

Te Kahu Tuatini State of the Public Service

G.3

DECEMBER 2022



Te Kawa Mataaho
Public Service Commission



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Te rārangi upoko

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Tā te Kaikōmihana matakōrero Commissioner's foreword

Kia ora

At its heart, public service is about serving New Zealand. Our day-to-day work is underpinned by a spirit of service to the community – which is central to our ethos.

And it forms part of our heritage. The Public Service was established in legislation in 1912. It has carried with it over the years the important responsibilities of serving the public, advising the government of the day, and planning for the future.

Today, we can be proud of a world class Public Service: one that enjoys high levels of public trust and confidence, and is focused on delivering better services and outcomes for New Zealanders.

We actively work to uphold the principles and core values of the Public Service (such as political neutrality and impartiality) and to be open, transparent, and act with integrity in all our undertakings.

The trust citizens place in the Public Service is the fruit of a lot of hard work, by dedicated and talented people from all walks of life, who together, make up the Public Service.

Public servants help people every day with things like sorting out housing, finding a job, or getting a driver's licence, or a passport. We also work across agencies, and partner with others, to support individuals and families in the community. Many New Zealanders witnessed the Public Service working alongside communities during the COVID-19 response, delivering essential services and support for individuals and families in need.

Our people are our most important resource, and the make-up of our workforce is progressively changing. It is becoming more diverse, more representative of the populations we serve. My expectation is that it will continue to change, and that we will build a workforce that truly reflects the diversity of New Zealand.

While we are making important progress in many areas, there is more to do to improve how the system works as a whole. And I have signalled the direction I intend the Public Service to take over the next three years to position it positively for the future.

We are on a journey to transform our systems and services to address the challenges of our changing world, to seize opportunities, and to meet the needs of our growing, ageing and increasingly diverse population. As with any journey, it is important to understand where we have come from, as much as where we are heading.

In the late 1980s, the Public Service was at the forefront of implementing major market-oriented reforms. It was transformed from a single organisation with one employer into separate departments. Each department has its own chief executive responsible for delivering results in its areas of focus.

However, people's lives and needs do not fit neatly into individual agency responsibilities. Needs frequently cut across or fall between agencies' remits. We needed to change, to overcome the siloes between agencies and put New Zealanders at the centre of service design and delivery, ensuring we focus on service, ethics, and integrity.

The Public Service Act 2020 is a key milestone on our journey. It sets the framework for a modern, agile, leading-edge and unified Public Service. And we are in the process of bringing it to life.

The Act affirms the constitutional role the Public Service plays in our democracy by embedding the principles, values and spirit of service to the community. These are the things we stand for. They underpin all we do. And they are things we continue to actively nurture, acknowledge and celebrate.

The reforms also bring into play new tools and system and regional leadership roles to join-up and deliver better services for New Zealanders. Some of these new arrangements have played a part in our cross-government COVID-19 response. They will help us in the future as we work together with business, non-government organisations, iwi, and communities to address major challenges such as climate change, family violence and poverty.

One of the Public Service's most important roles is to support the Crown in its relationships with Māori under te Tiriti o Waitangi | the Treaty of Waitangi. This relationship is an area of key focus for system

leadership and capability development. Public servants are increasing their capability to understand Te Ao Māori and to engage with Māori, supported by Te Arawhiti.

As we look ahead, we will continue to place the needs of individuals, families, and communities at the centre of what we do. That has to be our starting point. It's about making it easier for people to access services and support in the community and online, increasing the interoperability of our workforce to enable greater flexibility and to rally resources when necessary.

We also need to focus on modernising our information technologies and other systems that underpin our services, so they are fit for future needs. And we need to set our sights on harnessing data and insights for the benefit of New Zealanders, promoting open government and increasing citizen participation in service development and the policy process.

This briefing highlights the progress we are making across key areas of our work as we step towards our vision of a leading edge, unified, trusted Public Service that serves New Zealand and its people. As we take this opportunity to reflect on our work to date, we can be pleased with the progress we have made so far, knowing we have a strong foundation to work from as we look to the future with a positive outlook.

Alongside my colleagues, I look forward to continuing to serve New Zealanders, to upholding the values and principles of the Public Service and to working together to improve services and outcomes in our communities.

Ngā mihi

Peter Hughes

Te Tumu Whakarae mō Te Kawa Mataaho
Public Service Commissioner



Credit: Paul Petch



Credit: Sarah Perriam

Credit: Mark Beatty

Mō tēnei kōrero whakarāpopoto

About this briefing

The Public Service Commissioner (the Commissioner) is required to prepare a three-yearly briefing on the state of the Public Service, under schedule 3 (16) of the Public Service Act 2020 (the Act). The purpose of the briefing is to promote stewardship of the Public Service. This is the first briefing of this type prepared under the Act.

The Commissioner determines the focus of the briefing, taking into account matters considered to be of significant public interest. The Commissioner may also have regard to any other matters, such as the degree to which the Public Service is meeting its purpose, upholding Public Service principles and promoting stewardship, public servants are meeting the standards of integrity and conduct, and Public Service agencies are achieving workforce diversity and inclusiveness.

Te Taura Whiri i te Reo Māori | Māori Language Commission has gifted the title of the briefing Te Kahu Tuatini to illustrate the essence of the briefing and its purpose.

Te Kahu Tuatini

Te Kahu Tuatini is an intricate and detailed cloak, fashioned from many elements. Te Kahu protects, wards off danger, and supports wellbeing. Looking closely at the elements, layers and threads of Te Kahu reveals the complexity of the design woven together as a cohesive and functional whole. Likewise, the Public Service is a complex tapestry of processes, systems, and people that strive every day to achieve better outcomes for New Zealanders. To retain its integrity and relevance for this and future generations, the Public Service (like Te Kahu) needs to be well looked after – united, maintained and strengthened.



Whakarāpopotonga matua

Executive summary

This briefing is a three-yearly requirement under the Public Service Act 2020. It explores the current state of the Public Service in New Zealand and discusses progress to transform and modernise the Service.

A trusted Public Service operating with a 'spirit of service'

New Zealanders have a high degree of trust and confidence in the Public Service. This is testament to the many and varied ways public servants assist New Zealanders in their lives, bringing a spirit of service to the community in their work every day.

When asked, most people (eight out of ten) trusted the Public Service based on their recent personal experience. And trust in the Public Service more generally (Public Service brand) has steadily increased over the past decade.

Trust is important. It provides legitimacy for the Public Service to act, to serve communities and improve the lives of New Zealanders.

Globally, trust in democratic government and its institutions is under threat from a range of forces, including the rise of mis- and dis-information, state actors and from those who choose to disengage from democratic and societal norms.¹

New Zealand is not immune to these forces. Although our standings for trust and integrity are high internationally, it remains as important as

ever to promote transparency, act with integrity, engage citizens and deliver reliable and responsive services that people trust and that deliver better outcomes.²

This continues to be our focus as we work to strengthen the Public Service in its service to New Zealand and New Zealanders. We want to maintain and enhance the trust of New Zealanders, including for groups who tend to have lower levels of trust such as Māori, younger people, and disabled people.

Better outcomes and services

To deliver better outcomes and services we need to place people at the centre and organise around them. In some situations, the Public Service has been slow to step aside and let communities and whānau develop solutions that work for them. As part of our reform journey, we are developing our capability to work in more people-centred and collaborative ways.

We have seen examples of this during the COVID-19 response, in the kaupapa behind Whānau Ora, in the principles of Enabling Good Lives for disabled people, and in the delivery of wraparound health and social services in the community such as the Healthy Homes



Initiative. Increasingly, our work is about actively engaging with people to understand their needs and preferences and, where appropriate, empowering communities to take the lead.

Services are increasingly being delivered digitally too. For example, 88 percent of clients on benefit used the MyMSD app to manage their benefit in 2020/21 and 86 percent of passport applications were submitted digitally in 2021/22. Initiatives that bring services together in one location such as govт.nz and SmartStart (birth and child services) are signposts of the direction we are moving in to make it easier for people to access the services they need online and in the community.

Integrated data and information technologies (IT) enhancements are important enablers of service transformation too. The reforms at Te Tari Taake | Inland Revenue (IR), for example, have changed the way the tax system operates, using digital technologies and near real time data flows driven through an eco-system of banks, software providers and other partners.^{3,4}

Looking ahead, services will need to continue to adapt to reflect the needs and preferences of a growing and increasingly diverse population. They will need to address inequities in access and outcomes for different groups, including Māori, Pacific peoples, disabled people and groups that experience disadvantage or discrimination, including Rainbow communities.

Acting with integrity

As an apolitical service, our reputation stands and falls on being trustworthy, transparent and impartial. It is vital public servants adhere to the expectations placed in them and maintain the trust and confidence of New Zealanders.

Where our integrity is threatened, we are quick to act. Our approach is to own it, fix it, and learn from it so it will not happen again. We do this as transparently and openly as possible, including through Commissioner-initiated inquiries of which there have been eight since May 2017.

People in the workplace are often best placed to spot potential integrity issues. It is important staff are supported to speak up if they suspect wrongdoing. This is an area that has been strengthened through the new Protected Disclosures (Protection of Whistleblowers) Act 2022.



The Commissioner has signalled expectations for integrity through He Aratohu. Issued in 2022, He Aratohu brings into one place codes of conduct, model standards, and guidelines for public servants, Crown Entity board members and those working in Ministers' offices.⁵

Advancing open government

Openness and transparency help strengthen democracy and enables citizens to better understand and participate in government.

Timely access to official information is an important factor in achieving openness and transparency. Over the past three years, 97 percent of Official Information Act 1982 (OIA) requests were completed within statutory timeframes. This is set against a backdrop of an almost 90 percent increase in requests between 2016 and 2022. While there have been improvements overall, examples of poor practice and behaviours are evident, including in findings from the Ombudsman. Te Kawa Mataaho | Public Service Commission (Te Kawa Mataaho) is focused on building capability within and between agencies to address deficiencies in OIA responses and to further lift performance.

Official information is increasingly being proactively released. For example, in June 2022, 69 of 123 Public Sector agencies monitored by Te Kawa Mataaho at that time published their OIA response online, compared with nine agencies in 2016. This is part of a much larger shift toward government departments sharing information proactively as a sign of open government. With more and more information becoming available, the challenge now is to ensure that information is accessible and useful for the public.⁶

Increasing active citizenship

Bringing citizens into the policy process and service design is an important direction of travel across democratic governments. This is an area of focus for New Zealand too. Enabling active citizenship forms part of our stewardship role under the Public Service Act, and is integral to the special relationship between the Crown and Māori under Te Tiriti o Waitangi | Treaty of Waitangi.

Engaging citizens and designing initiatives in partnership with those who have expertise and lived experience is an expression of active citizenship. The recent co-design of model standards for government agencies responding to national disasters is an example of working together.

This type of approach signals an important direction for the Public Service: one that involves engaging meaningfully with citizens, acting with humility and a willingness to listen and learn and focusing on improving outcomes. There is more to do to make this commonplace, including upskilling our people.

Supporting the Māori-Crown relationship

The Public Service has an important role in supporting the government to consistently meet its obligations under the Treaty of Waitangi.

From the 1990s to the 2010s, a significant part of the Public Service's role included supporting the Crown to negotiate the settlement of historical Treaty claims.

More recently, the Public Service and hapū, iwi and other Māori groups have increasingly been working together outside a historical Treaty settlement context.

In 2018, the Government created Te Arawhiti | Office for Māori Crown Relations. Te Arawhiti has developed the Whāinga Amorangi capability framework for agencies to build their Crown Māori capabilities over time.

Te Puni Kōkiri, as the government's principal policy advisor on Māori wellbeing and development also has a role in supporting whānau, hapū and iwi capability to realise their aspirations.

The Public Service Act is another important milestone. Section 14 of that Act explicitly states that the role of the Public Service includes supporting the Crown's relationships with Māori under the Treaty. In practice, this means Public Service agencies will need to develop and maintain capability to engage with Māori and understand Māori perspectives.

This briefing also highlights a number of ways the Public Service is working with iwi, hapū, whanau, and other Māori organisations.

How we organise and work

New Zealand has a large number of public sector agencies which can present coordination challenges. Through the Public Service Act reforms we are working to strengthen and unify the system, so it delivers better for New Zealanders and improves outcomes for families and communities.

Important building blocks have been set in place, enabled by the reforms. For example, the Public Service Leadership Team (comprising agency chief executives and convened by the Commissioner) is working collaboratively to address issues, learn, plan and steward the system together. Chief executives are joining up as boards to focus on Government priorities. Interdepartmental executive boards (groupings of chief executives reporting to a responsible Minister) are being used to tackle some of our biggest cross-cutting challenges such as COVID-19, family violence and climate change.⁷

Regional Public Service Commissioners have been introduced and play a pivotal role by convening Public Service agencies, non-government organisations (NGOs), iwi and others to focus efforts and resources on the needs of local communities (including during the COVID-19 response).

System leads (designated chief executives) are taking a whole-of-government focus in functional areas (such as procurement, property, digital, data, IT security and service transformation) to achieve efficiency, alignment, and impact across systems.

We are also working to lower our greenhouse gas emissions. To support this, Public Service agencies are participating in the Carbon Neutral Government Programme.

The work to unify the Public Service and improve how it works is at different stages of development and as it matures it is expected to support a more efficient and integrated Public Service and deliver better results for the public.

An important focus within this work is modernising the digital landscape across Public Service organisations which has developed in a piecemeal way over many years. This has resulted in legacy systems and limits on the degrees of interoperability, combined with a lack of a common view on future workforce and a general approach to the digital capabilities all need. Work in this space is advancing and will have a renewed focus through system leadership.

Our people

In June 2022, the Public Service employed 60,381 full-time equivalent staff (FTE), working in a wide variety of roles across New Zealand, and globally.

We know that most people work in the Public Service because they genuinely care and want to make a difference. They are motivated by a spirit of service.

The Public Service is working in a rapidly changing and complex world. Even the ways in which people work, and where they work, are changing.

We recognise that the way we work may need to adapt and change in ways that help us ensure we continue to get the job done, but which also supports our people to thrive.

We are working to build a Public Service workforce that is modern, agile and adaptive and prepared to meet future challenges.

To this end, we are supporting more flexible and hybrid-working. We are also exploring ways to improve the movement of people across the system, so their skills can be available where they are most needed.

We also need a Public Service that continues to be highly skilled and capable. It is important that we support our people to grow and that we prepare the next generation of leaders.

To enable this, we are supporting the development of more common tools, such as common skills frameworks for professions and exploring opportunities for more unified professional development across the Public Service.

Diversity and inclusion

New Zealand is a diverse country, and the Public Service is becoming more diverse too. This diversity helps us to draw upon a wider range of skills, knowledge and life experiences. It can also help us better reflect and understand the communities we serve.

However, we know that diversity alone is not enough. The Public Service must also be inclusive.

As a service, we:

- are becoming more diverse
- have more women in leadership roles
- have increasing representation of Māori, Pacific and Asian people
- are lowering gender and ethnic pay gaps.

We must do more to promote inclusiveness for all groups. Currently, some public servants feel less included than others.

Established in 2017, Papa Pounamu is the chief executive governance group responsible for leading diversity and inclusion across the Public Service.

Papa Pounamu has set five diversity and inclusion priority areas which chief executives have made mandatory across all agencies.

We are also working to support equal pay in the Public Service by implementing Kia Toipoto Public Service Pay Gaps Action Plan 2021-24, backed by a comprehensive set of actions.

We are taking steps in the right direction but recognise we need to be ambitious.

We want the whole of the Public Service, as well as each agency, to reflect and value all communities across all areas of diversity (including Māori, Pacific, ethnic, gender, disability and Rainbow). We are committed to doing more work.



TE TAUNAKI
Public Service Census
2021

Tā te Kaikōmihana i whakahau ai

Commissioner's Direction

This is a three-yearly briefing. I expect to see progress in the following areas over the next three years.

Better outcomes and services: I expect to see:

- the Public Service Leadership Team continuing to join-up around outcomes and delivering better services for customers, clients and citizens
- more engagement and partnering with communities to develop services they want and that work for them
- the Public Service stepping aside when communities can deliver a service better themselves
- more services being available digitally, in ways that are easy for people to navigate and use
- more joining up of digital and face-to-face services around individuals, whānau and communities.

Trust, confidence, and integrity:

I expect to see:

- a Public Service that people trust and that maintains its strong performance and reputation for integrity (including through the Kiwis Count survey and on the international stage)
- more Public Service agencies monitoring service experience and acting on feedback received
- a strong Spirit of Service ethos that is owned, communicated and celebrated across the Public Service, and backed by the right policies, systems and culture
- increasing understanding of the needs and experiences of those communities that have lower levels of trust in the Public Service and taking action to earn their trust and confidence.

Open government and active citizenship:

I expect to see:

- sustained performance in official information request timeliness, including promptly identifying and addressing specific instances that do not adhere with the purposes, principle and spirit of the Official Information Act
- more proactive release of information and data and in ways that make it easy for people to access, navigate and use
- customers, clients and citizens have clarity about when and how they are being engaged in service and policy design
- increasing use of co-design and innovative engagement models.

Māori-Crown relationship: I expect to see:

- greater capability of the Public Service to engage with Māori and understand Māori perspectives through increased understanding of the Treaty, tikanga and kawa, Māori worldview knowledge, New Zealand history and te reo Māori
- new and different approaches to enable Māori participation in developing policy, service design and delivery that provide better services and lead to improved outcomes for Māori
- identification of system barriers to good partnership and exploring how we can address these, including stronger understanding about who is accountable for what in these arrangements, including when things go wrong
- greater recognition of the knowledge, skills and experience that Māori public servants bring to their work.

How we organise and work: I expect to see:

- the Public Service Leadership Team continuing to lead, unite and steward the system
- system leads delivering consistent, aligned and cost-effective management of common functions across the Public Service
- Regional Public Service Commissioners facilitating greater collaboration, empowering community-led solutions and improved regional services and relationships
- more groups of chief executives (such as interdepartmental executive boards), taking collective ownership of outcomes and improving the way that their agencies join up to deliver services.

Our people: I expect to see:

- a more agile Public Service arranging itself around government priorities, backed by moving people and resources across the system to support this
- greater consistency of approach to people doing similar jobs, even when they are in different agencies
- better, more detailed and more real-time workforce data, allowing for an accurate and up-to-date picture of Public Service size, pay and composition

- hybrid ways of working enabling us to be more agile, use our workforce better, be more productive, inclusive and cost effective
- public servants confident in the ‘craft’ of public service and the specific constitutional role, guiding principles and values of public service in New Zealand
- one Public Service Leaders Group (PSLG), unified by a common mission and service ethos, leading together on system priorities and modelling exemplary Public Service leadership.

Diversity and inclusion: I expect to see:

- positive and safe workplaces where every individual is valued and included
- substantial progress towards eliminating pay gaps for all groups
- more emphasis in our diversity and inclusive strategies on our Rainbow and disabled communities, underpinned by high-quality data
- stronger requirements on all our leaders to demonstrate they can meet the needs of an increasingly diverse population through core training and capability in inclusive leadership
- increased diversity of our workforce, including at leadership levels, to reflect the full diversity of the communities we serve.



**Public Service leaders
must preserve, protect, and
nurture the spirit of service
to the community that
Public Service employees
bring to their work.**

PUBLIC SERVICE ACT 2020

Tā mātou tirohanga roa Our purpose and vision

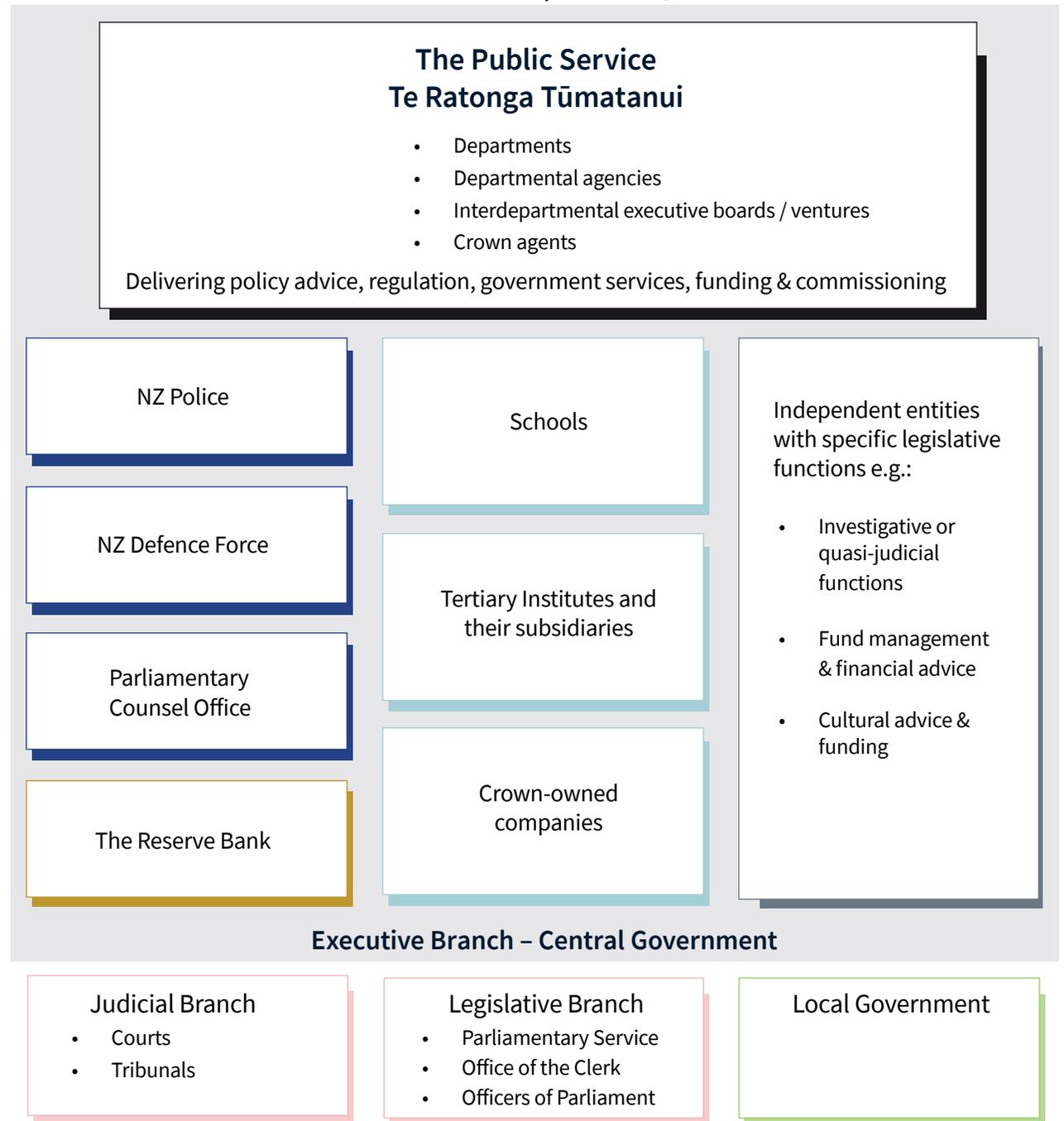
The Public Service is part of the wider public sector and forms part of the executive branch of government. Our work is guided by our purpose, which is enshrined in the Public Service Act 2020.

‘The Public Service supports constitutional and democratic government, enables both the current Government and successive governments to develop and implement their policies, delivers high-quality and efficient public services, supports the Government to pursue the long-term public interest, facilitates active citizenship, and acts in accordance with the law.’⁸

The Public Service supports the government of the day to implement its policies and to deliver services for New Zealanders. Every day, our people serve individuals, whānau and communities the length and breadth of the country and partner with others to improve outcomes.

We advise the government on the many pressing issues facing the nation. And prepare for the future as part of our stewardship role.

The Public Sector | Te Rāngai Tūmatanui



The Public Service comprises departments, departmental agencies, and interdepartmental executive boards. It includes Crown agents (a form of arms-length entity required to give effect to government policy) for the purposes of upholding the values and principles of the Public Service.

Our aim is to be a leading-edge, unified, trusted Public Service that serves New Zealand and its people. This briefing highlights the steps we are taking to achieve this aim and deliver on our purpose.

Our kawa (values and principles)

How we do our work is central to maintaining trust and achieving better outcomes for New Zealanders.

That is where our people come in. The Public Service consists of dedicated and talented people, from a diverse range of backgrounds and experiences.

Our people demonstrate the values that all public servants hold in common: values that put New Zealanders and the communities they service at the heart of everything they do.

Giving effect to the values means public servants act impartially and are accountable, trustworthy, respectful, and responsive.

The foundational principles that guide the Public Service include political neutrality, free and frank advice, merit-based appointments, open government and stewardship.

Together, these reflect the important and fundamental underpinning of an apolitical public service in the Westminster tradition of government.⁹ The reputation of the Public Service depends on maintaining the values and principles of public service and operating with transparency and integrity.

This includes supporting our people to speak up in relation to wrongdoing concerns that could damage the integrity of the public sector, operating good processes including timely investigations, and keeping people safe from reprisals or other detrimental impacts. These principles are discussed further under the trust, integrity and open government sections of the briefing.





Afghanistan Resettlement Response members (from left) Chris de Wattignar (New Zealand Police), Sara Kian (Ministry of Education), Alison McDonald (Immigration New Zealand/MBIE), Paula Attrill (Oranga Tamariki), and David Walker (MFAT)

Working together to support the Afghanistan Resettlement Response

The Afghanistan Resettlement Response is one of the largest humanitarian efforts undertaken by the New Zealand government in recent decades. This response exemplifies adaptability, agility, and collaboration across the Public Service – taking the top Public Service award for Better Outcomes in 2022.

This was a cross-government response to the 2021 Afghanistan humanitarian crisis, ensuring the safe arrival of over 1,700 people (40 percent of whom were minors), and providing unprecedented settlement support in their new homeland, New Zealand. This response, led by the Ministry of Business, Innovation and Employment (MBIE), was delivered at pace. Agencies and community groups worked around the clock to provide on-the-ground support and resettlement services (access to health services, educational resources, welfare benefits, and suitable, safe housing).

Through uncertainties and challenges of COVID-19, the joint agency team provided critical support for families in need. Operation Whakahokinga Mai (OWM) was established in September 2021 to help those eligible for evacuation to travel to New Zealand. Led by the Ministry of Foreign Affairs and Trade (MFAT), this operation at times numbered more than 100 public servants across several agencies and based in several countries. As part of the OWM, the Afghanistan Departures Taskforce focused on providing travel support for New Zealand citizens and eligible visa holders, including facilitating travel documentation, accommodation, and flights.

The success of the response was supported by other agencies including: the Ministries of Education, Health, Social Development, Housing and Urban Development; Ministry for Ethnic Communities; Oranga Tamariki; New Zealand Police; Kāinga Ora; New Zealand Defence Force; and The Treasury. Iwi and mana whenua (particularly Ngāti Whātua Ōrākei), played a pivotal role to show manaakitanga to the new arrivals with a powhiri in Auckland.

Case Study 1

Our spirit of service

Our values and principles are bound together in a spirit of service, which is at the heart of the work public servants do each day. That is, the ‘fundamental characteristic of the Public Service is acting with a spirit of service to the community’.¹⁰

The spirit of service is about:

- putting the needs of others first and totally focusing on the needs of customers, clients, or citizens
- bringing the right attitude and approaching work with humility in the desire to serve others and be of service
- having a higher purpose and using the skills, talents and resources to make our communities better places.

A range of initiatives that illustrate the spirit of service in action are included across this briefing.



Tō mātou ara whakahouanga Whakapapa (our reform journey)

The Public Service has played an important role in improving the wellbeing of New Zealanders for over a century and continues to enjoy high levels of public trust and confidence.

Public Service advice, systems and people have helped to shape our nation, with the Public Service being formally established in legislation in 1912. Over a century later, the Public Service continues to evolve and transform to meet our changing world and the needs of the government and New Zealanders in the 21st century.

Along the way, there have been important developments that have shaped the Public Service we see today. This section touches on some of the significant legislative developments leading up to the Public Service Act 2020.

Later sections discuss the work underway to embed the 2020 Act and other non-legislative actions that continue to strengthen the Public Service in New Zealand.

The early years – a strong foundation

The early legislation set in place important foundations designed to protect the independence of the Public Service. This independence continues to be vital to the trust people place in public servants and the legitimacy of the service as a whole.

In 1912, the New Zealand Public Service was established with the passage of the Public Service Act. The 1912 Act, informed by the (Hunt)

Royal Commission of the same year, included matters such as merit-based employment and an independent body to appoint staff (free from political influence) to guard against political patronage, cronyism and ‘back door’ entry into the Public Service.¹¹ It also established the role of a single Public Service Commissioner.¹²

1960s – a drive for efficiency and economy

The 1912 Act and subsequent minor amendments stood for 50 years. A Royal Commission of Inquiry reported in 1962 (the McCarthy Commission) confirmed the 1912 approach and found the Public Service to be loyal and honourable.¹³ The resulting Public Service Act 1962 affirmed this with the inclusion of a description of the Public Service in its long title (that included the important and unifying concept of ‘spirit of service to the community’). The 1962 Act also strengthened the importance of promotion by merit within the Public Service.

While the key tenets of the service were sound, the McCarthy Commission placed a focus on the efficiency and economy of the Public Service. The 1962 Act established a Minister for State Services and introduced the State Services Commission (with up to four members) as a department of state responsible to the Minister for State Services (absorbing the Public Service Commission). The State Services Commission had some key functions including advising the Minister on efficiency and economy of the service as well as operating as the central employer for the service.¹⁴

The State Sector Act 1988

By the 1980s, significant reform was on the horizon. The world was changing fast on a range of fronts including in communication and information technologies (IT), and economically (with an associated drive for greater efficiency), in demographic terms, coupled with rising consumer expectations and desire for greater transparency in government.

The highly-centralised traditional public administration and rules-based approach was not well placed to respond to the demands of modern society. Accordingly, during the 1980s and 1990s the Public Service went through major changes. A new legislative framework to open official information and wider public administrative reforms were introduced (through the State Sector Act 1988 and Public Finance Act 1989). The aim was to reorient the Public Service towards delivering results for people and to increase its efficiency and transparency.

The reforms saw the Public Service transformed from a single organisation with one employer into separate departments, each with their own chief executive responsible for their department’s performance.

In the 1990s, the New Public Management (NPM) approach introduced market-oriented concepts into the Public Service. The focus was placed on people as customers, coupled with stronger business disciplines and a results orientation, while opening government to competition (such as quasi markets and outsourcing). This resulted in an important shift in focus from inputs to outputs.¹⁵ While many countries underwent loosely related reforms in the 1980s (that were later grouped under the NPM banner), New Zealand was described as going ‘further and faster’ than other countries.¹⁶

These reforms enhanced performance by making public services more responsive to customers (for example, improving wait times for income support), provided greater transparency around how resources were allocated, and increased accountability. They also created agencies that were incentivised to work in a more agency-centric manner.

A need to rebalance

Departments were accountable for what they delivered, and this meant that agencies became adept at delivering outputs over which they had control. However, not all problems can be neatly disaggregated to individual agencies. The most complex problems require agencies to work together to problem solve how to promote better outcomes.¹⁷ And people do not live their lives according to how agencies are organised. Individuals and families with higher needs often benefit from services that involve multiple agencies. But interacting with multiple agencies around the same life event can be frustrating, confusing and time consuming.

On a practical front, government agencies needed the flexibility, incentives, and accountability to work together to achieve results for the public and to use public resources efficiently and effectively. However, cross-agency platforms proved time consuming to establish and difficult to maintain. Of course, a lot can be achieved through the good will and the endeavour of key individuals, but sustained and systemic change requires this to be woven into fabric of service for the benefit of New Zealanders.

New Zealand has a large number of public sector agencies, including many Crown entities. Through the reforms that began in the 1990s bespoke agencies emerged to focus on discrete issues. While this created focus it also meant agencies in this decentralised landscape often went about creating their own processes, systems, workforce strategies and procurement with associated risks of fragmentation, duplication of effort and inefficient use of resources.

A modern (highly aligned, highly devolved) framework

It became clearer over time a rebalance was needed to unify the Public Service and to increase its adaptability to meet present and future challenges. The pendulum had swung from a highly centralised to a highly devolved system. The optimum balance is to achieve a system that is both highly aligned and highly devolved.

For the Public Service, highly aligned means leaders working collectively across outcomes, sectors and services, strengthening system leadership and strategically aligning the workforce and core ‘back office’ functions (such as procurement, property and IT). In essence, this provides the leadership and builds the capability and capacity of the Public Service to work as a single system.

And being highly devolved means that agencies and service providers can focus on the things that will make the most difference in communities. This is where organisational flexibility, regional coordination and local decision-making (informed by citizens and service users) can make a positive difference to people’s lives.

The Public Service Act 2020

The Public Service Act 2020 was developed in this context. It strengthens the role of the Public Service as part of the executive government and builds in ‘the organisational flexibility and system leadership needed to meet the challenges New Zealand faces’.¹⁸

The principles, codified under the Act, and reaffirmation of the independent role of the Commissioner in the appointment and performance management of chief executives,

contribute to preserving public trust and confidence in a politically neutral public service. These principles build on the important foundations of Public Service in New Zealand, set back in 1912.

The Public Service Act 2020 is an important enabler, but in itself is not an overnight solution. Rather, it signals the journey we are on as we steward the Public Service towards our aim of a leading edge, unified, trusted Public Service that serves New Zealand and its people.

Fully achieving the objectives behind the Act will take time but we are taking important strides forward. For example, work is underway on a range of fronts, including digital transformation, Māori-Crown relationship building, diversity and inclusion, leadership development, new organisational forms, open government and reconnecting the Public Service with its core values.

The remainder of this briefing explores steps we have taken and are taking to achieve our vision, acknowledging we are building on the important groundwork of those who came before us.

He otinga pai ake, he ratonga pai ake | Better outcomes, better services

The aims of the Public Service are to improve the lives of New Zealanders, and to continue to improve the public services that are provided to individuals, families and communities.

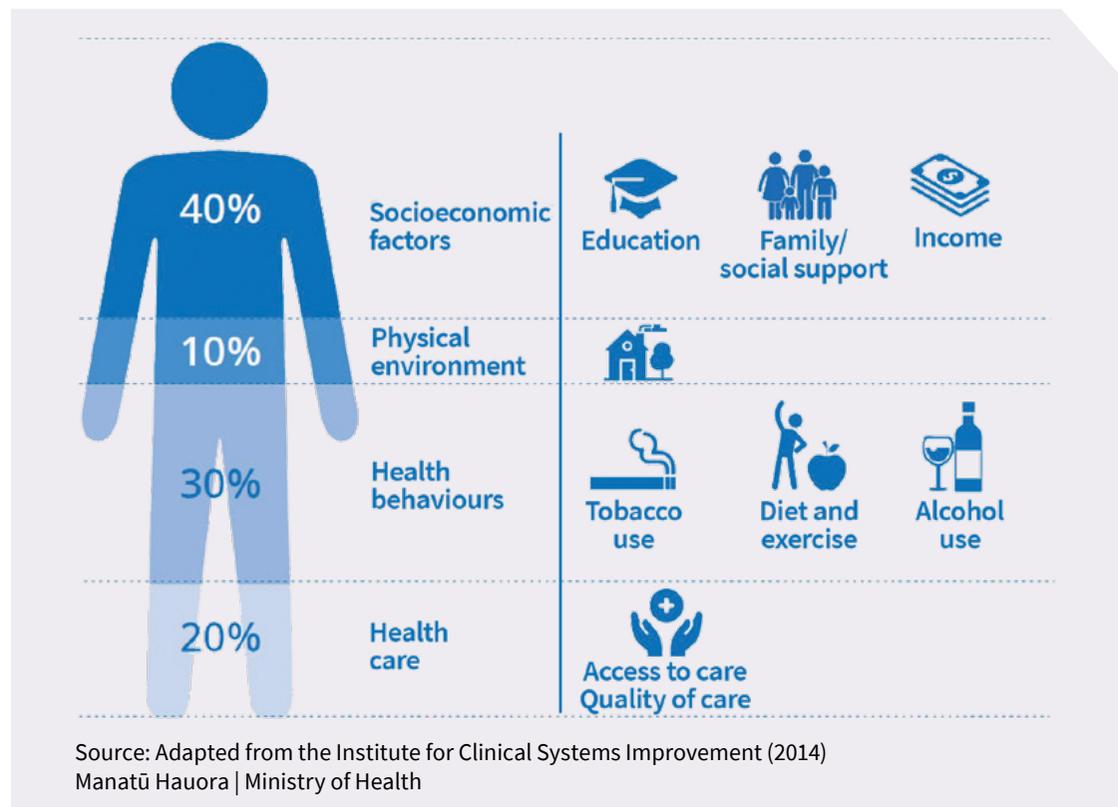
This section discusses the ways in which Public Service agencies are working towards improved outcomes and services for New Zealanders. This section focuses particularly on data as a key enabler in terms of better outcomes, while digital technology is vital for improving services. For this reason, in this section we focus on the use of data and digital technology as enablers of innovation.

Improving outcomes and services

Outcomes are significant and tangible improvements in the lives of New Zealanders. Examples of such outcomes include improved literacy, reduced poverty or a decline in joblessness. Public Service departments have a responsibility to work towards improved outcomes in their areas of focus.

A wide range of factors influence the wellbeing of New Zealanders. An example can be seen in the health domain where research indicates up to 80 percent of factors that contribute to poor health sit outside of direct action of the health system and its services.^{19 20}

Similarly, addressing pressing social issues, such as homelessness, poverty, family violence, the global environmental challenge of climate change and responding to health shocks such as the COVID-19 pandemic, requires coordinated action across multiple areas simultaneously to improve outcomes.



For these reasons much of the most significant work that the Public Service carries out is increasingly done through partnerships or collaboration between departments, rather than departments working on their own. This enables the combined impact of the group to be greater than having each agency work in isolation. This is true of both outcomes-oriented work and improvements in services.

By services, we mean the ways in which we can provide information to citizens and families or help them with particular issues (for example obtaining a passport or a benefit entitlement).

The challenge for our Public Service lies in working out how to best group services together so that the focus is on achieving outcomes for New Zealanders rather than on how well the agencies work together.

Partnerships for outcomes

Cross- or multi-agency work programmes are not new, but they are becoming more and more the way we work on significant issues.

Whānau Ora is an example of a long-established and successful approach to working across government, within communities and with whānau. Whānau Ora works by building on the strengths and capabilities of whānau and wrapping the necessary services and support around them to achieve better outcomes and create positive changes. This includes across areas such as health, education, housing, employment, improved standards of living and cultural identity; drawing on the agencies involved in providing these services.²¹

Another recent example of cross-system work is the Healthy Homes Initiative. Centred on Te Whatu Ora | Health New Zealand, the Healthy Homes Initiative works with eligible families to carry out a housing assessment and create a plan for creating a warmer, drier, healthier home.

Te Whatu Ora works closely with several key government agencies such as Kāinga Ora | Homes and Communities, Te Manatū Whakahiato Ora | Ministry of Social Development (MSD), Te Tari Tiaki Pūngao | Energy Efficiency and Conversation Authority (EECA) and, more recently, Hīkina Whakatutuki | Ministry of Business, Innovation and Employment (MBIE) to enhance outcomes for families.²²

Another cross-agency programme is Te Aorerekura: National Strategy to Eliminate Family Violence and Sexual Violence. Addressing family violence and sexual violence will significantly improve wellbeing outcomes of all people in New Zealand. Te Aorerekura is the National Strategy and Action Plan that sets out a new collective path for government, tangata whenua, specialist sectors and communities to eliminate family and sexual violence in New Zealand. Nine agencies of the Public Service are involved in delivering the strategy.²³

There is great potential for expanding outcomes-focused approaches in the Public Service. However, such expansions will pose challenges and require changes in how the Public Service has worked to date.

One challenge is how the Public Service adapts to work more effectively with organisations and stakeholders outside of the Public Service (such as communities, business, local government and iwi). That is, the question is not just about



Receiving the 2022 Service Excellence Award for the National Bowel Screening Programme (from left) Michael Dreyer, Sarah Harihari, Stephanie Chapman, Cathy Whiteside, Chris Kerr, Diana Sarfati, and Deborah Woodley

Case Study 2

National Bowel Screening Programme

Screening saves lives – enabling a cancer to be found at an early stage, when it can often be successfully treated. The Ministry of Health’s [National Bowel Screening Programme](#) started in 2017, and is the first cancer-screening programme offered to both men and women. It’s free for people aged 60 to 74 years across New Zealand. In 2022, the programme received the Service Excellence Award at the Spirit of Service Awards.

The programme has now detected 1,400 cancers, with 35 percent of these cancers in the early stages and highly treatable. Thousands of pre-cancerous polyps (growths in the bowel) have also been found as a result of the programme. If left untreated, these could have become cancerous.

The programme uses an innovative information cloud-based technology solution. The technology supports other screening initiatives, and was adapted to support the National Contact Tracing Solution for COVID-19. The programme is now accessible to over 835,000 New Zealanders, and home testing kits have increased accessibility for people to take part in the screening.

In 2022, the programme lowered the minimum age for Māori and Pacific eligibility for bowel screening from 60 to 50 years. This change recognised that these groups face historical health inequities, and that bowel cancer is twice as likely to occur before the age of 60 for Māori and Pacific peoples when compared with other groups.

how the Public Service works together internally, but also how it works externally.

In its first Long-term Insights Briefing, *Enabling Active Citizenship: Public participation in government into the future*, published in 2022, Te Kawa Mataaho discusses some major challenges for improving public participation in the work of the Public Service. These include culture, capability and resourcing challenges that will take time and commitment to overcome.²⁴

Another challenge lies in strengthening the Public Service's data resources and analytical approach. As outcomes-focused work becomes the prevalent operating model for the Public Service there will be more emphasis than ever on ensuring that we take a rigorous, evidence-based approach to our work.

Data for outcomes

With the complexity of issues, one of the biggest challenges is understanding the causes of poor outcomes and what Public Service actions might help to improve outcomes. Developing our understanding requires good information and more extensive data sources than we have had in the past.

Integrated data can help public services to understand more about people's lives and improve the ways services are offered and delivered. Bringing together the data of different departments, either by combining it in one place or by linking data held in multiple agencies, is a key enabler of innovation in the Public Service.

A significant development has been the Integrated Data Infrastructure (IDI) led by Stats NZ. The IDI contains person-centred information from government agencies, Stats NZ surveys and NGOs.

It includes life events, such as education, income, benefits, migration, justice and health. The IDI complements the Longitudinal Business Database (LBD), which holds data about businesses. The two databases are linked through tax data.

Researchers use the IDI to gain insight into New Zealand's society and economy. There are a multitude of research projects underway at any one time which use the IDI. Recent research outputs include reports on: the likely changes in MSD services following COVID-19; the wellbeing of the Māori population of Auckland; innovation in New Zealand companies and the characteristics of exporting firms; housing needs assessment in Kapiti; and wellbeing indicators/outcomes for young people involved with our youth justice system.²⁵

In other cases, data from a variety of agencies is brought together to resource particular pieces of research. For example the Family Violence Death Review Committee (FVDRC) has used data from from a large range of agencies including New Zealand Police, Ngā Kōti o Aotearoa | Courts of New Zealand, Ara Poutama Aotearoa | Department of Corrections, health agencies, Oranga Tamariki, Kāinga Ora, Accident Compensation Corporation (ACC) and a range of NGOs, to understand the causes of male violence.²⁶

There are other ways in which the Public Service has been working to improve the value of the data to the public that is held both within the Public Service and in other agencies or collections. This data is being made more easily accessible to the public to support research. For example, DigitalNZ (a search site for 'all things New Zealand') was established in 2008, as an ambitious attempt to aggregate the nation's digital content by making data and information held in a multitude of places searchable from a single website. DigitalNZ gives the public free access to more than 30

million digital items from more than 200 national organisations including libraries, museums, galleries and government departments.²⁷

Better services

The Public Service also needs to ensure that the design and delivery of services to the public improve over time. New Zealanders need and expect responsive and high-quality public services and they want the Public Service to work together, when that makes sense, to provide a seamless experience for all service users.

One major way of improving user experience is to change the physical location and configuration of agencies. 'Co-location' of agencies can help provide a more integrated system for accessing government services, where different agencies provide related services.²⁸ Where a range of New Zealanders, from families to businesses, need to interact with different agencies, it is helpful for different services to be delivered in a more integrated way. The need to make information and services more accessible and customer-friendly has led agencies to focus strongly on online access to information and transactional services.

Over recent years agencies have been taking more collaborative approaches with groups of agencies working together to offer online access to related services.

Developments in online services

The development of systems for accessing services and doing business online has accelerated over the past two decades. The COVID-19 experience, with repeated periods of lockdown, has further driven demand for delivering services online. Modernising information technology systems, and

increasing their interoperability, are important enablers for delivering modern and customer-centric public services to New Zealanders.

Govt.nz is a one-stop shop for information on New Zealand government services. All government sites link to Govt.nz, a platform for people who need to interact with the New Zealand government in the course of their day-to-day lives (including New Zealand citizens and residents, or people who want to move to or visit New Zealand).

Information on Govt.nz aims to improve co-operation and partnership across agencies, so that users have a simpler and more trustworthy experience when they are interacting with government.²⁹



There are now more websites that provide information on government services and entitlements across agencies. For example:

- Te Tūāpapa Kura Kāinga | Ministry of Housing and Urban Development (MHUD) website now links together comprehensive information, across five agencies, on a range of housing matters including assistance with construction, letting advice and housing assistance
- connected.govt.nz – an all-of-government website led by MSD that provides support and information for people to find advice and help on mahi and training from a range of agencies. It includes a freephone and 35 drop-in centres across the country.

A further development has been in website-based services that include the ability to conduct applications or transactions with government online. Some of these have been in use for years now; for example applying for a passport on the website of Te Tari Taiwhenua | Department of Internal Affairs (DIA) or registering a car on the Waka Kotahi | New Zealand Transport Agency site.

SmartStart, provided from DIA, is an established avenue for gaining information across a wide range of issues relating to birth and caring for young children, from health and wellbeing advice to the ways in which parents can seek financial support. And it provides the ability to transact with government, such as accessing the birth registration process and applying for best start payments for families supporting a new-born baby.

A range of other services have been modelled on, or built onto, SmartStart. Te Tāhuhu o te Mātauranga | Ministry of Education provides information and services related to parenting toddlers and starting school. DIA has added a service relating to the transition from youth to adulthood and Manatū Hauora | Ministry of Health on ‘Being a Senior’.



MBIE leads Better for Business, a cross-agency programme aimed at identifying and developing easier and smarter ways for business and government to interact. Within the overall programme Business Connect has been established as a one-stop digital platform that makes it easier for business to obtain licenses and permits from different government agencies.

During the period of COVID-19 related restrictions, MBIE was asked to build a service that would allow businesses to apply for permission to travel across Alert Level boundaries. Business Connect put in place a unified system that provided 16 agencies with the ability to process travel applications and the Police with a scannable QR code on business travel documents.³⁰

The system has moved to providing tools and resources to link agencies. Much of the sharing and combining of data across agencies depends on the use of Application Programming Interfaces (APIs) which define how applications and software components communicate with each other. Web-based APIs underpin digital ecosystems by making services and information easily available within and across organisations. This is facilitated by DIA with, for example, the Digital.govt.nz API guidelines.

Service transformation

Beyond information provision and one-off transactions digital technologies can also enable broader changes in how public services are provided in the community. A case in point is the work done by the Ministry of Education and the wider education sector to move schooling online during the COVID-19 lockdown in 2020.³¹ This included working to overcome ‘digital exclusion’ when schools had to pivot to distance learning. The Ministry of Education introduced a range of solutions to bridge the digital gap, including:

- connecting digitally excluded homes
- removing barriers to device and connection costs
- addressing lack of device supply
- providing non-digital learning to increase inclusion.

An example of major organisational transformation is the modernisation of IRD’s systems and processes. During the emergency phase of the COVID-19 pandemic, these changes enabled both the wage subsidy and resurgence payment/s processes to be implemented quickly. (For more details, see Case Study 3 ‘Inland Revenue’s business transformation’).

Improving services is, of course, ongoing and there will always be issues with access to and the appropriateness of services as a result of unavoidable and unforeseen events, such as the surge in workload with the post-COVID-19 demand for passports.



At the 2021 Awards (from left) Inland Revenue’s Greg James, Corey Sinclair, Naomi Ferguson and Wiremu Panapa

Case Study 3

Inland Revenue’s business transformation

A 2021 Service Excellence Award finalist, Te Tari Taake | Inland Revenue has invested in new technology and tools, focusing on simplifying policies and processes, and introducing new ways of working to deliver better experiences for customers.

Inland Revenue’s business transformation process has changed the way the tax system operates, using digital technologies and near real-time data flows driven through an eco-system of banks, software providers and other partners.

The reforms have led to:

- auto-calculation of tax for individuals
- reduction of compliance costs for business
- better more real time information into other systems
- improved tax compliance
- a reduction in departmental running costs
- greater system and process agility to respond to government requirements.

In 2022, Inland Revenue [published the details](#) behind its successful transformation for other agencies and organisations to use. The transformation programme was officially closed off in June 2022 after its legacy systems were fully decommissioned.



Commissioner's comment

The drive for better outcomes and improved services will always be a work in progress. As society and people's needs change, and as technology develops, so will the Public Service need to go on adapting and developing. Also, our own ability to join up across government will continue to develop and this widens the horizons for improvement over time.

The developments described earlier in this section are significant and can be carried forward over the next few years. However, to achieve this, we need greater transparency around outcomes, better engagement beyond the Public Service, further development in the provision of digital services and an even stronger citizen focus in service provision.

Over the next three years I expect to see:

- the Public Service Leadership Team continuing to join-up around outcomes and delivering better services for customers, clients and citizens
- more engagement and partnering with communities to develop services they want and that work for them
- the Public Service stepping aside when communities can deliver a service better themselves
- more services being available digitally, in ways that are easy for people to navigate and use
- more joining up of digital and face-to-face services around individuals, whānau and communities.

Te whakapono, te māia me te ngākau tapatahi | Trust, confidence, integrity

Citizens need to be able to trust public agencies, and the people working in those agencies, to do the right thing, be fair, honest, impartial and responsible and act with integrity.

At the same time, governments need citizens to abide by the rule of law, pay taxes and participate in society by voting and engaging in civic activities. In this way, trust is a two-way street. It supports social cohesion and is vital to the effective operation and legitimacy of the Public Service.

This section discusses trust in the Public Service and outlines steps being taken to preserve and enhance that trust.

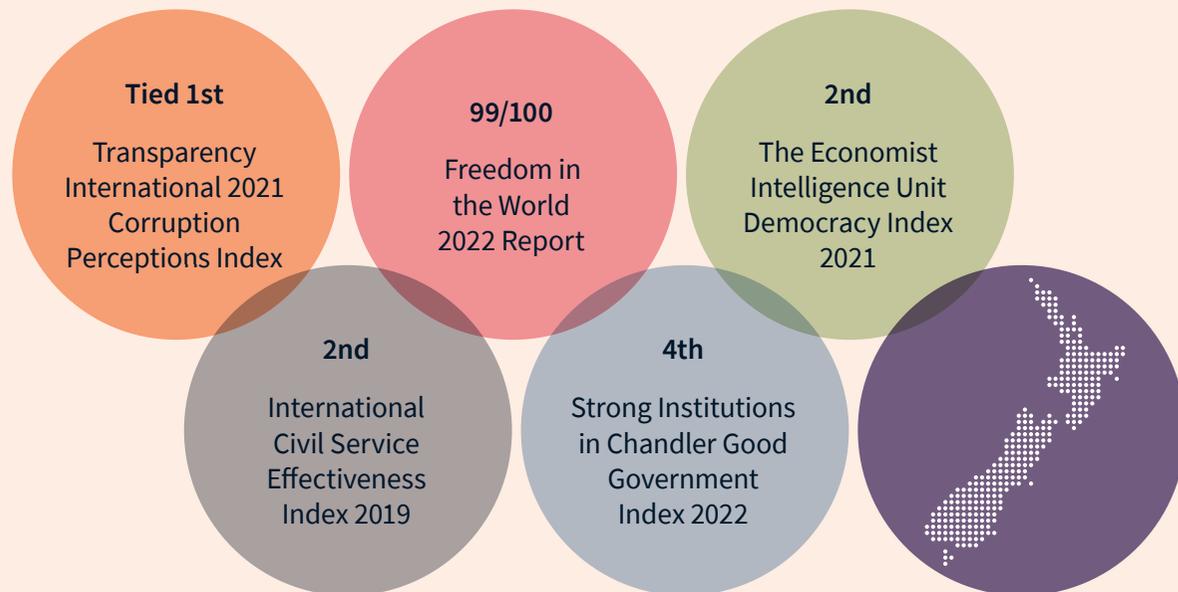
Trust in the Public Service

New Zealand's Public Service has a strong reputation for integrity and trust on the international stage.

Our high standing is evident across a range of indexes with New Zealand ranking among the leading jurisdictions for trust and confidence in the Public Service and government.

Trust in New Zealand's Public Service has trended upwards over the past decade and it continues to be strong at a time when it is being impacted in many jurisdictions.

Integrity and trust in New Zealand's Public Service



New Zealand's Public Service consistently performs well in a range of international studies on integrity and trust. One example is Transparency International's [Corruption Perception Index](#). Transparency International is an independent, non-governmental, not-for-profit that measures perceived levels of public sector corruption around the world. It conducts a yearly assessment of 180 countries to see where public servants and politicians are taking bribes, misusing public money and corporations are bribing officials. In their most recent 2021 index, New Zealand ranked tied for first for the third year in a row. In the 20 years that the Index has been compiled, the lowest rank New Zealand has ever held is third. New Zealand has scored or tied for the top position 14 times. Another example is Oxford University's [International Civil Service Effectiveness \(InCiSE\) Index](#) which compared different countries for civil or public service effectiveness. In the most recent index, 2019, New Zealand was ranked second overall, behind the United Kingdom. New Zealand's Public Service ranked top for integrity, capabilities, and procurement.

A closer look at public trust in New Zealand

Every three months Te Kawa Mataaho conducts the Kiwis Count survey. The survey asks a random sample of 1,000 people from around New Zealand if they trust the Public Service, and why. The survey gives valuable insight into people's views, trust and confidence in government and its role in society.

Kiwis Count has been conducted since 2007 and over that time there has been a long-term overall upward trend in the trust in the Public Service brand. The level of trust in the Public Service based on personal experience with public services has remained high (around 80 percent) for many years.

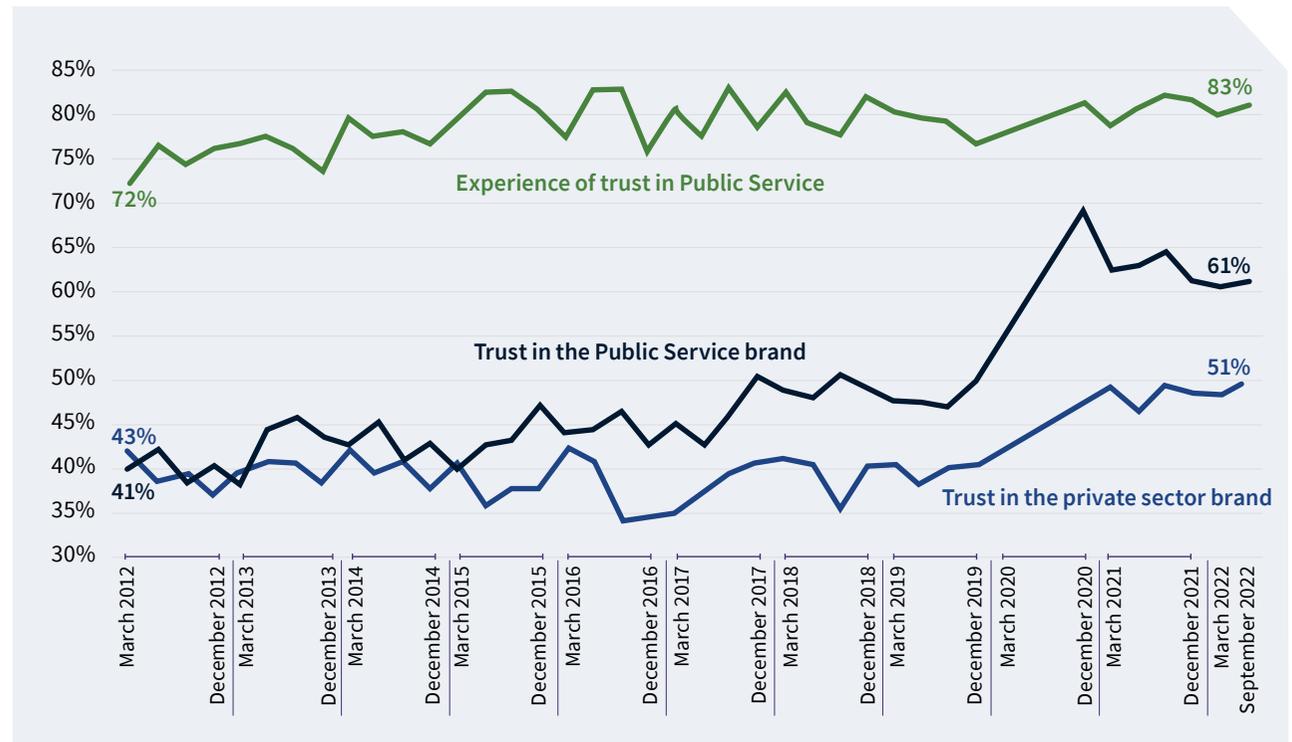
This is testament to the many and varied ways public servants help New Zealanders in their lives.

The September 2022 headline measures for Kiwis Count show that:

- 83 percent of New Zealanders trust public services based on their personal experience
- trust in the Public Service brand sits at 61 percent
- trust in the private sector sits at 51 percent.

Although overall trust in the Public Service is high, the level of trust differs between different groups within New Zealand. Table 1 illustrates trust by ethnicity in September 2022. It shows that Māori respondents tend to have lower trust based on personal experience with the Public Service and with the Public Service brand.

Figure 1: Trust in the Public Service, June 2012 – September 2022



Public trust during the COVID-19 pandemic

Even before the COVID-19 pandemic, a gradual increase in trust for the public sector brand was evident. In 2020, during the COVID-19 response, there was a spike in trust, hitting 69 percent at its peak in December of that year. Though levels have dropped as the situation has normalised, we have retained much of the gains we saw with COVID-19. The highest levels of trust in the public sector brand before COVID-19 was 51 percent (December 2019), compared with 61 percent in September 2022.

MĀORI PERSPECTIVES ON PUBLIC ACCOUNTABILITY

FINAL REPORT

04 JULY 2022

Better understanding factors influencing trust for Māori

As part of its work on the future of public accountability, Te Mana Arotake | Office of the Auditor-General commissioned Haemata Limited to help it understand more about Māori perspectives on public accountability and trust. In July 2022, Te Mana Arotake released [Māori Perspectives in Public Accountability](#), which drew together the views of participants representing a range of Māori voices (i.e., iwi, hapū, whānau, public servants, professionals, academics, and recipients of public services).

One of the study's main findings is that trust is centred on interpersonal relationships, which means that trust is built with the people inside an organisation rather than with the organisation itself. The report also discusses how trust is reciprocal, the role tikanga can play in building trust, and the way power imbalances undermine trust.

Participants also said that public sector leaders had a responsibility to be visible, and to be open to being questioned. They emphasised the role of all public servants to develop more knowledge about the history, values, and practices that shape Māori worldviews, and the importance of this in building trust. There were also findings relating to educating the community, forming closer connections, actively listening, and continuing to ask what else can be done.

As an Officer of Parliament, the Auditor-General's work gives Parliament and the public an independent view of how public organisations are operating. The aim of this work is to improve the performance of, and the public's trust in, the public sector.

Case Study 4

Table 1: Trust in the Public Service by ethnicity, September 2022 (year to date)

Ethnicity	Trust in the Public Service based on personal experience	Trust in Public Service brand	Trust in private sector brand
European	82%	60%	50%
Māori	76%	53%	41%
Pacific	80%	64%	45%
Asian	82%	70%	55%

The gap between Māori and other ethnic groups decreased during the height of the pandemic, but Māori trust in public services was still lower than for other groups.

Kiwis Count also reveals some differences in trust by age and gender. For example, younger people (under 25 years) tend to have lower levels of trust based on their experiences (75 percent) than New Zealanders aged 65 years and over (88 percent). Women have had slightly lower trust based on their personal experience over the last three years, with no consistent pattern before then.

Disabled people also have had generally lower levels of trust in the Public Service than non-disabled people.

New Zealand is working with the OECD on drivers of public trust

The Organisation for Economic Co-operation and Development (OECD) is an international organisation that works to build better policies globally for improving lives for all. Its Trust in Government framework highlights some important dimensions to public trust. These relate to responsiveness, reliability, integrity, openness and fairness. Cultural, socio-economic and political drivers and government's capacity to address global and intergenerational issues are also important elements of trust during and after crises.

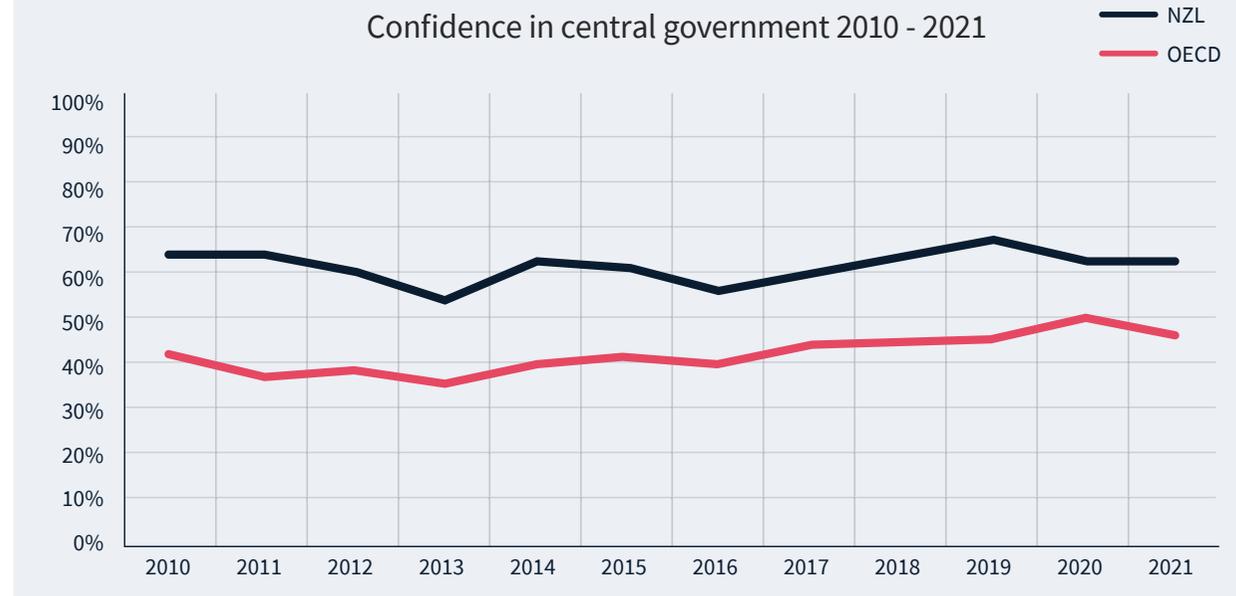
OECD Trust Survey 2021/22

New Zealand was one of 22 countries that participated in an OECD cross-national survey of trust in government and public institutions. The OECD, with support from Te Kawa Mataaho, surveyed around 2,000 New Zealanders on their views of government institutions. Findings from this comparison showed:

- New Zealand is among the countries whose populations have the highest trust in the Public Service
- we performed well on providing reliable services and providing good access to information
- we could improve on meaningful engagement with the public and responding to feedback.

The survey results also included public perceptions of integrity of public servants. Findings showed that 27 percent of New Zealanders think a public servant would be likely to accept a bribe. This is lower than the OECD average of 35 percent and among the best score of any country in the study. The findings present an opportunity to better highlight and communicate the high standards public servants adhere to in their day-to-day work.

Trust in New Zealand public institutions continues to be higher than the OECD average



Source: OECD, Government at a Glance 2022 dataset.

New Zealand country study (2022)

New Zealand was also selected by the OECD for an in-depth case study about the drivers of public trust in this country, in part because of the success of our country's response to the COVID-19 pandemic. The study will build on the country-specific results from the trust survey using background information gathered through interviews with a range of leaders from our Public Service, politicians, community leaders and academics.

Similar case studies have been completed for Finland, Norway and South Korea, with a report for Brazil due later in 2022. The OECD is expected to report on the findings of the New Zealand study at the end of 2022.

Findings from the OECD's survey and country studies will inform important work underway in areas such as active citizenship, social cohesion, integrity and strengthening Māori-Crown relations.

Integrity is integral to public trust

Public trust and confidence are hard won and easily lost. To maintain and enhance trust and confidence the Public Service needs to show it is trustworthy and acts in the interests of New Zealand and its people.

People expect those working in government to act ethically and use public resources responsibly and never for personal gain. Breaches can erode the trust people place in the Public Service and undermine its credibility and legitimacy to act.

Having a Public Service that reflects the diversity of the communities it serves is another important dimension of trust. Progress on diversity and inclusion in the Public Service is discussed later in the briefing.

Our standards of integrity and conduct

The Public Service Commissioner sets the standards of integrity and conduct (Code of Conduct) that apply to many public sector agencies and their staff. Public servants, regardless of their department or agency, must act with a spirit of service to the community and meet the standards of integrity and conduct set out in the Code of Conduct. Breaches of the Code are managed through employment arrangements at the agency level, in the first instance.

It is important that guidance remains up-to-date and easy to access and understand. In 2017, the Commissioner issued (for the first time) a code of conduct for Ministerial staff. Ministerial staff are employees of DIA who work directly to a Minister in that Minister's office rather than a

department. While Ministerial staff are not required to be politically neutral, it is important they meet the same standards of integrity as other Public Service employees.

In 2021, the Commissioner issued a new code of conduct for Crown entity board members. Boards oversee the operations and performance of Crown entities. A key requirement is for Board members to act with the highest level of integrity, meeting professional and personal standards.



In April 2022, the Commissioner released *He Aratohu: A guide for Public Servants on Matters of Integrity and Conduct*. This publication brings existing guidance into one place and includes the three key elements of:

- standards of integrity and conduct (code of conduct) which set out the minimum standards of conduct all public services are expected to follow
- model standards which set out the Public Service Commissioner's minimum expectations on specific integrity areas

- guidance to support public servants and agencies in maintaining appropriate conduct on a range on integrity matters.

Embedding the guidance is ongoing and will help to preserve integrity and prevent mistakes from being made. The guidance is kept under active review and the current code of conduct and model standards are in the process of being refreshed to align with the principles and values set out in the Public Service Act 2020. In the meantime, the current guidance applies.

There are a range of other valuable resources and guidance on integrity for public servants. Examples include: making a protected disclosure (Ombudsman); anti-corruption training (Serious Fraud Office | Te Tari Hara Tāware); and managing conflicts of interest and confidentiality in procurement (MBIE).

Through Tumuaki o te Mana Arotake | Office of the Auditor-General, the Auditor-General, an Officer of Parliament, has developed an integrity framework 'putting integrity at the core of how public organisations operate'. This framework aims to support senior leaders and those in governance roles to take a whole-of-organisation approach to building and maintaining a culture of integrity.

Speaking up (protection of whistleblowers)

People who work within an organisation are often in the best position to detect wrongdoing. Empowering people to speak up without fear of reprisal can help prevent and detect wrongdoing.

Case Study 5

The OECD recognises whistleblower protection frameworks as being a crucial component in promoting a culture of accountability and integrity.³² This year the Protected Disclosures (Protection of Whistleblowers) Act 2022 came into effect.

The 2022 Act clarifies and strengthens the previous 2000 Act, giving more support to whistleblowers. This includes requiring public sector organisations to provide support for disclosers and to say how they will do this in their internal procedures. Under the new Act, people can also report serious wrongdoing directly to an external authority and the coverage of serious wrongdoing now extends to the misuse of public funds or public authority by NGOs. These are important provisions designed to uphold integrity.

It is also important that the right pre-employment checks are undertaken when someone joins the public sector to ensure that the person is suitable for the role and meets high standards of integrity and honesty. To support this, the Public Service Commissioner has issued additional expectations on organisations when recruiting and exiting employees and contractors in the form of model standards. Agencies are expected to undertake the right checks when employing people and complete, wherever possible, investigations into serious misconduct and consider what the agency can say if asked for a reference by future employers.

Programme from the Working with Survivors Model Standards event

New expectations to empower survivors of catastrophic events

Te Mahi me ngā Mōrehu | Working with Survivors Model Standards were launched in August 2022. The model standards provide system-level guidance to help government agencies work better with survivors of large-scale catastrophic events. The standards were co-designed in partnership with the Stand with Pike Families Reference Group (FRG). The standards have been shaped by the experiences of the FRG and survivor groups from other significant national disasters (such as Aramoana, Cave Creek, Pike River, the CTV Building, March 15th, and Whakaari/White Island).

The standards call agencies to three key actions:

- Empower survivors. Survivors may have lost their power and agency, and their ability to make decisions may be compromised. Support from the Public Service can help to empower survivors.

- Be upfront. Survivors need to know what happened. They need open and honest communication.
- Work together. To ensure that survivors get clear messages and equitable support, public servants need to work together.

The model standards are a first step in a journey of continual improvement. These will be updated as survivors and Public Service agencies share their experiences and ideas.

There are other model standards, set by the Public Service Commissioner, to guide public servants in important areas of integrity. These include: positive and safe workplaces; speaking up; workforce assurance; conflicts of interest; chief executive gifts, benefits and expenses; information gathering; and public trust. The model standards can be accessed through [He Aratohu: A guide for Public Servants on Matters of Integrity and Conduct](#).

Commissioner initiated investigations and inquiries

All public sector organisations are made up of people and people sometimes make mistakes. The approach we take is to learn from these mistakes, so these do not happen again.

Where issues of significance are identified, the Public Service Commissioner is empowered to open investigations and inquiries and require agencies to provide information and answer questions. The Commissioner has initiated eight inquiries since May 2017. When an inquiry of this nature is completed, the outcome is made public and published on the Te Kawa Mataaho website. This is important for transparency and aids system learning.



A SFO investigator/ Members of the SFO Counter Fraud team

Case Study 6

Serious Fraud Office Investigations

The Serious Fraud Office (SFO) is using its decades of experience in [investigating and prosecuting serious financial crimes](#) to help the public sector strengthen its resilience to fraud and corruption. Fraud involving public funds diverts money from those who need it most, and undermines confidence in public institutions.

The SFO generally has about 30-40 investigations and prosecutions open at any one time. Public sector corruption matters make up an increasing percentage of the SFO's cases (upwards of 40 percent). In some respects, this is positive as overseas evidence indicates this is the consequence not of more offending, but of more offending being reported and greater awareness of the threat.

The SFO set up a Counter Fraud Centre, funded by Budget 2022, which helps the public sector design and implement effective fraud and corruption prevention systems. The Centre has developed a fraud capability assessment, leads a Community of Practice for risk and integrity practitioners, and is publishing good practice guidance for agencies to better manage the risk of fraud. The SFO is also working with the Ministry of Justice and Police to develop a National Counter Fraud and Corruption Strategy.

Commissioner's comment

Trust in the Public Service is the sum of both the small and significant interactions that occur daily between public servants and citizens. For most New Zealanders that trust is high. And most public servants perform their roles with integrity, earning the trust New Zealanders place in them.

But trust is not universally high across all groups. And integrity is not something that can be taken for granted. That is why we need to continue to work in ways that maintain and build trust and that uphold integrity.

Public Service leaders are continuing to look closely at what drives trust here in New Zealand and to shape our services and upskill our people accordingly. This will assist us as we seek to improve outcomes and maintain our high standing for trust and integrity nationally and on the international stage.

Over the next three years I expect to see:

- a Public Service that people trust and that maintains its strong performance and reputation for integrity (including through the Kiwis Count survey and on the international stage)
- more Public Service agencies monitoring service experience and acting on feedback received
- a strong Spirit of Service ethos that is owned, communicated and celebrated across the Public Service, and backed by the right policies, systems and culture
- increasing understanding of the needs and experiences of those communities that have lower levels of trust in the Public Service and taking action to earn their trust and confidence.

Kāwanatanga tuwhera me te kirirarautanga | Open government and active participation

At a time when governments the world over are wrestling with the rise of mis- and dis-information and some groups are disengaging from the democratic and social norms of society, it is as important as ever to provide open and transparent government.

Working in an open and transparent way helps to build trust and strengthens democratic government. Fostering a culture of open government is a guiding principle under the Public Service Act 2022.

Official Information Act

Timely access to official information is an important factor of open government. In the past all public servants were bound by the Official Secrets Act 1951 and could not publicly reveal anything that crossed their desk.

Since the Official Information Act (OIA) was passed in 1982, New Zealanders' access to information has changed dramatically. Any person or organisation in New Zealand can request information from government and, unless there is a specific reason that the law provides for withholding that information (for example, the privacy of a person), the information must be released.

The OIA provides greater access to information than comparable legislation. For example, the Freedom of Information Act in Australia contains broader grounds for withholding information.

Other New Zealand legislative reforms have built on the principles and practice established by the OIA. For example, the Privacy Act 2020, which replaced the parts of the OIA that dealt with access to personal information, provides a comprehensive regime for accessing such information across the public and private sectors.

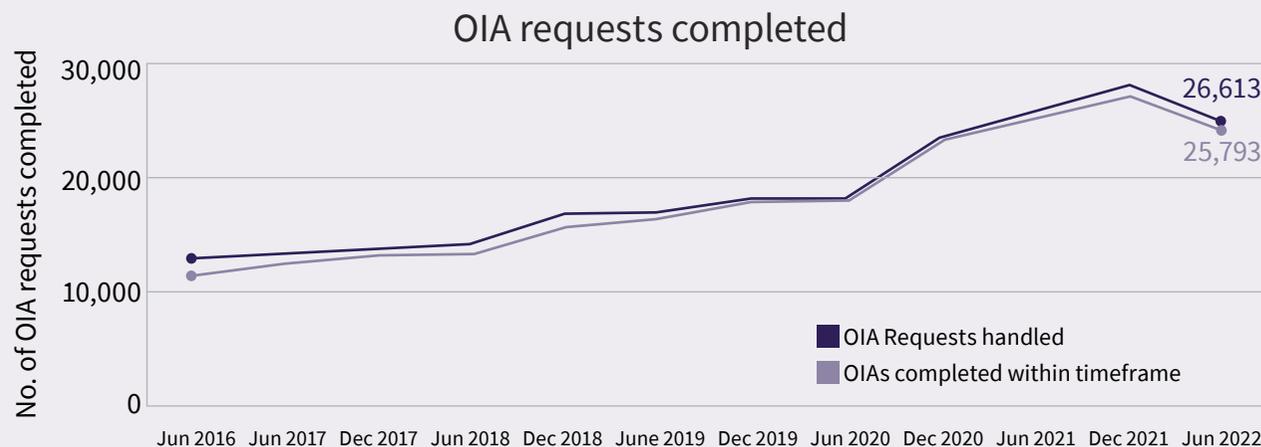
Increasing timely access to official information

In 2016, Te Kawa Mataaho took on responsibility for providing assistance and advice relating to the OIA. Together with the Ombudsman, Te Kawa Mataaho now works to improve agencies' compliance with the letter and spirit of making official information available to the public. This work supports the public sector broadly, with around 100 agencies being monitored. In addition

to this, approximately seven times a year, Te Kawa Mataaho holds OIA forums for new and experienced practitioners to share knowledge and experience. These forums are well supported.

Since 2016, the rate of requests responded to within the timeframe required by law has improved from 91 percent, with the rate consistently sitting at 97 percent or higher in the past three years. At the same time, the number of requests has risen dramatically, increasing by almost 90 percent, from about 14,100 in the six months to June 2016, to 26,600 in the six months to June 2022 (following a high of 29,700 in the six months to December 2021).

Figure 2. OIA requests handled and completed within timeframe, Jun 2016 - Jun 2022



Note: The first two OIA collections covered an annual period (July 2015 to June 2016 and July 2016 to June 2017). The graph shows a six month cut of the annual information for comparability purposes.

The Ombudsman has noted that of the tens of thousands of requests for information made under the OIA every year “most are met with few issues”.³³ However, while overall the Public Service performance in relation to OIA requests has improved, there remains variations in performance between agencies and reports of long delays in some situations. Investigations by the Ombudsman, media stories and the Commission’s own reporting highlight potential deficiencies in practice. More work is required to improve OIA response practices and remove unwanted variation between agencies.

The demands of the COVID-19 crisis took a toll on the timeliness of the two agencies at the frontline of the response (MBIE and the Ministry of Health). Te Kawa Mataaho has been working with both agencies to ensure they have the resources to improve.

In September 2022, the Public Service Commissioner published, for the first time, expanded OIA performance measures for government agencies covering extensions, refusals and transfers. This set of measures will form part

of regular ongoing reporting on OIA performance for government agencies, further increasing open government and transparency for the public. Moreover, Te Kawa Mataaho will use the information, along with qualitative feedback from agencies, media, the public and other stakeholders, to inform its activities.

Te Kawa Mataaho will use its strong community of practice, the Official Information Forum, to continue to upskill the sector, share knowledge and build capability. This will be supported by its suite of guidance, increased support and training where needed and working directly with outliers.

Increasing proactive release of information

In 2016, nine agencies were publishing their OIA responses on their websites. This increased to 69 agencies in 2021, with collectively 5,300 responses being published in the 2021/22 year. This is part of a much larger shift toward government departments sharing information proactively. For example, Public Service agencies are increasingly publishing copies of the advice provided to their Minister once it has been considered by the Minister.

Figure 4: Long-term Insights Briefings

The value of the Long-term Insights Briefings is the opportunity to identify and explore the issues that matter for the future wellbeing of the people of New Zealand.

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

Examples of topics being examined

-  Statement on the long-term fiscal position
He Tirohanga Mokopuna (Treasury)
-  How can we better support public participation in government (Te Kawa Mataaho)
-  Long-term insights about imprisonment and what these tell us about future risks and opportunities (Justice Sector)
-  The long-term implications of our ageing population on the future of housing and urban development in Aotearoa New Zealand (Ministry of Housing and Urban Development)
-  The future of business for Aotearoa New Zealand: a focus on two trends influencing productivity and wellbeing (MBIE)

Figure 3. Number of agencies publishing OIA responses, Jun 2016 – Jun 2022



However, government departments putting more and more material about their work online presents other challenges, with the searchability, functionality and structure of agencies' websites varying greatly. Te Kawa Mataaho has created a central hub that provides users with a single point of access to agency proactive release web pages. The hub is available on both publicservice.govt.nz and data.govt.nz.

Open government is happening in other ways too. Under its membership of the Open Government Partnership, New Zealand is implementing a range of actions informed by input and ideas from citizens and other groups.³⁴ Examples of recent areas of commitment include a focus on young people through initiatives such as Youth Parliament and a school leavers' toolkit, as well as increasing the visibility of government's data stewardship and developing a charter of government algorithms.

Active citizenship

Future thinking, looking for patterns in data, customer insights and citizen participation are important features of a modern Public Service that delivers services the public value and trust.

Increasing public participation in policy and service development is an important focus within this. Governments are increasingly engaging citizens and seeking their input and views on important issues affecting them, including down to the level of examining options and trade-offs. It is recognised that participation and

trust reinforce each other, and that better outcomes and services can be achieved by working closely with citizens and service users within the context of the representative democracy.

Looking ahead supports system stewardship

[Long-term Insights Briefings \(LTIBs\)](#) were introduced under the Public Service Act 2020. They are an important part of system stewardship. Public Service agency chief executives are required to prepare and publish LTIBs at least once every three years.

The purpose of the briefings is to make available into the public domain:

- information about medium- and long-term trends, risks and opportunities that affect or may affect New Zealand and New Zealand society
- information and impartial analysis, including policy options for responding to these matters.

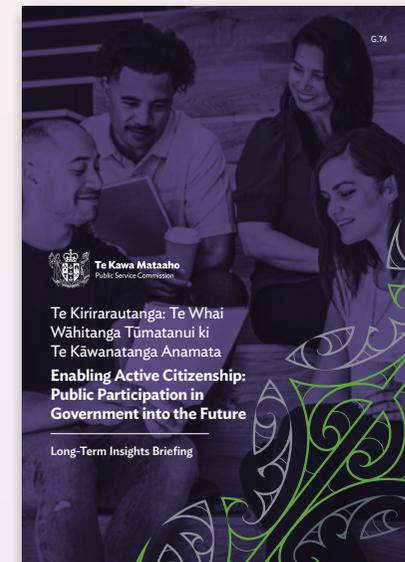
The LTIBs are developed, independent of ministerial direction, and provide for input from the public. Once finalised, the briefings are examined by a select committee.

The inaugural LTIB suite is expected to be completed in 2022/23. Examples of areas being examined by agencies are outlined in figure 4. The full range of briefings is found on the [Te Kawa Mataaho website](#).

Enabling active citizenship and building community engagement capability

In June 2022, Te Kawa Mataaho published and presented to Parliament its first long-term insights briefing, [Te Kirirarautanga: Te Whai Wāhitanga Tūmatanui ki Te Kāwanatanga Anamata | Enabling Active Citizenship: Public Participation in Government into the Future](#). Public participation in the work of government helps build trust, both in New Zealand overall and in the context of Treaty of Waitangi relationships.

Te Kawa Mataaho thinks public participation will play a bigger part in how government makes decisions and how our democracy works in the future. The briefing explored the factors that can enable participation in future, and examined forms of participation. It sets out options for the future development of participation based on clear standards, capability development in the Public Service, and the use of a broader range of participative approaches.



LTIBs are important, not only for the ideas, public input and direction they generate, but also in growing the capability of the Public Service to engage with civil society, Māori, businesses and NGOs to transform the way we work and the work we do.

This is the first round of the three yearly LTIBs briefings. As with any new requirement, there are opportunities to learn about what worked well alongside areas for improvement. Te Tari o te Pirimia me te Komiti Matua | Department of the Prime Minister and Cabinet (DPMC) is leading work on the LTIBs and is planning to review the process in 2023 following the first full round of briefings. Although it is early in the development of LTIBs, there are signs agencies are using the LTIB experience to inform their thinking and work over the medium-to-longer-term.

Public participation

Shifting from traditional consultation to genuine engagement with citizens, including designing initiatives with citizens and those with expertise and lived experience is an important direction of travel.

Deliberative democracy methods such as citizen assemblies or juries are being increasingly utilised in a range of countries to complement traditional representative democracy by voting in general elections.

Engaging people from the outset can lead to better outcomes. Initiatives such as Enabling Good Lives supporting disabled people and Working with Survivors Model Standards are examples of this (see Case Study 5).

There is more to do to make this type of working commonplace and to increase citizen participation more generally. The inaugural Te Kawa Mataaho LTIB explored the topic of public participation in government into the future (see Case Study 7).

It will take time, leadership and capability building to shift towards greater citizen participation in public service and policy design.

A range of resources and case studies have been developed and disseminated to support Public Service agencies' participatory approaches. This includes, for example, principles and concepts of community engagement in policy development, a design tool to assist policy advisers to choose the appropriate level of engagement on the IPA2 Public Participation Spectrum for a specific policy issue and a guide to inclusive community engagement, to help agencies better understand how to involve diverse communities in the development of public policy.



Commissioner's comment

New Zealand's strong reputation for openness and transparency on the international stage is the result of sustained efforts to promote open government.

Recent improvements are evident in making official information more accessible and using different channels to share information proactively. These efforts will need to continue to ensure we keep pace with the changing information digital landscape and people's preferences.

Bringing citizens into service design and policy making will assist us in providing relevant and accurate advice to government, and improve our services, as we steward the system over the medium-term.

Over the next three years I expect to see:

- sustained performance in official information request timeliness, including promptly identifying and addressing specific instances that do not adhere with the purposes, principle and spirit of the Official Information Act
- more proactive release of information and data and in ways that make it easy for people to access, navigate and use
- customers, clients and citizens have clarity about when and how they are being engaged in service and policy design
- increasing use of co-design and innovative engagement models.

Te hononga i waenga i te Māori me te Karauna Māori-Crown relationship

The Treaty of Waitangi is central to New Zealand's constitutional framework. It sets out distinct rights, interests and responsibilities of the parties to the Treaty in accordance with the relationships that were recognised (those between the Crown and iwi/hapū) and those created (the Crown and Māori citizens) by the Treaty.

The Public Service has a key role in supporting the government to consistently meet its obligations under the Treaty of Waitangi.

The Public Service has always played a crucial role in the relationship

The Public Service has always had an important role in supporting the Crown to be a good Treaty partner as well as fulfilling its responsibilities to Māori citizens.

From the 1990s to the 2010s, a significant part of this role included supporting the Crown to negotiate the settlement of historical Treaty claims. Some of these settlements have included arrangements between Māori and the Crown to improve Māori wellbeing, environmental, cultural and economic outcomes.

More recently, the Public Service and hapū, iwi and other Māori groups have increasingly been working together towards meeting Māori needs, interests and aspirations outside a historical Treaty settlement context. The following sections provide several examples of this shared work.

The Public Service Act formally recognises this role, for the first time

The Public Service Act 2020 is a milestone in recognising the importance of Māori-Crown relationships.

Section 14 of the Act explicitly states that the role of the Public Service includes supporting the Crown in its relationships with Māori under the Treaty and formalises expectations on Public Service leaders. In practice, this means Public Service agencies need to develop and maintain the skills required to engage with Māori and understand Māori perspectives.

The Public Service is building its capability

It is important that the Public Service is ready and well equipped to deliver its role in the Māori-Crown relationship.

There is an expectation that the Public Service will build its cultural capability in several areas to support the evolving nature and complexity of Māori-Crown relationships. These areas include te reo Māori, tikanga and kawa, Māori worldview knowledge, New Zealand history and engagement with Māori.³⁵

In a post-Treaty settlement context, it is also important for the Public Service to recognise the importance of engaging with hapū and iwi as Treaty partners when developing public policy advice and in designing and delivering services.

We are making progress on this, but there is still a lot of work to do.

Te Arawhiti is leading work to support Māori-Crown relationships

In 2018, Government created Te Arawhiti | the Office for Māori Crown Relations. This is a departmental agency dedicated to leading the Public Service to support Māori-Crown relationships as well as other important

work including completing historical Treaty claims settlements and supporting the Crown to meet its Treaty settlement commitments.

In 2021 Te Arawhiti launched the Whāinga Amorangi capability framework which set common expectations for how all Public Service agencies should build their Māori-Crown capabilities over time.

Under this framework, agencies must have a plan for how they will build their Māori-Crown capabilities. This includes building the confidence of leaders and all staff in te reo Māori, tikanga Māori, New Zealand history, understanding and applying the Treaty and engaging with Māori. Agencies will also need to track their progress in these areas and make the organisational changes needed to address longstanding institutional barriers to true partnership.

Te Arawhiti has also prepared a range of resources to support the Public Service on these matters (including the [2019 Cabinet circular on Tiriti | Treaty analysis](#), and the [Te Arawhiti engagement framework and partnership principles](#)).

Other agencies, such as DPMC, have also developed new ways to apply these approaches in their work. Te Puni Kōkiri, as the government's principal policy advisor on Māori wellbeing and development, has a role in supporting whānau, hapū and iwi capability to realise their aspirations.

We are building a clearer picture of capability in the Public Service

These actions are driving changes in the Public Service, and we are building a clearer picture of how we are doing.

In 2021, we launched [Te Taunaki](#), the first ever Public Service census, to which 40,000 public servants responded.

Among many other things, Te Taunaki captured data on Māori-Crown capability and sets a baseline against which we can measure in future.

Most public servants feel supported, but proficiency in some areas is low

Te Taunaki showed that a majority of public servants are committed and feel supported to build their understanding of te reo and tikanga Māori, but there are relatively low levels of proficiency.

- 69 percent of public servants understand how their agency's Treaty responsibilities apply to its work
- 69 percent are comfortable supporting tikanga Māori in their agencies
- 65 percent say they are encouraged and supported to engage with Māori to ensure Māori views and perspectives are considered
- 65 percent of public servants said staff at their agency are encouraged to use te reo Māori; 59 percent are supported to develop their skills in te reo; and 58 percent use at least some te reo at work

- however, only six percent can have a conversation about a lot of everyday things in te reo Māori, with this jumping to 26 percent for Māori public servants.

Continuing to build these capabilities in the Public Service is a long-term journey.

We must continue to prioritise and appropriately resource this work. We also need to make sure that we recognise and value the experience that Māori public servants bring to their work.

We must work differently to support Māori wellbeing and aspirations

Under Article 3 of the Treaty (ōritetanga), the Crown has made commitments about ensuring equity for Māori.

These commitments are about supporting Māori to have equity in outcomes, as well as enabling Māori to realise their own aspirations.

While many public services are delivering effectively for most New Zealanders, we know that some are not reaching or meeting the needs of all whānau Māori. For example, people who face severe housing deprivation (homeless, inadequate or insufficient housing) are more than three times as likely to be Māori or Pacific than the general population, and this can create barriers to accessing other services and achieving equitable outcomes.

Designing and delivering services differently

One way the Public Service is trying to address the problem of not reaching or meeting the needs of all whānau Māori is through designing and delivering its services in ways that are responsive to Māori and support equitable

outcomes. For example, the minimum age for Māori and Pacific eligibility for bowel screening was lowered from 60 to 50 years, recognising bowel cancer is twice as likely to occur before the age of 60 for Māori and Pacific peoples when compared with other groups.

This approach recognises that achieving equitable outcomes can mean working in different ways to help different groups. (For more details, see Case Study 2).

Exploring ways to support Māori-led approaches

The Public Service is also increasingly exploring how we can support Māori-led approaches to improving wellbeing.

One example of this is Ngā Tini Whetū, a prototype which uses the Whānau Ora commissioning model to enable whānau to access early supports tailored to their own needs.

Ngā Tini Whetū is being implemented across Te Ika-a-Māui/ North Island by Te Puni Kōkiri, Oranga Tamariki and ACC in partnership with the Whānau Ora Commissioning Agency. Ngā Tini Whetū is based on a whānau-centred model which builds on the strengths and capabilities of whānau, wrapping the necessary services and support around them to get better outcomes and create positive changes.

Ngā Tini Whetū represents change, and challenges for the Public Service

Ngā Tini Whetū is a big change from the status quo and standard approaches to designing and delivering services. We can expect to learn from it, to understand what works and where the challenges lie.

[An early evaluation of Ngā Tini Whetū in 2021](#) found positive results for whānau, but also noted that there were challenges for the Public Service to work through.

It found that the prototype reflected shared Māori-Crown aspirations for whānau wellbeing. It also found that Ngā Tini Whetū has challenged Public Service agencies to better understand how to partner with a kaupapa Māori organisation and build mutual trust.

However, it also found that agencies need to identify how to build experience, capability and evidence to support Whānau Ora and other forms of collaborative working.

COVID-19 provided opportunities to build effective relationships

The COVID-19 pandemic is arguably the biggest challenge New Zealand has faced in recent years. It has required government, hapū, iwi and communities to work together in new ways.

From the early stages of the pandemic, iwi and whānau were concerned about its effect on their communities and wanted to play an active role in protecting their most vulnerable.

As part of the immediate response to COVID-19, we saw many examples of iwi and Māori leadership and collaboration with the Public Service to provide essential services for Māori and the wider community.

For example, iwi partnered with health services to deploy mobile clinics to undertake targeted testing for Māori and whānau in Tairāwhiti and Te Tai Tokerau.

Te Puni Kōkiri, and Whānau Ora partners, provided combined iwi and health services, including deliveries of firewood and kai to vulnerable whānau, and rongoā (Māori medicine) packs for support workers.

The pandemic response also revealed challenges in effective collaboration between Māori and the Crown.

Some hapū, iwi and Māori organisations said that they faced challenges working with the Public Service, as agencies were not always joined up or at times gave conflicting messages.



Members of the Porirua Housing Partnership team in 2020 (from left) James Te Puni (Te Āhuru Mōwai), Jo Murray (Ministry of Housing and Urban Development), Tā Matiu Rei (Te Āhuru Mōwai), Daniel Soughtton (Kāinga Ora), and Kaye Cunningham (Ministry of Social Development)

Case Study 8

Enabling iwi housing aspirations in Porirua

The winners of the 2020 Māori Crown Relationships Award started with kōrero, cups of tea and building trust. This project is a reflection of what's possible through early and meaningful engagement with Māori around a united set of goals for a place and its people.

This partnership (between Kāinga Ora – Homes and Communities, Te Rūnanga O Toa Rangatira – Ngāti Toa, Te Āhuru Mōwai, Ministry of Housing and Urban Development and Ministry of Social Development) enables iwi housing aspirations in Porirua. This is a modern, future-focused partnership, based on a shared vision of a thriving community. The partnership is helping return whenua to iwi and devolving management of assets, to improve intergenerational wellbeing and the health of mokopuna.

Under this partnership, [Te Āhuru Mōwai](#) (as a registered community housing provider), is managing and upgrading about 900 homes in western Porirua. These homes provide tenancies for people on very low incomes with social support needs. Since 2020, Te Āhuru Mōwai has: established itself as the largest iwi-owned community housing provider; built trusting relationships with the whānau they look after; and engaged with the wider community about the positive changes they want to see in western Porirua.

In September 2022, Kāinga Ora, Ngāti Toa and partners launched the Le Fale Job and Skills Hub in eastern Porirua. This hub will provide pathways to employment and a wide range of skills that will address critical gaps including getting into homeownership, financial literacy, driver's licence support, and whānau-centred child support.



The Taumata Arowai Board and Te Puna visit to Waikato in December 2021 where they discussed their intentions to work as partners, which resulted in the Memorandum of Understanding

Credit: Te Rawhitiroa Bosch

Case Study 9

Establishing a partnership: the Taumata Arowai Board and Te Puna

Together, the Board and Māori Advisory Group (Te Puna) of Taumata Arowai are working towards their vision of ‘Safe water every day for everyone – Tiakina te wai, hei orange te katoa’. As the 2022 Leadership in Governance Award winner, this partnership is demonstrating strategic, practical, and successful governance through its commitment to upholding Te Tiriti o Waitangi and embedding Te Mana o te Wai.

Established as a Crown entity in 2021, [Taumata Arowai](#) is the Aotearoa water services regulator, governed by an independent, Minister-appointed Board. Te Puna and the Board established a partnership approach that gives Te Puna direct input into Board decision-making.

This partnership ensures the Taumata Arowai regulatory role reflects Māori perspectives and expertise. The partners are providing the strategic and thought leadership required to establish the new water services regulatory regime. In turn, this helps to give effect to Te Mana o te Wai for the betterment of current and future generations.

The governance arrangement is modelling how a strategic partnership can be effectively built into decision-making processes. At the foundation of this partnership is collaboration, ensuring each decision and process is conducted in a transparent, open and informed manner.

Te Puea Memorial Marae and the Public Service adopt co-location

The work of Te Puea Memorial Marae is showing what can be achieved where Māori leadership is actively supported by the Public Service.

Te Puea Memorial Marae is an urban marae in Māngere, Auckland. In 2016, a homelessness crisis in Auckland saw the marae open its doors to the urgent needs of homeless whānau/whānau kāinga kore.

Over two months, more than 180 people came to the marae for help. Te Puea Memorial Marae developed a marae-based, wrap-around whānau-centred programme, Manaaki Tangata, to place whānau into homes and help them get their lives back on track. The marae has since built strong relationships with a range of government agencies, including MSD, which are now co-located at the marae.

This co-location model has enabled closer partnerships and greater flexibility in how whānau are supported. For example, MSD adapted its contracting mechanisms to better reflect how services were delivered at the marae.

The co-location model has now been adopted by seven other marae and among other Māori organisations in the Auckland region.

We must keep exploring new ways to work with hapū, iwi and Māori

We need to keep exploring and trialling different ways to deliver through Māori led approaches. We want to see a Public Service which is well equipped to work with these groups, and which is willing to innovate.

A wide range of Māori-Crown approaches to governance, service design and delivery have been set up in recent years, and we are learning a lot from these. These span many areas of government.

We can learn from these examples and identify future challenges

As we learn from these arrangements across New Zealand, there are key challenges we will need to work through together.

For example, it will be important to better understand how we can engage with Māori to build high trust relationships, and how to appropriately incorporate Māori knowledge, experiences and perspectives into public policy, as well as the design and delivery of services.

Supporting Māori to achieve their aspirations for wellbeing means the Public Service will need to know when to step back and let whānau and communities take the lead. If we can do this right, it is likely to help to build further trust and confidence in our public institutions and lead to better outcomes for those communities.

A deliberate and intentional approach to building Public Service cultural capability will be important to ensure that, when there is engagement, all parties have the capabilities and capacity required to support engagement with the Crown.



Commissioner's comment

The Treaty sets the foundation for relationships between Māori and the Crown.

While the Crown has not always been a good Treaty partner, the Crown, supported by the Public Service is actively working to strengthen Māori-Crown relationships. Recent examples include the establishment of Te Arawhiti and provisions in the Public Service Act 2020 that explicitly recognise the role of the Public Service in supporting the Crown in its Treaty obligations.

Increasing Crown capability is central to building effective, and respectful, Māori-Crown relationships that support and enable better outcomes for Māori. The Whāinga Amorangi capability framework, provides the Public Service with a coherent approach to achieving this over time.

Over the next three years I expect to see:

- greater capability of the Public Service to engage with Māori and understand Māori perspectives through increased understanding of the Treaty, tikanga and kawa, Māori worldview knowledge, New Zealand history and te reo Māori
- new and different approaches to enable Māori participation in developing policy, service design and delivery that provide better services and lead to improved outcomes for Māori
- identification of system barriers to good partnership and exploring how we can address these, including stronger understanding about who is accountable for what in these arrangements, including when things go wrong
- greater recognition of the knowledge, skills and experience that Māori public servants bring to their work.

Ā mātou whakahaerenga

How we organise and work

The Public Service Act 2020 supports change and improvement in the Public Service by providing new ways of organising the work of the Public Service. These include:

- strengthened leadership across the Public Service, providing for system and future-focused leadership
- providing a more flexible set of organisational forms to support the Public Service in joining up on priority work.

Leading across the Public Service

The New Zealand Public Service is striving to achieve an operating model that is both highly devolved and highly aligned. At the level of the Public Service as a whole this model requires sophisticated forms of leadership – both of each agency and in terms of coordinating and aligning work across agencies.

Public Service Leadership Team

Under the Public Service Act 2020, the Public Service Commissioner must convene Te Ohu Tumu Whakarae i te Ratonga Tūmatanui | Public Service Leadership Team (PSLT). The Act gave a formal system leadership role to the PSLT that had existed since 2014 as a forum for discussion and information exchange. The PSLT is made up of departmental secretaries and chief executives of agencies. As a group, PSLT stewards the system by taking the prime responsibility for system alignment and ensuring the Public Service takes a joined-up approach to major issues.

Since the Public Service Act reform, a priority has been developing the formal system leadership role of PSLT. The value of this quickly became evident during the COVID-19 experience, where it supported rapid and innovative delivery across the system.

The PSLT is able to ensure that agencies take a unified approach to specific issues and sponsors innovative ways of working in the system. This builds on the role of overall system stewardship that PSLT has had since 2014.

System leads

The Act also enables the designation of system leads. System leads are responsible for taking a whole-of-government focus in key areas of the Public Service to achieve efficiency, alignment and impact across systems.

The Public Service Commissioner has designated leads for:

- regional public services
- property
- procurement
- digital
- data
- information security
- service transformation.

The role of system leads is to oversee important shifts in the way key resources and infrastructure are managed across government as a whole (see Figure 5 ‘Examples of system leads’).

Figure 5: Examples of system leads



The property lead will manage the portfolio of leases for government office accommodation and manage the pipeline of work, including faster establishment of regional hubs.



The procurement lead will strengthen leadership and oversight of suppliers and agencies in key procurement sectors. They will ensure that agencies collaborate around the purchase of common goods and services and have a common approach to managing supplier relationships.



The digital lead will drive implementation of the Cabinet-endorsed Strategy for a Digital Public Service. They will develop shared digital processes and infrastructure which agencies will be required to adopt. They will act as a clearing house for digital investment proposals.



The data lead will direct agencies to collect data where this is beneficial at a system level, and set standards on collection and storage of data, including how to manage data within an ethics framework. Agencies will engage the data lead on proposed data initiatives, allowing the data lead to prioritise and align spending, in coordination with the digital investment prioritisation framework.



The information security lead will set foundation information security controls for information held within IT systems that all departments must follow, and use performance controls to support prioritisation of digital investment to lift information security across government.

Te Kawa Mataaho is supporting the system leads as they each develop their respective work programmes and collectively look at the synergies and interconnections between them.

Joining-up government in the regions

The system lead for regional public services is responsible for leading the Regional Public Service Commissioners.

Regional Commissioners, employed by individual departments and working on behalf of the Public Service, play an important role in the interface between national policy and local implementation. They have a mandate to convene local Public Service leaders to identify and work on common issues and outcomes for communities. And, if necessary, they can escalate issues to chief executive level for resolution.

Working across 15 regions, they help join-up Public Service efforts with stakeholders in the community to define priorities within their communities, improve services and outcomes for people, including for our most vulnerable individuals and families.

The approach acknowledges iwi and other Māori groups and regional stakeholders (including local government, business and community groups) know the realities of their communities and hold valuable insights into what can work to improve their wellbeing.

There are wider benefits too from this approach. Commissioners also work together to bring what they learn at a regional and local levels to improve the system as a whole.



Customs officer checking passports at Auckland Airport during the COVID-19 response

Case Study 10

Border Executive Board

The overall border response to COVID-19, governed through the [Border Executive Board](#), illustrates a unified Public Service mobilising rapidly. Tens of thousands of public servants across multiple agencies went above and beyond the expectations of their everyday roles – to raise our country’s border response and keep New Zealanders safe during a most critical stage of the pandemic.

When the country went into lockdowns, a team of 25,000 border, transport and health sector workers carried the load to keep New Zealand safe, working through the Alert Levels and COVID-19 Protection Framework. This team comprises a mix of public and private sector workers, including policy analysts, stevedores, lawyers, bus drivers, hotel staff, cleaners, nurses, harbour pilots and flight attendants. They worked together to: ensure 140,000 New Zealanders travelling/living overseas could return to their families and communities; provide new services; issue and implement many health orders; and develop new technologies.

The COVID-19 border response team was the joint winner of both the 2021 Better Outcomes Award and Prime Minister’s Award. The Border Executive Board is an Interdepartmental Executive Board under the Public Service Act 2020, and is chaired by the New Zealand Customs Service. The Board also includes the Ministries of: Business, Innovation and Employment; Foreign Affairs and Trade; Health; Transport; and Primary Industries.



Credit: South Seas Healthcare in Auckland

Government Chief Digital Officer

The Public Service has taken steps to ensure that agencies have access to tools that will make it easier to change the way they work. The Government Chief Digital Officer’s role is to support and enable agencies to respond to New Zealanders’ expectations of faster, more agile, accessible, inclusive and integrated government services. It does this by focusing on building agency capability to work together as a Public Service, identifying opportunities to design joined-up, responsive and robust digital services that accelerate our shift to a unified Public Service.³⁶

Issues of ‘digital disadvantage’ are well established and form a barrier to accessing services for a proportion of New Zealanders. The 2017 New Zealand Electoral Survey indicated that 9 percent of New Zealanders do not have any form of access to the internet. Research also indicates that the incidence of digital disadvantage is highly variable with some groups including the unemployed, those in social housing, older people, Māori and Pasifika people being disproportionately represented.³⁷ Government is working to address issues of digital disadvantage including through its vision for digital inclusion and associated action plans and research priorities.³⁸

New Organisational Forms

Until the passing of the Public Service Act 2020 the only types of agencies in the Public Service were stand-alone departments and departmental agencies located within individual departments. The new Act provided a more extensive range of organisational forms that are designed to allow the Public Service to join up existing agencies in ways that are adaptable and suitable for particular areas of policy or service delivery.

Of the new agency forms the Interdepartmental Executive Board (IEB) has been most used. The IEB is designed to help chief executives work collectively on complex issues that cannot be solved by a single agency. The model can be used to achieve greater alignment in strategic policy, planning and budgeting. Board members are jointly responsible to a lead Minister for IEB functions.

Two IEBs were established in 2020/21. As a key component of New Zealand’s COVID-19 response, the Border Executive Board was set up to ensure there is an integrated and effective border for New Zealand. (For more details, see Case Study 10). Likewise, the Strategic Planning Reform Board is integral to the Government’s resource management reforms. Its role is to lead the development of new Strategic Planning legislation.

More recently three further IEBs have been established. All three answer the need for a coherent, joint approach to driving key strategic work across multiple agencies.

Executive Board for the Elimination of Family Violence and Sexual Violence

Since 2018, Cabinet has acknowledged that responses to family violence and sexual violence do not fit neatly into an individual agency’s responsibilities and need a broader approach. A joint venture arrangement was put in place to bring agencies together but a greater level of coordination was needed. This year, the joint venture was replaced by an IEB to strengthen chief executives’ commitment in leading collective action to deliver Te Aorerekura (the new national strategy to eliminate family and sexual violence, including the establishment of enduring tāngata whenua advisory arrangements). Members of the Executive Board for the Elimination of Family Violence and Sexual Violence are jointly answerable to the Minister for the Prevention of Family and Sexual Violence.

Care in the Community Joint Agency Welfare Response (COVID-19)

Demonstrating Public Service agencies working together as one team, the [Care in the Community Welfare Response](#) is a unified and agile response to support the health and welfare of individuals and whānau self-isolating due to COVID-19. The response, initiated in November 2021, supported New Zealanders with food, essential welfare, and health support.

Partnerships between a range of government agencies, iwi/Māori, Pacific, ethnic and disabled communities, local government and community providers ensured the responses reflected the needs of the communities they serve. Working collaboratively, they pivoted core services to implement a locally-led, regionally-enabled and nationally-supported approach that serves as an exemplar for future service delivery approaches. As at 30 June 2022, over 300 community food organisations had delivered around 540,000 food packs to people self-isolating across Aotearoa New Zealand.

At the 2022 Spirit of Service Awards, the response won the Prime Minister’s Award, and was joint winner of the Service Excellence Award. Public Service agencies involved in the response include: the Ministries of Social Development, Business, Innovation and Employment, Education, Health, Housing and Urban Development; Ministries for Pacific Peoples, and Ethnic Communities; Kāinga Ora Homes and Communities; Te Arawhiti; Te Puni Kōkiri; and Department of Internal Affairs.

Climate Change Chief Executives Board

Until 2022, coordination of climate change policy across government was the responsibility of the Cabinet-mandated Climate Change Chief Executives Board, which operated on an ad hoc basis. That board has now been established as an IEB with a clearer set of responsibilities. The board's role is to coordinate implementation monitoring and report on New Zealand's first greenhouse gas emissions reduction plan. The board will also be responsible for providing advice on progress against the cross-agency actions and strategies set out in the plan. Board members are jointly answerable to the Prime Minister for the board's functions.

Interdepartmental Digital Executive Board

In June 2022, Cabinet agreed the establishment of an Interdepartmental Digital Executive Board to support the achievement of the new Digital Strategy for Aotearoa and the associated Action Plan. The strategy supports the transition to a sustainable high-productivity and low-emissions economy by encouraging the creation and adoption of digital and data-driven technologies. This IEB includes the chief executives of DIA, MBIE, DPMC and Stats NZ, each of which have major responsibilities for the work on the digital future for New Zealand.

The Public Service is working collectively to reduce its emissions

Like many communities, businesses and other organisations, we are working to find ways to reduce our emissions as New Zealand transitions to a low-emissions economy.

To support this, departments, departmental agencies and Crown agents are participating in

the Carbon Neutral Government Programme (CNGP). Within the general remit of the Climate Change Chief Executives Board, this work is led by Manatū Mō Te Taiao | the Ministry for the Environment, EECA and MBIE.

Together participating agencies are taking steps to become carbon neutral, many from 2025. They are working to:

- measure, verify and report their emissions annually
- set gross emissions reduction targets and longer-term reduction plans
- introduce a plan to reduce their organisation's emissions
- offset remaining gross emissions from 2025 to achieve carbon neutrality.

Commissioner's comment

The initiatives and innovations described in this section represent real advances in our ability to work together across the Public Service for better outcomes and services.

However, none have reached their full potential, and the task for the near future is to develop these system leadership roles to meet the high level of aspiration that we have for them.

Over the next three years I expect to see:

- the Public Service Leadership Team continuing to lead, unite and steward the system
- system leads delivering consistent, aligned and cost-effective management of common functions across the Public Service
- Regional Public Service Commissioners facilitating greater collaboration, empowering community-led solutions and improved regional services and relationships
- more groups of chief executives (such as interdepartmental executive boards), taking collective ownership of outcomes and improving the way that their agencies join up to deliver services.

Public Service at a glance

Our People

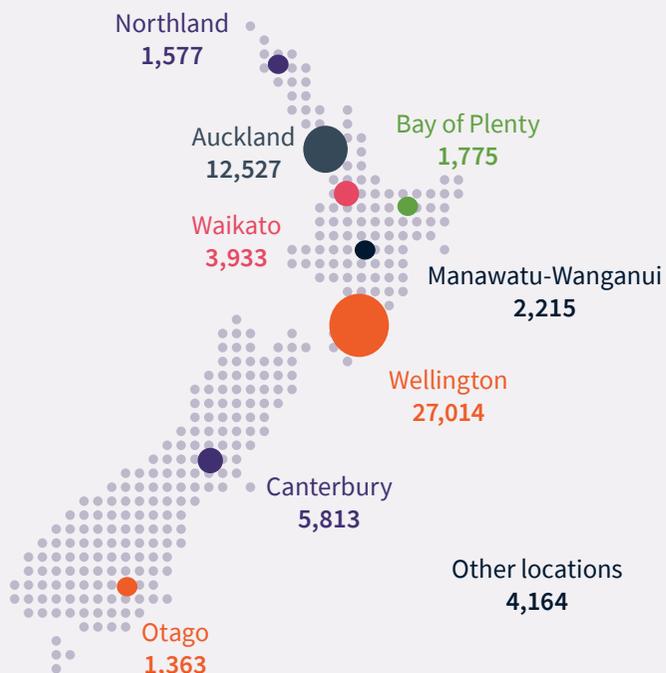
60,381

Full-time equivalent employees*

37

Public Service agencies

Public Service employees – main locations*



*Source: Human Resource Collection, 30 June 2022

^Source: Te Taunaki, Public Service Census, 2021

People who work in the Public Service include*

1,580

Call Centre Workers

3,680

Case Managers

1,110

Customs Officers

3,570

Prison Officers

670

Park Rangers

1,880

Social Workers

420

Youth Workers

Working with a spirit of service^



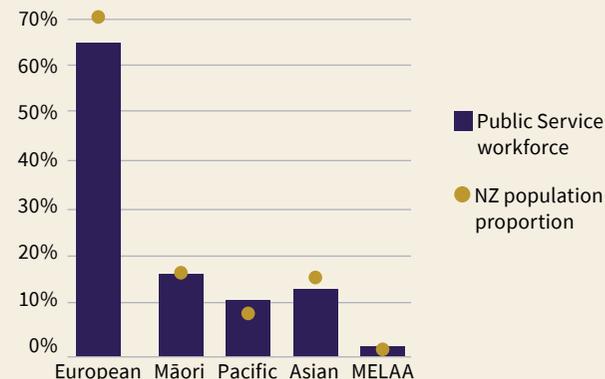
Of public servants understand how their work leads to improved outcomes for communities



Of public servants feel a strong personal attachment to the NZ Public Service

Diversity and Inclusion

Ethnicity of the Public Service workforce (2022) compared with the NZ population (Stats NZ 2018 Census)



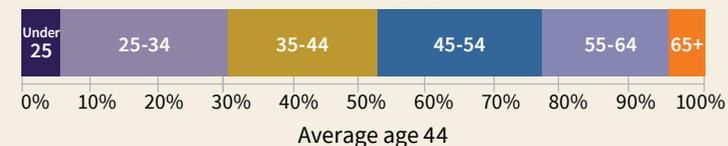
78%

Of public servants considered their agency supports and actively promotes an inclusive workplace

50%

Of public servants felt valued for the range of cultural expertise they bring to their job

Public Service age groups*



Māori-Crown capability building ^

65%

I am encouraged and supported to engage with Māori to ensure Māori views and perspectives are taken into account

67%

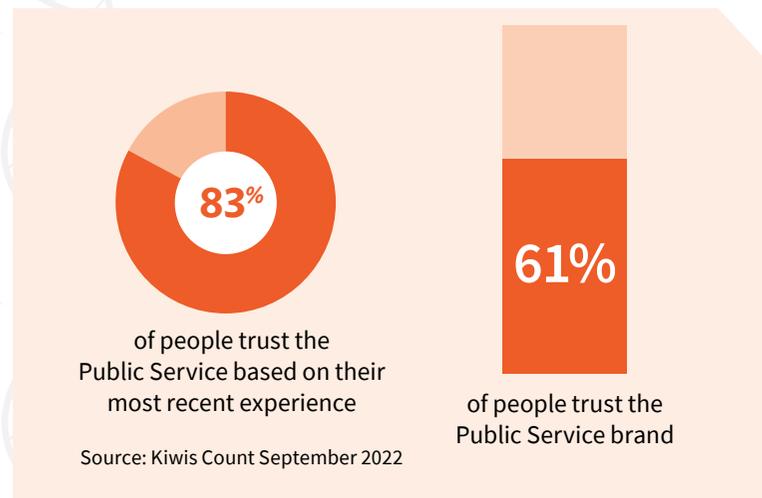
I understand how my work contributes to delivering better outcomes for Māori

69%

I understand how my agency's Te Tiriti o Waitangi/ Treaty of Waitangi responsibilities applies to its work

Public Service at a glance

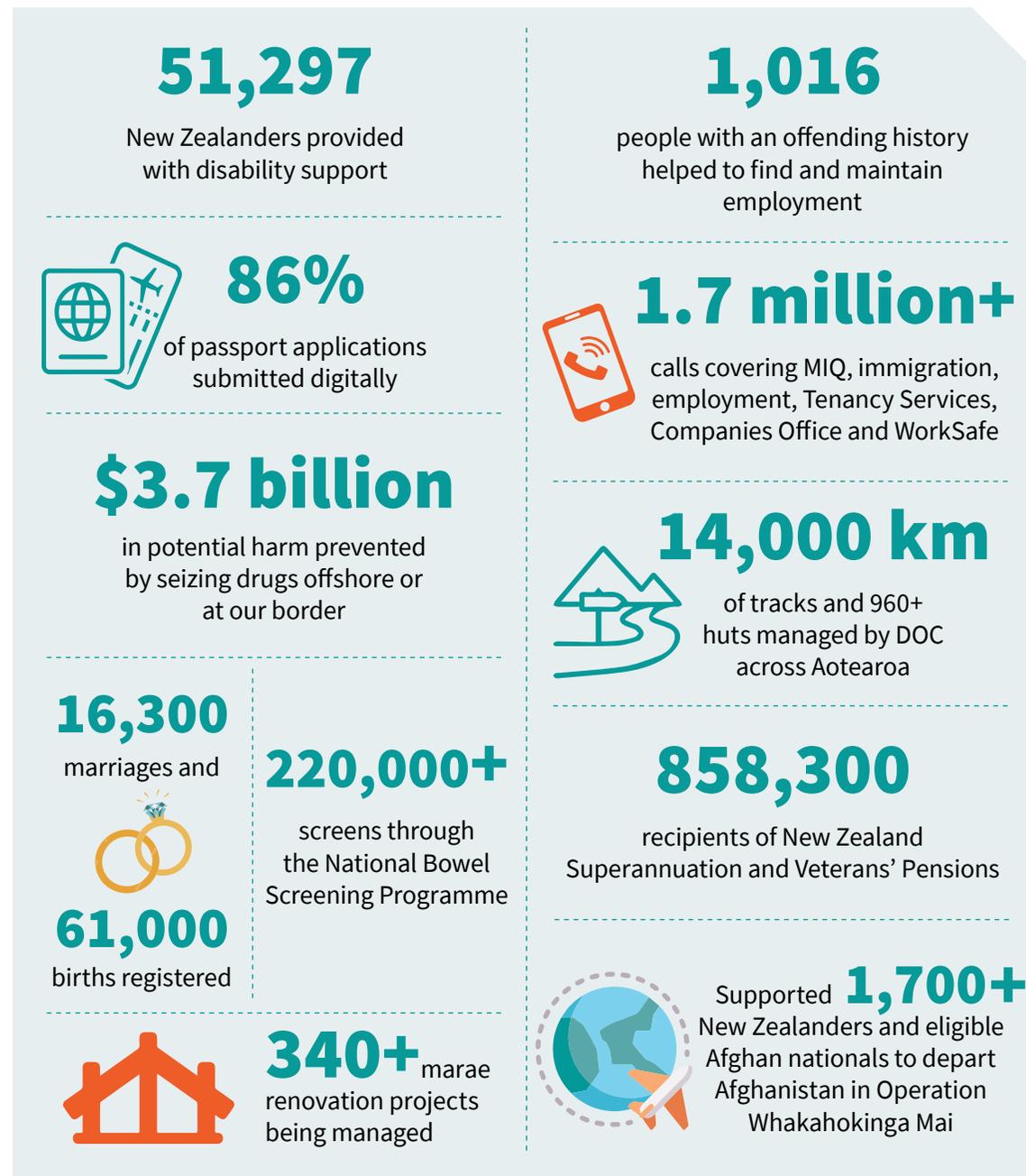
Trust in the Public Service



New Zealand's rankings in international indexes

- Tied 1st** **Transparency International 2021 Corruption Perceptions Index**
An independent, non-governmental, not-for-profit that measures perceived levels of public sector corruption around the world.
- 2nd** **The Economist Intelligence Unit Democracy Index 2021**
A yearly Democracy Index. The measures the index is based on include functioning of government and political participation.
- 2nd** **InCiSE**
The International Civil Service Effectiveness (InCiSE) Index measured civil service effectiveness in 38 countries in 2019.
- 4th** **Strong Institutions in Chandler Good Government Index 2022**
For the ability of multiple government agencies to act coherently and collaboratively, as well as capability and performance of the public service.
- 99/100** **Freedom in the World 2022 Report**
Including 40/40 for political rights and 59/60 for civil liberties.

Examples of the way we serve (2021/22)



*Source: Agencies' Annual Reports 2021/2022

Ō mātou tāngata

Our people

When you think of the public sector, you may think first of organisations – of departments and departmental agencies, commissions, and authorities, offices, and tribunals.

But, at the heart of all these, and at the heart of the Public Service, are its people. These are people who are in the job to make a difference for their communities by providing trusted and responsive services.

This section brings the focus onto our workforce and its future. It highlights the challenges we face and what we are doing to prepare for changing patterns of work, to promote a more unified Public Service and to increase capability to meet current and emerging challenges.

We know that our people come from all walks of life and backgrounds. Building a diverse and inclusive Public Service is of central importance. For this reason, we discuss diversity and inclusion in the Public Service in a separate section of this briefing.

The Public Service is part of the public sector

New Zealand's public sector includes organisations such as New Zealand Police, Crown-owned companies like New Zealand Post, schools, Polytechnics, and universities, as well as local authorities.

The Public Service is the part of the public sector that operates closest to Ministers of the Crown. It comprises departments, departmental agencies and IEBS.

In 2022, the wider New Zealand public sector employed around 448,000 people, representing 18.7 percent of New Zealand's total workforce.

In June 2022, the Public Service employed 60,381 full-time equivalent staff (FTEs), working across 37 Public Service agencies and 3 IEBS.

Public servants serve in many ways, across New Zealand and globally

Many public servants are employed in frontline roles, interacting directly with the communities they serve and improving the wellbeing of New Zealanders. They can be found working in areas such as conservation, corrections, customs, education, health and social work.

The largest occupational groups in the Public Service can be found in the frontline roles of social, health and education workers and inspectors and regulatory officers.

Of course, not all our people work in frontline roles. Other roles reflect the important work public servants do in advising the government, managing finances, data and information flows and administration.

Public servants do not all work in Wellington, and they are not all based in CBD offices. About 45 percent of public servants are based in the Wellington region. Others work around the country and overseas.

Wherever they are, a spirit of service is a core value for all public servants

The Public Service Act 2020 clarifies the purpose and foundational principles and values for all public servants. It identifies the fundamental characteristic of the Public Service as being a

Spirit of Service and requires public service leaders and boards to nurture the spirit of service their staff bring to their work.

We think a Spirit of Service is defined by the three central attributes of:

- opening our hearts and minds to the needs of others
- having an attitude of humility
- being motivated by something bigger than ourselves.

Most public servants are motivated by this spirit of service

Many public servants are motivated by the spirit of service to the community outlined in the Public Service Act 2020.

According to Te Taunaki, the most common reason people give for joining the Public Service is that they want to do work that contributes positively to society.

Once employed, a significant majority of employees are motivated to keep working in the Public Service because their work contributes positively to society (84 percent), helps people in the community (77 percent), and because they believe in the purpose and principles of the Public Service (63 percent).

Further, most people understand how their work leads to improved outcomes for communities (89 percent).

We celebrate this spirit of service and recognise important work

Since 2018, Te Whakawhiwhi Tohu | Awards and Recognition Programme has helped promote a sense of pride and belonging across the Public Service.

This programme recognises public servants and initiatives that exemplify the spirit of service and demonstrate an outstanding commitment to New Zealand.

The awards celebrate outstanding public sector governance, young leaders and initiatives that deliver great outcomes motivated by a spirit of service to the community, as well as public servants who are making a real difference through their everyday work.

Public Service capability can change to meet demand

It is important that the Public Service has the right capability and can deliver high-quality services efficiently and effectively.

For the last 20 years, the size of the Public Service has consistently been about 1 percent of the population. In 2022, it was 1.2 percent.

The number of people employed by the Public Service changes in response to the demands placed upon it. Since 2017, the Public Service has grown to 60,381 from 47,252 FTEs.

Over a five-year period there has been investment in the capability of the Public Service. This has included expanding frontline services to respond to high population growth. Between 2014 and 2019 New Zealand's population grew by 10 percent, the largest growth for any five-year period.

The Public Service has needed to grow in the last couple of years to implement the Government's COVID-19 response. For example, about half of the Public Service workforce growth in 2020/21 can be attributed to the COVID-19 response.

As we have built capability, we have also moved to reduce our reliance on contractors and consultants. We started making good progress on this. The operating expenditure on contractors and consultants as a share of total Public Service workforce expenditure declined consistently since the introduction of more transparent reporting in 2018 and through to 2021.

Contractor and consultant expenditure went up in 2021/22. This reflects both the demands of one-off

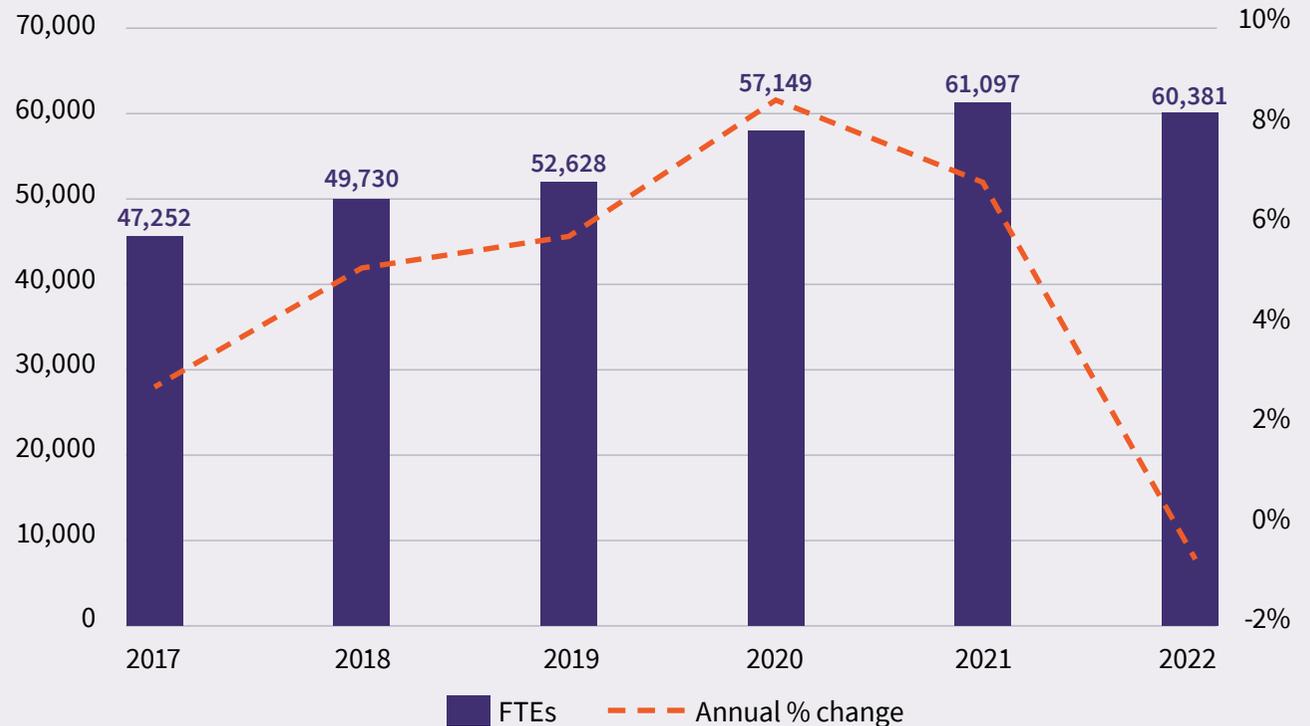
COVID-19 related projects, such as the vaccine rollout, and the resumption of work that had been paused during the COVID-19 response.

The rate of growth in the workforce has stabilised as the country has exited COVID-19 and many fixed-term roles came to an end. For example, roles came to an end as Managed Isolation Quarantine facilities were closed.

For the period June 2021 to June 2022 there was a small decrease of 715 FTEs. Similarly, we expected overall spending on contractors and consultants next year will fall back to previous levels.

While we expect to see moderate growth in 2023 to support government priorities funded through Budget 2022 the Public Service is unlikely to grow at the rate seen between 2017 and 2021 in the future.

Figure 6. Full-time equivalent numbers of public servants, 2017 - 2022



In a changing, complex, world, the ways we work may need to change

The Public Service is operating in a complex and changing world. This is a world marked by rapid technological change, shifting demographics, and global insecurity, among other challenges.

Since the 1980s, we have had a workforce that is highly devolved, with departmental chief executives having a high degree of autonomy over workforce decisions.

We need to retain this way of working. It is one that supports innovation, flexibility and resilience. These are features that will serve us well if we are to effectively adapt the way we work to meet emerging challenges.

But we also need to ensure we have a workforce that is joined-up and unified, where appropriate. This is a workforce able to operate in a collaborative way, providing an agile response to events and able to deploy skills and experience to where they are most needed.

We are building for the future

To continue delivering and improving services and outcomes for New Zealand, we need to make sure we have a workforce that is:

- modern, agile and adaptive
- prepared to meet future challenges
- highly skilled and capable
- reflective of the communities we serve
- committed to the Treaty of Waitangi.

A Public Service with these characteristics will be unified and able to work effectively across boundaries to deliver efficiently and smoothly for New Zealand and New Zealanders. Our people will be able to move quickly to address changing challenges and priorities, and the needs of a diverse country.

The Public Service Act 2020 provides us with our starting point

The Public Service Act 2020 provides a foundation in legislation to reform the way the Public Service operates and what our workforce looks like.

Until recently, public servants were only employed by departmental chief executives.

This made it challenging to effect change across the workforce as a whole or promote alignment between agencies.

This changed when the Public Service Act 2020 came into force. Now employees are concurrently employed by chief executives and appointed to the Public Service.

The purpose of this is to encourage public servants to identify not just as employees of their department, but also as part of a bigger, unified Public Service; one that acts as a single team, with a spirit of service to the community, wherever our people are working.

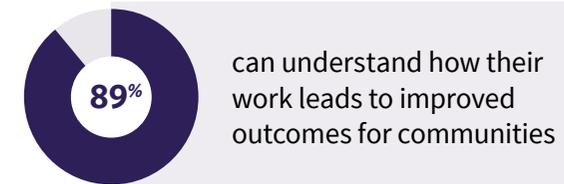
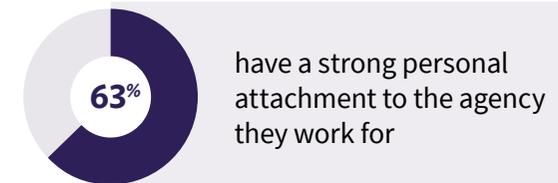
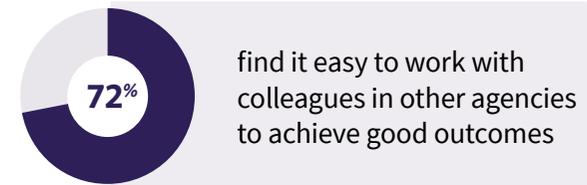
This concept is supported by parts of the Act which help enable cross-Public Service negotiation of terms and conditions of employment and make career mobility between agencies easier.

This, in turn, can support greater levels of interoperability, allowing our people to move more easily to where their skills, knowledge and experience are needed most.

Taken together these results show there are strong foundations from which to move toward an increasingly united Public Service. However, there is more that we can do.

Many of our people already identify with the Public Service

Te Taunaki included a range of questions relating to the introduction of the Public Service Act. These show that most public servants:



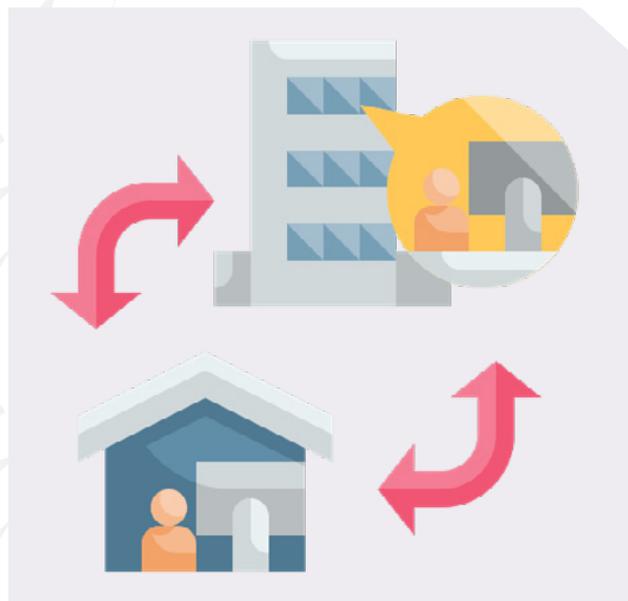
Taken together these results show there are strong foundations from which to move toward an increasingly united Public Service. However, there is more that we can do.

We are supporting greater flexibility and hybrid-working

The experience of COVID-19 saw the Public Service, like other organisations, having to adapt quickly to remote working, at scale. Large numbers of office-based workers shifted to working fully remotely, while many essential workers in areas like health continued to work in frontline roles.

Although New Zealand is now in a recovery phase, the Public Service is operating in a work environment that differs from the one it operated under before COVID-19.

This is coupled with longer-term effects of new technology and people's changing expectations about work patterns and other commitments, including family commitments.



Looking to the future, flexible and hybrid-working will likely be an increasingly important feature of the working landscape.

Hybrid-working is where staff who can and want to, work some of the time in the office and some at home or where people work in different regions to the rest of their teams.

Te Kawa Mataaho recently issued guidance to Public Service agencies about hybrid-working.

The purpose of this guidance is to promote consistency across the Public Service in its approach to hybrid working, as part of a flexible-by-default approach.

For our employees, flexibility and hybrid-working can help improve job-satisfaction.

For agencies, hybrid-working can help with talent attraction and retention, in a globally competitive labour market. The regional presence of Public Service agencies in communities can be a strength for agencies.

Of course, the Public Service is diverse, with different-sized agencies that have different functions, and not all work can be done in a hybrid way. And working remotely is not for everyone.

Agencies will need to consider how hybrid-working might work for them, alongside the wellbeing of their people.

The Workforce Mobility Hub will support mobility

We are also considering ways to increase mobility of our workforce. Improved mobility can support career development, leadership exchange and meet changing needs across the Public Service.

We can build on the experience we gained from the COVID-19 pandemic. The COVID-19 response required the Public Service to get skilled people where they were needed most in a smooth and efficient manner.

To support this, the Te Kawa Mataaho Workforce Mobility Hub (the Hub) supported the redeployment of our people to where they were most needed.

During the COVID-19 response, the Hub facilitated 823 redeployments of staff, including 574 contact tracers being sourced and deployed in two days.

It continues to be used.

Model standards promote positive workplaces across the Public Service

In August 2019, the Public Service Commissioner issued model standards for staff and organisations across the whole Public Service to ensure positive and safe workplaces.

The model standards are the first step in a system wide 'Positive Workplace Cultures' programme under Papa Pounamu, a chief executive governance group responsible for driving diversity and inclusion across the Public Service. The programme will help agencies build work environments where people enjoy what they do, are respected for who they are and contribute to the maximum of their potential.

Heads of profession are helping build capability

There are heads of profession who provide leadership of professional groups across the Public Service. They convene professional networks, build capability through professional development, and provide best practice guidance.

There are heads of professions for the policy, legal, finance, internal audit and risk assurance, human resources, and communications professions.

Development is important to our people, but more can be done

In Te Taunaki, we heard that public servants want to develop their knowledge and expertise.

Only about half of respondents reported being satisfied with their career development opportunities, and just over half felt encouraged and supported to apply for developmental opportunities.

In the last 12 months, 65 percent had done on the job training, courses or other study. A majority (62 percent) had access to the learning and development they need to do their job well.

Developing capability across the whole Public Service is not straightforward. There is a need for agencies to focus on the kind of development appropriate for their people.

But greater alignment and coordination across the Public Service, where appropriate, is also desirable, to avoid a fragmented approach to development.

In recognising this, we are in line with international trends, as other countries move towards a more centralised approach to capability development. For example, the Australian Public Service has

established the Australian Public Service Academy, a networked hub that aims to encourage learning to develop excellence in the Australian Public Service.

We are taking some steps in the same direction. For example, our Leadership Development Centre (LDC) provides a common approach to development for all new leaders.

Working to develop Public Service capability

We know there is some way to go, but we are heading in the right direction.

For example, the head of the policy profession has responsibility for the Policy Skills Framework which sets out what is needed by policy professionals, wherever they are in the Public Service.

The framework is currently being refreshed, to ensure it better reflects the skills needed by policy professionals in a modern, changing New Zealand.

This is not the only skills framework being refreshed. For example, the Government Finance Profession is also working with Chief Financial Officers and Finance Managers from different Public Service agencies to find the right development options for those agencies' people.

We are also working to support new talent, skills and experience to enter the Public Service.

Several summer internships and graduate programmes are available in a variety of areas. For example, Tupu Tai Pasifika Public Sector Summer Internship Programme provides opportunities for Pacific students to work in public policy roles for 11 weeks over summer.

Internships offer a window into the varied career

opportunities available in the Public Service. They also inform future choices about employment or specialisation.

For those with a tertiary qualification, there are a range of graduate programmes to help kick-start careers in the Public Service.

We are also developing a Māori Workforce Strategy to support kaimahi Māori to thrive in the Public Service.

Our current leaders must be supported to lead into the future

Te Pae Turuki | Public Service Leaders Group (PSLG), is a group of senior public servants who have been nominated by chief executives according to role-based criteria. There are currently about 1,200 leaders in the PSLG.

PSLG members are expected to work together as a team to provide strong, unified leadership across the Public Service.

To do this, it is important that we ensure that PSLG members:

- are well supported to work as part of one team, unified by a common mission
- can respond with agility to changing priorities
- have the capability to manage current and future demands.

To support PSLG members, we are currently updating our Leadership Strategy.

This will help set a shared strategic direction and vision for the PSLG and guide us towards a unified team of senior Public Service leaders.

It will also enable every PSLG member to have equitable access to development, to ensure all our leaders have the skills and knowledge they need to successfully lead the Public Service.

We are preparing the next generation of leaders

It is important we prepare the next generation of inclusive and responsive leaders.

For public servants who aspire to leadership, a variety of development opportunities and training programmes are available, within agencies and spanning the Public Service.

The Rangatahi Māori Emerging Leaders Programme is a good example. This 12-month programme supports the development of early career Māori public servants – to nurture the skills and confidence to move into leadership roles.

We have already mentioned the LDC which ensures our new leaders are supported to grow and be successful when they transition into new, bigger, and more complex, leadership roles.

Chief executives and our most senior leaders play an important role in modelling leadership. They also reflect the diversity and culture of the unified Public Service we are building.



The Policy Project delivering a ‘What is policy making?’ course to Ministry for Ethnic Communities Graduate Programme participants in August 2021

Case Study 12

Policy Project – Responsive today, shaping tomorrow

In an increasingly challenging landscape, there’s a need for the Public Service to continually improve the quality of advice. A good example of a cross-government initiative in the area of policy quality and capability is the work of the [Policy Project](#), based in the Department of the Prime Minister and Cabinet (DPMC).

The Policy Project’s approach is ‘impact through influence’. Their work programme focuses on building a high-performing policy system that supports and enables good government decision making. It is co-developed with policy practitioners from across government, and championed by the Tier 2 Policy Leaders’ Network (deputy chief executives with policy responsibilities).

This Project provides guidance, tools and training to support policy agencies to build capability. This work helps promote public accountability through a common measure of performance, underpinned by practical support for improvement over time.

The work of the Policy Project includes:

- building and maintaining an active policy community through cross-agency events
- working at the policy system level as a trusted source of evidence, analysis and advice on its operation
- developing guidance for public servants doing community engagement or putting together Long-term Insights Briefings.

The Project also explores how good engagement practice between government, citizens and communities can improve policy outcomes (see: Commitment 5 of the [New Zealand Open Government Partnership’s 3rd National Action Plan](#)).

Commissioner's comment

Public servants are at the heart of the Public Service. And it is important that the Public Service continues to nurture the spirit of service they bring to their work.

It is important, too, that the Public Service continues to support its people to thrive and to effectively deliver services for New Zealand. This means the Public Service needs to remain open to change, as it operates in a world that is changing in complex ways.

Important work has been done to make sure that the Public Service is increasingly unified and able to work across boundaries, where this is appropriate. Public servants are increasingly able to move quickly to address changing circumstances, and new challenges and priorities. This will provide the groundwork from which to ensure New Zealand has a highly-skilled and capable workforce that is also modern, agile, and adaptive.

Over the next three years I expect to see:

- a more agile Public Service arranging itself around government priorities, backed by moving people and resources across the system to support this
- greater consistency of approach to people doing similar jobs, even when they are in different agencies
- better, more detailed, and more real-time workforce data, allowing for an accurate and up-to-date picture of the Public Service size, pay and composition
- hybrid ways of working enabling us to be more agile, use our workforce better, be more productive, inclusive and cost effective
- public servants confident in the 'craft' of public service and the specific constitutional role, guiding principles and values of public service in New Zealand
- one Public Service Leaders Group (PSLG), unified by a common mission and service ethos and leading together on system priorities and modelling exemplary Public Service leadership.

Te kanorau me te whai wāhitanga | Diversity and inclusion

It is important that New Zealand's Public Service reflects and understands the society it serves. This helps ensure that we can provide better services and outcomes to all New Zealanders.

This section of the briefing focuses on diversity in the Public Service across multiple areas, the work the Public Service is doing to become more diverse and inclusive and the work we know we still need to do.

A diverse workforce and inclusive practices are both important

New Zealand is a diverse country in many respects. It is home to people of many ethnicities, with the 2018 census showing strong growth for Māori, Asian and Pacific groups and continued growth among Middle Eastern, Latin American and African (MELAA) groups.³⁹ Alongside this, the most recent Disability Survey tells us that 24 percent of the New Zealand population were identified as disabled.⁴⁰ New Zealanders also have a wide variety of religious beliefs, different sexual orientations and sex and gender identities.

For the Public Service to have the expertise and experience needed to contribute to the design and delivery of policies, services and other initiatives which will improve the lives of all New Zealanders, we need to reflect that diversity.

A diverse Public Service can also contribute to increased trust and confidence, as New Zealanders see a Public Service that reflects their communities.

Increasing diversity alone is not enough. We also want to make sure Public Service employers are fair, are paying different groups of staff equitably and are building workplaces where there are equal opportunities for public servants to show their merit for employment or promotion.

We must also be inclusive so that public servants from diverse communities feel respected and valued. It is important that the Public Service embraces its varied voices, and addresses organisational norms and forms of discrimination that risk silencing and marginalising different groups.

The Public Service Act recognises the importance of diversity and inclusion

The Public Service Act 2020 requires Public Service leaders to work together to create a workforce that reflects the communities we serve. We must ensure our employment policies and practices help to create a working environment that is inclusive to all groups.

We will know we are getting this right across the system when we see:

- leadership in the Public Service that reflects the mix of our communities across all areas and at all levels
- pay equity across different groups doing the same kinds of work
- diverse public servants saying they feel safe, included, and valued for the work they do
- active networks of public servants engaging with management and together on areas of common interest or identity.

We are working to achieve greater diversity and inclusion

Over the last five years, the Public Service has put in place the building blocks we need to ensure the Public Service is more diverse and inclusive.

This includes the diversity and inclusion-focused Papa Pounamu, alongside programmes focused on strengthening the Public Sector capability for Māori-Crown relationships, building positive and safe workplaces and closing Public Service gender and ethnic pay gaps (Kia Toipoto, the Public Service Pay Gaps Action Plan).

Public Service agencies are at different stages of their diversity and inclusion journeys. It is important to have a clear and unifying area of focus across the system. Together these programmes of work are developing our Public Service of the future.

Papa Pounamu is leading diversity and inclusion for the Public Service

Established in 2017, Papa Pounamu is the chief executive governance group responsible for leading diversity and inclusion across the Public Service.

The Public Service Commissioner formally designated two chief executives as leads for diversity and inclusion. They co-chair Papa Pounamu and work with chief executives to improve diversity and inclusion across the Public Service.

Papa Pounamu has set five diversity and inclusion priority areas which chief executives have made mandatory across all agencies. It is important that we identify, and report on, our progress against these priority areas.

To this end, in 2021, Te Kawa Mataaho published the first system report on progress against the five priorities. This report provided an overview of the progress made across the system and highlighted how and where we could do better. In particular, the report identified a need to focus on strengthening our planning and reporting and cross-agency collaboration.

This is where Te Kawa Mataaho has focused its efforts in 2022 and where there has been progress. More agencies than ever have diversity and inclusion plans, we have a resource hub where agencies can help each other by sharing tools and resources, and guidance issued by the Treasury has helped agencies focus their reporting to help create a clearer picture of what they are doing and the impact of their work.

There is still more work to do, particularly around supporting agencies to develop the work in each priority further, and better measure the impact of their diversity and inclusion plans.

The 2021 report and further detail on our progress in 2022 (including examples of good practice in each priority area) can be found on the Te Kawa Mataaho website.



At the 'Breaking through the bamboo ceiling' event (from left) Di Solomon, Mervin Singham (PAPSN's Sponsor), Ziena Jalil and Karen Chang

Case Study 13

Pan-Asian Public Sector Network

The [Pan-Asian Public Sector Network](#) (PAPSN) is an active cross-agency employee-led network (ELN) that connects, shares information, and supports the personal/professional growth and development of its members. The network promotes and celebrates the benefits and value of a diverse public sector workforce, and supports improved cross-cultural awareness across agencies.

The network produces regular newsletters for members, is active on social media and members participate in significant cultural events (such as New Zealand Chinese Language Week and Diwali). There are PAPSIN chapters in Wellington, Auckland and Christchurch.

During 2022, PAPSIN delivered a range of online professional learning events (two featuring PAPSIN members speaking from their offshore posts in Mexico and China). In October, the inaugural in-person PAPSIN event, 'Breaking through the bamboo ceiling' showcased an entirely Pan-Asian panel (made up of Tier 1 and Tier 2 public servants, moderator, and facilitator) – a first for the Public Service. The panellists shared their experiences of the barriers and challenges they've faced as Pan-Asian leaders and offered their tips and advice to the audience. The event attracted close to 180 attendees – Wellington, Christchurch and online.

PAPSIN was represented on the 2022 [Women in the Public Service Summit](#) Steering Committee, working alongside other cross-agency ELNs (including the Government Women's Network and We Enable Us) to create a diverse programme for 800 attendees across the motu.

Also in 2022, two PAPSIN Senior Advisory Group members released a Leadership Development Centre Fellowship report, [How Asian leaders can flourish and grow in the New Zealand Public Service](#). PAPSIN members are also influencing system change through the Kia Toipoto Te Whakapiri working group on closing the Māori and ethnic pay gaps, and is supporting the formation of a cross-agency Women of Colour Network.

Priority one is addressing bias

Agencies must address bias and discrimination in all its forms.

Many agencies have focused on providing training, development opportunities and resources for staff to help them begin to address bias in their workplaces. By developing knowledge of our individual biases, public servants are better placed to recognise and mitigate it at both an individual and systemic level.

Over 2022 we also saw agencies using more targeted measures to improve representation in their workplace, ranging from coaching to targeted leadership development programmes.

All agencies are committed to reviewing their HR and remuneration policies to remove bias through Kia Toipoto – the Public Service Pay Gaps Action Plan.

We need to do more and these changes to organisational structures, systems and policies are an essential next step to reducing the impact of bias in the workplace.

Priority two is building relationships

Positive and inclusive relationships matter for people everywhere, both inside organisations and out in the community. Inclusive relationships acknowledge and value diverse perspectives and worldviews.

Most agencies have policies, processes and practices that support relationship development with stakeholders and for people leaders with their teams, acknowledging power dynamics and how they impact the quality of relationships.

In 2022, leaders in agencies are increasingly developing the skills and capability needed to have quality conversations and build meaningful relationships with individuals and their teams.

Agencies are also interpreting this priority more broadly, from running agency-wide surveys for staff feedback to providing more opportunities for staff to have meaningful conversations about diversity and inclusion.

This work is supported by the Positive Workplace Cultures (PWC) Programme which provides guidance for agencies to achieve positive working relationships. Over the past year there has been a notable increase in agency efforts to create workplaces that are inclusive, diverse, accessible and safe for all staff. These efforts were particularly demonstrated by agencies evaluating their workplaces to assess effectiveness of work programmes and to better understand staff engagement and experiences.

Priority three is enhancing cultural competence

Papa Pounamu requires all Public Service agencies to develop cultural competence across their workforce. In this context, cultural competence means recognising our own worldview and understanding and valuing the variety of cultural and social norms reflected in the Public Service.

It is important to note that we have additional responsibilities for building our Māori-Crown relations capability. Reflecting this, Te Arawhiti has produced a Māori-Crown relations Capability Framework, Whāinga Amorangi, which is discussed in the Māori-Crown Relationship section of this briefing.

In 2022, all agencies continued action to enhance cultural competence in their workforce. While in 2021 most had focused on developing and lifting Māori-Crown relations capability, in line with Whāinga Amorangi, in 2022 agencies increasingly focused on building Pacific, ethnic and Rainbow knowledge and competence as well.

As agencies mature their understanding of this priority, we expect to see them explore ways staff can build broader skills in cultural competency, in addition to learning knowledge or skills that may apply to any cultural group.

Priority four is supporting employee-led networks

Public Service employee-led networks (ELNs) are groups of employees who connect with others with shared lived experiences. They work together, and with their agency, to highlight diverse perspectives, contribute to a culture of inclusion and create a sense of belonging in the workplace.

This priority area requires us to establish, support, resource and engage with ELNs, as an ongoing commitment.

Currently 72 percent of staff say they have access to relevant employee-led networks in their agencies. In 2022, only three agencies did not have a single ELN. Those three agencies were small and supportive of their employees joining any of the seven cross-agency networks.

Some examples of agency networks are those for women, Rainbow, Māori, disabled, Pan-Asian and Pacific peoples. We have seen emerging neurodiversity, mental health, age and life-stage, faith based and ethnic staff networks.

The growth in the number of networks is a sign of their impact and value to their members, their agencies and across the Public Service.

During 2023, ELNs will be involved in important system wide work such as supporting the National Action Plan Against Racism and the refresh of the Code of Conduct. They are also working closely with Te Kawa Mataaho to draw on its Te Taunaki data to understand more about our disabled and Rainbow communities, to inform future work and priorities.

Priority five is enhancing inclusive leadership

Inclusive leadership means leadership that values diversity and fosters inclusivity in the workplace. In the Papa Pounamu work programme, inclusive leaders demonstrate:

- cognisance
- curiosity
- cultural intelligence
- collaboration
- commitment
- courage.

We expect all our senior leaders to undertake inclusive leadership training. This helps our leaders to:

- recognise and mitigate against bias in their day-to-day practices
- recognise, respect and value cultural differences and worldviews of others
- build positive working relationships with the people they work alongside and the people they engage with
- support and value the voices of all employees
- consistently apply an inclusive leadership lens to their actions.

Public Service agencies also have access to Inclusive Leadership resources through the LDC.

As of 2021, over three quarters of agencies had delivered inclusive leadership training, and over half had described a focus on inclusive leadership through their diversity and inclusion plans, strategies or policies. In 2022, almost all agencies have offered

either internally or externally delivered leadership development opportunities.

Several agencies are now considering ways of measuring impact such as creating more regular leadership feedback opportunities.

We will continue to assess our progress against the Papa Pounamu priorities and use this information to help us understand where we need to do more.

Getting a clearer picture of our people

If we are to become more diverse and inclusive, we need to collect consistent, good quality data to understand the make-up and experiences of our workforce.

Te Kawa Mataaho has been reporting on the demographics of the Public Service since 2000 (in an annual collection of workforce data). Next year Te Kawa Mataaho plans to collect this quarterly.

We are continually trying to get a picture of the make-up of the Public Service and how we are tracking.

Te Taunaki helped us to learn more about the diversity and inclusion of our people, establish a baseline of data, and begin to track our progress. We plan to repeat Te Taunaki every three years. Our regular collation of workforce data needs to be more comprehensive to ensure we capture information such as ethnicity, gender, sexual identity, as well as disability, to inform work to create a more inclusive Public Service.

Māori representation is increasing, but there are lower levels of inclusion

We have an important role in supporting the Crown in its relationships with Māori under the Treaty of Waitangi, explicitly recognised under the Public Service Act 2020. This is discussed further in the Māori Crown Relationship section of this briefing.

We have focused on increasing the opportunities and development for our Māori workforce and this is having an effect.

Māori (16.7 percent) representation in the Public Service workforce has continued to increase over the past few years, including in leadership roles. A total of 14.5 percent of senior leadership roles are now filled by Māori. The number of Māori leaders has doubled since 2016, and 18 percent of our chief executives are Māori.

However, Māori are still concentrated primarily in sectors such as social, health and education, and responses from Māori in Te Taunaki indicate lower levels of inclusion. More work needs to be done to address this.

There is increasing ethnic diversity in the Public Service

Although Europeans still made up the highest proportion of public servants in 2022, this has decreased steadily over the past 20 years.

Pacific representation in the Public Service workforce has increased over the past year and continues at high levels compared to the overall New Zealand working-age population.

There was a further increase in the representation of Asian staff following increases in each of the last nine years, although this still lags behind Asian representation in the New Zealand working-age population (15.1 percent).

Representation of Middle Eastern, Latin American and African (MELAA) employees in the Public Service has been increasing steadily over the past five years and is slightly higher than that in the New Zealand working-age population.

Detailed ethnicity data collected through Te Taunaki revealed the full range of ethnic diversity in the Public Service for the first time, with 165 different ethnic groupings reported.

Figure 7. Percentage of public servants by ethnicity, 2017 and 2022

	2017		2022	
European	69.1%	▼	64.9%	2017 61% female
Māori	16.0%	▲	16.7%	
Pacific	8.7%	▲	10.6%	2022 62% female
Asian	9.4%	▲	13.4%	
MELAA	1.3%	▲	2.1%	

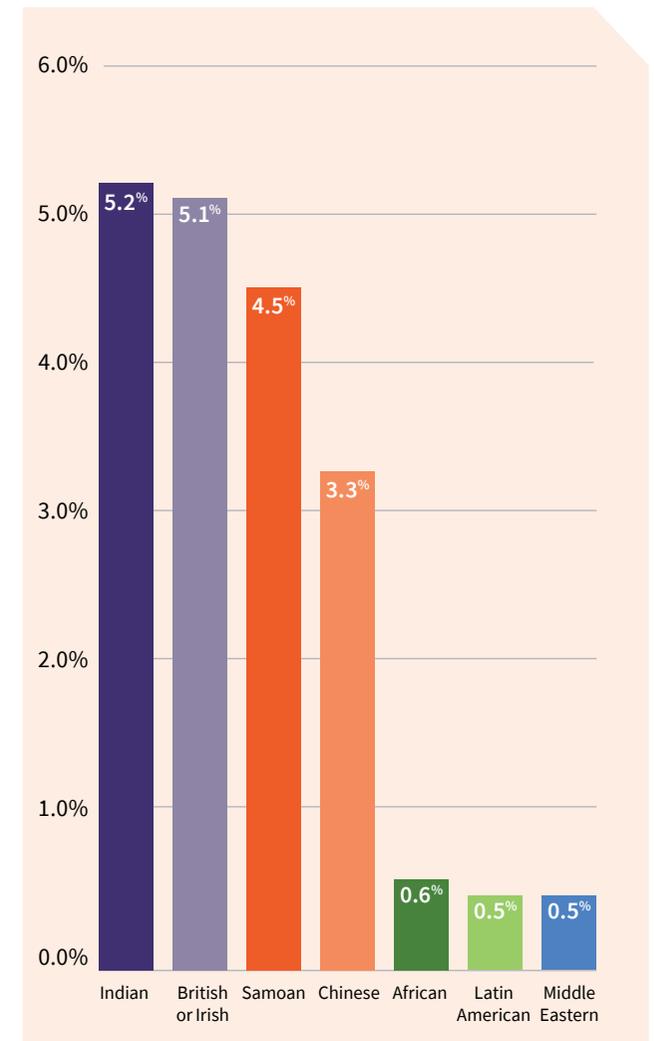
The benefit of Te Taunaki data is that it enables a more fine-grained view of ethnic diversity in the Public Service, as illustrated in Figure 8.

However, while ethnic diversity across the Public Service continues to grow, this is not the case at all levels of leadership.

Pacific leadership has increased to 5.1 percent from 4.3 percent in 2021, but there is still a way to go to reach working age population levels and we know that numbers are not shifting as fast for our Asian leaders (currently 3 percent of senior leaders).

We already have a number of initiatives to increase ethnic diversity in our leadership cohort and are looking at what else we can do.

Figure 8. Illustrative breakdown of ethnicity in the Public Service, from Te Taunaki



Disabled public servants have lower job satisfaction

Disability is a critical area of focus for us. The most recent Disability Survey tells us that 24 percent of the New Zealand population were identified as disabled.

Te Taunaki included a set of questions on disability and mental health, so we could explore whether the experiences of disabled public servants were different from those without disabilities.

We found that disabled public servants tend to have lower job satisfaction, longer time in their role and agency and less trust in their colleagues than those without disabilities. This information from Te Taunaki will help us work with disabled communities to improve working life for our colleagues with disabilities.

Rainbow communities are well represented in the Public Service

Te Taunaki results indicate that Rainbow communities make up 8.8 percent of Public Service staff.

In Te Taunaki, respondents were asked about sexual identity. The percentages of respondents who identified as gay, lesbian, bisexual or another sexual identity, is illustrated in Figure 9. These groups are considerably larger than in the New Zealand adult population.

Te Taunaki also asked if people were transgender or had an intersex variation. Results indicate that 0.5 percent of the Public Service are transgender, while 0.2 percent are intersex.

We recognise the importance of using inclusive language for Rainbow communities, including in the Public Service. Inclusive language acknowledges and values people as they are and the words they use

Figure 9. Sexual identity in the Public Service



to describe themselves. To support this, Te Kawa Mataaho worked with the Cross-Agency Rainbow Network (CARN) to develop a Rainbow Inclusive Language Guide.

We have a Rainbow Chief Executives Champions group of three chief executives who meet quarterly to champion and support progressing Rainbow inclusion across the Public Service. This group works closely with CARN and our Rainbow staff to develop resources and tools to help support Rainbow inclusion across the system.

We understand the connection between building Rainbow knowledge, inclusion, and capability across the system and being able to build stronger relationships and deliver better services for our Rainbow communities across New Zealand.

Just under half of Public Servants have a religious affiliation

Te Taunaki provides us with information about faith and religion in the public service for the first time.

A total of 46.7 percent of respondents were affiliated with a religion with the remainder having no religion. This compares with just under half of the New Zealand population who also reported no religion through the 2018 Census.

Female representation is at its highest

Female representation in the Public Service is at 62.1 percent. This is the highest level since first measured more than 20 years ago.

This compares with 50.7 percent in the New Zealand working-age population in the year ending June 2022.

We also know that the Public Service gender pay gap is now at its lowest level since we started measuring this in 2000, at 7.7 percent. This does not mean that there is not more work to do, to continue to lower this gap.

Information from Te Taunaki shows that those of another gender or multiple genders make up 0.5 percent of the Public Service workforce – a greater proportion than previously shown in workforce data.

Female representation at the senior leadership level has increased over the past decade but remains below the proportion of women in the Public Service.

As we recruit a more diverse workforce, we will work to close pay gaps

We want to ensure the Public Service workplace is not only diverse, but fair, equitable and inclusive. This means that it is important that we work to achieve equal pay across the Public Service and ensure remuneration decisions are being made free from bias.

Pay gaps persist, despite some significant downward trends, as illustrated in Figure 10.

We also know that pay is not the only issue. Women, Māori, Pacific and Asian people, and people from ethnic communities, are more likely to be employed in a narrow range of occupations that are at the bottom or middle levels of an organisation.

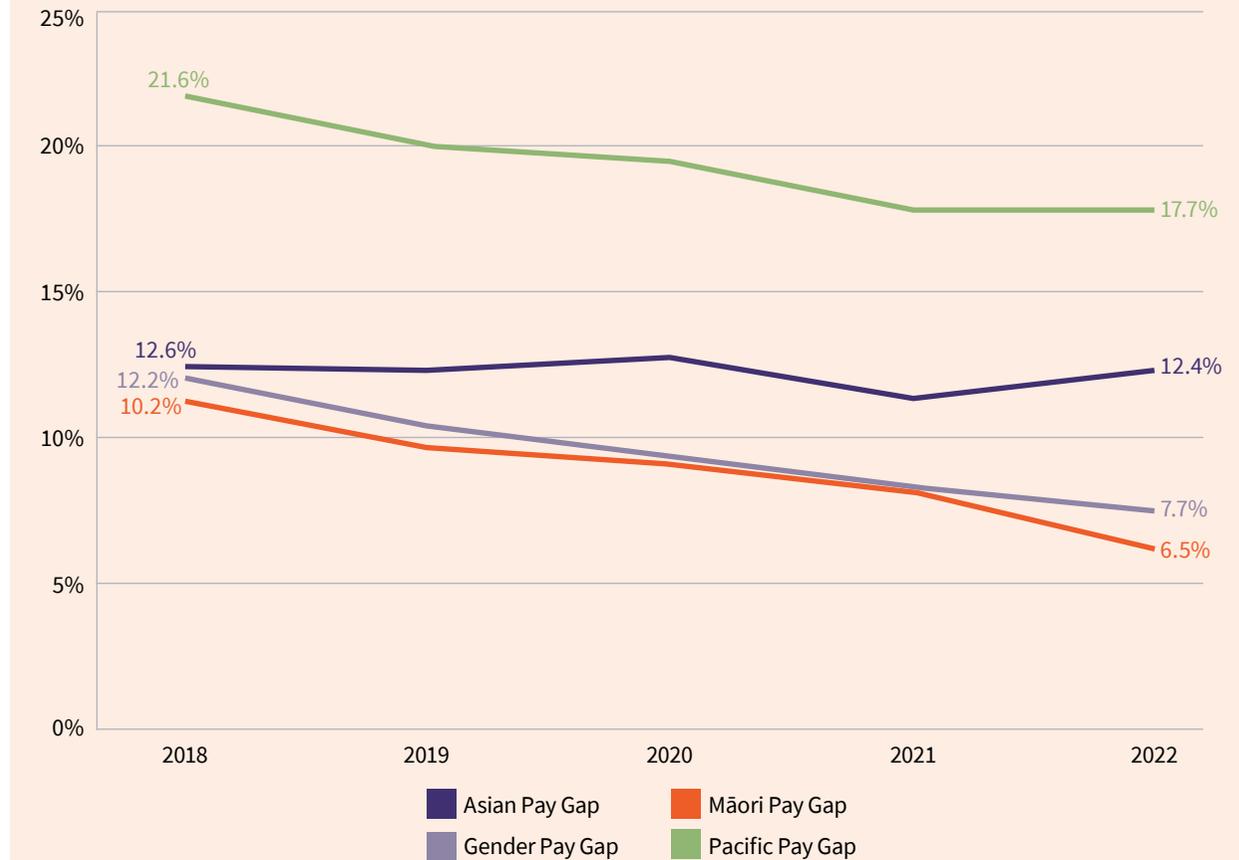
We are addressing pay gaps, bias to create fairer workplaces

We are committed to doing the work needed to close gender, Māori, Pacific, Asian and ethnic pay gaps.

We also want to ensure that we create fairer workplaces for all, including disabled people and members of Rainbow communities.

Kia Toipoto, the Public Service Pay Gaps Action Plan 2021–2024 was launched in November 2021.

Figure 10. Public Service pay gaps over time



Kia Toipoto requires the Public Service to be a good employer. Under Kia Toipoto, agencies and Crown entities will:

- publish their pay gaps in pay gaps action plans each year
- ensure bias does not influence starting salaries or pay for employees in the same or similar roles
- have plans to improve gender and ethnic representation in their workforce and leadership

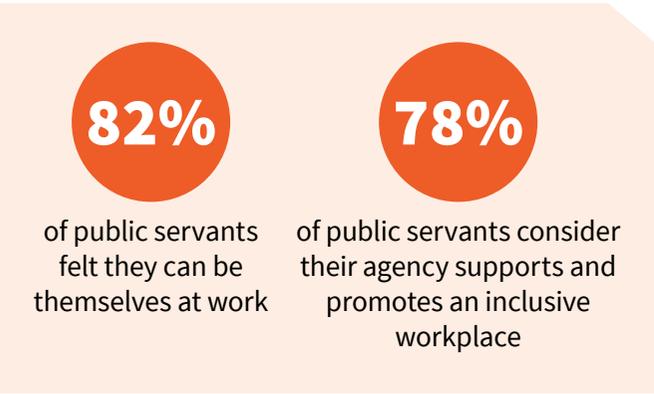
- develop equitable career pathways and opportunities to progress
- protect against bias and discrimination in HR and remuneration policies and practices
- build cultural competence
- normalise flexible working.

Pay equity makes an important contribution to closing the gender pay gap, ensuring women are valued appropriately for the work they do.

Most (but not all) of our people are feeling included at work

The results of Te Taunaki show that the majority of people in the Public Service feel part of an inclusive, supportive work environment.

Most public servants feel they can be themselves at work and that their agency promotes and supports an inclusive workplace.



It is encouraging that so many public servants feel included at work. However, we want this to be the experience for all our people.

Case Study 14

Diversity and inclusion helping better decision making

The Public Service was highlighted at the 2022 Diversity Awards NZ™ in Auckland. Four Public Service award entries were finalists on the night. They included the New Zealand Intelligence Community; Ministry of Social Development; Te Puna Rōia Treasury Legal; and Te Kawa Mataaho.

The New Zealand Intelligence Community (NZIC) won the Medium-Large Organisation Award in the Leadership category. NZIC comprises the Government Communications Security Bureau (GCSB) and the New Zealand Security Intelligence Service (NZSIS). They were awarded for driving diversity and inclusion across their organisations, and creating a welcoming and inclusive environment. Te Kawa Mataaho received a commendation in the same category for the delivery of the inaugural Te Taunaki | Public Service Census, part of a growing diversity and inclusion programme.

The NZIC success at the Awards, run annually by Diversity Works New Zealand, is attributed to a genuine belief in diversity and inclusion, supported by strong leadership and a clear strategy to build a more diverse and inclusive workplace. The NZIC has a dedicated and passionate team of people, including employee-led networks, who drive action in their organisations. They also hold themselves accountable through active monitoring and reporting against their joint Diversity and Inclusion Strategy.

For the NZIC team, diversity and inclusion is essential for better decision making, and a key contributor to improving public trust and confidence in the work they do. A key focus for both agencies is growing consistent diversity and inclusion capability across all people leaders from team leaders through to executive level. This includes the development of a targeted diversity and inclusion learning programme for leaders and staff across four core areas: language and culture; health and wellbeing; values and ethics; and inclusion.



Accepting the 2022 Award was Andrew Hampton with Catherine Smith (Diversity Works judge for the Leadership Category). Credit: Diversity Works New Zealand

Feelings of inclusion vary for different groups and communities within the Public Service workforce.

Having a mental health condition, being a disabled employee or belonging to a Rainbow community is linked to lower levels of inclusion. Responses from Māori, Pacific and smaller ethnic communities also tended to indicate lower levels of inclusion. Men also tended to feel more included than women or people with multiple/other genders.

When asked what would improve inclusion, people indicated the importance of having supportive leaders and team members. Some of the comments also highlighted the positive impact of the Public Service becoming more inclusive over time.

Many people (72 percent) said they had access to employee-led networks that were relevant to them. Access to these networks was relatively high for some groups, including Rainbow communities, those of Pacific ethnicity, and women.

Minority groups tend to feel more valued for the range of cultural expertise they bring to their job, with public servants from Asian and Pacific backgrounds feeling the most valued.

Understanding these things helps us to gain a better picture about what is working well and where we need to do more.

We recognise that more needs to be done, and we are starting to do it

We are proud of our progress to date but there is more for us to do. We know that disparities remain within our Public Service.

The responses from public servants who do not feel included cannot be overlooked and, while diversity in our workforce is improving, it is not where it needs

to be. Change is happening at a slower rate than we would like particularly in certain leadership roles and sectors.

We want the whole of the Public Service, as well as each agency, to reflect and value all the communities across all areas of diversity (including Māori, Pacific, ethnic, gender, disability and Rainbow). We are committed to doing more work.

We have the foundations and initial tools in place that we need to do this. For example, there are expectations of agencies around the Papa Pounamu commitments and how they must report against these. The annual system report provides us with the opportunity to assess agency progress and identify where they might need more support. As a result of last year's report, Te Kawa Mataaho improved the support for, and collaboration between, agencies as they develop diversity and inclusion initiatives.

We recognise we will need to be ambitious.

For example, this report notes that many agencies have provided training to reduce workplace bias. This is important but we can expect to see even greater effects when agencies also begin to systematically address bias in their practices and policies. We want to see similar progression across all the Papa Pounamu priority areas.

We are increasing the visibility of our diverse leaders, as well as mentoring, targeted development and secondments for our Pacific and Māori workforce.

We have identified areas where we are not seeing the growth in the representation of leaders that we need (such as disabled people and ethnic communities), so we are working across the system to develop targeted programmes to provide additional support to these groups.



We will continue to increase our understanding of what is needed. We have partnered with some of our ELNs to develop 'Community Voices' which focus on the experiences of communities as shown through Te Taunaki.

Alongside this, the LDC has provided fellowships to some of our people to provide research on areas such as neurodiversity and 'How Asian Leaders Flourish'.

Te Taunaki gives us a start for understanding the effects of intersectionality on feelings of inclusion. Further work is needed to explore the combined effects of different areas of diversity.

Papa Pounamu will continue to develop its work programme, based on these and other new insights. There are also a range of other plans and strategies that can support diversity and inclusion.

For example, the Ministry of Justice is currently developing a National Action Plan Against Racism which will enable us to understand, and challenge, the role that race and racism play in the Public Service.

We have already noted the work being done to address gender and other pay gaps, and create fairer, more inclusive workplaces, as part of Kia Toipoto – which will also develop further over 2022/23.

Commissioner's comment

An increasingly diverse Public Service reflects an increasingly diverse New Zealand. This is a good thing. It helps the Public Service reflect the variety of communities it serves, exposes the Public Service to new areas of expertise and new ideas and helps contribute to trust and confidence.

But diversity alone is not enough if public servants do not feel valued, respected, and included whatever their backgrounds, beliefs, circumstances or identities. It is essential that the Public Service is both diverse and genuinely inclusive.

While there is more left to do, the Public Service has put in place solid foundations from which to support greater diversity and inclusion. In Papa Pounamu, in particular, there is a clear sense of direction of travel across five ambitious priority areas.

Over the next three years I expect to see:

- positive and safe workplaces where every individual is valued and included
- substantial progress towards eliminating pay gaps for all groups
- more emphasis in our diversity and inclusive strategies on our Rainbow and disabled communities, underpinned by high quality data
- stronger requirements on all our leaders to demonstrate they can meet the needs of an increasingly diverse population through core training and capability in inclusive leadership
- increased diversity of our workforce, including at leadership levels, to reflect the full diversity of the communities we serve.



Kupu whakamutunga Conclusion

This inaugural three-yearly briefing has outlined the current state of the Public Service across a range of important dimensions.

It has also highlighted progress being made to modernise our public services and systems and to equip our people to meet the challenges of the 21st century. All of this will help us improve outcomes for individuals, families and communities.

The briefing comes at an important time in the journey of the Public Service. The Public Service Act 2020 has set a modern legislative framework that is enabling us to be more flexible, to join-up and to increasingly work as one system.

However, there is more to do to realise the potential of Public Service reforms and deliver on our aim of becoming a leading-edge, unified, trusted public service that serves New Zealand and its people.

Throughout this briefing I have given an indication of the direction I expect the Public Service to take over the next three years to position us well for the future.

The shifts in our approach will benefit New Zealanders through ongoing improvements to public services and outcomes. At the same time, we will seek to maintain and enhance the high levels of trust people place in the Public Service.

Of course, none of this can be achieved without the dedication, expertise and drive of the people who choose to work in the Public Service.

I am in the fortunate position of witnessing, first-hand, the dedication so many public servants bring to their work every day. It is this spirit of service to the community that has seen us through many challenges in the past, sustained us during COVID-19 and will help lead us through the challenges of the future too.

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