

Working Paper 2025/02

Analysis of Climate Change

in Government Department Strategies
as at 31 December 2024

02

MCGUINNESS INSTITUTE
TE HONONGA WAKA

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Contents

2024 GDS Index: By the numbers	5
Preface	6
1.0 Introduction	7
1.1 Context	7
1.2 Purpose	7
1.3 Background	8
2.0 Methodology	16
2.1 Method	16
2.2 Limitations and acknowledgments	18
3.0 Analysis	19
3.1 Part A: Exploring extent of mentions [195]	19
3.2 Part B: Going deeper – taking climate action [50]	22
4.0 Observations	25
4.1 First shortcoming: Failure to recognise that climate change risks exist	25
4.2 Second shortcoming: Failure to apply transparency in regard to the costs, risks and benefits	26
4.3 Third shortcoming: Failure to deliver actions addressing climate change	26
4.4 Fourth shortcoming: Failure to consider strategic options available to address costs, risks and benefits	27
5.0 Conclusion	28
5.1 Recommendations	28
5.2 Register of climate strategies and actions	29
5.3 Next steps	30
Abbreviations	32
Glossary	33
Endnotes	63

Figures

Figure 1.1: New Zealand's core international and domestic emissions reduction commitments	8
Figure 1.2: Overseas mitigation mystery bag	12
Figure 2.1: Climate intelligence flow chart	16
Figure 3.1: Extent of climate change response in all operational GDSs, as at 31 December 2024 [195]	19
Figure 3.2: Extent of climate change response in operational GDSs by 34 departments, as at 31 December 2024 [195]	21
Figure 3.3: Extent of climate change response in operational GDSs by 9 sectors, as at 31 December 2024 [195]	22

Figure 3.4: GDSs with detailed or basic responses to climate change, as at 31 December 2024 [50], by type of action	22
Figure 3.5: GDSs with detailed or basic responses to climate change, as at 31 December 2024 [50], by 17 departments	23
Figure 3.6: Operational GDSs with detailed or basic responses to climate change, as at 31 December 2024 [50], by sector	24

Tables

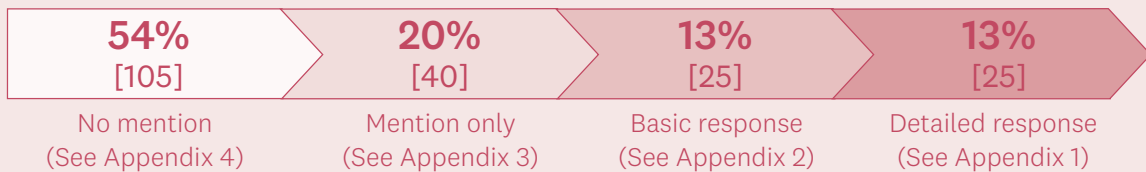
Table 3.1: Extent climate change discussed in operational GDSs by year of GDS Index	20
Table 5.1: Register of climate strategies and actions for chief executives (draft template)	30

Appendices

Appendix 1: GDSs in operation with a ‘detailed’ climate response, by department [25]	36
Appendix 2: GDSs in operation with a ‘basic’ climate response, by department [25]	39
Appendix 3: GDSs in operation that only ‘mention’ climate change, by department [40]	42
Appendix 4: GDSs in operation that do not mention climate change, by department [105]	46
Appendix 5: GDSs in operation that contain both adaptation and mitigation responses, by department [23]	55
Appendix 6: GDSs in operation that contain mitigation responses only, by department [9]	58
Appendix 7: GDSs in operation that contain adaptation responses only, by department [18]	60

2024 GDS Index: By the numbers

Part A: Exploring the extent of climate change mentions [out of 195 GDSs]



44% (44 out of 99) of recently published GDSs (published in 2021–24) did not mention climate change. This indicates that the full breadth of climate change impacts are not recognised and that ministers and officials are not taking climate change into account when developing new strategies. It raises serious concerns about the ability of New Zealand's public policy system to respond to Parliament's 2 December 2020 declaration of a climate emergency.

54% (105 out of 195) of all operational GDSs did not mention climate change.
In 2023, 54% (129 out of 230) did not mention climate change.

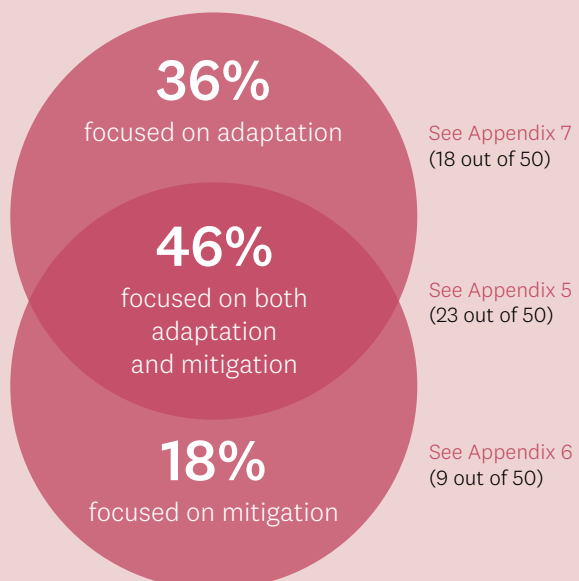
26% (50 out of 195) included a basic or detailed response to climate change.
In 2023, 26% (59 out of 230) included a basic or detailed response to climate change.

Part B: Going deeper – taking climate action [of the 50 GDSs that give basic or detailed responses]

38% (11 out of 29) of new GDSs (new to the 2024 GDS Index) discussed climate action:

- 4 GDSs included adaptation and mitigation actions
- 3 GDSs included mitigation actions only
- 4 GDSs included adaptation actions only

Whilst this is an improvement on the 32% last year, these results still indicate that New Zealand's public policy system has not incorporated climate change widely or comprehensively. Most new strategies are not accounting for climate change impacts or how the strategy will impact climate change. In order to effectively respond to the climate emergency and to meet New Zealand's climate obligations, it is important that strategies integrate mitigation and adaptation policies.



Preface

Futurists use animal metaphors to describe risks. Climate change is considered a grey rhino – a highly likely yet ignored threat. The term was coined by Michele Wucker, author of *The Gray Rhino: How to Recognize and Act on the Obvious Dangers We Ignore*.¹ Climate change is one of these obvious dangers; we are aware of the risk, we acknowledge the risk will have significant impacts, but we fail to act.

Failure is not an option. While we can acknowledge that investing in climate action is made more challenging when operating in a tight fiscal environment, it is also important to acknowledge climate change impacts are a key contributing factor to fiscal strain. So, if it cannot be ignored, and we do not have much money, we need to be smart.

The overall purpose of our *ClimateChangeNZ* project (of which this paper forms part) is to help New Zealand become more climate intelligent. That requires identifying and reviewing what climate strategies exist today. Responding cost-effectively in a timely manner, while remaining agile and informed, should be at the forefront of our thinking when we explore ways to be smart about climate change. However, strategy on its own is not enough. It needs a highly skilled group of people able to execute the strategy, provide feedback and pivot when new ideas or systems fail.

Climate change is a whole-of-society risk and requires a whole-of-society solution. The role of politicians is to seek good advice; share regular progress on key measures; make good decisions and be responsible for the quality and implementation of climate strategies. Importantly, politicians should work hard to create an environment that enables scientists, officials, implementers and citizens to share their observations and thoughts openly and transparently.

In order to respond to climate change, it is critical to embrace, utilise and integrate the skills of foresight, strategy and execution. Decisions should be based on quality information, critical analysis and informed debate. Public consultation on strategic options should be considered and costed. The climate strategy ecosystem needs to be clear to help prevent climate consultation fatigue and instil hope and belief that New Zealand is on track.

This paper looks closely at what government departments are doing in terms of strategy. It finds that New Zealand is failing to use government department strategies (GDSs) to drive change or action (see opposite).

In our view there are three types of climate strategy:

1. Some strategies prepare society for climate change (commonly called adaptation). However, the issue is that climate-change impacts will increase exponentially – so do you prepare for New Zealand in the year 2030, 2040 or 2080? These years will look very different from each other and require very different levels of preparation. A global strategy focused *solely* on adaptation will likely lead to extinction (or at the least, a very uncomfortable world for future generations).
2. Some strategies reduce emissions (commonly called mitigation). However, this is not enough. The status quo, and particularly our economic model, naturally emits carbon. Tweaking our current model will be insufficient because globally we have already emitted enough greenhouse gases into the environment to create a considerable impact over the long term. As a consequence, a strategy focused solely on mitigation will not protect us from the impacts of climate change.
3. Some strategies design an integrated approach: a more durable economic model, a more antifragile infrastructure system and a more trusted democracy. This type of strategy considers both adaptation and mitigation. Society will need be engaged, both as taxpayers and as providers of quality feedback – society must be part of the solution. Politicians will need to adopt a long-term inter-generational perspective when making decisions and a very considered and transparent approach to decision making.

The way forward is to build an integrated strategic ecosystem, one that seeks out relevant information and provides feedback on whether each GDS is climate successful (or not). New Zealand needs to work harder to be a climate-intelligent country, and effective GDSs are a critical element of delivering success.



Wendy McGuinness
Chief Executive

1.0 Introduction

1.1 Context

The GDS Index project

The McGuinness Institute has been collating and analysing GDSs since 2014, with previous updates in 2015, 2018, 2021 and 2023. Regularly updating the GDS Index allows GDSs to be measured, analysed and tracked over time. In 2021, we introduced more detailed outputs, including a working paper on how and to what extent GDSs were discussing climate change. This working paper was updated for the *2023 GDS Index* and now the *2024 GDS Index*.

New Zealand's climate policy

In the *2024 GDS Index*, 54% of GDSs in operation (105 out of 195) did not even mention climate change.² This is a huge oversight in the midst of a climate crisis that will impact all sectors and facets of public policy. These impacts will only intensify with time. In fact, because carbon dioxide lingers in the atmosphere for many thousands of years, even if we stop emitting all greenhouse gases today, the effects of global warming will continue to play out for many generations to come. In other words, we are unavoidably 'committed' to some level of climate change.³

For New Zealand's climate policy to be successful, New Zealand must develop an integrated, cost-effective and aligned strategic ecosystem that provides timely, accurate and comprehensive feedback to decision makers and voters.

In any system, feedback loops are necessary to ensure it is a learning system. In the case of climate change, they are particularly essential. This is because of the scale of change required and the level of uncertainty over impacts and timelines. Hence, ministers, officials and the wider public need to understand and be informed on the approach being taken, the execution, and the extent to which the strategy is delivering results/progress. Our future is dependent on all of us working, together or separately, to minimise climate change.

To this end, the role of government departments is to assess:

- how strategies might be impacted by locked-in climate change (i.e. adaptation)
- how strategies might reduce their emissions footprint (i.e. mitigation), and
- how specific emission reduction strategies (that focus solely on reducing emissions) are progressing.

Changes in the global climate space in 2025

In 2025, countries' second Nationally Determined Contributions (NDC2s) were due.

1.2 Purpose











The purpose of this working paper is to illustrate the extent to which climate change impacts and department responses to these impacts are discussed in GDSs in operation as at 31 December 2024. Our aim is that the observations from our analysis, and resulting recommendations, will encourage departments to properly consider and integrate climate considerations into their strategies and strategic thinking. We hope this paper will encourage and contribute to an urgent review of climate strategy across government, and that each time we update it, we see a continued upwards trend in the number of GDSs discussing climate change and the level of detail in that discussion.

1.3 Background

1.3.1 Emissions reduction targets

New Zealand's greenhouse gas emissions reduction targets include both domestic and international targets up to the year 2050 (see Figure 1.1 below).

Figure 1.1: New Zealand's core international and domestic emissions reduction commitments⁴

Target	Source	Deadline
 T1: Reduce net greenhouse gas emissions to 50% below gross 2005 levels.	 First Nationally Determined Contribution (NDC1) of the Paris Agreement	2030
 T2: Reduce net greenhouse gas emissions to 51–55% below gross 2005 levels.	 Second Nationally Determined Contribution (NDC2) of the Paris Agreement	2035
 T3: 24% to 47% reduction below 2017 biogenic methane emissions by 2050, including 10% reduction below 2017 biogenic methane emissions by 2030.	 Climate Change Response Act 2002	2030 and 2050
 T4: Net zero emissions of all greenhouse gas emissions other than biogenic methane.	 Climate Change Response Act 2002	2050
 T5: Total net emissions of no more than 290 Mt-CO ₂ e from 2022 to 2025 and 305 Mt-CO ₂ e from 2026 to 2030.	 Government Targets 2024	2025 and 2030

1.3.2 Navigating the national landscape

Government departments must be aware of, and work alongside, existing legislative, regulatory and administrative frameworks. This requires reconciling long-term plans with changing political views. A brief summary of the national landscape is below. Additionally, the Institute has recently published two papers that condense complex aspects of New Zealand's climate policy framework into a single space: *Working Paper 2024/01 – Timeline of climate-related policy (institutions, legislation, international commitments, instruments and Conference of Parties)* and *Working Paper 2024/03: New Zealand's Climate Strategy Mapped as at December 2023*.⁵ We are also in the process of preparing papers on climate-related Cabinet papers and climate-related public policy instruments, which will be published later this year. Together, these papers will give government departments a comprehensive picture of the legislative, regulatory and administrative frameworks in place around climate change.

The national landscape

A: Key legislation

The core piece:

- Climate Change Response Act 2002

The wider landscape:

- Forests Act 1949
- Conservation Act 1987
- Crown Minerals Act 1991
- Te Ture Whenua Maori Act 1993
- Resource Management Act 1991
- Environmental Protection Authority Act 2011
- Financial Reporting Act 2013
- Climate Change Response (Zero Carbon) Amendment Act 2019
- Financial Sector (Climate-related Disclosures and Other Matters) Amendment Act 2021

B: Entities and policy tools

Climate action requires widespread collaboration among ministers, departments, agencies, Crown entities and local government. It also requires working with established policy tools, like the New Zealand Emissions Trading Scheme (ETS), the Climate Emergency Response Fund, the State Sector Decarbonisation Fund and New Zealand Green Investment Finance.

The mix of entities and policy tools is not static. For example, in 2022, the Climate Change Chief Executives Board was established to ensure a coordinated response to climate change. It monitors the progress of more than 25 public agencies towards the targets laid out in New Zealand's emissions reduction plans and national adaptation plan, ensuring agencies are held accountable. The Board then provides quarterly progress reports to the Climate Priorities Ministerial Group on delivery progress. These reports are intended to inform ministerial decisions on any responses required to ensure New Zealand remains on track to meet its climate change goals and targets.⁶

A recent change to a policy tool was the removal of agricultural emissions from the New Zealand Emissions Trading Scheme (NZ ETS) as a result of the Government's Climate Change Response (Emissions Trading Scheme Agricultural Obligations) Amendment Act 2024, passed in November 2024.⁷ This means animal farmers are no longer required to report on-farm emissions or pay for them (these actions were previously set to become mandatory from 2026 and 2027 respectively).⁸

Importantly, if decisions curtail progress towards a certain sector's emissions reduction, officials need to understand the degree and impact of this curtailment and actively pivot to ensure we are still on track to meet national targets. This could mean new incentives, more resources to promote emissions reduction, or giving larger targets to other sectors.

C: Existing strategies and plans

Government departments may also be guided or constrained by high-level strategies and plans. They currently include:

- (i) Carbon Neutral Government Programme
 - Includes all departments as participants in the programme and hence they are committed to carbon neutrality from 2025 onwards.
 - Requires all departments to report on their emissions, gross emissions reduction targets and reduction plans.⁹
- (ii) [GDS14-05] *Aotearoa New Zealand's First Emissions Reduction Plan*
 - Has a 'table of actions' which assigns responsibility to different 'lead' departments and agencies to deliver the actions necessary for the climate transition. Government departments need to ensure their other strategies cooperate with the actions they 'lead'.¹⁰
- (iii) [GDS14-06] *Aotearoa New Zealand's First National Adaptation Plan*
 - Begins each chapter with a list of 'government agencies with actions in this chapter'.¹¹
- (iv) [GDS14-10] *Aotearoa New Zealand's Second Emissions Reduction Plan 2026-30*
 - Details current initiatives led by a number of different government departments, illustrating that all government departments have a role to play in reducing national emissions.¹²

D: Changing political views

The Government of the day greatly impacts how government departments are expected to react to climate change and to take climate action.

This is embodied by different parties' views on agricultural emissions. National believes 'the solution to agricultural emissions is through technology, not by sacrificing our largest export sector or blanketing agricultural land in pine trees'.¹³ This belief has manifested in the Government's proposal to remove agricultural requirements from the ETS. Both the Labour Party and Green Party have criticised this proposal as simply delaying climate action and adaptation when these are urgently required.¹⁴

Another example is the National-led coalition government's proposed amendments to the Crown Minerals Act 1991. If passed, the Crown Minerals Amendment Bill would reverse the ban on oil and gas exploration which was introduced by the Labour-led coalition government in 2018.¹⁵ Again, both the Labour Party and Green Party have been critical of the plan, saying it is a severe step backwards that shifts attention and resources away from more sustainable energy options.¹⁶

1.3.3 Economic and fiscal challenges

The New Zealand economy must pivot urgently and with scale. It needs a careful and considered approach, one that includes a system of well-placed feedback loops to measure what actions are working and what are not. Arguably, this is also at a time when the political will for adaptation and emissions

reduction has decreased. The challenge is that New Zealand has signed a number of trade agreements and relies on international relationships to sell produce overseas. With countries around the world committing to increasingly ambitious climate targets, New Zealand must keep pace to maintain these relationships. Hence, progress towards our climate commitments and obligations are very connected to our economic wealth and wellbeing.

New Zealand's response will require increased investment in the form of:

Adaptation – e.g. investing in more robust infrastructure and preparing to support communities in need during and after increasing extreme weather events.

Mitigation – e.g. investing in low-emission transport options.

These investments will need to be prioritised in the context of:

- **Recovery from a recession** – GDP fell an estimated 0.5% in 2024.¹⁷ Forecasts for 2025 are more optimistic, with GDP expected to grow by 0.5% in the 2025 financial year, but Treasury now forecasts a slower recovery than predicted in the previous budget.¹⁸
- **Geopolitical uncertainty** – The current global geopolitical climate is causing significant economic uncertainty, with the United States' new trade policy agenda expected to cause problems for New Zealand and a potential trade war on the horizon.¹⁹ Increasing trade protection and geopolitical conflicts could intensify and disrupt supply chains, raise inflation, and negatively impact growth.
- **Lower forecast tax revenue and higher core Crown expenses** – The Treasury's *Half Year Economic and Fiscal Update 2024* states 'tax revenue forecasts are now cumulatively NZ\$13.0 billion lower compared to the Budget Update [May 2024]'. In contrast, Crown expenses are forecast to increase from NZ\$139 billion to NZ\$143.9 billion from June 2024 to June 2025.²⁰
- **Tighter Budget operating allowances** – The Government has set an annual allowance of NZ\$2.4 billion for Budget 2025 through to Budget 2028.²¹ This is the lowest allowance since 2017.²² After pre-commitments and assumed other non-discretionary spending (given current policy settings), the Government only has an average of NZ\$0.7 billion per year available to fund all new initiatives and maintain existing services.²³
- **An ageing population** – This is increasing health sector costs (hence higher core Crown expenses), with NZ\$1.37 billion (57% of the total Budget operating allowance) pre-committed to meet health sector cost pressures in 2025.²⁴
- **Public sector cost cuts** – As at 3 December 2024, job losses in the public sector were 9,520, which included 157 staff at the Ministry for the Environment.²⁵ This has reduced the expertise and resources at the Government's disposal to advise on, and implement, climate change policy. In response to increasing Crown expenses, the government has warned of more public sector job losses in 2025.²⁶
- **Higher unemployment** – The unemployment rate is forecast to peak at 5.4% in June 2025, having increased by 1% in 2024.²⁷
- **Increasing adaptation costs** – Increased public and private sector spending will be needed to adapt to, and deal with, the increasing impacts of climate change (e.g. rising sea levels and extreme weather). These costs may be accentuated for New Zealand's economy due to the comparatively large contribution of land-based sectors (such as agriculture, forestry and tourism) which are more vulnerable to climate change.²⁸ The impact of climate change globally will also have knock-on effects on insurance markets and supply chains.

1.3.4 Navigating the international landscape

Climate change is a global problem, making collective action complex and subject to geopolitical risk. New Zealand's progress towards climate change targets is highly intertwined with the global context. Hence, it is essential government departments are aware of, and can account for, this context and resulting risks when taking action.

Progress update

New Zealand is not on track to meet its NDC, with Climate Action Tracker stating that 'New Zealand's policies and action in 2030 are not at all consistent with limiting warming to 1.5°C' and 'its climate finance is inadequate'.²⁹ However, it is certainly not alone in falling short. UNEP's 2024 *Emissions Gap*

Report emphasised that the current rate of international progress in reducing emissions is insufficient to limit global warming to below 2°C and current trajectories indicate that net zero targets are likely to be missed. Annual emissions in 2030 need to be 14 Gt CO₂e lower than what NDCs currently promise, with this increasing to 18 Gt CO₂e for 2035. Of even more concern, 11 G20 members are off track to achieve their NDC targets with existing policies.³⁰ Total greenhouse gas emissions are still increasing and, with global temperatures exceeding 1.5°C above pre-industrial levels for the first time in 2024, government needs comprehensive, measurable, economical and time-efficient strategies for achieving these long-term targets.³¹

How New Zealand's climate change progress is dependent on the global context

It is a critical inflection point for global climate cooperation and ambition. More than 70 countries, representing about half of the global population, underwent national elections last year and a whole new set of climate strategies and approaches are emerging.³² At the same time IPSASB's standards for climate-related disclosures will be finalised (a draft standard was published in October 2024).³³

Below are two examples of areas where New Zealand's progress towards its climate change targets are dependent on international factors:

Reliance on offshore mitigation to meet NDC1 and NDC2

Sizeable offshore abatement will be needed to meet New Zealand's NDC1. New Zealand's 2024 *Biennial Transparency Report* projected that 89.2 Mt CO₂e of offshore mitigation (i.e. offshore emissions reductions and removals) will be needed to meet the NDC.³⁴ However, while Treasury has included a detailed explanation of its position on NDC1 in the 2024 *Financial Statements*, they note that '[n]o plan has yet been formulated for international cooperation necessary to achieve the NDC'.³⁵ New Zealand must incorporate a comprehensive strategy for offshore mitigation into its NDC strategy, including how it will be financed and how the risks and uncertainty associated with it will be addressed. See Figure 1.2 overleaf to see how offshore mitigation is subject to international factors and uncertainty. The McGuinness Institute recommends that commitments to purchase offshore carbon credits should be recognised as a liability and/or contingent liability in New Zealand's financial statements.³⁶

On 30 January 2025, Climate Change Minister Simon Watts announced New Zealand's NDC2, and that 'New Zealand is committed to achieving its first and second Nationally Determined Contributions and is serious about playing our part to reduce the impact of climate change'. He also stated:

New Zealand will reduce emissions by 51 to 55 per cent compared to 2005 levels, by 2035.

We have worked hard to set a target that is both ambitious and achievable, reinforcing our commitment to the Paris Agreement and global climate action.

Meeting this target will mean we are doing our fair share towards reducing the impact of climate change, while enabling New Zealand to be stronger and thrive in the face of a changing climate.

This target also brings our international and domestic climate change commitments into line, so we can focus our efforts on the actions that will make the biggest difference towards reaching our net zero 2050 target.³⁷

However, recent events have created some doubt over the Government's level of commitment to the Paris Agreement. *NZ Herald* journalist Thomas Coughlan summarised Watts' policy dilemma as follows: 'New Zealand's domestic emissions reduction will not be enough to allow the country to hit the 2030 target – this was the case under both Key-English and Ardern-Hipkins [Governments]. Instead, the Government will probably need to ink deals with other countries that will reduce their emissions on our behalf at a cost of \$3.7 billion to \$23.7b'.³⁸ Small countries are dependent on international agreements. If New Zealand walks away from the Paris Agreement, we are in effect taking short-term wins at the expensive of long-term gains.

Reliance on international supply chains to meet local emissions targets

Transitioning to a low-emissions economy will involve decreasing high-emissions imports, like fossil fuels and gasoline cars, and increasing low-emissions imports, like biofuels, electric cars, and new technology for emissions capture or reduction (e.g. vaccines to reduce methane production in cows).³⁹ In turn, to produce low-emissions products, demand will increase for certain natural resources, like lithium for batteries. This will have its own knock-on effects and any adverse incentives or downstream environmental impacts should be considered when transitioning to new technologies. Increasing natural disasters and extreme weather events will also disrupt international supply chains, which will likely be compounded by other disruptions, like conflict, pandemics and technology shifts. Departments must work with these disruptions when considering our import and export markets.

Figure 1.2: Overseas mitigation mystery bag



Source of overseas mitigation

Purchasers of carbon credits must identify and negotiate transfers directly with sellers. This could be through bilateral or regional cooperation (e.g. linking ETS systems) or a new centralised market. Articles 6.2 and 6.4 of the Paris Agreement create a centralised market mechanism by establishing national and international registries through which transfers of credits can be approved and kept track of. This is likely to increase the ease of transfers as it provides a database of UN-verified carbon credits that are available and a clear process for how credits are purchased.⁴⁰

New Zealand is exploring options for international cooperation under Article 6 of the Paris Agreement. Efforts to date include exploring opportunities for cooperative mitigation action with partner governments and entities and developing arrangements that establish frameworks for collaboration.⁴¹ No plans or deals for buying carbon credits have yet been made.

The source of any offshore mitigation will be as much a political decision as a financial one. We may be more inclined to purchase credits strategically from neighbours or allies, especially given the current geopolitical climate. This is evidenced in [GDS14–05] *Aotearoa New Zealand's First Emissions Reduction Plan*, which emphasised prioritising partnerships in the Asia-Pacific region.⁴²



Purchaser of offshore mitigation

Currently, it is unclear whether the New Zealand government or emitters will be responsible for purchasing offshore mitigation. This will likely be heavily dependent on how international emissions trading markets develop.



Cost of offshore mitigation

The price of offshore mitigation will heavily depend on supply and demand. Who we purchase from, and when, will also impact pricing. Treasury's estimates of the total fiscal cost of offshore mitigation to achieve NDC1 under various scenarios range significantly, from NZ\$3.3 billion to NZ\$23.7 billion.⁴³



Timing of offshore mitigation purchase

The price of carbon credits is likely to fluctuate over time but may become steadier as the market matures. The sooner we lock in mitigation, the sooner we have certainty about pricing, reducing our risk.



Quantity of offshore mitigation

One carbon credit is equal to 1 tonne of CO₂e. The number of credits we need to purchase will depend on our national emissions reduction. Currently, New Zealand's emissions are projected to be 84.0 Mt CO₂e more than the NDC1 budget. This is after accounting for the impact of policies in [GDS 14–05] *New Zealand's Second Emissions Reduction Plan 2026–30*.⁴⁴ This excess will most likely have to be offset by offshore mitigation.



Quality of offshore mitigation

The legitimacy of credits is fundamental to the integrity and efficacy of the Paris Agreement. If offshore mitigation doesn't amount to real emissions reduction, it is essentially giving the purchaser a 'licence to pollute' with no actual impact on climate targets.⁴⁵ The Paris Agreement has put some mechanisms in place to increase the quality of carbon credits. For example, the Paris Agreement Crediting Mechanism (PACM), established under Article 6.4, creates a UN-backed standard for carbon credits that voluntary markets are rapidly aligning to.⁴⁶ Standardising the rules for recording and tracking international transfers will bring transparency to international carbon trading and will ensure credits are high quality.

However, criticisms have already arisen about the first bilateral carbon credit exchanges under the PACM, with an umbrella group of Swiss charities raising concerns that converting petrol buses to electric ones in Thailand would have happened anyway.⁴⁷ There have also been consistent concerns about widespread 'phantom credits' in the (largely unregulated) voluntary offsets market that do not represent genuine carbon reductions.⁴⁸

International trends: The setbacks (decelerators)

The following trends are likely to place additional strain on meeting climate targets:

Right-wing populism is on the rise

An analysis of 31 European countries showed that the vote for populist parties had increased from 12% in the early 1990s to 31% in 2022.⁴⁹ Right-wing populist parties are currently in coalition governments in Sweden, Finland, the Netherlands, Italy and Croatia, and took a large chunk of the 2024 election vote in France and the UK.⁵⁰ US President Trump is adopting a strongly populist agenda.

Populist movements typically frame political debates as a divide between ‘the pure people’ and ‘the corrupt elite’, with climate advocates now incorporated into this elite.⁵¹ Populism often rises up in times of economic strain or uncertainty. With the world on the brink of a global recession and many countries in the midst of a cost-of-living crisis, economics dominates domestic political agendas and political leaders are facing mounting pressure to prioritise short-term electoral concerns.⁵² Populist narratives are framing investment in climate-friendly solutions as an obstacle rather than a solution. Environmental action is being seen as a distraction from the real needs of ‘the people’, with an emphasis on climate policy causing job losses, more regulation and higher taxes. International organisations such as the EU and UNFCCC are being criticised as elitist and a drain on resources that could be invested domestically.⁵³ This threatens coordinated global climate action.

Isolationism is also on the rise

The US withdrawal from the Paris Agreement in January through an Executive Order titled ‘Putting America First in International Environmental Agreements’ is symbolic of a wider shift away from international climate cooperation.⁵⁴ In response to the US withdrawal, ACT leader David Seymour has also proposed New Zealand withdraw in 2026, stating, ‘[W]ith such major polluters pulling out, especially the United States, is it worthwhile for New Zealand to stay in and find itself sending New Zealanders’ money overseas?’⁵⁵ Trump’s move is bound to have more knock-on effects globally, fuelling scepticism about the value of international climate institutions and obligations.

Global conflicts continue

According to the *Global Risks Report 2025*, state-based armed conflict is considered the most immediate global risk for 2025, with extreme weather events coming in second.⁵⁶

Major conflicts, such as wars in Ukraine and the Middle East, have demanded urgent political attention and resources from many countries, including New Zealand. In 2024, defence spending increased by 7.4% in real terms globally, and by 11.7% in Europe. This upward trend is likely to accelerate in 2025 as Trump pushes for NATO members to spend a minimum of 5% of GDP on defence and, on 4 March 2025, suspended military aid to Ukraine.⁵⁷ This will place further strain on investment in climate initiatives.

Global conflicts also generate significant greenhouse gas emissions. Though military emissions reporting is currently voluntary, it is estimated that everyday military activity is responsible for around 5.5% of global emissions. This does not include armed conflicts, which would significantly amplify this figure. Russia’s war against Ukraine prompted the first comprehensive estimate of the climate impact of an ongoing armed conflict: in its first two years, it is estimated to have caused emissions greater than the annual output of a small industrialised country like the Netherlands.⁵⁸ New research also indicates emissions generated during the first two months of the war in Gaza were greater than the annual carbon footprint of more than 20 of the world’s most climate-vulnerable nations combined.

A green arms race is developing

The clean energy transition has become a competitive arena at the centre of geopolitical stakes. Sectors like solar energy, electric vehicles (EVs) and batteries will serve as flashpoints for geopolitical tension, with trade, tariffs and export restrictions threatening to disrupt supply chains and increase the price of the green transition. These flashpoints also risk slowing the progress of sector decarbonisation by prioritising national interests over collective solutions.⁵⁹ For example, China has heavily invested in electric vehicles and in 2023 was responsible for nearly 70% of global EV production, becoming the world’s largest vehicle exporter. Such dominance threatens major car-making countries like Japan, the US and Germany, which could respond with more trade barriers.⁶⁰

A North–South divide around climate change is emerging

The impacts of climate change are being felt very disproportionately and there is a stark misalignment between the countries contributing most to climate change and the countries most affected by it. The uneven distribution of climate change impacts largely coincides with imbalances in wealth and resources. The extent to which countries are impacted by the effects of climate change, along with their wealth and other resources, directly impacts their ability to prioritise and meet climate targets.

Such disparities and efforts to address them were a hot topic at COP29, with developing countries looking for much bigger climate aid commitments from wealthier countries. The call was for at least US\$1.3 trillion in no-strings-attached grants but the final offer made was US\$300 billion annually, up to 2035, with much of this coming in the form of loans, risking further indebting developing nations.⁶¹ Representatives for the Alliance of Small Island States (AOSIS), which are the most vulnerable to climate change, with their very existence at stake, walked out of the talks in protest. The Climate Action Network (CAN), which represents more than 1,900 organisations in 130 countries, called the outcome a ‘betrayal’, with CAN executive director Tasneem Essop saying ‘this was meant to be the finance COP, but the Global North turned up with a plan to betray the Global South’.⁶² Support for small island nations is an important consideration for New Zealand due to its close ties with its Pacific neighbours. AOSIS includes 14 Pacific Island nations.⁶³ In November 2024, New Zealand committed NZ\$10 million to the Fund for responding to Loss and Damage,⁶⁴ contributing to a total of US\$741 million as at 23 January 2025.⁶⁵ This total is deemed a good start but also far short of what is needed; total climate-related damages for vulnerable countries could reach up to US\$580 billion by 2030.⁶⁶ Resentment towards wealthier nations which have made the biggest contribution to climate change is likely to increase from developing countries if stronger promises are not made, increasing pressure on countries like New Zealand to offer more international funding.

AI threatens net zero targets

As well as its geopolitical effects, AI has a significant environmental impact due to its high energy consumption. The International Energy Agency says data centre electricity usage could double by 2026, making the challenge for companies to become net zero or carbon negative by 2030 increasingly unattainable. Microsoft and Google have already cited AI as a cause of increasing emissions, with Microsoft’s emissions increasing by 30% between 2020 and 2024 and Google’s by 48% between 2019 and 2024.⁶⁷ As New Zealand companies adopt AI technology, New Zealand must consider how it will meet increased energy demands sustainably in order to meet its national and international climate targets.

International trends: The facilitators (accelerators)

The following changes are likely to increase the momentum and effectiveness of climate change policies:

International climate-related disclosures for public entities are to be introduced

The International Public Sector Accounting Standards Board’s (IPSASB’s) inaugural Sustainability Reporting Standards Climate-related Disclosures are currently being finalised and are due to be published later this year. They will introduce requirements for all public entities to report on: the climate-related risks and opportunities to their own operations; their emissions; and the progress of any climate-related public policy they are responsible for.⁶⁸ Whilst this will require investment of time and resources from public entities, these disclosures will help provide clarity on current and forecasted progress and ensure New Zealand’s public sector is prepared for the climate transition.

A narrative shift is under way

The UK Government is showing how climate action can be conveyed as a solution to short-term economic strife and how climate action and economic uplift can go hand-in-hand. For example, they emphasise that climate action will create jobs and lower utility and grocery bills.⁶⁹ It will be important that others take up this narrative to counter the anti-climate populist narrative, and ensure climate action continues at the pace and scale necessary. Public opinion is a core factor in how ambitious and successful countries are in their approach to addressing climate change, and changing the narrative around investment in climate policies will be necessary to shift public opinion.

The Paris Agreement Crediting Mechanism is now operational

At COP29, the UN added Article 6.4 to the Paris Agreement, which established the Paris Agreement Crediting Mechanism. This mechanism creates a UN-backed international standard for high-quality carbon offsets. It also entails new rules for recording and tracking international transfers, which will bring transparency to bilateral carbon deals between countries.⁷⁰

The International Court of Justice (ICJ) will deliver an Advisory Opinion on climate change

On 29 March 2023, the UN General Assembly requested that the ICJ issue an Advisory Opinion on the obligations of states with regards to climate change.⁷¹ This was after a campaign led by Vanuatu in response to COP29. In December 2024, 100 countries and international organisations presented arguments on who should bear legal responsibility for the worsening climate crisis.⁷² The Advisory Opinion is expected to bring clarity to the international legal framework around climate change and increase the accountability of high-emitting nations to meet their obligations.⁷³

2.0 Methodology

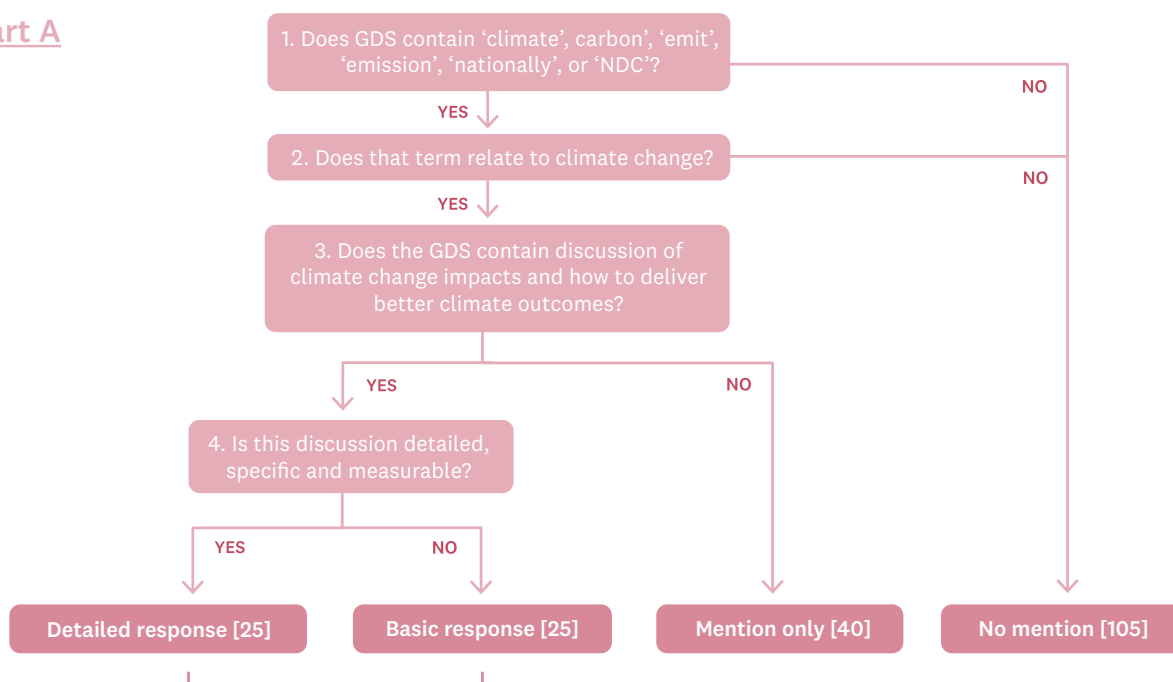
This methodology explains the process used for assessing the climate content of GDSs in the 2024 GDS Index. The method for selecting GDSs for analysis is discussed in *Working Paper 2025/01 – Methodology for the 2024 Government Department Strategies Index* (the 2024 Methodology). Using the 2024 Methodology, 195 GDS documents were found to be in operation across 27 of the 34 government departments. All 195 operational GDSs in the 2024 GDS Index are listed in Appendix 9 of the 2024 Methodology. Soft copies can be found on the Institute’s website.

2.1 Method

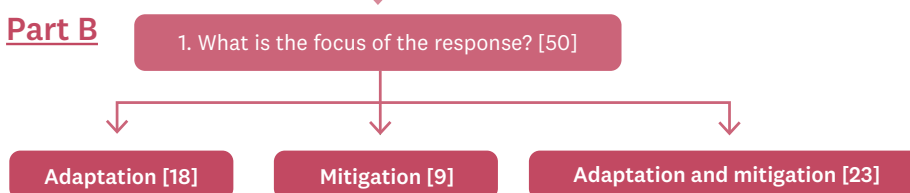
The method is in two parts. See Figure 2.1 below and the explanation opposite.

Figure 2.1: Climate intelligence flow chart

Part A



Part B



Part A – Extent of response

Each GDS has been grouped into one of four categories to reflect the extent to which it discusses climate change impacts and delivering better climate outcomes. See flow chart in Figure 2.1 (opposite).

Stage 1: Does the GDS contain specified terms?

Each active GDS was searched for: ‘climate’; ‘carbon’; ‘emit’; ‘emissions’; ‘nationally’; and ‘NDC’. GDSs that did not contain these terms were labelled ‘No mention’.

Stage 2: If yes, do the specified terms relate to climate change?

Remaining GDSs were reviewed to check if the terms related to climate change or another context (e.g. economic ‘climate’). If they did not relate to climate change, the GDS was labelled ‘No mention’.

Stage 3: If yes, does it discuss climate change impacts and how to deliver better climate outcomes?

Remaining GDSs were reviewed to check if they discussed climate change impacts and how they hope to deliver better climate outcomes. GDSs that did not consider this were labelled ‘Mention only’.

Stage 4: If yes, is it detailed, specific and measurable?

The remaining GDSs were then reviewed to determine whether the strategy contained a detailed discussion of climate change impacts and how it would deliver better climate outcomes. GDSs that did (e.g. a strategy with several specific and measurable next steps) were labelled ‘Detailed response’ and those that did not (e.g. a strategy that plans to do more research or planning with no real detail) were labelled ‘Basic response’.

Note: ‘Mention only’, ‘Basic response’ and ‘Detailed response’ replace the ‘Implicit’ and ‘Explicit’ categories found in *Working Paper 2022/07 – Analysis of Climate Change in Government Department Strategies as at 31 December 2021* (the 2022 Climate Paper). This change has been made to better distinguish the wide variety of GDSs that previously fell within the ‘Implicit’ category and focuses the analysis on how departments are responding.

Part B – Focus of response

Stage 1: What is the focus of the response?

The 2022 Climate Paper distinguished individual action points from each GDS. Given the ambiguous and subjective nature of that process, we have instead decided to determine the focus of each response.

Because some level of climate change is unavoidable, a response’s focus can be on:

1. Adaptation: adjusting to the actual or expected future climate (e.g. preparing for negative impacts, like sea-level rise and extreme weather events, or taking advantage of opportunities, like longer growing seasons in some areas); and/or
2. Mitigation: reducing the greenhouse gases flowing into the atmosphere (e.g. reducing greenhouse gas sources, like burning fossil fuels, or enhancing the ‘sinks’ that accumulate and store these, like the oceans, forests and soil).

Categorising departments’ responses as ‘adaptation’, ‘mitigation’ or ‘adaptation and mitigation’ has allowed us to make meaningful comparisons between responses and will allow us to analyse future trends in this area.

The 50 GDSs that laid out a department’s response to climate change (i.e. labelled ‘Basic response’ or ‘Detailed response’ in Part A) were then assigned to one of the following categories, based on their focus:

- Adaptation: responding to the effects of climate change (e.g. moving from impacted areas).
- Mitigation: responding to the cause of climate change (e.g. reducing emissions).
- Adaptation and mitigation: responding to both the cause and the effects of climate change.

2.2 Limitations and acknowledgements

OIA responses

The GDS Index relies on the OIA responses from each department being consistent and accurate. Although the Institute has attempted to correct clear inconsistencies and gaps where possible (e.g. confirming jointly held GDSs were co-owned by each of the listed departments), we have not sought to further verify the responses beyond this.

Climate-related search terms

Although the climate-related search terms have been extended since the *2022 Climate Paper*, they are by no means comprehensive. Using specific search terms can be limiting as some strategies may use terms such as waste, sea-level rise, atmosphere, environment, etc. to refer to climate change. This means a key limitation of the methodology is that GDSs that do reference climate change, but do not use the specified terminology, are not included in our analysis.

Omitted climate response content

As mentioned above, government departments may have left action or implementation plans out of their official responses. This means there could be more detailed responses or elements in GDS packages we do not know about, which could impact a GDS's climate scoring.

3.0 Analysis

The results below indicate the extent to which the 195 operational GDS documents, as at 31 December 2024, discuss climate change impacts and aim to deliver better climate outcomes in terms of mitigation and adaptation.

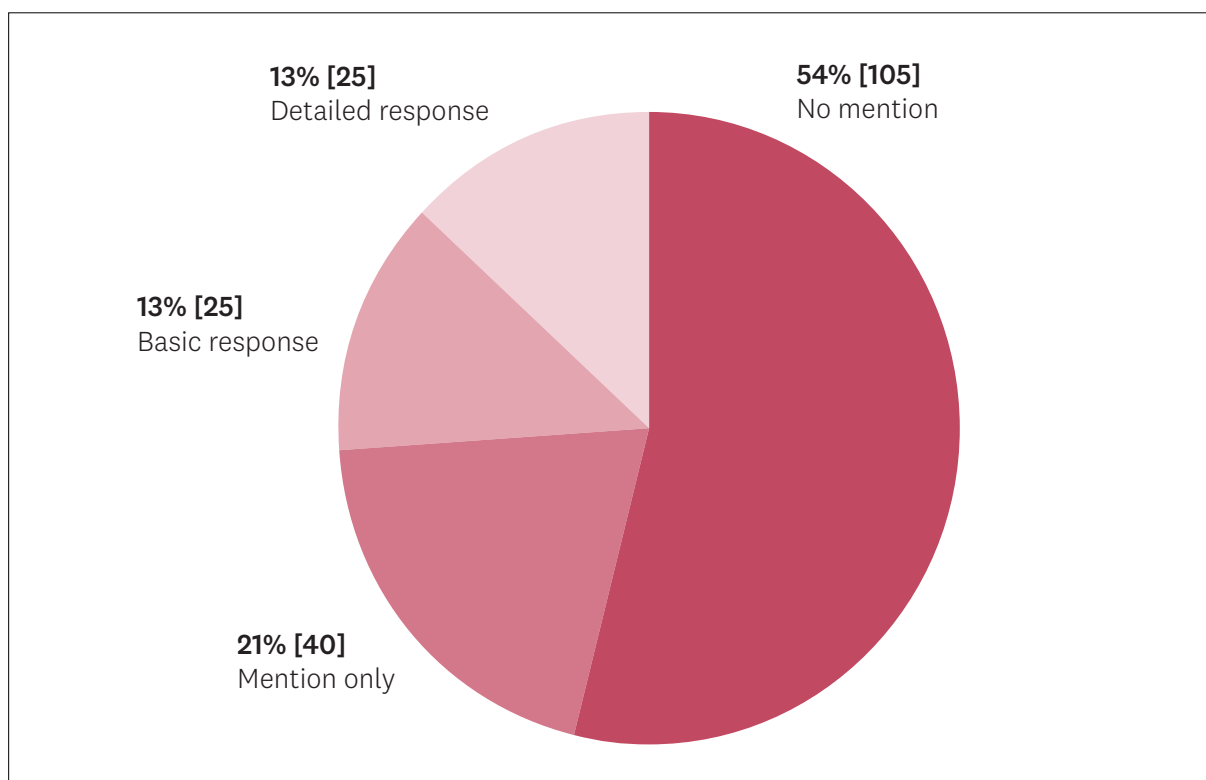
3.1 Part A: Exploring extent of mentions [195]

3.1.1 Total mentions

Of the 195 operational GDSs, 46.2% (90 out of 195) mentioned climate change in either a detailed response, basic response or a general mention.

Of the 90 GDSs that referred to climate change, 25 GDSs gave a detailed response, 25 gave a basic response and 40 only mentioned climate change, meaning only 25.6% (50 out of 195) of operational GDSs considered climate impacts and how to deliver better climate outcomes.

Figure 3.1: Extent of climate change response in all operational GDSs, as at 31 December 2024 [195]



3.1.2 Mentions by year of GDS Index

As illustrated in Table 3.1 below, there is a general upward trend in mentions of and responses to climate change, yet the figures are still severely inadequate in the midst of a climate crisis that will impact every sector and government department to some degree. Notably, the number of explicit mentions of climate change in operational GDSs actually decreased between 2023 and 2024: from 25.7% (59 out of 230) to 25.6% (50 out of 195).

Note: To allow comparison to previous indexes, detailed and basic responses have been treated as corresponding to explicit* mentions.

Table 3.1: Extent climate change discussed in operational GDSs by year of GDS Index

GDS Index	No mention	%	Mention only (previously implicit mention)	%	Basic response	Detailed response	%	Total GDSs in operation
					(previously explicit mention)			
2014 GDS Index	NA	NA	NA	NA	NA	NA	NA	136
2015 GDS Index	NA	NA	NA	NA	NA	NA	NA	134
2018 GDS Index	112	75.7%	16	10.8%	20		13.5%	148
2021 GDS Index	148	67.0%	32	14.5%	41		18.6%	221
2023 GDS Index	129	56.1%	42	18.3%	23	36	25.7%	230
2024 GDS Index	105	53.8%	40	20.5%	25	25	25.6%	195

Note to Table 3.1

1. The number of measures to analyse the extent GDSs discussed climate change has changed over time, see Section 2.1: Method.

(a) The 2014 and 2015 GDS Indexes did not analyse climate intelligence (hence NA).

(b) In the 2018 and 2021 GDS Indexes only no mention, implicit and explicit mentions were used. In these indexes, explicit and implicit had the following meanings:

- Explicit means a detailed mention of climate change with discussion of possible impacts on the department's approach.
- Implicit means a minimal mention of climate change with little discussion of impact on the department's approach.

(c) In the 2023 and 2024 GDS Indexes this was further expanded to include no mention, mention only, basic response and detailed response. See glossary for definitions of each term.

3.1.3 Mentions by government department

Seven departments published no GDSs, being 20.6% (7 out of 34).

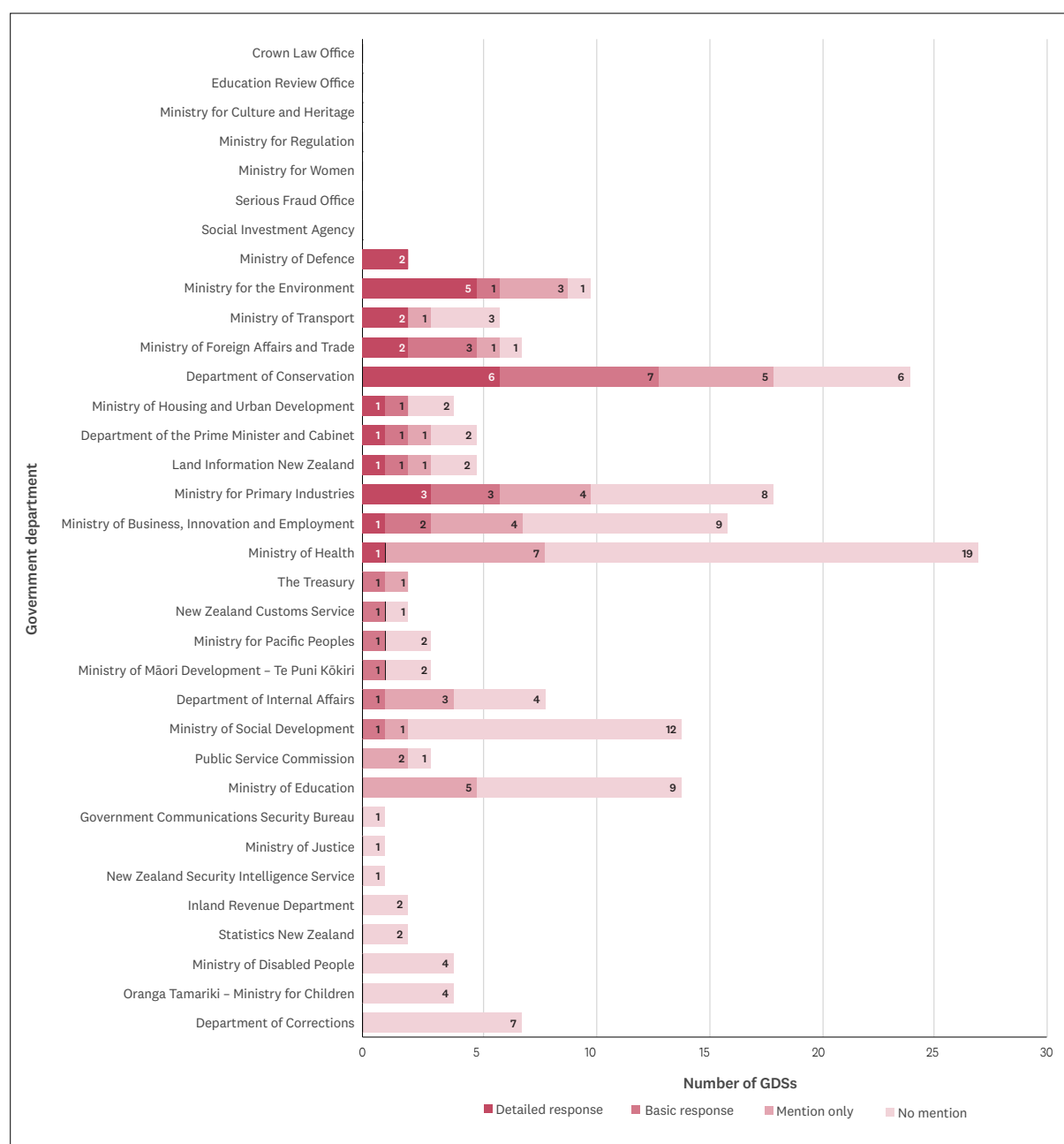
Of the 27 departments that published GDSs, only 63.0% (17 out of 27) made reference to climate change through either detailed or basic responses.

This means 37.0% (10 out of 27 departments that published GDSs) made little or no mention of climate change in any of their operational GDSs.

The Department of Conservation and the Ministry for the Environment had the highest numbers of operational GDSs containing a detailed response to climate change, with 6 and 5 respectively.

The Ministry of Defence had the highest percentage of operational GDSs containing a detailed response to climate change at 100% (2 out of 2).

Figure 3.2: Extent of climate change response in operational GDSs by 34 departments, as at 31 December 2024 [195]



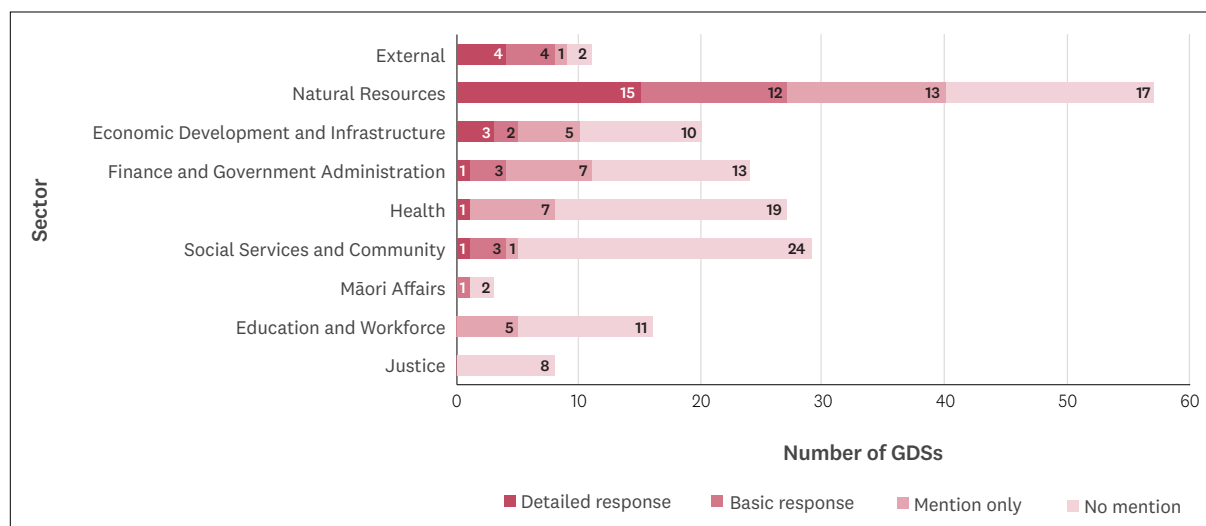
3.1.4 Mentions by sector

Of the nine sectors identified in the 2024 Budget, seven had GDSs that discussed climate change in terms of a detailed response or a basic response (77.8%). As illustrated in Figure 3.3 overleaf, two sectors did not: the Education and Workforce Sector and the Justice Sector. Notably, none of the eight Justice Sector GDSs even mentioned climate change.

In terms of a detailed response:

- The Natural Resources Sector had the highest number of operational GDSs that contained a detailed response to climate change, with 26.3% (15 out of 57 GDSs).
- The External Sector had the highest percentage of operational GDSs that contained a detailed response to climate change, with 36.4% (4 out of 11 GDSs).
- Three sectors, the Education and Workforce Sector, the Justice Sector and the Māori Affairs Sector, had no GDSs that contained a detailed response to climate change.

Figure 3.3: Extent of climate change response in operational GDSs by 9 sectors, as at 31 December 2024 [195]



Note to Figure 3.3

The groupings of departments into sectors are based on the summary tables of the Estimates of Appropriations in the Treasury's Budget.⁷⁴

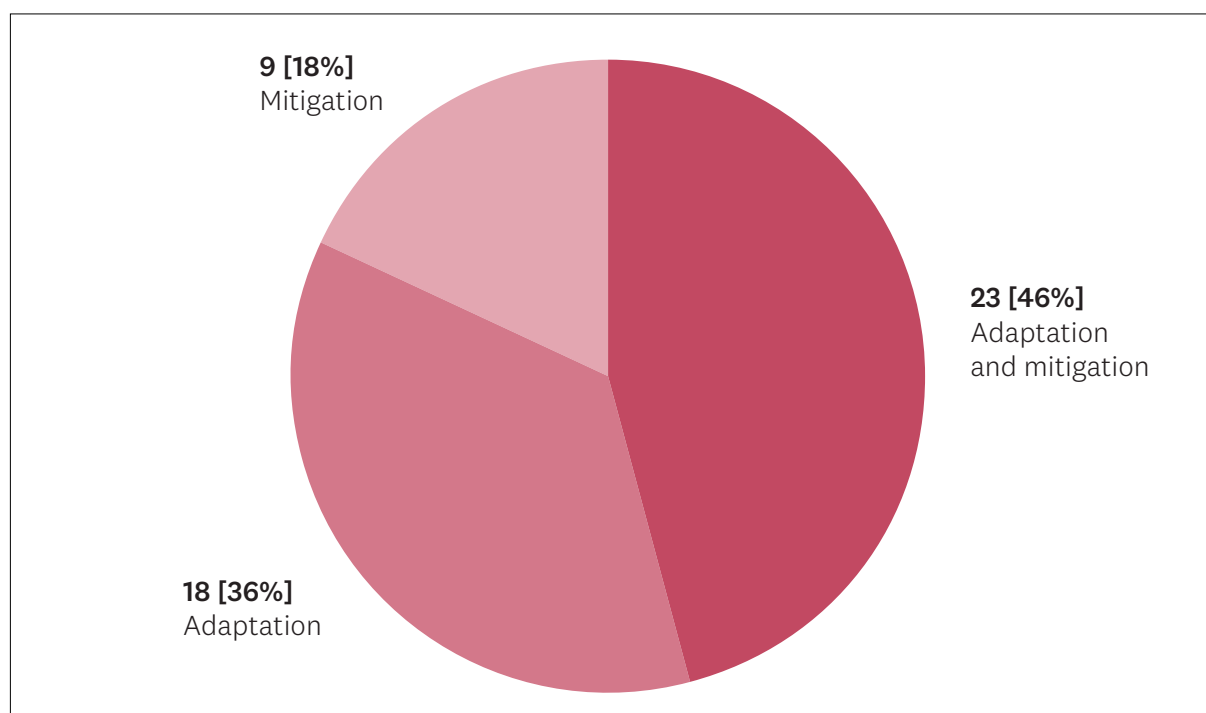
3.2 Part B: Going deeper – taking climate action [50]

The following results take a deeper look at 50 operational GDSs in the 2024 GDS Index that contained detailed or basic responses to climate change, with a specific interest in the focus of the responses in terms of climate adaptation and mitigation.

3.2.1 Responses by type of action

Of the 50 operational GDSs containing a detailed or basic response to climate change, 46.0% (23 out of 50) contained a focus on both climate adaptation and mitigation. 36.0% (18 out of 50) contained a focus on climate adaptation only and 18.0% (9 out of 50) contained a focus on climate mitigation only.

Figure 3.4: GDSs with detailed or basic responses to climate change, as at 31 December 2024 [50], by type of action



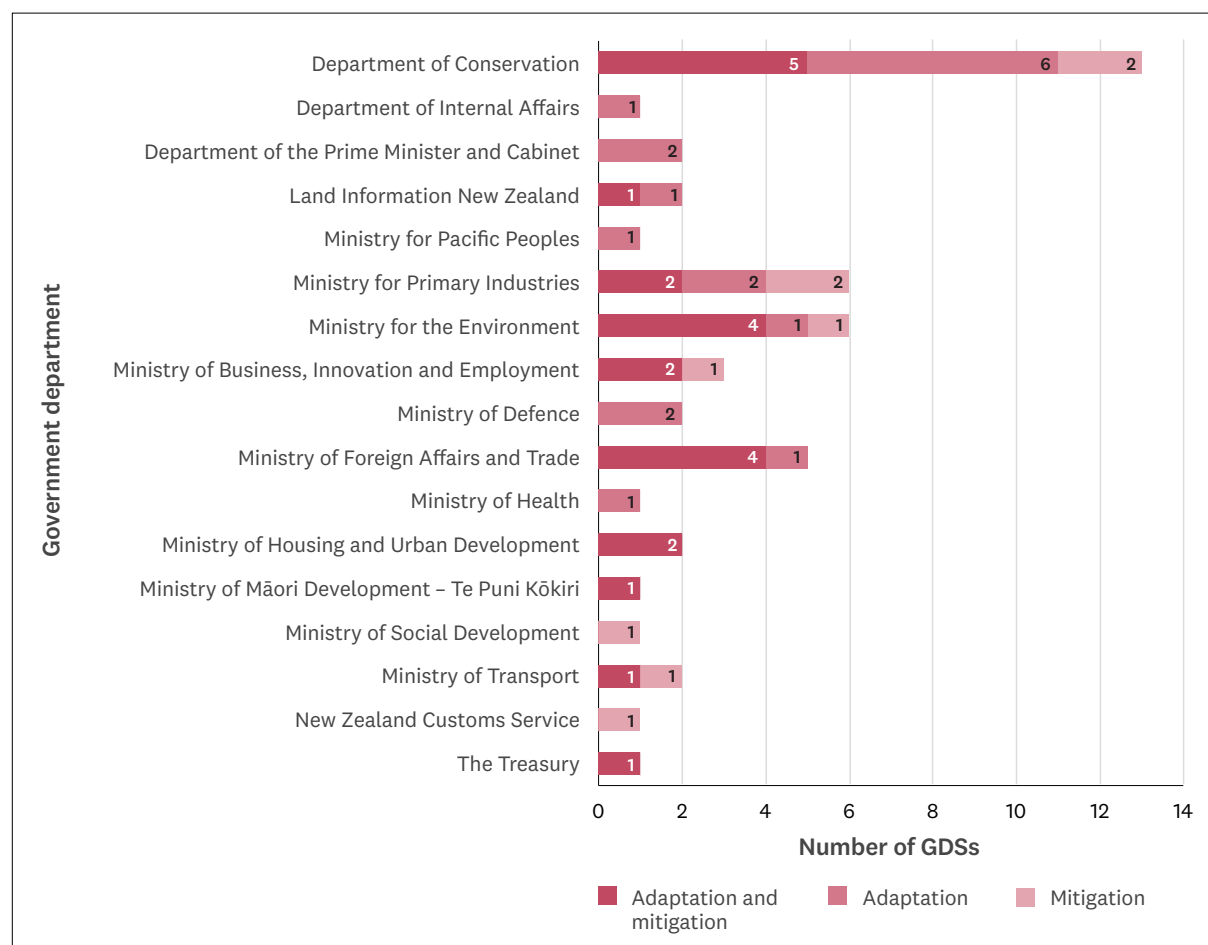
3.2.2 Responses by government department

Of the 17 departments with GDSs containing a detailed or basic response to climate change:

- 58.9% (10 out of 17) considered both climate adaptation and mitigation in their responses.
- 23.5% (4 out of 17) considered adaptation only.
- 11.8% (2 out of 17) considered mitigation only.

The Department of Conservation had the highest number of GDSs considering both climate adaptation and mitigation in their responses (5).

Figure 3.5: GDSs with detailed or basic responses to climate change, as at 31 December 2024 [50], by 17 departments

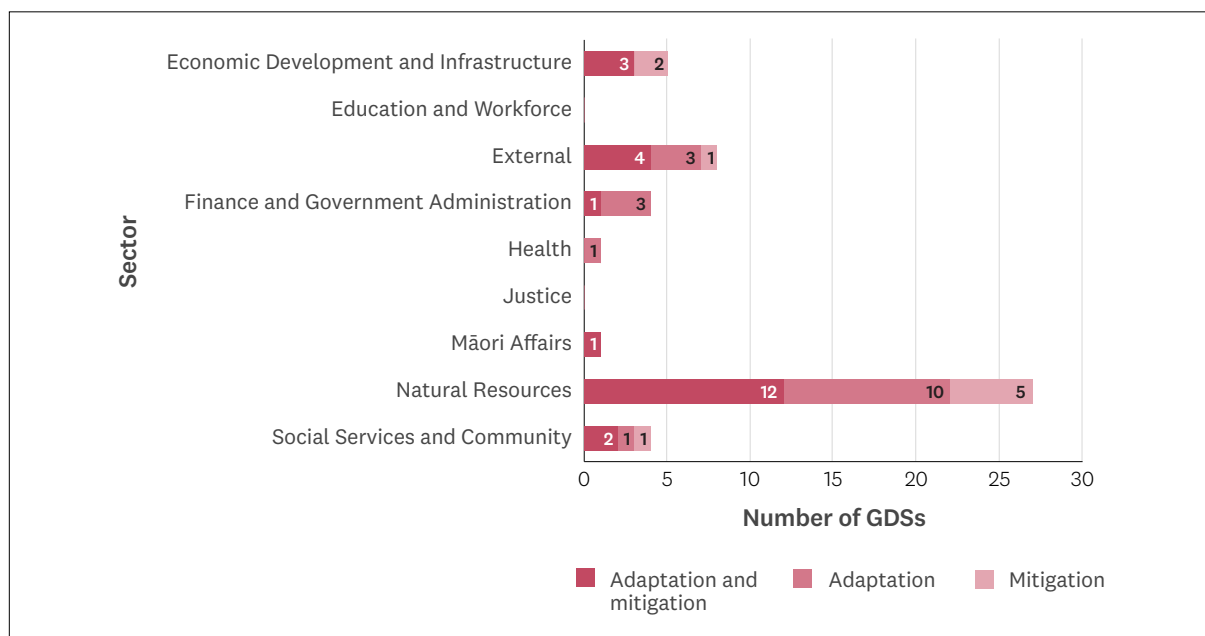


3.2.3 Responses by sector

Of the seven sectors with GDSs containing a detailed or basic response to climate change, six considered both climate adaptation and mitigation in their responses. One sector, the Health Sector, only considered adaptation.

The Natural Resources Sector had the highest number of GDSs considering both climate adaptation and mitigation with 12 out of 27 GDSs.

Figure 3.6: Operational GDSs with detailed or basic responses to climate change, as at 31 December 2024 [50], by sector



4.0 Observations

Four shortcomings were identified as a result of analysing the 195 operational GDSs.

4.1 First shortcoming: Failure to recognise that climate change risks exist

Recognising that a risk exists is the starting point for a conversation on how to design a strategy to minimise emissions and the impacts of climate change.

Low climate content overall

There is a widespread failure to consider or even acknowledge climate change in GDSs:

- 56.1% (129 out of 230) of all operational GDSs did not mention climate change.
- Eight departments did not mention climate change at all in their GDSs: Department of Corrections, Government Communications Security Bureau, Inland Revenue Department, Ministry of Disabled People, Ministry of Justice, Oranga Tamariki – Ministry for Children, New Zealand Security Intelligence Service and Statistics New Zealand.
- There has been a slight increase in the proportion of GDSs acknowledging climate change. In 2023, the percentage of GDSs that at least mention climate change was 43.9% (101 out of 230). This increased to 45.6% (89 out of 195) in 2024. Notably, the actual number of GDSs mentioning climate change has decreased. The percentage increase is therefore more likely a result of the large number of GDSs that were archived in 2024 rather than an increased commitment to respond to climate change.

The number of GDSs failing to even acknowledge climate change is remarkably high given that climate change will impact all sectors and facets of our daily lives. In 2020, the New Zealand Government declared a climate change emergency.⁷⁵ Emergencies cannot be ignored, pigeon-holed or deferred.

Lack of climate action

There are very limited levels of climate change action articulated within existing GDSs:

- Only 25.6% (50 out of 195) detailed how they are responding or will respond to climate change.
- There has been a decrease in GDSs providing detailed responses to climate change. In 2023, 15.7% (36 out of 230) provided detailed responses. In 2024, only 12.8% (25 out of 230) provided detailed responses. This means only 12.8% of GDSs gave clear goals and measurable steps in response to climate change.
- 16 departments that published GDSs had no GDSs with detailed responses to climate change. Together these 16 departments held a total of 71 GDSs. See Figure 3.2, p.21.
- Three sectors had no GDSs with a detailed climate response: the Māori Affairs, Education and Workforce and Justice sectors. Notably, the Justice sector had no GDSs that even mentioned climate change.

This analysis found that a number of departments have yet to formally and intentionally take into account climate change impacts when developing strategy. Given that all departments will face challenges as a result of climate change, this is a gap that must be remedied. Additionally, as a valuable tool for embedding long-term thinking and strategy into government policy, it is vital that GDSs consider the impact of slowly evolving long-term crises, such as climate change. The three-year election cycle means policies and political thinking are prone to short-termism. In providing a long-term outlook, GDSs must incorporate a response to climate change to ensure this is fed into political decision-making and policies.

Shift away from mitigation

GDSs are tending to focus on how to adapt to the impacts of climate change rather than how to reduce those impacts:

- Of the GDSs that gave a basic or detailed response to climate change, only 54.0% incorporated a strategy for mitigating climate change (e.g. through emissions reduction) in 2024, a decrease from 72.9% in 2023. This is concerning given that New Zealand is currently not on track to meet its NDC1 target for 2030.

If departments took a long-term view, mitigation is highly likely to reduce the cost of adaptation over the long term. While adaptation strategies are essential, they are a secondary defensive measure. Mitigation strategies respond to the root of the problem and represent a more proactive response. Put simply, if adaptation is the ambulance at the bottom of the cliff, then mitigation is the fence at the top.

4.2 Second shortcoming: Failure to apply transparency in regard to the costs, risks and benefits

Lack of consultation

There is a lack of clarity over who was involved/consulted in the making of each GDS. Making this information clear can help build relationships with collaborators. Furthermore, widespread consultation is invaluable when addressing an international and multi-faceted problem such as climate change. Hence, clearly stating who was consulted ensures accountability and likely increases confidence in and commitment to a strategy.

Lack of information

Not enough GDSs include action points and measurable targets. If a department does not specify who is accountable, for what, in what timeframe etc., it is unlikely progress will be made. Action points provide a means to an end and measurable targets provide the direction and determine what success looks like; both are critical components of any strategy.

There is also a lack of data and statistics. Information about emissions or proposed emission reduction is particularly lacking. Quantitative information brings considerable clarity as to what progress has been made and what still needs to be done.

4.3 Third shortcoming: Failure to deliver actions addressing climate change

Lack of investment in skills and expertise

Departments need to have the necessary skills and expertise to analyse the risks of climate change. A failure to have those skills and knowledge may act as an obstacle to identifying a range of strategies, and prevent those options being costed and adequately assessed.

No consistent strategy format

There appears to be no clarity as to how climate risks should be assessed. Although this does have some benefits in terms of flexibility, it means that strategies vary widely in their analysis and overall utility.

Lack of ownership and accountability

There is not enough clarity over who is responsible for implementing climate actions in each GDS.

Some GDSs allocate specific responsibilities and goals to specific departments, sectors or entities. For example, [GDS14–10] *New Zealand's Second Emissions Reduction Plan 2026–30* has a section detailing specific plans and policies for different sectors.⁷⁶ However, for most GDSs, who is responsible for what is not stated.

Being clear about who is going to complete an action point is good management practice. This is particularly necessary in the public service, where there is growing scrutiny of whether public funds are being used to contribute to the public good. If it is unclear who is going to act on climate change action points, success is further reduced.

Lack of cooperation

The Institute is concerned that the public service is failing to work together across government departments to focus on key challenges and opportunities. GDSs are a key instrument that could be better utilised to bring the public service together to meet climate change targets, building on existing strategic capability and sharing what works (and what does not).

Lack of systems

There is no system for regularly reviewing progress. Reviews of strategies should be commonplace, otherwise lessons will not be learned, and strategies will not be updated in response to new information.

4.4 Fourth shortcoming: Failure to consider strategic options available to address costs, risks and benefits

The Institute found that the majority of GDSs in operation do not mention climate change (54.4%), let alone plan actual climate action. This is unacceptable in a climate emergency where swift action is essential.

Although some departments may have more responsibility to coordinate climate action (e.g. the Ministry for the Environment), every department is responsible for actively considering how climate change will impact its sector, and what actions it should take to adapt to or mitigate climate change.

5.0 Conclusion

5.1 Recommendations

The Cambridge dictionary defines a ‘strategy’ as ‘the way in which a business, government, or other organisation carefully plans its actions over a period of time to improve its position and achieve what it wants’.⁷⁷ Based on this definition, only 50 of the 195 GDSs even come close to having a strategy that will deliver climate action (see list in Appendix 1). In addition to the ten recommendations discussed in the 2024 GDS Index Handbook, repeated in Box 1, three climate-specific recommendations are listed in Box 2 below.

Box 1: The ten generic recommendations from the 2024 GDS Index Handbook

Members of Parliament

1. Ministers, their associates, and spokespeople from political parties not in power (e.g. Labour spokesperson for Education) should all actively engage with GDSs. In particular, Ministers should request from departmental chief executives progress reports on each of the strategies that fit under their portfolio, and seek answers to questions about the extent to which strategies are reviewed, whether strategic gaps exist (e.g. no GDS exists on diabetes prevention for under-16-year-olds); whether there is repetition across strategies; and how the execution of the strategy could be improved through collaboration between departments and others.
2. Members of Parliament should consider making key strategies a requirement in law and table them in the House. Furthermore, a review clause should be included in law to guarantee stewardship of strategies over the long term (say every five years).

Public Service Commissioner

3. A review should be undertaken of the quality of anticipatory governance across the public service in order to strengthen strategy development and execution.
4. A guide should be developed on how to prepare a GDS.
5. Topics of the GDSs in operation should be reviewed to determine whether collaboration opportunities, strategic gaps or repetition exist.
6. A public register of GDSs should be published by the Public Service Commission (along the lines of the Companies Register).
7. An annual review of GDSs should be published by the Public Service Commission and tabled in the House.
8. All new GDSs in development should be required to consider climate change and to identify first, second and third level impacts.

Chief executives of government departments

9. GDSs with end dates that have already passed should be reviewed and updated with new expiry dates.
10. All departments should be required in their annual report to publish a list of GDSs in operation and a list of GDSs archived or transferred (with the name of the organisation transferred to) in the last 12 months.

Box 2: The three climate-specific recommendations

1. The Minister of Climate Change should require all new GDSs to take into account the impacts of climate change, as climate change will impact all sectors and facets of public policy.

More specifically, every new GDS should contain content on:

1. Climate change impact – how will the sector, or issue at hand, be impacted by climate change?
2. Existing climate action – what is under way in this space to mitigate, or adapt to, climate change?

3. Opportunities for climate action – what strategic options exist?
4. Future climate action – how does the department plan to further research, innovate or seek out ideas on ways to mitigate or adapt to climate change as part of its broader strategic plan, and in relation to national and international climate commitments and legislative frameworks?

Having a structured and streamlined approach to climate content across all GDSs will allow us to get the most out of these strategies and optimise strategic thinking. To assist departments in crafting this, the Institute has prepared a draft ‘Register of climate strategies and actions’ to help guide GDS content in this area (see Section 5.2 below).

2. The Climate Change Chief Executives Board should require all new GDSs to take into account the impacts of climate change.

The Board should ask departments to regularly report to it on progress and ensure that strategies are based on the latest scientific evidence. The Board should ensure GDSs align with other GDSs in operation and that climate actions and measures are relevant and support national and international climate goals and targets. The Board should include the results in an annual report to the Minister of Climate Change.

3. The government should develop a more comprehensive climate strategy which all government departments have a role in implementing.

5.2 Register of climate strategies and actions

Cabinet papers require a Climate Implications of Policy Assessment (CIPA) for proposals that include decreasing greenhouse gas emissions as a key policy objective, or which are likely to have a direct emission impact at or above 0.5 million tonnes CO₂e within the first ten years of the proposal period.⁷⁸ This ensures climate implications have been considered in ministers’ decision making.

However, it is not just ministers who make decisions with climate implications; many smaller decisions are outsourced to government departments. GDSs are unique documents that help set a longer-term view; they have a unique role to play in policy-making and should be comprehensive.

At a minimum, the Institute suggests all GDSs should include the following content:

A. Context: who, what, when, where, why and how

Known as the five Ws and one H, these questions are a useful way to gather information and ensure frequently asked questions are answered. The list of four key questions on page 28 is suggested as a starting point for the type of information that might drive better climate action. This should set out how the sector (or issue at hand) will be impacted by climate change. It should also state what is already under way in this space to mitigate and/or adapt to climate change and what strategic options are being considered/consulted on/researched that may be implemented in the future.

B. Accountability: what is mandated and what is not

The Register of climate strategies and actions in Table 5.1 (overleaf) should distinguish between ‘climate actions that are mandatory for chief executives’ such as specific requirements listed in legislation or set out in policy instruments (e.g. all-of-government instruments like the NDC strategy and the emissions reduction plan) and ‘climate actions that are instigated voluntarily by chief executives’. This ensures that all actions are identified in the context of meeting, or adding to, our national and international targets and there is clarity over who is accountable for what actions and when. The more specific the information, the more likely climate actions will contribute to New Zealand’s obligations under the Paris Agreement. A suggested Register for both mandatory and voluntary actions is below.

Table 5.1: Register of climate strategies and actions for chief executives (draft template)

	Name of climate action	Mandatory or voluntary?	Name of relevant legislation or strategy document	Responsible chief executive	Project lead	Key outputs	Timeframe	Stakeholders	Risks and opportunities identified	Reporting progress and key measures of success	Date action completed or no longer relevant
Brief comments on key data	Note: Should be specific (e.g. not just 'we will research options further').	Please specify.	List legislation, GDSS and other documents that relate to the climate action.	Who is responsible for delivery?	Who has been delegated responsibility to lead and be the public face of the project?	1. Is this action focused on adaptation, mitigation or both? 2. Does this have any incidental impacts (e.g. to GDP, trade, international relationships or population groups)?	A clear due date and/or reporting date.	Indication of the key stakeholders.	Risks that may prevent success – and how these may be reduced.	How will success be measured and by whom?	Please specify.
Climate action 1											
Climate action 2											
Climate action 3 etc											

5.3 Next steps

The Institute is committed to regularly reviewing and assessing the government's climate change strategies. The three climate-specific recommendations listed in Box 2 are intended to improve New Zealand's climate policy.

The ten generic recommendations in Box 1 are designed to strengthen the government's strategy ecosystem. In our view, the current strategy ecosystem is not fit for purpose, and the most urgent areas for review and redesign are likely to be in the areas of climate and poverty.

Climate change and poverty are strongly interlinked. Climate change brings with it a range of indirect risks, such as weakening of critical infrastructure (e.g. water and transport), more stresses on our health care system (e.g. heat exhaustion and some cancers) and an increased risk of pandemics. The future will be challenging, but we have a window to prepare and invest. How we use that window really matters.

This paper illustrates that New Zealand's 34 government departments are central to delivering effective strategy, and that means chief executives need to think harder and act carefully and decisively. If New Zealand's ideal future is a thriving forest, then government department strategies are the trees we plant to deliver better long-term outcomes. Every strategy matters.

As we bring this paper to a close, it seems appropriate to list the diverse range of questions that remain unanswered:

- Do we need a specific climate strategy ecosystem?
- Do we have too many or too few climate strategies?
- Who manages these climate strategies?
- Who reports on these strategies? Are they independent?
- Is New Zealand making progress on these goals? In what areas?
- Is there a map of how the existing climate strategies co-exist?
- Are all strategies aligned or do conflicts exist?
- Do we have any significant strategic gaps or opportunities?
- Should we have more regular report cards on progress? How often and by whom?
- Why does the Government not prepare a climate statement? The Aotearoa New Zealand Climate Standards, issued by the External Reporting Board (XRB), came into effect on 1 January 2023. These standards currently make it mandatory for around 200 organisations to disclose detailed information about the present and future effects of climate change on their operations.
- How do Government's climate strategies align with the climate strategies of New Zealand businesses? Are there any conflicts?
- Do we educate young New Zealanders in the language of climate change?
- Do politicians know the levels of CO₂ concentration at Baring Head? Baring Head Atmospheric Research Station has been operating since 1972. The data collected makes significant contributions to our global understanding of greenhouse gases.
- What climate goals are shaping public policy? Are they the right goals?
- Is there too much or too little consultation? Who is influencing public policy on climate change (and who is not)?
- Is the climate policy based on science? If so, what science?
- Are all strategic options being identified, costed and reviewed?
- Is New Zealand moving fast enough? If not, where should we focus in 2025?

Thank you for your interest in this research. Any feedback would be most welcome.

Abbreviations

BIM	Briefing to incoming Minister	OT	Oranga Tamariki – Ministry for Children
CDEM	Civil Defence Emergency Management	PIF	Performance improvement framework review
CLO	Crown Law Office	PFA	Public Finance Act 1989
Corrections	Department of Corrections	PSC	Public Service Commission
DIA	Department of Internal Affairs	SFO	Serious Fraud Office
DOC	Department of Conservation	SIA	Social Investment Agency
DPMC	Department of the Prime Minister and Cabinet	StatsNZ	Statistics New Zealand
ERO	Education Review Office	TPA	Te Puna Aonui
GCSB	Government Communications Security Bureau	TPK	Ministry of Māori Development – Te Puni Kōkiri
GDS	Government department strategy	Treasury	The Treasury
HUD	Ministry of Housing and Urban Development		
IEB	Interdepartmental Executive Board		
IRD	Inland Revenue Department		
LINZ	Land Information New Zealand		
LTIB	Long-term insights briefing		
MBIE	Ministry of Business, Innovation and Employment		
MCH	Ministry for Culture and Heritage		
MDP	Ministry of Disabled People		
MFAT	Ministry of Foreign Affairs and Trade		
MFE	Ministry for the Environment		
MFR	Ministry for Regulation		
MFW	Ministry for Women		
MOD	Ministry of Defence		
MOE	Ministry of Education		
MOH	Ministry of Health		
MOJ	Ministry of Justice		
MOT	Ministry of Transport		
MPI	Ministry for Primary Industries		
MPP	Ministry for Pacific Peoples		
MSD	Ministry of Social Development		
NDC	Nationally Determined Contribution		
NZCS	New Zealand Customs Service		
NZSIS	New Zealand Security Intelligence Service		
OIA	Official Information Act		

Glossary

Adaptation (climate intelligence scoring)

Responding to the effects of climate change (e.g. moving from impacted areas).

Archived GDS

The department responsible for the GDS has advised it is no longer active. Occasionally, a department retrospectively advises the Institute of a strategy that should have been included in a previous GDS Index, but is no longer active. In this situation, the GDS is included in the current GDS Index as 'active', then moved immediately to 'archived GDSs'. For this reason, it is not scored, and does not appear in the *Handbook*.

Basic response (climate intelligence scoring)

The GDS contains some discussion on climate change impacts and/or how it hopes to deliver better climate outcomes in terms of mitigation and/or adaptation but does not explain any detail (e.g. the GDS states it plans to do more research but does not explain what, when or how).

Both mitigation and adaptation (climate intelligence scoring)

Simultaneously responding to the causes and effects of climate change (e.g. reducing emissions while also moving from impacted areas).

Budget goals and objectives

The Government's overarching goals are generally set out in the *Budget Policy Statement*. However, there exist a wide range of terms used to describe the broader goals and objectives of Government.⁷⁹

Capabilities

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

Climate intelligence

The GDS contains some form of climate intelligence (i.e. a basic or detailed response to climate change impacts)

Corporate document

A corporate document is defined as a regular public sector entity report such as a report on strategic intentions or an annual report, as required under ss 38 and 43 of the Public Finance Act 1989 respectively. Corporate documents also include performance improvement framework reviews (PIFs) and briefings to the incoming Minister (BIMs).

Criteria (GDS selection)

The criteria developed by the Institute to determine whether a document is a GDS.

Detailed response (climate intelligence scoring)

The GDS contains a detailed discussion of climate change impacts and how it will deliver better climate outcomes in terms of mitigation and adaptation (e.g. the GDS contains several clear and measurable next steps, explaining what, when and/or how).

Duration (GDS key data)

The length of time the strategy lasts, from beginning to end. If there is no start date given, the publication date is used. If there is no end date given, it is listed as NK. In some cases, a GDS may remain active after the stated end date has passed, in which case, the proposed completion date is stated as '(was initially YYYY)'.

Element (Transparency Scorecard)

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

Explicit mention of a GDS

This is where either (i) the exact title of the GDS is stated, or (ii) the full title is not given or the subtitle is missing, but the supporting information and/or context makes it clear which GDS is being referred to.

Externally facing strategy (GDS selection)

An externally facing strategy considers matters outside of the general operations of the department.

Good strategy

Determining what makes a good strategy is a matter of judgement. One aim of the GDS Index is to invite departments to be more transparent, so that citizens can make their own assessments on the quality of strategy.

Government department

The term 'government department' refers to the list of entities found in Schedule 2, Part 1 of the Public Service Act 2020. The GDS Index reflects the list in the Schedule in terms of the department's name and order.

Since the commencement of the Act in 2020, four changes have been made to Schedule 2, Part 1. On 1 July 2022, Te Kāhui Whakamana Rua Tekau mā Iwa – Pike River Recovery Agency was disestablished. In 2024, the Ministry for Regulation, the Social Investment Agency and the Ministry of Disabled People (established in 2022) were added to Schedule 2 of the Public Service Act 2020.

Government department strategy (GDS)

A 'government department strategy' must:

1. be a publicly available document that is published by a government department
2. be a public-facing document that is written for the public to read
3. be an externally facing document (i.e. not written for internal management purposes)
4. be a strategic document that contains long-term thinking (i.e. it sets out the approach [the means] and the purpose [the ends] of the strategy)
5. be a national document (i.e. it excludes local and regional strategies)
6. be a document that looks out at least two years or more, and
7. not be a corporate document (see definition opposite).

Government targets

Government targets are six-year aspirations set by the current Government and are expected to be delivered by 2030. The targets aim to achieve better results on public services and priorities that matter to New Zealanders.⁸⁰

Implicit mention of a GDS (Transparency Scorecard)

This is where the GDS is indirectly mentioned in the report on strategic intentions or annual report (i.e. not word for word). The test is if there is some doubt as to whether the strategy is being referred to (e.g. the department's energy strategy).

Internally facing strategy (GDS selection)

A strategy document that focuses solely on the internal management and/or operations of a department (e.g. it focuses on the department's staff diversity and inclusion policies or the sustainability practices related to how the department manages its resources).

Jointly held GDS

A GDS that is owned and managed by two or more departments. This includes where a department is not the lead agency but is responsible and accountable for some or all aspects of the strategy's implementation. The extent to which a GDS is shared jointly between departments indicates the extent to which departments collaborate to achieve a shared goal, rather than operate in silos.

May issue (legislation)

The GDS is a voluntary requirement in legislation. Terms often used are 'may issue', 'may allocate responsibility for', or 'may approve'. For example, 'may approve' relates to two fisheries GDSs, where the GDSs themselves say they were developed under the Fisheries Act, but the Fisheries Act says 'May ... approve ... a fisheries plan', implying that the GDS may have been developed under the Fisheries Act.

Mention only (climate intelligence scoring)

The GDS mentions climate change and may discuss its impacts, but it does not go into any detail on how it hopes to deliver better climate outcomes in terms of mitigation and adaptation.

Merged (combined)

Where two documents are significantly interrelated (e.g. a strategy document and an implementation plan/action plan, or a strategy document and an amendment document), they are combined into one PDF and treated as a single GDS.

Mitigation (climate intelligence scoring)

Responding to the cause of climate change (e.g. reducing greenhouse gas emissions).

Narrow scope (scope scoring)

The nature of the subject matter discussed by the GDS relates to a group of individuals or species, or covers a specialised topic (e.g. hoiho penguin, syphilis).

No mention (climate intelligence scoring)

The GDS does not mention climate change at all.

Points (Transparency Scorecard)

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

Purpose statement (the ends)

An aspirational future-focused statement that explains in a concise, unique, coherent and specific way what the strategy aims to achieve and provides an impetus for action (e.g. the purpose statement sets out what success looks like).

Rank (Transparency Scorecard)

The rank reflects where a specific GDS, department or sector sits when its Transparency Scorecard totals are compared to the average score of all GDSs, the average score of the department by which it is held, or the average score of its sector.

Regulatory Management System (RMS)

RMS is the set of policies, institutions, processes and tools used by central government to pursue and maintain good quality regulation. The responsibility for New Zealand's RMS was with The Treasury but has now moved to the newly established Ministry for Regulation. Some GDSs are specifically mentioned in legislation by name as being mandatory while others are less specific (see 'required' and 'may issue' in this glossary). Importantly, even when a GDS is not mentioned specifically by name in law, GDSs are one of the key tools of the RMS. This is because GDSs implement public policy set by Cabinet or in law. A good example is the Public Service Act which specifies that chief executives have responsibility for stewarding the legislation their agencies administer.⁸¹

Rejected

A document is rejected when the Institute and the department conclude it does not meet the criteria, in which case it is never added to the GDS Index. In the rare case of a disagreement, the final decision is the Institutes's.

Required (legislation)

The GDS is a mandatory requirement in legislation. Terms often used are 'must' or 'shall'.

Resources

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

Reviewer (Transparency Scorecard)

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

Score (Transparency Scorecard)

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

Sector

The grouping of departments is based on the summary tables of the Estimates of Appropriations in the Treasury's Budget (in the *2024 GDS Index*, it is the 2024 Budget).⁸² The introduction to each volume of the Estimates of Appropriations 2024/25 explains how Votes and departments have been grouped into sectors. The 2024 Budget sector groupings are:

- Economic Development and Infrastructure
- Education and Workforce
- External
- Finance and Government Administration
- Health
- Justice
- Māori Affairs
- Natural Resources
- Social Services and Community.

Strategy horizon

The time frame the authors of the strategy contemplated when writing the strategy.

Strategic options

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

Strategy map

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

Strategy statement (the means)

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

Sub-element (Transparency Scorecard)

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

Transparency Scorecard

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

Wide scope (scope scoring)

The nature of the subject matter discussed by the GDS relates to a broad range of demographics or species, and/or covers a generalised topic (e.g. seabirds, climate change).

Generally GDSs with a wide scope tend to be more strategic and high-level than narrow scope strategies. For example, a GDS focusing on the wellbeing of all New Zealanders (which would be considered to have a wide scope) may lead to development of a more specific strategy, such as a strategy focusing on the wellbeing of New Zealanders in aged care (which would be considered narrow in scope).

Appendix 1: GDSs in operation with a ‘detailed’ climate response, by department [25]

Note for Appendices 1–7

- The column ‘Rank out of 195 GDSs’ refers to the Transparency Scorecard, found in the *2024 GDS Index Handbook*. All GDSs are ranked against the Transparency Scorecard.

Appendix 1: GDSs in operation with a ‘detailed’ climate response, by department [25]

Of the 25 GDSs,

- 0 were from the original 2014 GDS Index
- 0 were added to the 2015 GDS Index
- 4 were added to the 2018 GDS Index
- 5 were added to the 2020 GDS Index
- 4 were added to the 2021 GDS Index
- 9 were added to the 2023 GDS Index
- 3 were added to the 2024 GDS Index. MFE's [GDS14–05] *Aotearoa New Zealand's First Emissions Reduction Plan* was ranked 1st out of 195 for transparency against the Transparency Scorecard.

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 195 GDSs
1	GDS02–03	<i>Mātauranga Whakauka Taiao Environmental Education for Sustainability</i>	02. Department of Conservation	Natural Resources Sector	July 2017	2018 GDS Index	115=
2	GDS02–13	<i>Climate Change Adaptation Plan He Whakamahere Hātepe Urutau mō te Huringa Āhuarangi</i>	02. Department of Conservation	Natural Resources Sector	June 2020	2023 GDS Index	8=
3	GDS02–15	<i>Te Mana o te Taiao – Aotearoa New Zealand Biodiversity Strategy 2020</i>	02. Department of Conservation	Natural Resources Sector	August 2020	2020 GDS Index	26=
4	GDS02–16	<i>Heritage and Visitor Strategy He Rautaki Taonga Tuku Iho, Manuhiri Tūārangi Hoki</i>	02. Department of Conservation	Natural Resources Sector	January 2021	2021 GDS Index	52=
5	GDS02–20	<i>Ngā Awa, DOC's Priority River Restoration Programme</i>	02. Department of Conservation	Natural Resources Sector	October 2022	2023 GDS Index	88=
6	GDS02–22	<i>Predator Free 2050 Interim Implementation Plan 2024–2030</i>	02. Department of Conservation	Natural Resources Sector	July 2024	2024 GDS Index	94=
7	GDS05–04	<i>Secure Together Tō Tātou Korowai Manaaki: New Zealand's national security strategy 2023–2028</i>	05. Department of the Prime Minister and Cabinet	Finance and Government Administration Sector	August 2023	2023 GDS Index	35=
8	GDS09–05	<i>Aotearoa New Zealand Antarctic and Southern Ocean Research Directions and Priorities 2021–2030</i>	09. Land Information New Zealand	Natural Resources Sector	December 2021	2021 GDS Index	72=
9	GDS12–06	<i>Science Strategy Rautaki Putaiao</i>	12. Ministry for Primary Industries	Natural Resources Sector	October 2015	2018 GDS Index	87
10	GDS12–07	<i>Primary Sector Science Roadmap – Te Ao Tūroa</i>	12. Ministry for Primary Industries	Natural Resources Sector	June 2017	2018 GDS Index	82=

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 195 GDSs
11	GDS12-12	<i>Aquaculture Strategy</i>	12. Ministry for Primary Industries	Natural Resources Sector	September 2019	2020 GDS Index	99
12	GDS14-03	<i>Mātauranga Whakauka Taiao Environmental Education for Sustainability</i>	14. Ministry for the Environment	Natural Resources Sector	July 2017	2018 GDS Index	115=
13	GDS14-05	<i>Aotearoa New Zealand's First Emissions Reduction Plan</i>	14. Ministry for the Environment	Natural Resources Sector	May 2022	2023 GDS Index	1
14	GDS14-06	<i>Aotearoa New Zealand's First National Adaptation Plan</i>	14. Ministry for the Environment	Natural Resources Sector	August 2022	2023 GDS Index	16=
15	GDS14-08	<i>Te Rautaki Para Waste Strategy</i>	14. Ministry for the Environment	Natural Resources Sector	March 2023	2023 GDS Index	3
16	GDS14-10	<i>New Zealand's Second Emissions Reduction Plan 2026-30</i>	14. Ministry for the Environment	Natural Resources Sector	December 2024	2024 GDS Index	104=
17	GDS16-10	<i>Building for the Future: MBIE's building system regulatory strategy</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	December 2020	2020 GDS Index	161=
18	GDS17-01	<i>Defence Capability Plan 2019</i>	17. Ministry of Defence	External Sector	June 2019	2020 GDS Index	81
19	GDS17-02	<i>Defence Policy and Strategy Statement 2023</i>	17. Ministry of Defence	External Sector	August 2023	2023 GDS Index	45=
20	GDS20-05	<i>Aotearoa New Zealand Antarctic and Southern Ocean Research Directions and Priorities 2021-2030</i>	20. Ministry of Foreign Affairs and Trade	External Sector	December 2021	2021 GDS Index	72=
21	GDS20-06	<i>International Climate Finance Strategy: Tuia te Waka a Kiwa</i>	20. Ministry of Foreign Affairs and Trade	External Sector	August 2022	2023 GDS Index	12=
22	GDS21-24	<i>Rural Health Strategy</i>	21. Ministry of Health	Health Sector	July 2023	2023 GDS Index	5
23	GDS22-02	<i>Te Tauākī Kaupapa Here a te Kāwanatanga mō te Whakawhanake Whare, Tāone Anō Hoki Government Policy Statement on Housing and Urban Development</i>	22. Ministry of Housing and Urban Development	Social Services and Community Sector	September 2021	2021 GDS Index	14
24	GDS26-02	<i>Transport Evidence Base Strategy</i>	26. Ministry of Transport	Economic Development and Infrastructure Sector	December 2019	2020 GDS Index	32=
25	GDS26-04	<i>Government Policy Statement on Land Transport 2024/25-2033/34</i>	26. Ministry of Transport	Economic Development and Infrastructure Sector	June 2024	2024 GDS Index	54=

Appendix 2: GDSs in operation with a ‘basic’ climate response, by department [25]

Appendix 2: GDSs in operation with a ‘basic’ climate response, by department [25]

Of the 25 GDSs,

- 1 was from the original 2014 GDS Index
- 0 were added to the 2015 GDS Index
- 0 were added to the 2018 GDS Index
- 5 were added to the 2020 GDS Index
- 3 were added to the 2021 GDS Index
- 9 were added to the 2023 GDS Index
- 7 were added to the 2024 GDS Index. MPP's [GDS11-01] *Pacific Languages Strategy* was ranked 2nd out of 195 GDSs for transparency against the Transparency Scorecard.

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
1	GDS02-02	<i>New Zealand Subantarctic Islands Research Strategy</i>	02. Department of Conservation	Natural Resources Sector	May 2005	2014 GDS Index	138=
2	GDS02-04	<i>New Zealand Sea Lion/Rāpoka Threat Management Plan</i>	02. Department of Conservation	Natural Resources Sector	July 2017	2020 GDS Index	94=
3	GDS02-07	<i>New Zealand-Aotearoa Government Tourism Strategy</i>	02. Department of Conservation	Natural Resources Sector	May 2019	2020 GDS Index	64=
4	GDS02-18	<i>Procurement Strategy for Roving Activities, 2021/22-2023/24</i>	02. Department of Conservation	Natural Resources Sector	May 2022	2023 GDS Index	68=
5	GDS02-21	<i>Te Rautaki Whakaora Kea Kea Recovery Strategy 2024-2034</i>	02. Department of Conservation	Natural Resources Sector	May 2024	2024 GDS Index	157=
6	GDS02-23	<i>Critical Ecosystem Pressures on Freshwater Environments (CRESP): 4-year research strategy</i>	02. Department of Conservation	Natural Resources Sector	August 2024	2024 GDS Index	168=
7	GDS02-24	<i>Te Ara Mōrehu: He rautaki whakaora kākāriki karaka Kākāriki Karaka Recovery Strategy 2024-2034</i>	02. Department of Conservation	Natural Resources Sector	September 2024	2024 GDS Index	154=
8	GDS04-08	<i>Regional Deals Strategic Framework</i>	04. Department of Internal Affairs	Finance and Government Administration Sector	August 2024	2024 GDS Index	104=
9	GDS05-01	<i>National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aituā</i>	05. Department of the Prime Minister and Cabinet	Finance and Government Administration Sector	April 2019	2020 GDS Index	25
10	GDS09-04	<i>New Zealand Geographic Board Strategy 2020-2025</i>	09. Land Information New Zealand	Natural Resources Sector	April 2020	2023 GDS Index	175=
11	GDS11-01	<i>Pacific Languages Strategy 2022-2032</i>	11. Ministry for Pacific Peoples	Social Services and Community Sector	August 2022	2023 GDS Index	2

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
12	GDS12-08	<i>New Zealand Sea Lion/Rāpoka Threat Management Plan</i>	12. Ministry for Primary Industries	Natural Resources Sector	July 2017	2020 GDS Index	94=
13	GDS12-17	<i>National Inshore Finfish Fisheries Plan</i>	12. Ministry for Primary Industries	Natural Resources Sector	October 2022	2023 GDS Index	123=
14	GDS12-18	<i>Wallaby Strategy: Achieving a wallaby-free Aotearoa</i>	12. Ministry for Primary Industries	Natural Resources Sector	October 2022	2023 GDS Index	47=
15	GDS14-09	<i>Responding to a Changing Climate: The Government's climate strategy</i>	14. Ministry for the Environment	Natural Resources Sector	July 2024	2024 GDS Index	175=
16	GDS16-11	<i>MBIE's Regulatory Systems Stewardship Strategy 2023-2028</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	March 2023	2023 GDS Index	72=
17	GDS16-16	<i>Space and Advanced Aviation Strategy 2024-2030</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	September 2024	2024 GDS Index	166=
18	GDS20-01	<i>International Cooperation for Effective Sustainable Development (ICESD) [Policy statement]</i>	20. Ministry of Foreign Affairs and Trade	External Sector	November 2019	2020 GDS Index	189
19	GDS20-03	<i>Child & Youth Well-Being Strategic Action Plan 2021-2025</i>	20. Ministry of Foreign Affairs and Trade	External Sector	May 2021	2021 GDS Index	163=
20	GDS20-04	<i>Human Rights Strategic Action Plan for International Development Cooperation 2021-2025</i>	20. Ministry of Foreign Affairs and Trade	External Sector	October 2021	2021 GDS Index	163=
21	GDS22-03	<i>MAIHI Ka Ora: The national Māori housing strategy</i>	22. Ministry of Housing and Urban Development	Social Services and Community Sector	December 2021	2023 GDS Index	8=
22	GDS24-03	<i>MAIHI Ka Ora: The national Māori housing strategy</i>	24. Ministry of Māori Development –Te Puni Kōkiri	Māori Affairs Sector	December 2021	2023 GDS Index	26=
23	GDS25-14	<i>Rautaki Hangarau / Technology Strategy</i>	25. Ministry of Social Development	Social Services and Community Sector	NK 2024	2024 GDS Index	145=
24	GDS27-02	<i>Rautaki Mana Ārai / Customs Strategy 2023-2028</i>	27. New Zealand Customs Service	External Sector	July 2023	2023 GDS Index	41
25	GDS34-02	<i>He Tirohanga Mokopuna 2021 – Combined Statement on the Long-Term Fiscal Position and Long-Term Insights Briefing</i>	34. The Treasury	Finance and Government Administration Sector	September 2021	2021 GDS Index	82=

Appendix 3: GDSs in operation that only 'mention' climate change, by department [40]

Appendix 3: GDSs in operation that only ‘mention’ climate change, by department [40]

Of the 40 GDSs,

- 3 were from the original 2014 GDS Index
- 0 were added to the 2015 GDS Index
- 3 were added to the 2018 GDS Index
- 6 were added to the 2020 GDS Index
- 4 were added to the 2021 GDS Index
- 16 were added to the 2023 GDS Index
- 8 GDSs were added to the 2024 GDS Index. DIA's [GDS04–06] *Te Rautaki Matihiko mō Aotearoa / The Digital Strategy for Aotearoa* was ranked 4th out of 195 GDSs for transparency against the Transparency Scorecard.

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
1	GDS02–06	<i>Kiwi Recovery Plan 2018–2028 Mahere Whakaora Kiwi 2018–2028</i>	02. Department of Conservation	Natural Resources Sector	November 2018	2023 GDS Index	15
2	GDS02–09	<i>Towards a Predator Free New Zealand: Predator free 2050 strategy</i>	02. Department of Conservation	Natural Resources Sector	February 2020	2020 GDS Index	42=
3	GDS02–14	<i>Te Kaweka Takohaka mō te Hoiho</i>	02. Department of Conservation	Natural Resources Sector	August 2020	2020 GDS Index	100=
4	GDS02–17	<i>Hector's and Māui Dolphin Threat Management Plan 2020</i>	02. Department of Conservation	Natural Resources Sector	December 2021	2021 GDS Index	54=
5	GDS02–19	<i>A Structured Decision Making Approach for the Recovery of Kuaka/ Whenua Hou Diving Petrel (Pelecanoides whenuahouensis)</i>	02. Department of Conservation	Natural Resources Sector	June 2022	2023 GDS Index	94=
6	GDS04–02	<i>Archives 2057 Strategy</i>	04. Department of Internal Affairs	Finance and Government Administration Sector	May 2017	2018 GDS Index	148=
7	GDS04–04	<i>Rautaki mō tētahi Rāngai Kāwanatanga Matihiko Strategy for a Digital Public Service</i>	04. Department of Internal Affairs	Finance and Government Administration Sector	March 2020	2020 GDS Index	128=
8	GDS04–06	<i>Te Rautaki Matihiko mō Aotearoa The Digital Strategy for Aotearoa</i>	04. Department of Internal Affairs	Finance and Government Administration Sector	September 2022	2023 GDS Index	4
9	GDS05–05	<i>2024 National Fuel Plan: Planning and response arrangements for fuel supply disruptions and emergencies supporting plan [SP 04/24]</i>	05. Department of the Prime Minister and Cabinet	Finance and Government Administration Sector	August 2024	2024 GDS Index	131=
10	GDS09–03	<i>Regulatory Stewardship Strategy</i>	09. Land Information New Zealand	Natural Resources Sector	August 2018	2020 GDS Index	104=

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
11	GDS12-01	<i>Harvest Strategy Standard for New Zealand Fisheries</i>	12. Ministry for Primary Industries	Natural Resources Sector	October 2008	2014 GDS Index	135=
12	GDS12-05	<i>Wilding Conifer Management Strategy 2015–2030</i>	12. Ministry for Primary Industries	Natural Resources Sector	December 2014	2023 GDS Index	59=
13	GDS12-15	<i>Te Kaweka Takohaka mō te Hoiho</i>	12. Ministry for Primary Industries	Natural Resources Sector	August 2020	2020 GDS Index	100=
14	GDS12-16	<i>Hector’s and Māui Dolphin Threat Management Plan 2020</i>	12. Ministry for Primary Industries	Natural Resources Sector	December 2021	2024 GDS Index	45=
15	GDS14-02	<i>Clean Healthy Air for All New Zealanders: The national air quality compliance to meet the PM₁₀ standard</i>	14. Ministry for the Environment	Natural Resources Sector	August 2011	2014 GDS Index	104=
16	GDS14-04	<i>Our Science Strategy / Rautaki Pūtaiao: Valued and trusted science – a framework for change</i>	14. Ministry for the Environment	Natural Resources Sector	May 2018	2018 GDS Index	135=
17	GDS14-07	<i>Updated National Implementation Plan Under the Stockholm Convention on Persistent Organic Pollutants</i>	14. Ministry for the Environment	Natural Resources Sector	December 2022	2023 GDS Index	42=
18	GDS16-05	<i>Health Research Strategy</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	June 2017	2021 GDS Index	123=
19	GDS16-12	<i>Trading Standards Compliance Strategy</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	January 2024	2024 GDS Index	187=
20	GDS16-13	<i>Employment Action Plan</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	August 2024	2024 GDS Index	166=
21	GDS16-15	<i>2024 National Fuel Plan: Planning and response arrangements for fuel supply disruptions and emergencies supporting plan [SP 04/24]</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	August 2024	2024 GDS Index	131=
22	GDS19-04	<i>Te Rautaki Rawa Kura / The School Property Strategy 2030</i>	19. Ministry of Education	Education and Workforce Sector	June 2020	2023 GDS Index	50=
23	GDS19-10	<i>Hei Raukura mō te Mokopuna Strategy</i>	19. Ministry of Education	Education and Workforce Sector	February 2022	2023 GDS Index	104=
24	GDS19-11	<i>International Education Strategy 2022–2030</i>	19. Ministry of Education	Education and Workforce Sector	August 2022	2023 GDS Index	59=

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
25	GDS19-12	<i>Connected Ako: Digital and data for learning</i>	19. Ministry of Education	Education and Workforce Sector	June 2023	2023 GDS Index	72=
26	GDS19-13	<i>Action Plan for Pacific Education</i>	19. Ministry of Education	Education and Workforce Sector	July 2023	2023 GDS Index	23=
27	GDS20-07	<i>Disarmament and Arms Control Strategy</i>	20. Ministry of Foreign Affairs and Trade	External Sector	NK	2024 GDS Index	193
28	GDS21-01	<i>He Korowai Oranga – Māori Health Strategy 2014</i>	21. Ministry of Health	Health Sector	June 2014	2014 GDS Index	128=
29	GDS21-05	<i>Health Research Strategy</i>	21. Ministry of Health	Health Sector	June 2017	2021 GDS Index	123=
30	GDS21-12	<i>Kia Manawanui Aotearoa: Long-term pathway to mental wellbeing</i>	21. Ministry of Health	Health Sector	August 2021	2021 GDS Index	56
31	GDS21-20	<i>Health Strategy</i>	21. Ministry of Health	Health Sector	July 2023	2023 GDS Index	6=
32	GDS21-21	<i>Pae Tū – Hauora Māori Strategy</i>	21. Ministry of Health	Health Sector	July 2023	2023 GDS Index	20=
33	GDS21-23	<i>Te Mana Ola – The Pacific Health Strategy</i>	21. Ministry of Health	Health Sector	July 2023	2023 GDS Index	22
34	GDS21-25	<i>Women's Health Strategy</i>	21. Ministry of Health	Health Sector	July 2023	2023 GDS Index	12=
35	GDS21-27	<i>New Zealand Pandemic Plan: A framework for action (Interim update – July 2024)</i>	21. Ministry of Health	Health Sector	July 2024	2024 GDS Index	82=
36	GDS25-04	<i>Better Later Life He Oranga Kaumātua 2019–2034</i>	25. Ministry of Social Development	Social Services and Community Sector	November 2019	2020 GDS Index	47=
37	GDS26-05	<i>Maritime Security Strategy 2024</i>	26. Ministry of Transport	Economic Development and Infrastructure Sector	June 2024	2024 GDS Index	59=
38	GDS30-02	<i>Fourth National Action Plan 2023–2024</i>	30. Public Service Commission	Finance and Government Administration Sector	December 2022	2023 GDS Index	42=
39	GDS30-03	<i>Te Rautaki Ārahi i te Ratonga Tūmatanui o Aotearoa The Leadership Strategy for New Zealand's Public Service</i>	30. Public Service Commission	Finance and Government Administration Sector	July 2023	2023 GDS Index	32=
40	GDS34-01	<i>Thirty Year New Zealand Infrastructure Plan</i>	34. The Treasury	Finance and Government Administration Sector	August 2015	2018 GDS Index	64=

Appendix 4: GDSs in operation that do not mention climate change, by department [105]

Appendix 4: GDSs in operation that do not mention climate change, by department [105]

Of the 105 GDSs,

- 4 were from the original 2014 GDS Index
- 2 were added to the 2015 GDS Index
- 17 were added to the 2018 GDS Index
- 19 were added to the 2020 GDS Index
- 20 were added to the 2021 GDS Index
- 32 were added to the 2023 GDS Index
- 11 were added to the 2024 GDS Index

For 63 GDSs, published between 2021 and 2024, to not mention climate change raises serious concerns about the ability of New Zealand's public policy system to respond to the announcement of a climate emergency on 2 December 2020.

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
1	GDS02-01	<i>Karst Management Guidelines: Policies and actions</i>	02. Department of Conservation	Natural Resources Sector	May 1999	2023 GDS Index	115=
2	GDS02-05	<i>National Compliance Strategy</i>	02. Department of Conservation	Natural Resources Sector	August 2017	2018 GDS Index	178=
3	GDS02-08	<i>Strategic Priorities for Initiating Engagement in Advocacy Processes under the RMA 1991 and the Exclusive Economic Zone and Continental Shelf (Environmental Effects) Act 2012</i>	02. Department of Conservation	Natural Resources Sector	June 2019	2023 GDS Index	191=
4	GDS02-10	<i>Visitor Centre Strategy 2020-2025</i>	02. Department of Conservation	Natural Resources Sector	February 2020	2021 GDS Index	100=
5	GDS02-11	<i>National Plan of Action – Seabirds 2020</i>	02. Department of Conservation	Natural Resources Sector	May 2020	2020 GDS Index	111=
6	GDS02-12	<i>Addressing the Threat of Toxoplasmosis to Hector's and Māui Dolphins: An action plan</i>	02. Department of Conservation	Natural Resources Sector	June 2020	2024 GDS Index	145=
7	GDS03-01	<i>Our Alcohol and Other Drug Strategy 2021-2026</i>	03. Department of Corrections	Justice Sector	October 2021	2021 GDS Index	57
8	GDS03-02	<i>Wāhine – E Rere Ana ki te Pae Hou: Women's strategy 2021-2025</i>	03. Department of Corrections	Justice Sector	October 2021	2021 GDS Index	52=
9	GDS03-03	<i>Te Aorerekura: The national strategy to eliminate family violence and sexual violence</i>	03. Department of Corrections	Justice Sector	December 2021	2023 GDS Index	16=
10	GDS03-04	<i>Suicide Prevention and Postvention Action Plan</i>	03. Department of Corrections	Justice Sector	March 2022	2023 GDS Index	32=

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
11	GDS03-05	<i>Disability Action Plan 2023-2027</i>	03. Department of Corrections	Justice Sector	February 2023	2023 GDS Index	35=
12	GDS03-06	<i>Ageing Well Action Plan</i>	03. Department of Corrections	Justice Sector	August 2023	2023 GDS Index	39
13	GDS03-07	<i>Hōkai Rangi: Our organisational strategy</i>	03. Department of Corrections	Justice Sector	NK 2024	2024 GDS Index	130
14	GDS04-01	<i>Te Huri Mōhiotanga Hei Uara: Ngā tohutohu rautaki ki 2030 Turning Knowledge Into Value: Strategic directions to 2030</i>	04. Department of Internal Affairs	Finance and Government Administration Sector	December 2016	2018 GDS Index	174
15	GDS04-03	<i>Office of Ethnic Communities – Strategic Framework</i>	04. Department of Internal Affairs	Finance and Government Administration Sector	January 2020	2020 GDS Index	194
16	GDS04-05	<i>DIA's Approach to Regulation of Anti-Money Laundering and Countering Financing of Terrorism</i>	04. Department of Internal Affairs	Finance and Government Administration Sector	July 2022	2023 GDS Index	131=
17	GDS04-07	<i>Strategy 2022-2025: A pathway to an Aotearoa where ethnic communities feel at home</i>	04. Department of Internal Affairs	Finance and Government Administration Sector	September 2022	2023 GDS Index	26=
18	GDS05-02	<i>Cyber Security Strategy 2019</i>	05. Department of the Prime Minister and Cabinet	Finance and Government Administration Sector	July 2019	2020 GDS Index	93
19	GDS05-03	<i>New Zealand's Countering Terrorism and Violent Extremism Strategy</i>	05. Department of the Prime Minister and Cabinet	Finance and Government Administration Sector	October 2022	2023 GDS Index	64=
20	GDS07-01	<i>GCSB Strategy 2023-27</i>	07. Government Communications Security Bureau	Finance and Government Administration Sector	NK	2024 GDS Index	182=
21	GDS08-01	<i>Our Strategy: Improving oraŋa for current and future generations</i>	08. Inland Revenue Department	Finance and Government Administration Sector	November 2023	2023 GDS Index	171=
22	GDS08-02	<i>Multinational Enterprises: Compliance focus 2024</i>	08. Inland Revenue Department	Finance and Government Administration Sector	NK 2024	2024 GDS Index	184=
23	GDS09-01	<i>Cadastre 2034</i>	09. Land Information New Zealand	Natural Resources Sector	February 2014	2015 GDS Index	58
24	GDS09-02	<i>New Zealand Positioning Strategy</i>	09. Land Information New Zealand	Natural Resources Sector	May 2014	2018 GDS Index	154=
25	GDS11-02	<i>Pacific Wellbeing Strategy</i>	11. Ministry for Pacific Peoples	Social Services and Community Sector	September 2022	2023 GDS Index	23=

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
26	GDS11-03	<i>Fale mo Aiga – Pacific Housing Strategy 2030</i>	11. Ministry for Pacific Peoples	Social Services and Community Sector	November 2022	2023 GDS Index	72=
27	GDS12-02	<i>Research and Science Information Standard for New Zealand Fisheries</i>	12. Ministry for Primary Industries	Natural Resources Sector	May 2011	2018 GDS Index	190
28	GDS12-03	<i>Animal Welfare Matters: New Zealand animal welfare strategy</i>	12. Ministry for Primary Industries	Natural Resources Sector	May 2013	2018 GDS Index	168=
29	GDS12-04	<i>National Plan of Action for the Conservation and Management of Sharks 2013</i>	12. Ministry for Primary Industries	Natural Resources Sector	January 2014	2020 GDS Index	88=
30	GDS12-09	<i>National Blue Cod Strategy</i>	12. Ministry for Primary Industries	Natural Resources Sector	December 2018	2018 GDS Index	156
31	GDS12-10	<i>National Fisheries Plan for Deepwater and Middle-depth Fisheries 2019</i>	12. Ministry for Primary Industries	Natural Resources Sector	May 2019	2023 GDS Index	184=
32	GDS12-11	<i>National Fisheries Plan for Highly Migratory Species</i>	12. Ministry for Primary Industries	Natural Resources Sector	May 2019	2023 GDS Index	131=
33	GDS12-13	<i>Cadmium and New Zealand Agriculture and Horticulture</i>	12. Ministry for Primary Industries	Natural Resources Sector	December 2019	2021 GDS Index	72=
34	GDS12-14	<i>National Plan of Action – Seabirds 2020</i>	12. Ministry for Primary Industries	Natural Resources Sector	May 2020	2020 GDS Index	111=
35	GDS14-01	<i>Urban Design Protocol</i>	14. Ministry for the Environment	Natural Resources Sector	March 2005	2018 GDS Index	115=
36	GDS16-01	<i>Vision Mātauranga</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	July 2007	2014 GDS Index	138=
37	GDS16-02	<i>He Kai Kei Aku Ringa: The Crown-Māori economic growth partnership</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	November 2012	2014 GDS Index	115=
38	GDS16-03	<i>Refugee Settlement: New Zealand resettlement strategy</i>	16. Ministry of Business, Innovation and Employment	Education and Workforce Sector	December 2012	2014 GDS Index	182=
39	GDS16-04	<i>National Statement of Science Investment 2015–2025</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	October 2015	2018 GDS Index	50=

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
40	GDS16-06	<i>Health and Safety at Work Strategy 2018-2028</i>	16. Ministry of Business, Innovation and Employment	Education and Workforce Sector	December 2018	2018 GDS Index	178=
41	GDS16-07	<i>Conformance System Strategy</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	July 2019	2020 GDS Index	191=
42	GDS16-08	<i>Technical Barriers to Trade (TBT) Strategy</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	NK 2019	2020 GDS Index	150=
43	GDS16-09	<i>Combatting Modern Forms of Slavery</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	December 2020	2021 GDS Index	123=
44	GDS16-14	<i>Major Events Strategy</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	August 2024	2024 GDS Index	195
45	GDS18-01	<i>Disability Strategy 2016-2026</i>	18. Ministry of Disabled People	Social Services and Community Sector	November 2016	2018 GDS Index	72=
46	GDS18-02	<i>Whāia Te Ao Mārama 2018 to 2022 – The Māori Disability Action Plan</i>	18. Ministry of Disabled People	Social Services and Community Sector	March 2018	2018 GDS Index	159
47	GDS18-03	<i>Sign Language Strategy 2018-2023</i>	18. Ministry of Disabled People	Social Services and Community Sector	October 2018	2018 GDS Index	72=
48	GDS18-04	<i>Disability Action Plan 2019-2023</i>	18. Ministry of Disabled People	Social Services and Community Sector	November 2019	2020 GDS Index	157=
49	GDS19-01	<i>Nation of Curious Minds / He Whenua Hihiri i te Mahara: A national strategic plan for science in society</i>	19. Ministry of Education	Education and Workforce Sector	July 2014	2018 GDS Index	68=
50	GDS19-02	<i>The International Student Wellbeing Strategy</i>	19. Ministry of Education	Education and Workforce Sector	June 2017	2018 GDS Index	180=
51	GDS19-03	<i>Learning Support Action Plan 2019-2025</i>	19. Ministry of Education	Education and Workforce Sector	July 2019	2020 GDS Index	100=
52	GDS19-05	<i>Ka Hikitia – Ka Hāpaitia: The Māori education strategy</i>	19. Ministry of Education	Education and Workforce Sector	July 2020	2020 GDS Index	168=

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
53	GDS19-06	<i>Tau Mai te Reo – The Māori Language in Education Strategy</i>	19. Ministry of Education	Education and Workforce Sector	July 2020	2020 GDS Index	186
54	GDS19-07	<i>Statement of National Education and Learning Priorities</i>	19. Ministry of Education	Education and Workforce Sector	November 2020	2021 GDS Index	177
55	GDS19-08	<i>Tertiary Education Strategy</i>	19. Ministry of Education	Education and Workforce Sector	November 2020	2021 GDS Index	180=
56	GDS19-09	<i>Te Aorerekura: The national strategy to eliminate family violence and sexual violence</i>	19. Ministry of Education	Education and Workforce Sector	December 2021	2023 GDS Index	26=
57	GDS19-14	<i>Approach to Improving Attendance in Schools</i>	19. Ministry of Education	Education and Workforce Sector	May 2024	2024 GDS Index	72=
58	GDS20-02	<i>Gender Action Plan 2021-25</i>	20. Ministry of Foreign Affairs and Trade	External Sector	January 2021	2021 GDS Index	163=
59	GDS21-02	<i>Cancer Plan: Better, faster cancer care 2015-2018</i>	21. Ministry of Health	Health Sector	December 2014	2018 GDS Index	115=
60	GDS21-03	<i>Implementing Medicines New Zealand 2015 to 2020</i>	21. Ministry of Health	Health Sector	June 2015	2015 GDS Index	140=
61	GDS21-04	<i>Cancer Health Information Strategy</i>	21. Ministry of Health	Health Sector	July 2015	2018 GDS Index	140=
62	GDS21-06	<i>Faiva Ora 2016-2021 – National Pasifika Disability Plan</i>	21. Ministry of Health	Health Sector	August 2017	2018 GDS Index	63
63	GDS21-07	<i>National Syphilis Action Plan: An action plan to stop the syphilis epidemic in New Zealand</i>	21. Ministry of Health	Health Sector	June 2019	2020 GDS Index	150=
64	GDS21-08	<i>Every Life Matters / He Tapu te Oranga o ia Tangata: Suicide prevention strategy 2019-2029 and suicide prevention action plan 2019-2024 for Aotearoa New Zealand</i>	21. Ministry of Health	Health Sector	September 2019	2020 GDS Index	94=
65	GDS21-09	<i>COVID-19 Health and Disability System Response Plan</i>	21. Ministry of Health	Health Sector	April 2020	2020 GDS Index	140=
66	GDS21-10	<i>Ola Manuia – Pacific Health and Wellbeing Action Plan 2020-2025</i>	21. Ministry of Health	Health Sector	June 2020	2020 GDS Index	68=
67	GDS21-11	<i>Whakamaaua – Māori Health Action Plan 2020-2025</i>	21. Ministry of Health	Health Sector	July 2020	2020 GDS Index	59=
68	GDS21-13	<i>COVID-19 Māori Health Protection Plan</i>	21. Ministry of Health	Health Sector	December 2021	2021 GDS Index	82=

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
69	GDS21-14	<i>Smokefree Aotearoa 2025 Action Plan</i>	21. Ministry of Health	Health Sector	December 2021	2021 GDS Index	49
70	GDS21-15	<i>Te Aorerekura: The national strategy to eliminate family violence and sexual violence</i>	21. Ministry of Health	Health Sector	December 2021	2023 GDS Index	26=
71	GDS21-16	<i>Strategy to Prevent and Minimise Gambling Harm 2022/23 to 2024/25</i>	21. Ministry of Health	Health Sector	June 2022	2023 GDS Index	20=
72	GDS21-17	<i>National HIV Action Plan for Aotearoa New Zealand 2023-2030</i>	21. Ministry of Health	Health Sector	March 2023	2023 GDS Index	38
73	GDS21-18	<i>Ngā Pokenga Paipai me ngā Pokenga Huaketo mā te Toto: Te rautaki o Aotearoa 2023-2030 Aotearoa New Zealand Sexually Transmitted and Blood Borne Infection Strategy 2023-2030</i>	21. Ministry of Health	Health Sector	March 2023	2023 GDS Index	40
74	GDS21-19	<i>Oranga Hinengaro System and Service Framework</i>	21. Ministry of Health	Health Sector	April 2023	2024 GDS Index	161=
75	GDS21-22	<i>Provisional Health of Disabled People Strategy</i>	21. Ministry of Health	Health Sector	July 2023	2023 GDS Index	6=
76	GDS21-26	<i>Strategic Framework for Managing COVID-19</i>	21. Ministry of Health	Health Sector	September 2023	2023 GDS Index	115=
77	GDS22-01	<i>Public Housing Plan 2021-2024 [Updated to 2025]</i>	22. Ministry of Housing and Urban Development	Social Services and Community Sector	January 2021	2021 GDS Index	145=
78	GDS22-04	<i>Fale mo Aiga – Pacific Housing Strategy 2030</i>	22. Ministry of Housing and Urban Development	Social Services and Community Sector	November 2022	2023 GDS Index	111=
79	GDS23-01	<i>Te Aorerekura: The national strategy to eliminate family violence and sexual violence</i>	23. Ministry of Justice	Justice Sector	December 2021	2023 GDS Index	8=
80	GDS24-01	<i>Maihi Karauna: The Crown's strategy for Māori language revitalisation 2019-2023</i>	24. Ministry of Māori Development – Te Puni Kōkiri	Māori Affairs Sector	February 2019	2021 GDS Index	37
81	GDS24-02	<i>Te Aorerekura: The national strategy to eliminate family violence and sexual violence</i>	24. Ministry of Māori Development – Te Puni Kōkiri	Māori Affairs Sector	December 2021	2023 GDS Index	26=
82	GDS25-01	<i>Te Pae Tata – Te Rautaki Māori me te Mahere Mahi Māori Strategy and Action Plan</i>	25. Ministry of Social Development	Social Services and Community Sector	June 2019	2020 GDS Index	137

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
83	GDS25-02	<i>Family Violence Funding Approach</i>	25. Ministry of Social Development	Social Services and Community Sector	July 2019	2020 GDS Index	114
84	GDS25-03	<i>Pacific Prosperity: Our people, our solutions, our future</i>	25. Ministry of Social Development	Social Services and Community Sector	October 2019	2020 GDS Index	148=
85	GDS25-05	<i>Campaign for Action on Family Violence: Framework for change 2019-2023</i>	25. Ministry of Social Development	Social Services and Community Sector	June 2020	2021 GDS Index	140=
86	GDS25-06	<i>E Tū Whānau – Mahere Rautaki: Framework for change 2019-2024</i>	25. Ministry of Social Development	Social Services and Community Sector	June 2020	2021 GDS Index	82=
87	GDS25-07	<i>Pasefika Proud: Pathways for change 2019-2023</i>	25. Ministry of Social Development	Social Services and Community Sector	June 2020	2021 GDS Index	88=
88	GDS25-08	<i>Elder Abuse in Aotearoa: The proposed future strategy of Elder Abuse Response Services</i>	25. Ministry of Social Development	Social Services and Community Sector	July 2020	2021 GDS Index	123=
89	GDS25-09	<i>Te Aorerekura: The national strategy to eliminate family violence and sexual violence</i>	25. Ministry of Social Development	Social Services and Community Sector	December 2021	2023 GDS Index	8=
90	GDS25-10	<i>Financial Capability in Aotearoa New Zealand</i>	25. Ministry of Social Development	Social Services and Community Sector	December 2021	2023 GDS Index	88=
91	GDS25-11	<i>Social Sector Commissioning 2022-2028 Action Plan</i>	25. Ministry of Social Development	Social Services and Community Sector	October 2022	2023 GDS Index	64=
92	GDS25-12	<i>Youth Plan: Voice, leadership, action</i>	25. Ministry of Social Development	Social Services and Community Sector	August 2023	2023 GDS Index	88=
93	GDS25-13	<i>The Child and Youth Strategy 2024-2027</i>	25. Ministry of Social Development	Social Services and Community Sector	November 2024	2024 GDS Index	144
94	GDS26-01	<i>Hei Arataki – Ministry of Transport Māori Strategy</i>	26. Ministry of Transport	Economic Development and Infrastructure Sector	September 2019	2021 GDS Index	160
95	GDS26-03	<i>Search and Rescue Strategic Plan 2021-2024</i>	26. Ministry of Transport	Economic Development and Infrastructure Sector	August 2023	2023 GDS Index	150=

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
96	GDS26-06	<i>Road Safety Objectives 2024</i>	26. Ministry of Transport	Economic Development and Infrastructure Sector	October 2024	2024 GDS Index	115=
97	GDS27-01	<i>Information Management Strategy 2021-2024</i>	27. New Zealand Customs Service	External Sector	September 2021	2021 GDS Index	110
98	GDS28-01	<i>NZSIS Strategy 2024-2029</i>	28. New Zealand Security Intelligence Service	Finance and Government Administration Sector	NK	2024 GDS Index	171=
99	GDS29-01	<i>Te Aorerekura: The national strategy to eliminate family violence and sexual violence</i>	29. Oranga Tamariki – Ministry for Children	Social Services and Community Sector	December 2021	2023 GDS Index	16=
100	GDS29-02	<i>Oranga Tamariki Action Plan 2022</i>	29. Oranga Tamariki – Ministry for Children	Social Services and Community Sector	July 2022	2023 GDS Index	16=
101	GDS29-03	<i>Oranga Tamariki Disability Vision and Strategy</i>	29. Oranga Tamariki – Ministry for Children	Social Services and Community Sector	December 2023	2023 GDS Index	150=
102	GDS29-04	<i>Pacific Strategy 2021-2024</i>	29. Oranga Tamariki – Ministry for Children	Social Services and Community Sector	NK	2024 GDS Index	187=
103	GDS30-01	<i>Kia Toipoto – Public Service Action Plan 2021-24</i>	30. Public Service Commission	Finance and Government Administration Sector	November 2021	2021 GDS Index	171=
104	GDS33-01	<i>Transforming the New Zealand Census of Population and Dwellings: Issues, options and strategy</i>	33. Statistics New Zealand	Finance and Government Administration Sector	April 2012	2014 GDS Index	68=
105	GDS33-02	<i>Government Data Strategy and Roadmap 2021</i>	33. Statistics New Zealand	Finance and Government Administration Sector	August 2021	2021 GDS Index	104=

Appendix 5: GDSs in operation that contain both adaptation and mitigation responses, by department [23]

Appendix 5: GDSs in operation that contain both adaptation and mitigation responses, by department [23]

Of the 23 GDSs,

- 0 were from the original 2014 GDS Index
- 0 were added to the 2015 GDS Index
- 4 were added to the 2018 GDS Index
- 5 were added to the 2020 GDS Index
- 6 were added to the 2021 GDS Index
- 5 were added to the 2023 GDS Index
- 3 were added to the 2024 GDS Index.

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
1	GDS02-03	<i>Mātauranga Whakauka Taiao Environmental Education for Sustainability</i>	02. Department of Conservation	Natural Resources Sector	July 2017	2018 GDS Index	115=
2	GDS02-07	<i>New Zealand-Aotearoa Government Tourism Strategy</i>	02. Department of Conservation	Natural Resources Sector	May 2019	2020 GDS Index	64=
3	GDS02-15	<i>Te Mana o te Taiao – Aotearoa New Zealand Biodiversity Strategy 2020</i>	02. Department of Conservation	Natural Resources Sector	August 2020	2020 GDS Index	26=
4	GDS02-16	<i>Heritage and Visitor Strategy He Rautaki Taonga Tuku Iho, Manuhiri Tūārangi Hoki</i>	02. Department of Conservation	Natural Resources Sector	January 2021	2021 GDS Index	52=
5	GDS02-22	<i>Predator Free 2050 Interim Implementation Plan 2024–2030</i>	02. Department of Conservation	Natural Resources Sector	July 2024	2024 GDS Index	94=
6	GDS09-05	<i>Aotearoa New Zealand Antarctic and Southern Ocean Research Directions and Priorities 2021-2030</i>	09. Land Information New Zealand	Natural Resources Sector	December 2021	2021 GDS Index	72=
7	GDS12-06	<i>Science Strategy Rautaki Putaiao</i>	12. Ministry for Primary Industries	Natural Resources Sector	October 2015	2018 GDS Index	87
8	GDS12-07	<i>Primary Sector Science Roadmap – Te Ao Tūroa</i>	12. Ministry for Primary Industries	Natural Resources Sector	June 2017	2018 GDS Index	82=
9	GDS14-03	<i>Mātauranga Whakauka Taiao Environmental Education for Sustainability</i>	14. Ministry for the Environment	Natural Resources Sector	July 2017	2018 GDS Index	115=
10	GDS14-08	<i>Te Rautaki Para Waste Strategy</i>	14. Ministry for the Environment	Natural Resources Sector	March 2023	2023 GDS Index	3

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
11	GDS14-09	<i>Responding to a Changing Climate: The Government's climate strategy</i>	14. Ministry for the Environment	Natural Resources Sector	July 2024	2024 GDS Index	175=
12	GDS14-10	<i>New Zealand's Second Emissions Reduction Plan 2026-30</i>	14. Ministry for the Environment	Natural Resources Sector	December 2024	2024 GDS Index	104=
13	GDS16-10	<i>Building for the Future: MBIE's building system regulatory strategy</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	December 2020	2020 GDS Index	161=
14	GDS16-11	<i>MBIE's Regulatory Systems Stewardship Strategy 2023-2028</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	March 2023	2023 GDS Index	72=
15	GDS20-01	<i>International Cooperation for Effective Sustainable Development (ICESD) [Policy statement]</i>	20. Ministry of Foreign Affairs and Trade	External Sector	November 2019	2020 GDS Index	189
16	GDS20-03	<i>Child & Youth Well-Being Strategic Action Plan 2021-2025</i>	20. Ministry of Foreign Affairs and Trade	External Sector	May 2021	2021 GDS Index	163=
17	GDS20-05	<i>Aotearoa New Zealand Antarctic and Southern Ocean Research Directions and Priorities 2021-2030</i>	20. Ministry of Foreign Affairs and Trade	External Sector	December 2021	2021 GDS Index	72=
18	GDS20-06	<i>International Climate Finance Strategy: Tuia te Waka a Kiwa</i>	20. Ministry of Foreign Affairs and Trade	External Sector	August 2022	2023 GDS Index	12=
19	GDS22-02	<i>Te Tauākī Kaupapa Here a te Kāwanatanga mō te Whakawhanake Whare, Tāone Anō Hoki / Government Policy Statement on Housing and Urban Development</i>	22. Ministry of Housing and Urban Development	Social Services and Community Sector	September 2021	2021 GDS Index	14
20	GDS22-03	<i>MAIHI Ka Ora: The national Māori housing strategy</i>	22. Ministry of Housing and Urban Development	Social Services and Community Sector	December 2021	2023 GDS Index	8=
21	GDS24-03	<i>MAIHI Ka Ora: The national Māori housing strategy</i>	24. Ministry of Māori Development – Te Puni Kōkiri	Māori Affairs Sector	December 2021	2023 GDS Index	26=
22	GDS26-02	<i>Transport Evidence Base Strategy</i>	26. Ministry of Transport	Economic Development and Infrastructure Sector	December 2019	2020 GDS Index	32=
23	GDS34-02	<i>He Tirohanga Mokopuna 2021 – Combined Statement on the Long-Term Fiscal Position and Long-Term Insights Briefing</i>	34. The Treasury	Finance and Government Administration Sector	September 2021	2021 GDS Index	82=

Appendix 6: GDSs in operation that contain mitigation responses only, by department [9]

Appendix 6: GDSs in operation that contain mitigation responses only, by department [9]

Of the 9 GDSs,

- 0 were from the original 2014 GDS Index
- 0 were added to the 2015 GDS Index
- 0 were added to the 2018 GDS Index
- 2 were added to the 2020 GDS Index
- 0 were added to the 2021 GDS Index
- 4 were added to the 2023 GDS Index
- 3 were added to the 2024 GDS Index.

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
1	GDS02-04	<i>New Zealand Sea Lion/Rāpoka Threat Management Plan</i>	02. Department of Conservation	Natural Resources Sector	July 2017	2020 GDS Index	94=
2	GDS02-18	<i>Procurement Strategy for Roading Activities, 2021/22–2023/24</i>	02. Department of Conservation	Natural Resources Sector	May 2022	2023 GDS Index	68=
3	GDS12-08	<i>New Zealand Sea Lion/Rāpoka Threat Management Plan</i>	12. Ministry for Primary Industries	Natural Resources Sector	July 2017	2020 GDS Index	94=
4	GDS12-18	<i>Wallaby Strategy: Achieving a wallaby-free Aotearoa</i>	12. Ministry for Primary Industries	Natural Resources Sector	October 2022	2023 GDS Index	47=
5	GDS14-05	<i>Aotearoa New Zealand's First Emissions Reduction Plan</i>	14. Ministry for the Environment	Natural Resources Sector	May 2022	2023 GDS Index	1
6	GDS16-16	<i>Space and Advanced Aviation Strategy 2024–2030</i>	16. Ministry of Business, Innovation and Employment	Economic Development and Infrastructure Sector	September 2024	2024 GDS Index	166=
7	GDS25-14	<i>Rautaki Hangarau / Technology Strategy</i>	25. Ministry of Social Development	Social Services and Community Sector	NK 2024	2024 GDS Index	145=
8	GDS26-04	<i>Government Policy Statement on Land Transport 2024/25–2033/34</i>	26. Ministry of Transport	Economic Development and Infrastructure Sector	June 2024	2024 GDS Index	54=
9	GDS27-02	<i>Rautaki Mana Ārai / Customs Strategy 2023–2028</i>	27. New Zealand Customs Service	External Sector	July 2023	2023 GDS Index	41

Appendix 7: GDSs in operation that contain adaptation responses only, by department [18]

Appendix 7: GDSs in operation that contain adaptation responses only, by department [18]

Of the 18 GDSs,

- 1 was from the original 2014 GDS Index
- 0 were added to the 2015 GDS Index
- 0 were added to the 2018 GDS Index
- 3 were added to the 2020 GDS Index
- 1 was added to the 2021 GDS Index
- 9 were added to the 2023 GDS Index
- 4 were added to the 2024 GDS Index.

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
1	GDS02-02	<i>New Zealand Subantarctic Islands Research Strategy</i>	02. Department of Conservation	Natural Resources Sector	May 2005	2014 GDS Index	138=
2	GDS02-13	<i>Climate Change Adaptation Plan He Whakamahere Hātepe Urutau mō te Huringa Āhuarangi</i>	02. Department of Conservation	Natural Resources Sector	June 2020	2023 GDS Index	8=
3	GDS02-20	<i>Ngā Awa, DOC's Priority River Restoration Programme</i>	02. Department of Conservation	Natural Resources Sector	October 2022	2023 GDS Index	88=
4	GDS02-21	<i>Te Rautaki Whakaora Kea Kea Recovery Strategy 2024-2034</i>	02. Department of Conservation	Natural Resources Sector	May 2024	2024 GDS Index	157=
5	GDS02-23	<i>Critical Ecosystem Pressures on Freshwater Environments (CRESP): 4-year research strategy</i>	02. Department of Conservation	Natural Resources Sector	August 2024	2024 GDS Index	168=
6	GDS02-24	<i>Te Ara Mōrehu: He rautaki whakaora kākāriki karaka Kākāriki Karaka Recovery Strategy 2024-2034</i>	02. Department of Conservation	Natural Resources Sector	September 2024	2024 GDS Index	154=
7	GDS04-08	<i>Regional Deals Strategic Framework</i>	04. Department of Internal Affairs	Finance and Government Administration Sector	August 2024	2024 GDS Index	104=
8	GDS05-01	<i>National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aituā</i>	05. Department of the Prime Minister and Cabinet	Finance and Government Administration Sector	April 2019	2020 GDS Index	25
9	GDS05-04	<i>Secure Together Tō Tātou Korowai Manaaki: New Zealand's national security strategy 2023-2028</i>	05. Department of the Prime Minister and Cabinet	Finance and Government Administration Sector	August 2023	2023 GDS Index	35=
10	GDS09-04	<i>New Zealand Geographic Board Strategy 2020-2025</i>	09. Land Information New Zealand	Natural Resources Sector	April 2020	2023 GDS Index	175=

Row	GDS number	GDS title	Department	Sector	Publication date	Index when GDS added	Rank out of 230 GDSs
11	GDS11-01	<i>Pacific Languages Strategy 2022-2032</i>	11. Ministry for Pacific Peoples	Social Services and Community Sector	August 2022	2023 GDS Index	2
12	GDS12-12	<i>Aquaculture Strategy</i>	12. Ministry for Primary Industries	Natural Resources Sector	September 2019	2020 GDS Index	99
13	GDS12-17	<i>National Inshore Finfish Fisheries Plan</i>	12. Ministry for Primary Industries	Natural Resources Sector	October 2022	2023 GDS Index	123=
14	GDS14-06	<i>Aotearoa New Zealand's First National Adaptation Plan</i>	14. Ministry for the Environment	Natural Resources Sector	August 2022	2023 GDS Index	16=
15	GDS17-01	<i>Defence Capability Plan 2019</i>	17. Ministry of Defence	External Sector	June 2019	2020 GDS Index	81
16	GDS17-02	<i>Defence Policy and Strategy Statement 2023</i>	17. Ministry of Defence	External Sector	August 2023	2023 GDS Index	45=
17	GDS20-04	<i>Human Rights Strategic Action Plan for International Development Cooperation 2021-2025</i>	20. Ministry of Foreign Affairs and Trade	External Sector	October 2021	2021 GDS Index	163=
18	GDS21-24	<i>Rural Health Strategy</i>	21. Ministry of Health	Health Sector	July 2023	2023 GDS Index	5

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 1. long-term objectives
 2. short-term intentions
 3. strategic objectives

4. strategic intentions
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