarnish their existing working relationship with ministers and therefore does not cover topics that might go against current government policy.

## Symptoms:

 Delegates down, postpones and rushes it out, becomes operational, follows the checklist and fails to think strategically, does not consult, fails to seek out a diverse range of views or to ask difficult questions of staff/collaborators, does not collaborate/discuss Briefings with other CEs, and key collaborators do not know the Briefings exist.



# **Three crises – three different types of noise**



We suggest a new institution, independent of government, is set up to bring all the current foresight work together and manage new and emerging instruments and information. The institution terms of reference could include, to:

- Co-ordinate the Long-term Insights Briefings,
- Prepare a generational plan,
- Support the long-term aspects of the existing resource management reform,
- Facilitate and/or create reference climate scenarios,
- Produce a risk assessment for New Zealand, and
- Facilitate foresight education and tools across the public service.





# V.U.C.A.



# **Roger Dennis**

Roger has worked for more than two decades with organisations around the world, to help leaders make sense of a fastchanging world. He is a Senior Fellow at the Atlantic Council in Washington and an Edmund Hillary Fellow.

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NEW	′S												
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## Blast-off for Nasa mission to detect life on Mars

The Perseverance robot launches from Florida on a seven-month flight to the Red Planet.

() 7h Science & Environment





#### Hong Kong bars prodemocracy figures from election

Opposition candidates had hoped to capitalise on anger over a controversial security law.

3 6h China



# Trump suggests delay to 2020 US election

The US president cites concern over mail-in voting, despite little evidence of widespread fraud.

O 4h US & Canada

#### Watch Perseverance launch to Mars



#### US economy suffers sharpest contraction in decades

The impact of the pandemic meant the annual rate of growth in the second quarter collapsed by 33%.



#### Cases surge in Victoria despite Melbourne lockdown

Fears lockdown is not working as the Australian state reports its highest number of cases and deaths.



# England highest level of excess deaths in Europe

Office for National Statistics analysis shows how countries compared in the first six months of the year

#### UK and China relationship 'seriously poisoned'

#### 3 4h UK Politics

Domino's Pizza drops 'free pizza for Karen' offer

() 15h Asia

#### Hackers post fake stories on real news sites

Sh Technology

Ex-presidential candidate with

#### The security law feared by Hong Kong activists

() 4h World

#### In pictures: Iraqis struggle to stay cool in 51C heat

Sh Middle East

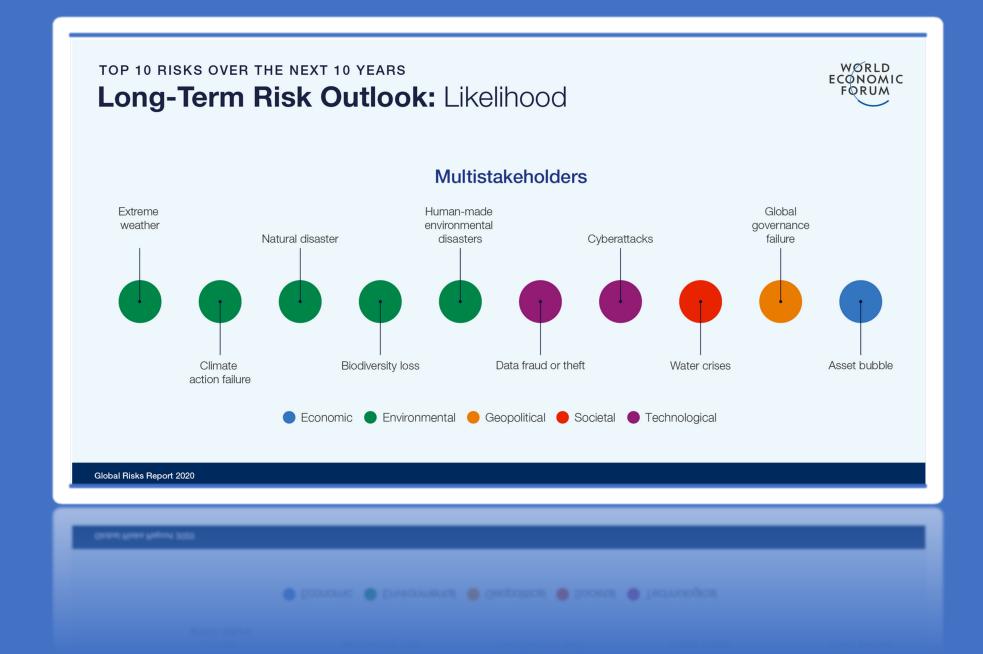
#### Italy's Salvini to face new trial over migrants

Fife president faces legal

() 2h Europe

18

# Mental Models



# Why think about the future?

# "The trouble with the future is that it usually arrives before we're ready for it."



# **Survey Insights paper**





1 September 2021 webinar



September 2021

ForesightNZ Project

Survey Insights:

MCGUINNESS INSTITUTE TE HONONGA WAKA

An analysis of the Long-term Insights Briefings Survey

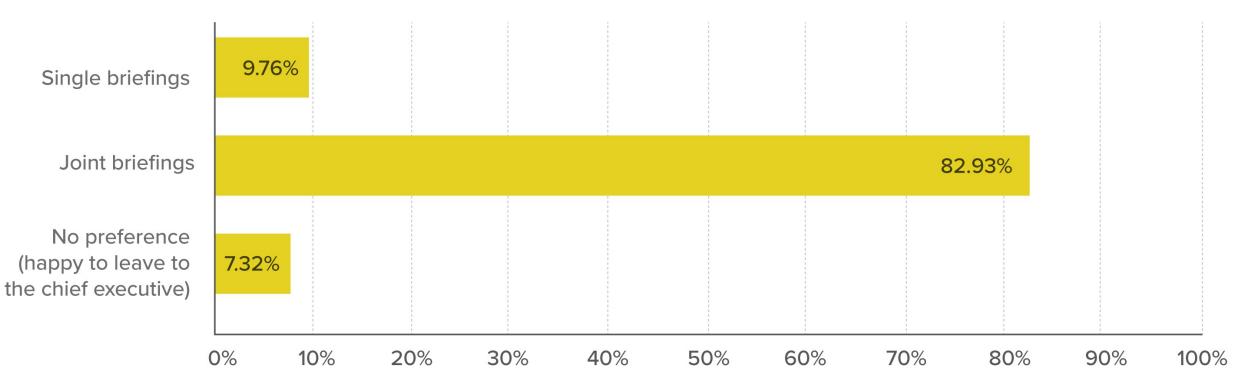
> Select Committee 21 September 2021

Survey Insights: An analysis of the 2021 Long-term Insights Briefings Survey





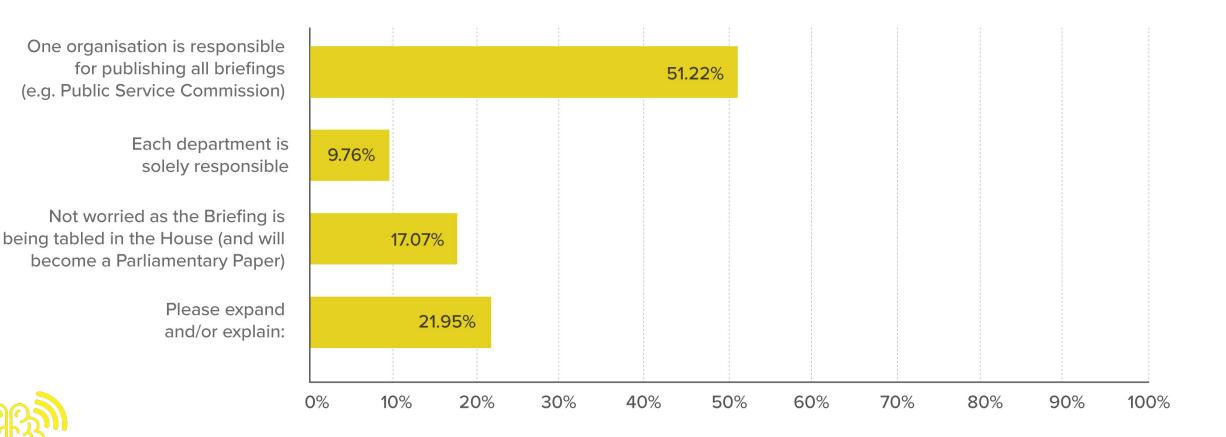
Would your prefer to see single briefings (one per department) or joint briefings (many CEs working together on a shared subject matter of interest)? Or are you are happy for CEs to decide what is appropriate?





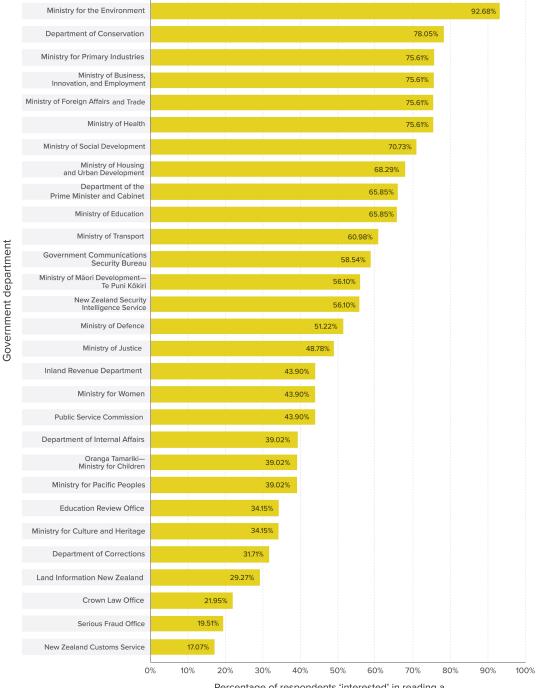


The law requires the Briefings to be tabled in the House of Representatives. However, do you consider it would be good practice to have one organisation responsible for collating and making public the Briefings, or should this be the sole responsibility of each CEO (and placed on their website accordingly)?





If each of these government departments produced a briefing, which ones would you be interested in reading?



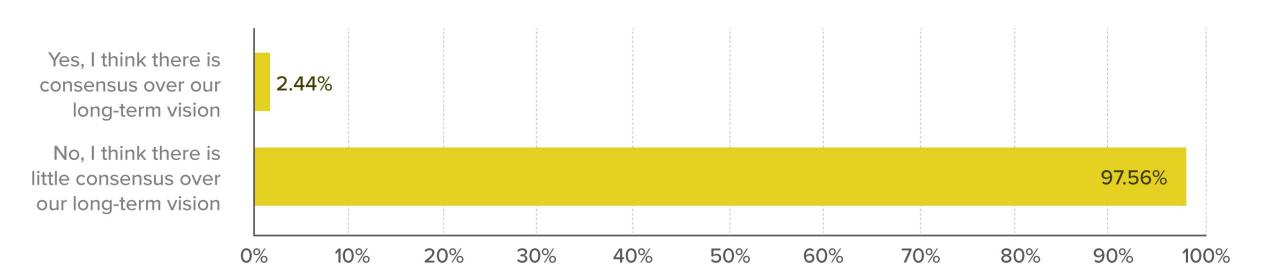








Is it clear to you what Aotearoa New Zealand's long-term vision is? If yes, please briefly describe in the comment box below. If no, please briefly describe in the comment box below what you think the vision should be.





Do you have any other thoughts for select committee chairs and deputy chairs, in particular, on how to make the LTIBs decision-useful for policy making?

#### Suggestions

Key ideas from respondents are listed below; more detailed responses can be found in Appendix 2.

For select committees to consider:

#### Consultation

- Support public engagement; ask how did the chief executive publicise the two consultations? What did they learn? How would they improve the process next time? How could select committees help?
- Support funding and resourcing of briefings.

#### Access

- Support central publication of all briefings on the parliamentary website.
- Ensure proceedings in the House (the debate) are made public and accessible through a designated Parliamentary website page.

#### Examination

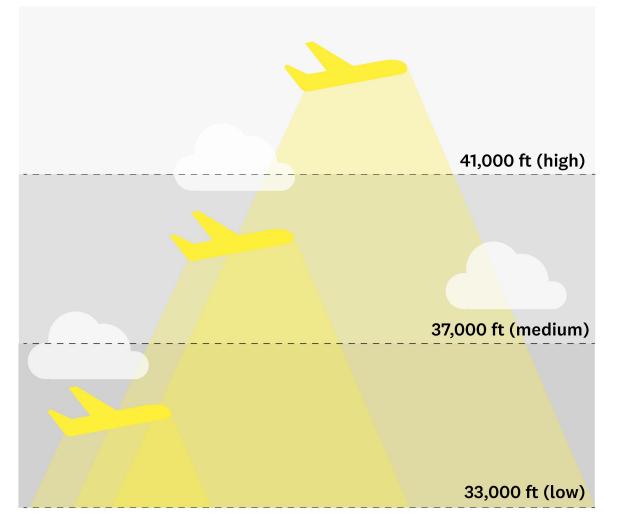
• Examine briefings and provide feedback to each chief executive as to what was useful (and what was not). Critical feedback early will ensure briefings improve significantly over subsequent briefings. For example, why did you select this topic? Who did you consult with? What time horizon/s did you choose and why? What evidence did you use and what additional information was missing (e.g. that you would have liked to have)? What assumptions did you make?

- What limitations exist?
- Keep a record of commitments (and key insights) made by chief executives for assessing and addressing with chief executives in the future.

#### Outputs/outcomes

- Create a summary report synthesizing key observations from all briefings and table in the House (before the debate).
- Highlight the most impactful opportunities and risks.
- Set out how foresight could be better used to shape decision making.
- List what success looks like (expectations) and then assess results. These could be made clear in advance or equally after the first round of briefings.
- Translate into te reo.
- Consider requesting sector-wide briefings.
- Tour the country presenting the briefings and inviting comment.
- Assess how the briefings link to the Budget-bid process (and whether this linkage could be improved).
- Establish open forums for people to digitally engage in the content and subject matter (the topics).

# **Illustration of the concept of altitude**



Case Study: Climate Change

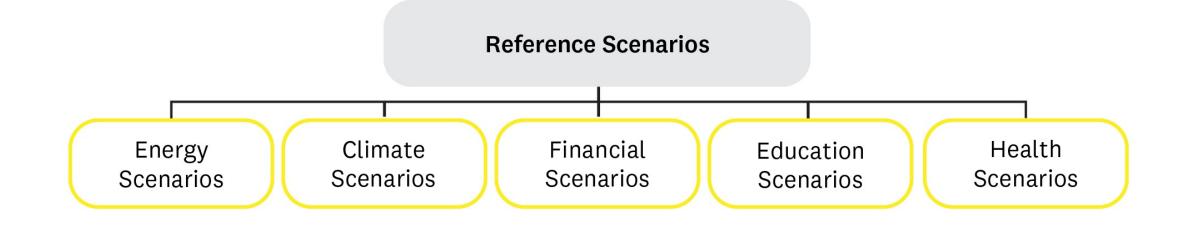
Within 5 years, the narrative hasrapidly changed from:1. Is it happening?2. What is happening?3. What do we do about it?

The House has declared a climate emergency (high altitude), but now we need Reference Climate Scenarios (medium altitude) and science funding to meet the growing guidance gap (low altitude).



# **New Zealand Reference Scenarios framework**







# **Key points**

- 1. New Zealand should learn from examples of good foresight in governments (e.g Singapore) and in companies.
- 2. It's critical to focus on the right big-picture questions with the right timeframes.
- 3. Need to link interesting analysis to actionable outcomes.
- 4. Recruit the right people and train others, so that government agencies have the right capability.

View David's presentation slides <u>here</u>. Watch David's presentation <u>here</u>.



# **Dr David Skilling**

David is the founding director of Landfall Strategy Group, an economic and policy advisory firm based in the Netherlands and Singapore. David advises governments, companies and financial institutions in Asia, the Middle East and Europe on the impact of global macro, globalisation and geopolitics, from a small advanced economy perspective.



- Several other jurisdictions have developed strong capabilities around foresight. Consider the following selected small economy examples:
- Singapore
  - Centre for Strategic Futures, PMO Strategy Unit, agency foresight units
  - Regular strategic review processes (Committee for the Future Economy, Economic Strategies Committee); ongoing engagement with MNCs, thinkers, etc
- Finland
  - Once every legislative term, the Government submits a report on the future to Parliament on a strategic policy topic (the 2018 report looked at the future of work)
  - **o** Government agencies also prepared futures reports, coordinated by the PMO
- Denmark
  - Production Council, Globalisation Council
- Other countries produce national strategy documents that rest on a view of the future (Dubai, Ireland, etc.)



- Importance of framing the right policy questions
  - Contribute to answering key questions that are/should be on the strategic policy agenda
- Clear link to policy decision-making and resource allocation processes (the 'so what')
  - $\circ$  These are strategic policy processes rather than intellectual exercises
  - Distinguish between time horizons (H1 v H2 v H3)
- Demand from ministers/senior decision-makers
  - There is a broadly-shared understanding that this work is important for good policy-making
  - Foresight is embedded into the ongoing work of policy agencies
- Strong role for central agencies/whole of government machinery
  - Most of the important issues are cross-cutting in nature
  - Sustained investments in capability in agencies and across the system
- Involve the private sector and others; governments don't have a monopoly on wisdom,



- Select the right issues/questions that need to be on the strategic agenda issues need to have the right level of altitude
  - Big 'grey rhino' issues have not been picked up (population policy, risks of climate change)
  - Covid has caused major disruption (tourism, migration) as well as accelerating existing dynamics (technology, climate change response)
- Build senior (ministers/CEs) demand for strategic foresight by demonstrating the value from these exercises (foreign or local examples) and by creating public demand
  - If not, these initiatives will not lead to change as has been the case historically
- Build strategic capability across government agencies, develop role of central agencies in cross-cutting foresight work, reward agencies that do this well
  - $\circ~$  Strengthen coordination of the Insight Briefings across agencies
  - There is a tendency to outsource strategic issues to commissions and others
- Approach this exercise in an internationally oriented way, build offshore networks
  - Small economies are deeply exposed to external dynamics, are facing many similar issues to New Zealand, and have invested heavily in understanding the world around them

# Thank you so much for joining us.

We will email you a survey. The results will be synthesised for the panel to discuss with the Committee of Chairpersons and Deputies (21 September 2021).

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