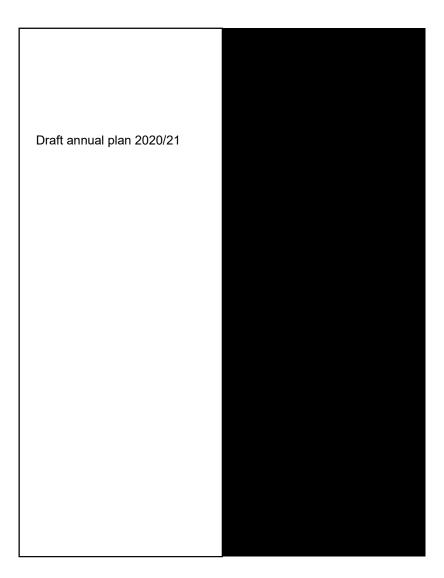
Document for consultation with members of Parliament



Prepared in accordance with section 36(1) of the Public Audit Act 2001.

ISSN

Request for your feedback

Tēnā koutou katoa.

My Office has a range of functions that help Parliament and the public to hold public organisations to account for their use of public money. The purpose of everything we do is to improve trust and promote value throughout the public sector.

Ensuring trust and confidence in the public sector is particularly important as New Zealand responds to the current Covid-19 pandemic. The consequences of this pandemic will fundamentally change the operating context for all public organisations for the foreseeable future.

Covid-19 will also significantly affect the financial and service performance of many public organisations, and the public sector will need to manage these impacts for many years to come. Therefore, a focus for our work over the next few years will be on examining the public sector's response and recovery from the impacts of Covid-19.

The information from the annual audits of every public organisation helps Parliament and the public scrutinise the effectiveness, efficiency, and accountability of public organisations. The mandatory annual audit work we do accounts for nearly 85% of our resources.

We use the rest of our resources to provide advice and support to select committees for their effective scrutiny of public organisations, conduct performance audits (where we look at the effectiveness of spending by public organisations), inquiries (where we consider the appropriateness of behaviours of public organisations and their use of resources), and special studies (where we seek to research and publish information that will benefit public sector performance and accountability).

Although we cannot generally plan our inquiries work, we have included our planned performance audits and special studies in our annual work programme. Our annual work programme forms part of a multi-year work programme that we refresh every year.

I am pleased to present our draft Annual Plan 2020/21 for your feedback.

This year, we have organised our work into the following four broad areas:

How well is the public sector improving the lives of New Zealanders?

We are planning work in a range of areas where we consider New Zealanders will want confidence that the government is helping to improve the lives of New Zealanders. These areas include reducing family violence, improving housing and educational outcomes, and improving outcomes for Māori.

How well is the system working as a whole?

We continue to pay attention to the fundamentals that underpin good management and accountability, such as ensuring the integrity of public organisations, that those organisations manage procurement well, and that they plan for the future effectively. We also continue our work to influence public sector

reforms, and examine how the public sector is implementing a well-being focus and contributing to sustainable development goals.

Keeping New Zealanders informed about public sector performance and accountability
 Our regular reporting is an important way we keep New Zealanders informed about how public entities are performing. However, during the next few years, we also plan to better understand the issues that are important to communities so we can make relevant information more readily available.

Sharing insights about what good looks like

We continue to update our suite of good practice guides, but we are also looking at other ways we can encourage entities to share their experience with each other. We are also looking at other parts of the system that can promote better practice – such as independent audit and risk committees and monitoring agencies.

We are also developing a programme of work that will examine aspects of the response to Covid-19. This work will seek to inform Parliament and the public about how the public sector has managed these challenges and how well it is positioned to support New Zealand to recover.

Although we have started some work on Covid-19 matters, the overall work programme is still in development, so we have not included details about it in this document. We are working to complete our planning so we can include it our final annual plan in June 2020. To help us prepare that plan, we invite your views on specific matters related to Covid-19 where you think we can add value.

Seeking feedback on our work is one way in which the Auditor-General supports Parliament's scrutiny of executive government. It also helps to ensure that we invest our resources in work that will make the most difference in improving the performance of public organisations. However, to preserve the independence of my Office, I will make the final decisions about the work programme.

We request your feedback by **Friday**, **29 May 2020** so that we can complete our final annual plan and present it to Parliament before the end of June 2020, as required by the Public Audit Act 2001.

The rapidly changing operating environment in which we work means that we need the agility to respond to unexpected events. Covid-19 is an obvious, current example. We will publicly report any substantial changes to our plan.

I look forward to receiving your feedback, which my staff and I will consider when finalising our annual plan for 2020/21.

Nāku noa, nā

John Ryan

Controller and Auditor-General

29 April 2020

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About our publications

The Auditor-General's reports are available in HTML and PDF format, and often as an epub, on our website – oag.parliament.nz. We also group reports (for example, by sector, by topic, and by year) to make it easier for you to find content of interest to you.

Our staff are also blogging about our work – see oag.parliament.nz/blog.

Notification of new reports

We offer facilities on our website for people to be notified when new reports and public statements are added to the website. The home page has links to our RSS feed, Twitter account, Facebook page, and email subscribers service.

Sustainable publishing

The Office of the Auditor-General has a policy of sustainable publishing practices. The final annual plan will be printed on environmentally responsible paper stocks manufactured under the environmental management system standard AS/NZS ISO 14001:2004 using Elemental Chlorine Free (ECF) pulp sourced from sustainable well-managed forests. Processes for manufacture include use of vegetable-based inks and water-based sealants, with disposal and/or recycling of waste materials according to best business practices.

Part 1 – About the Office of the Auditor-General

Who we are

The Controller and Auditor-General (the Auditor-General) is responsible for auditing all of New Zealand's public organisations. The Office of the Auditor-General (the Office) is an important pillar of the national integrity system that helps ensure that New Zealanders can have trust and confidence in the public sector and in government.

Why is there an Auditor-General?

Parliament authorises all government spending and gives statutory powers to public organisations. Public organisations are accountable to Parliament (and their communities in the case of local government) for how they use the resources and powers that Parliament gives them. Parliament seeks independent assurance from the Auditor-General that public organisations are using these resources and powers, and are accountable for their performance in the way Parliament intended.

The Auditor-General's role is to help Parliament in its scrutiny of executive government, to ensure that public organisations are effective, efficient, and accountable. To be effective and credible in this role, the Auditor-General is independent of the Government and operates in an apolitical manner. The Auditor-General is an Officer of Parliament and does not comment on the policies of the Government or of local authorities.

The Auditor-General reports findings and makes recommendations so that those responsible for making improvements can take action. The Auditor-General does not have the power to enforce his recommendations. Rather, the Auditor-General influences improvement through the independent and objective nature of the work, the scrutiny by Parliament that it supports, and effective working relationships between our Office and public organisations.

About our work

The ultimate **outcome** we are working towards is that Parliament and New Zealanders have trust and confidence in the public sector. For this to happen, the public sector has to perform well and with integrity and provide reliable, meaningful, and timely information so it can be held accountable. Everything we do is directed towards achieving these outcomes. We discuss our strategic direction in more detail in Part 2.

Our purpose is improving trust and promoting value in the public sector.

Our vision is of a high performing and trusted public sector.

The Auditor-General's work is carried out by just over 400 staff in two different business units – the Office of the Auditor-General (the Office), and Audit New Zealand – supported by staff in a shared Corporate Services Team (CST).

The Auditor-General also contracts auditors from private sector accounting firms to carry out audits on his behalf.

Our core functions are to:

- audit information reported by public organisations about their performance (annual audits);
- assess public sector performance and accountability (through performance audits and special studies);
- provide advice and support for effective parliamentary scrutiny;
- monitor spending against parliamentary appropriations (the Controller function); and
- carry out inquiries into matters related to the use of public resources.

Annual audits

Annual audits of public organisations are the core work of the Office, accounting for nearly 85% of our resources. These result in the issuing of about 3300 audit reports each year, as well as reports to those charged with governance on how their organisations could improve their control environments and reporting. Our annual audits fundamentally support the integrity of the financial and performance reporting of public organisations. All our work is built on this solid foundation.

Our annual audits give us direct interaction with, and insight into, every public organisation in New Zealand. Through our audits, we gather intelligence on how the public sector is operating and the main challenges and emerging issues affecting the public sector. We use this information to help Parliament scrutinise public organisations' performance. We also use this information, along with our other intelligence-gathering activities, to inform our work programme.

Every three years, our auditors carry out the audits of the long-term plans (LTPs) of local authorities. A council's LTP outlines how it will co-ordinate its resources and provides a basis for accountability to its community over the long term. As councils plan for significant issues such as water quality, climate change, and their communities' recovery from Covid-19, long-term planning has never been more important. Our work supports stronger council accountability to, and scrutiny from, local communities.

Appendix 1 provides a summary of the number and type of public organisations in the Auditor-General's audit portfolio at March 2020. Each year, our auditors also expect to carry out audits of the financial statements of the Government, the Government of Niue (and its subsidiaries and other associated organisations), the Government of Tokelau (and related organisations), and organisations the Auditor-General has agreed to audit under section 19 of the Public Audit Act 2001.

All our audit work is carried out by either the Auditor-General's in-house audit service provider, Audit New Zealand, or private sector audit firms. Our audit work is funded by fees charged to each audited organisation, which are agreed after consultation with the organisation.

The quality of the audit work carried out on behalf of the Auditor-General is paramount. Quality assurance reviews of appointed auditors take place usually once every three years to ensure that they have complied with *The Auditor-General's Auditing Standards*.

Maintaining our independence is critical. The credibility of our work relies on being free of influence (real or perceived) so that we can carry out our work and report without constraint. We have high standards of independence, which we have enhanced further during the last year, and we closely monitor compliance with those standards.

Our independence and reputation are also critical to maintaining Parliament's and the public's trust and confidence in our work, and enables us to maintain our position as one of the strongest "pillars" in New Zealand's national integrity system.¹

Assessing public sector performance and accountability

The Public Audit Act 2001 empowers the Auditor-General to assess the performance and accountability of public organisations, particular sectors, and the public sector as a whole. Every year, we carry out a wide range of work to assess public sector performance and accountability.

We identify and prioritise work that we consider will best contribute to the changes we want to bring about, as described in our medium-term strategy, and to achieving our ultimate outcome – that Parliament and New Zealanders have trust and confidence in the public sector.

Our work includes evaluation and assessment work, special studies, as well as advice and recommendations for improvement.

Performance audits are an important part of our work programme. They enable us to delve more deeply into particular areas of performance than is possible through our annual audits. Their purpose is to influence the public sector to improve its performance and provide assurance to Parliament and the public that public organisations are delivering what they have been set up and funded to do.

Each year, we assess the progress public organisations make in acting on the recommendations of a selection of our previous performance audits. We describe our proposed programme of follow-up work in more detail in Part 3.

Advice and support for effective parliamentary scrutiny

Parliamentary scrutiny of the performance and accountability of the public sector is primarily carried out through select committees. We work closely with select committee chairpersons and clerks to provide advice and support that meets their needs.

Our services to Parliament are informed by our annual audits, performance audits, and inquiry work. We use our information to advise and inform Parliament about issues and risks in the public sector.

According to Transparency International New Zealand, the New Zealand arm of the global anti-corruption agency.

We provide reports and advice to select committees to help their annual reviews of public organisations and their examination of the Estimates of Appropriations. We publish reports on the results of our annual audits, performance audits, major inquiries, and other work. We use this information to advise select committees in their work in holding public organisations to account as part of Parliament's scrutiny of executive government.

Monitor spending against parliamentary appropriations

Our Controller function provides independent assurance to Parliament that spending by government departments and Offices of Parliament is lawful and within the scope, amount, and period of the appropriation or other authority.

Our Controller function is a core part of the Auditor-General's role as "public watchdog". It supports the important constitutional principle that the government cannot spend, borrow, or impose a tax without Parliament's approval. We normally publish six-monthly reports on our Controller function work (described in Part 3). However, in response to the unprecedented spending associated with Covid-19, we are currently publishing monthly Controller updates.

Carry out inquiries into matters of public interest

The Public Audit Act 2001 allows the Auditor-General to carry out an inquiry into any matter concerning a public organisation's use of resources. Our inquiries function is an important mechanism for maintaining and improving Parliament's and New Zealanders' trust and confidence in the public sector.

Inquiries can arise from our audit or other work, requests from members of Parliament or a public organisation, or concerns raised by the public. We consider many issues and receive many requests for inquiries, and the number of requests increases each year. We decide whether issues warrant investigation when those issues arise. For this reason, our inquiries work is not included in our planned work programme.

Our international contribution

Each year, we contribute to the international auditing community, particularly in the Pacific region. We aim to strengthen public sector accountability and promote good governance by sharing our skills, knowledge, and expertise with other audit bodies throughout the world.

We take part in international efforts to develop accounting and auditing guidance and standards, and we are active members of the International Organisation of Supreme Audit Institutions (INTOSAI) and the Global Audit Leadership Forum. A senior member of our staff represents New Zealand on the International Public Sector Accounting Standards Board.

Our largest time and resource commitments are to the Pacific Association of Supreme Audit Institutions (PASAI), which is the regional body of INTOSAI focused on the Pacific. The Auditor-General of New Zealand is the Secretary-General of PASAI.

Through our commitment to PASAI, we support accountability, transparency, and good governance in the Pacific, which in turn helps to ensure stability in the Pacific and accountability for the resources that New Zealand invests in the region. A contract with the Ministry of Foreign Affairs and Trade funds our work with PASAI.

As part of our PASAI work, we are also privileged to have twinning relationships with the Audit Office of Samoa and the Cook Islands Audit Office. These relationships provide specific support and development opportunities for staff in these offices to work closely with our staff, both in New Zealand and in their home countries.

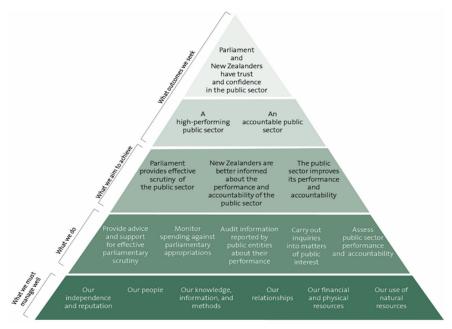
The Auditor-General is also the Auditor-General of Niue and Tokelau under their respective accountability arrangements.

Part 2 – Our strategic context

Our strategic direction

The Auditor-General's strategic intentions to 2025 is our long-term strategic planning document. It sets out the enduring outcomes and impacts we seek from our work and provides the strategic context for our annual work programme. The figure below sets out our performance framework, and the ultimate outcome that we seek from our work is shown at the top of that framework. We want Parliament and New Zealanders to have trust and confidence in the public sector. To achieve this, the public sector has to perform well and be accountable.

Our performance framework



As the auditor of every public entity, we have a role with each organisation – and we can also see the overall performance and accountability of the entire public sector. This gives us a unique position from which to influence a high-performing and accountable public sector that has the trust and confidence of Parliament and New Zealanders.

The Auditor-General's Strategy 2018-21 is our medium-term strategic planning document. It describes how we intend to influence the impacts and outcomes we seek by focusing on work that will help to achieve more impact from what we do. We regularly review our progress against our strategy in the context of our changing operating environment. This enables us to keep our work focused on where we can make the most difference in influencing our outcomes.

Our strategy is organised around four strategic shifts.

Strategic shift 1: Focus more on examining how well the public sector achieves positive change for New Zealanders

The spending of public money is meant to achieve good outcomes for New Zealanders – providing support and services that make a positive difference to our lives.

A strong feature of our work programme for 2020/21 is a focus on topics that examine how well the public sector is delivering outcomes in areas that are fundamental to the quality of life for New Zealanders. In 2019/20, we started a programme of work to look at how the public sector is achieving reductions in family violence. We will continue this work in 2020/21, and we will also start to explore whether outcomes have been achieved in a range of other areas, including housing and education.

Strategic shift 2: Help New Zealanders become better informed about public sector performance and accountability

We have an important role to play in the public's trust and confidence in the public sector. To achieve trust and confidence, New Zealanders need to be informed about the issues that matter to them in ways that are meaningful.

The regular reporting that we do is how we keep New Zealanders informed about the performance of the public sector, and we continue to work to encourage improvements in reporting by public organisations.

This year, we intend to begin work looking specifically at how the public sector is accountable to communities. Part of this will include seeking views from specific communities about what is important to them about the services they receive. We also want to expand the information that we provide about public sector performance and explore ways we can make it relevant to individual communities.

Strategic shift 3: Be more active in sharing insights about what "good" looks like

We are in a unique position to identify and share examples of good practice to support entities to improve. We also have an important and influential role as an information broker, connecting organisations to share experiences about what works.

We have recently started updating our suite of existing good practice guides. We will continue this in 2020/21. We are also looking at other ways we can encourage and promote good practice, including running more forums where members of the public sector can share experiences, make connections, and access resources to help them implement improvements in their own organisations.

We see independent audit and risk committees as a vital partner in supporting public organisations in this way. In 2019/20, we launched an Audit and Risk Committee Chairs' forum for chairpersons in Christchurch and Auckland (as well as the ongoing Wellington forum), and we encouraged local authorities to appoint independent chairpersons for their audit and risk committees.

In 2020/21, we want to strengthen these relationships to better understand the challenges public organisations are facing. We will also provide targeted information to provide the right support at the right time.

Strategic shift 4: Help improve the public sector accountability system

In a more diverse and connected world, the public demands more from our public accountability system. An effective accountability system is critical to New Zealanders' trust and confidence in the public sector and in government. We have an important role in influencing the shape of the public accountability system to meet the expectations of New Zealanders today and in the future.

In 2019/20, we worked closely with the Treasury, the State Services Commission, and others to influence thinking about changes to the public accountability system. We made submissions on public sector reforms and published these on our website. We carried out research into the state of the public accountability system as a whole and intend to publish our thoughts on particular aspects of the system, such as the quality of performance reporting throughout the public sector.

During the coming year, we want to look more closely at how public organisations are starting to implement the well-being agenda that the Government has promoted (as well as the United Nations Sustainable Development Goals that the Government has signed up to). We also want to look at how the accountability system is working for Māori, as well as in communities generally.

Part 3 – How we prepare our work programme

We carry out regular environmental scanning to identify and assess issues, risks, and opportunities affecting the public sector. This helps us to prepare a work programme that is responsive to current and emerging risks, that anticipates future risks, that supports our ability to engage in longer-term scrutiny of intractable issues, and that takes advantage of opportunities for us to influence improvements in public sector performance.

We draw on a range of sources to assess our environmental context and to help generate potential areas of interest. These sources include the information our auditors continually gather, our ongoing monitoring of risks, and our independent analysis of public sector performance and issues. We also draw on our previous work and knowledge – reports we have published (including inquiries, research reports, and the results of recent audits) and follow-up reports on how public organisations have implemented our recommendations.

Our central and local government advisory groups help us to better understand the common themes and issues in their respective sectors. Our discussions with select committees and the public organisations we audit are another source of information that we draw on.

Improving outcomes for Māori is an important consideration in planning our work programme. We work with public organisations such as the Office for Māori Crown Relations: Te Arawhiti and Te Puni Kōkiri to help us identify where we can best focus our work to influence the effectiveness of the public sector in improving outcomes for Māori.

Matters raised by members of the public and input from interest groups that we work with, such as Transparency International New Zealand, and academics also inform our planning.

The diagram shown here summarises the main sources of information we draw on to inform potential areas of interest in our draft work programme.

This year, we have assessed potential areas of interest and topics against the following criteria:



- materiality the extent to which the topic or issue is significant and meaningful to New Zealanders and the extent to which it is common to or affects multiple public organisations;
- potential impact the extent to which the work is likely to support or influence meaningful change or is likely to have impact beyond just one agency or group;

- the particular value we can add the extent to which we can add value, given our knowledge and capabilities, unique view, and ability to influence;
- balance and coverage throughout the sector ensuring that, over time, we are looking at a sufficiently wide range of public services and issues of relevance to New Zealand; and
- alignment to our strategy potential contribution to advancing our strategic objectives.

Our operating environment

New Zealand's public sector is largely in good shape. Key indicators show that trust and confidence in the public sector remains high. New Zealand is seen as generally free of corruption and enjoys strong governance and accountability arrangements. Most New Zealanders have access to good quality public services which are, for the most part, reliable and well managed.

We operate in a challenging and changing environment. Changes in technology, our environment, and increasing social and cultural diversity mean the public's expectations of government are increasing. The COVID-19 pandemic creates new types of risks and issues which must be addressed.

Some of the main factors that will test our public services, and provide context for our work, are described below.

Several persistent and interconnected social issues are adversely affecting the lives of everyday New Zealanders and imposing significant costs on society

New Zealand's high rates of family and sexual violence have significant economic, cultural, and social costs. Rates of violence are highest among some of our most vulnerable communities.

Family violence is widely recognised as a complex problem. It persists despite the efforts of successive governments, many government agencies, and the numerous community organisations working with those who are either harmed by or perpetrators of violence.

Harmful use of alcohol and drugs is a significant factor in criminal offending in our communities. About 60% of community-based offenders have an identified alcohol or drug problem, and 87% of prisoners have experienced an alcohol or drug problem during their lifetime.² There are also strong links between those who struggle with addiction and those who struggle with mental health.

About one in five New Zealanders experience some form of mental illness or distress each year³. The social and economic costs are significant. The annual cost of serious mental illness, including addiction, is an estimated \$12 billion each year.⁴ Suicide rates continue to increase, and our suicide

² He Ara Oranga: Report of the Government Inquiry into Mental Health and Addiction (December 2018), available at mentalhealth.inquiry.govt.nz.

³ He Ara Oranga: Report of the Government Inquiry into Mental Health and Addiction (December 2018), available at mentalhealth.inquiry.govt.nz.

⁴ He Ara Oranga: Report of the Government Inquiry into Mental Health and Addiction (December 2018), available at mentalhealth.inquiry.govt.nz.

rate for young people remains among the worst in member countries of the Organisation for Economic Co-operation and Development (OECD).

About a quarter of New Zealand's children currently live in poverty and are deprived of proper nutrition, a warm home, and the normal childhood experiences that others enjoy. The effects of poverty are far-reaching. Children who live in poverty have worse health and educational outcomes, and the economic costs of poverty are estimated to be in the range of \$6-\$8 billion per year.⁵

Although we remain above the OECD average, New Zealand's levels of achievement in education are declining in some aspects. The latest Programme for International Student Assessment (PISA) report suggests that the main reasons for this include disproportionate rates of bullying, poor learning environments, truancy, deteriorating attitudes towards reading, and negative attitudes towards school.

By the time some young people get to secondary school leaving age, they do not have the general education, skills, or qualifications for direct entry into the workforce or to successfully engage in tertiary education.

In recent years, district health boards (DHBs) have been under increasing pressure to deliver services and results, and their financial results have deteriorated significantly. Demand for specialist health services and procedures continues to increase. Some New Zealanders experience inequities of access to health services, with a range of underlying socio-economic factors contributing to this.

Health spending is an increasingly significant factor in government financial sustainability, both in the short and longer term. It remains an ongoing challenge for DHBs to invest in health staff, services, infrastructure, and technology to meet New Zealand's current and future healthcare needs, while ensuring their continued financial sustainability.

New Zealand's housing and urban development system faces significant challenges with access to housing and its affordability. Several factors affect the supply of housing, but one of the most important is the supply of land and the planning rules for that.

Local government plays a particular role in this, including providing infrastructure, consenting, and construction. However, there has been some criticism directed at councils' response to demand for housing, particularly in regions with significant population growth.⁶

New Zealanders most at risk of disadvantage are more severely affected by the lack of affordable housing. In the most extreme cases, this has resulted in people becoming homeless. People's lack of a safe and secure place to live is also often coupled with their having other, multiple social needs that are also vital to their well-being. Problems associated with lower quality housing in New Zealand, including mould problems, have been linked to poor health outcomes (especially for children) and wider socio-economic outcomes.

⁵ Children's Commissioner's Expert Advisory Group on Solutions to Child Poverty (December 2012), Solutions to Child Poverty in New Zealand: Evidence for Action, available at www.occ.org.nz.

⁶ Productivity Commission (19 February 2020), *Insights into Local Government*, available at www.productivity.govt.nz.

There are also system-wide issues that the public sector needs to address

Māori continue to experience disparities of outcomes relative to other New Zealanders in housing, health, and education. In the "post-Treaty settlement" environment, the public sector faces widespread challenges in terms of resourcing and delivering on the Crown's obligations and commitments made in Treaty settlement Acts.

Assuming that the Public Services Bill is passed into law, the public sector will also need to meet new requirements for organisations in the public service to strengthen capability to engage and work in partnership with Māori.

New Zealanders experience inequities in the delivery of services in the regions, and demand for services in our regional communities is expected to increase during the coming years – particularly in the northern region – in the face of a growing, ageing, and changing population.

Pressure on local infrastructure – roading, transport, drinking water, wastewater, and storm water – is also increasing. Replacing and upgrading critical infrastructure will be costly for ratepayers. Small and remote communities will face particular challenges with ageing infrastructure and declining populations.

These local authorities have a much smaller rate-payer base with which to fund these investments. The populations of many small and rural communities also have lower than average incomes and higher levels of social deprivation, which add to affordability problems.⁷ This could be further exacerbated by the consequences of Covid-19.

Climate change presents some particular challenges for our infrastructure. Local authorities will need to make some difficult decisions to determine how they will respond. Significant action is needed, but the path remains uncertain, and it is unclear who will bear the costs.

Against this backdrop, the public sector faces several significant pressures

New Zealand, like other parts of the world, is significantly affected by the Covid-19 pandemic. Covid-19 will have an unprecedented effect on our economy, and the public sector will be managing this for many years to come.

The public is increasingly sensitive to the risks that the nation faces from significant health-related events, economic shocks, biosecurity threats, and natural hazards, as well as threats to our national security. The public sector will need to provide greater assurance to the public about what it is doing to prepare for, and respond to, these types of risks.

As the Government develops its strategy to stimulate economic recovery, in part through significant investment in infrastructure projects, sound financial management, governance, and accountability in public organisations is more important than ever.

⁷ Productivity Commission (19 February 2020), *Insights into Local Government*, available at www.productivity.govt.nz.

Fraud and integrity risks increase when significant new money enters the system and there are expectations of fast and pressured delivery. There is increasing pressure on the public sector to maintain expected standards of integrity. Although New Zealand's public sector is perceived as one of the least corrupt in the world – consistently ranked among the top two in the Transparency International Corruptions Perceptions Index – we cannot be complacent.

Internationally, and here in New Zealand, people's expectations about their involvement in decisions that affect their lives, the value they receive from their public services, and the information about how public funds are spent are at risk of exceeding the ability of the public sector to deliver. This will affect trust and confidence in the public sector – in particular, that of some minority populations.⁸ The uncertain operating environment will only exacerbate this.

The public sector is grappling with how to respond. Significant reforms in many parts of the public sector, such as in health and education, are proposed or are under way. As the public sector attempts to work across agency boundaries to tackle some of the more complex problems facing society, it is exploring new organisational forms and models of governance – such as joint ventures.

There are significant expectations on the public sector to support co-ordinated action to deliver on the Government's well-being aspirations and to ensure that New Zealand meets its international obligations for the United Nations' 17 Sustainable Development Goals.

All of this provides context for our proposed work programme as set out in this draft annual plan

When considering where to focus our work, we must continue to prioritise. For this draft annual plan, we have tried to balance an increased emphasis on examining issues in the social sector (given the Government's significant investment in, and focus on, well-being) with work that examines the fundamentals of good organisational and financial management and governance, and the need to continue to influence the shape and direction of public sector reform. We provide more information about how we identify topics for our work programme at the beginning of Part 3.

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⁸ Kiwis Count data breakdown is available on the State Services Commission's website at <u>ssc.govt.nz</u>.

Part 4 – Our proposed work programme

Appendix 3 provides a summary of the work we plan to complete in 2020/21 in the context of a multiyear overview of our work. Our work is organised into the following four broad topics, which are aligned to our strategy:

- How well is the public sector improving the lives of New Zealanders?
 In our last annual plan, we began a new theme: "improving the lives of New Zealanders". That theme has evolved into a significant emphasis for our work during the next year and beyond.
 We intend to carry out work in areas where New Zealanders will want confidence that the government is improving the lives of New Zealanders. This includes family violence, housing, health, education, and improving outcomes for Māori.
- How well is the system working as a whole?

 Our work programme maintains a focus on the fundame.

Our work programme maintains a focus on the fundamentals, such as the integrity of public sector organisations, that organisations manage procurement well, and that they plan for the future effectively. We will also continue with our work at a system level: implementing the well-being agenda, contributing to the sustainable development goals, and keeping working to influence the direction of public sector reform to strengthen accountability to Parliament and the public.

- Keeping New Zealanders informed about public sector performance and accountability
 Our regular reporting is the main way we keep New Zealanders informed about how the
 public sector is performing, but during the next few years we are also planning some specific
 work to understand the issues that are important to communities so we can make relevant
 information more readily available to communities.
- Sharing insights about what good looks like

We are continuing to update our suite of good practice guides, but we are also looking at other ways we can encourage public organisations to share their experience with each other and thinking about how we support independent audit and risk committees in their role to influence improved performance and accountability.

The work we plan to carry out under each of these topics is described in more detail in this section.

Work carried forward from 2019/20

Although we expect to complete most of our work planned for 2019/20, some work may be published after 30 June 2020. The response to Covid-19 is affecting the delivery of some of our work that was due for completion in 2019/20. Some work planned for 2019/20 has been either cancelled or carried forward into 2020/21 for other reasons. Appendix 2 provides more details.

Providing assurance to Parliament and the public following the Covid-19 pandemic

We are developing a specific programme of work designed to understand the impacts of, and how our public sector is responding to, Covid-19.

An unprecedented amount of public money will be spent during the coming months as the Government responds to the challenges of the Covid-19 pandemic.

Parliament has also given the Government a rare and considerable degree of flexibility to fund its response to the Covid-19 crisis. Incurring such a large amount of spending, along with the pace of the Government's emergency response and the extraordinary conditions under which the public sector is operating, mean that sound financial management, governance, and accountability are critical.

The amount and speed of the additional spending will also have implications for the Government's debt levels and ability to borrow globally. The quality of reporting in the Financial Statements of Government, supported by high-quality audit work, are vital to trust and confidence, and the Government's access to capital and how much that access costs. Similarly, the quality of reporting will be important for the local government sector's access to capital and how much that access costs.

Parliament and the public will be looking for significant assurance that this funding is properly accounted for and that the extraordinary legislative powers the Government has accessed to support its response are being used appropriately.

In the short term, we will be looking at the Government's systems and controls for authorising, tracking, and reporting on the additional spending in response to Covid-19. This work will examine whether good systems are in place for the Government to give an account to the public and Parliament on that spending. We will report publicly on this work regularly, as well as more formally later in the year as part of our annual audit work.

Our auditors will take particular care to examine areas of spending associated with the Covid-19 response and the control environment around that spending. They will work with public organisations to understand the specific challenges they now face in the current environment. We have, for example, recently issued advice to our auditors to remind the organisations they deal with about the importance of ensuring that appropriate financial controls remain in place.

We will remain alert to opportunities to provide Parliament and the public with greater assurance about aspects of how the response is being managed – for example, on the way personal protective equipment is managed and distributed to health care workers.

During the next few months, we will put together an indicative programme of the work we could carry out during the next few years to identify lessons from aspects of this response that will help the public sector, the Government, and Parliament plan for future events. We will be interested in understanding what can be learned from:

- the overall level of preparedness of the public sector for events like these;
- how well co-ordinated and governed the response effort was;
- how extraordinary legislative powers have been used and to what effect;
- where additional funding was spent and the effectiveness of that spending; and

 how the public sector is understanding and planning for the long-term recovery from the pandemic.

The work programme in this draft annual plan already includes some work that is relevant to the extraordinary events that New Zealand has seen in the past few months. For example, we had already planned work to look at the resilience of the public sector and how it plans for significant events or "shocks", including completing our work on the review of Auckland Council's disaster resilience and preparedness, and work on preparedness for response and planning for recovery in central and local government.

We are in the final stages of our procurement theme, and we consider that this work may now usefully draw on the experience of organisations in managing the impacts of Covid-19 by looking at practices in emergency situations.

Through our annual audits and advice to select committees, we intend to maintain a focus on the financial sustainability of the health sector. In this draft annual plan, we have included more substantive work to examine aspects of the performance and sustainability of the health sector. In light of the significant impact of current events, we intend to defer this work for 12 months as the health sector recovers. We will reassess the focus and timing of this work later this year.

How well is the public sector improving the lives of New Zealanders?

The work we will carry out in 2020/21 (and the following two years) that is aimed at better understanding how well the public sector is improving the lives of New Zealanders is focused on five priority areas:

- 1. achieving reductions in family violence;
- 2. improving housing outcomes;
- 3. improving health outcomes;
- 4. improving education outcomes; and
- 5. improving outcomes for Māori.

The pages that follow set out details of the work we will carry out from 2020/21 to 2022/23 under each of these five priority areas.

1. Achieving reductions in family violence

We seek:

- views about the coverage and value of the proposed second-year programme of family violence work in 2020/21; and
- views about the topics proposed for 2021/22 and 2022/23, and about priorities for our future family violence work.

Objective: To examine public organisation performance in achieving reductions in family violence in New Zealand.

Background

The Government has identified preventing and eliminating family violence as a priority in the wider government effort to improve the well-being of New Zealanders. Until recently, efforts to effectively address family violence through an all-of-government response have relied on voluntary coordination.

In 2018, a cross-government joint venture was set up to work in new ways to reduce "family violence, sexual violence and violence within whānau". The role of the joint venture is to help co-ordinate efforts and to lead a whole-of-government, integrated response to family violence (and sexual violence in the context of family violence).

In 2019/20, we started a multi-year programme of work aimed at examining public organisations' performance in achieving reductions in family violence. During the next three years, our aim is to examine how well the joint venture has been set up to deliver reductions in family violence. We will also continue to increase our understanding of the overall problem, its costs to society, and whether

the system responds effectively in ways that will lead to significant and sustained reductions in family violence. We plan to continue to report at different stages of our work.

Proposed work in 2020/21

Joint venture governance and building our understanding of the family violence system In 2020/21, we plan to carry out a performance audit to examine how well the joint venture has been set up to deliver reductions in family violence.

This provides us with an opportunity to engage early to support improvements in this work and on a new approach to delivering improved outcomes in complex problem areas.

The Public Service Bill proposes changes to current state service arrangements that will make joint ventures a more common feature of how government operates. There may be useful insights from this joint venture that future joint ventures could learn from.

In 2020/21, we will also continue to increase our understanding of the overall family violence problem, its costs to society, and how effectively the system responds. This will include looking at the roles of organisations involved in the family violence system, looking at the data and measures used to report outcomes, and increasing our understanding of the effectiveness of interventions for those who interact with the system.

Proposed agencies: The State Services Commission, the Department of the Prime Minister and Cabinet, the Ministry of Justice, the Department of Corrections, Te Puni Kōkiri, New Zealand Police, Oranga Tamariki, the Ministry of Social Development, the Ministry of Health, the Ministry of Education, Accident Compensation Corporation.

Proposed work in 2021/22 (indicative)

Joint venture: how well are agencies working together on policy and intervention design?

In 2021/22, we will continue our multi-year programme of work, with a view to examining how well the 10 joint venture organisations are working together to design interventions aimed at reducing family violence and sexual violence in New Zealand. Although we will not comment on policy design, we will examine how agencies are working together and, in particular, how lines of accountability for the whole-of-government response are considered and managed.

We also expect to look at how public organisations are partnering with Māori when developing work and how the organisations are developing their capability to engage with Māori and understand Māori perspectives in their work.

We envisage that this work will include looking at the effectiveness of intervention design from the perspective of population groups that find accessing family violence and sexual violence services difficult (for example, people with disabilities, Māori, Pasifika).

We expect to use a combination of approaches in carrying out this work. This will likely involve a mix of performance audit, data analysis and research.

Proposed agencies: TBC.

Proposed work in 2022/23 (indicative)

Joint venture: How well are interventions being implemented, and what is the performance of service delivery more generally

In 2022/23, we will continue our multi-year programme of work that will likely include examining the delivery of family violence and sexual violence services to communities. We expect to look at how effective the joint venture has been in ensuring that interventions and programmes are delivered in an integrated way and that they are achieving outcomes.

We also expect to examine the effectiveness of monitoring and public reporting on family violence and sexual violence reduction outcomes in the context of the joint venture framework.

As in previous years, we expect to use a combination of approaches in carrying out this work. This will likely involve a mix of performance audit, data analysis and research.

Proposed agencies: TBC.

2. Improving housing outcomes

We seek:

- views about the coverage and value of the proposed first-year programme of housing work in 2020/21; and
- views about the topics proposed for 2021/22 and 2022/23, and about priorities for our future housing work.

Objective: To examine public organisations' performance in improving housing outcomes for New Zealanders.

Background

Adequate and affordable housing is crucial for social and economic well-being. The Ministry of Housing and Urban Development (MHUD) has assumed the new role of system leader for housing. It has also embarked on a new "place-based" approach of targeting interventions more closely to regional and local needs. For this to work in practice, central and local government will need to cooperate closely.

Through our work, we want to gain assurance that MHUD is overseeing the housing system effectively. This will involve looking at how it uses data and analysis for decision-making and planning. We will also look at how central and local government agencies are working together to ensure that planning, funding, and implementation of housing and infrastructure projects are well aligned and well placed to deliver positive housing and community outcomes, including for groups at greater risk of poor outcomes.

For 2020/21 (extending into 2021/22), our focus will be on:

- an initial piece of work outlining how the housing system operates and the main questions
 and challenges it faces. This may include a survey of members of the community, to
 understand the challenges they experience with housing and how that matches the approach
 by government agencies;
- performance audit work to consider system-level oversight, and the planning and implementation of specific housing and urban development projects – these will focus on MHUD and Kāinga Ora – Homes and Communities, as well as other local and central government agencies involved in planning or funding core and social infrastructure; and
- extended annual audit work on KiwiBuild.

In 2021/22 and 2022/23, we expect to explore issues with homelessness and healthy homes. This will include looking at how well the Aotearoa New Zealand Homelessness Action Plan (2020-2023) is being implemented in practice and examining how well the Government is implementing its healthy homes standards.

Given the housing disparities that Māori experience, we will consider how the housing system is working for Māori in each topic of this programme of work.

Proposed work in 2020/21 - extending into 2021/22

Housing system oversight and planning

We will carry out research on the housing system, examining how MHUD is managing the system and ensuring that planning by government agencies is well informed, integrated, and focused on addressing housing supply challenges and improving housing outcomes, including for Māori.

We expect to examine existing data and consider whether MHUD is making the most of existing data to make decisions. This will include looking at data and trend information for different groups at risk of poor outcomes – in particular, Māori, Pasifika, and families with children.

We also expect to examine governance arrangements to find out whether roles and responsibilities are clear, whether the right mechanisms are in place for co-ordination, and whether they are used effectively to support planning and implementation. As part of this, we will examine how, and how well, is MHUD working with important partners (including iwi and other Māori organisations), and central government and councils working together.

We also expect to look at MHUD's approach to planning to ascertain how well it links, and gets commitment from, the various components of the housing system and how well it aligns funding and long-term plans.

For this work, we want to get a community perspective (including the perspective of particular population groups, such as Māori) and may survey members of the community to gain an understanding of their housing concerns. This will allow us to determine whether there are concerns that the Government is not aware of.

To carry out this work, we expect to use an approach that combines research, a performance audit on housing system planning, and a public survey.

Proposed agencies: MHUD.

Proposed work in 2020/21

Planning of significant housing and urban development projects

We will carry out a performance audit, looking at how Kāinga Ora works with other organisations to plan and implement significant housing and urban development projects.

We are particularly interested in how effectively central and local government interact on infrastructure planning and implementation, and whether consenting processes adequately facilitate the progress of projects. Another area of interest is whether local iwi and other Māori organisations are appropriately involved in the planning process.

To complement our proposed work on the housing system, we will look at a specific example (for example, the Mt Roskill development in Auckland that is aiming to build 4000 houses) to examine whether building and infrastructure development is co-ordinated to support the objective of having thriving communities. An important component of our proposed work will be looking at whether funding is planned for, and made available, in an integrated way.

Proposed agencies: Kāinga Ora.

Extended annual audit work on KiwiBuild

The KiwiBuild initiative has been a matter of significant public interest. We want to give the public confidence that the processes being followed and valuations underpinning the sales of properties are reasonable.

We intend to carry out extended annual audit work, looking at the processes for selling KiwiBuild homes. Our aim is to gain assurance that sales and underlying valuations of KiwiBuild homes rely on a reasonable process and preserve value for the Crown and that their accounting treatment is appropriate and transparent.

Proposed work in 2021/22 (indicative)

Homelessness

We expect to examine, through a performance audit and supporting data and analytics work, how effectively organisations identify people at risk, prevent homelessness, and integrate housing and other social services to achieve better outcomes for homeless New Zealanders.

To do this, we will examine the Aotearoa New Zealand Homelessness Action Plan (2020-2023) that was developed to prevent and reduce homelessness. An important aspect of this work will be on responsiveness to Māori needs and how effectively agencies provide support.

Proposed agencies: Ministry of Social Development.

Proposed work in 2022/23 (indicative)

Healthy homes

We plan to examine whether the Government is effectively implementing its healthy homes standards. This will likely involve looking at what information is used, how outcomes are measured, and whether actions taken to enforce healthy homes standards are effective. This work would help establish any disparities in outcomes – for example, for Māori.

Proposed agencies: TBC.

3. Improving health outcomes

We seek:

- views about the coverage and value of the proposed first-year programme of our work on health in 2020/21; and
- views about the topics proposed for 2020/21, 2021/22, and 2022/23, and priorities for our work on health.

Objective: To examine public organisations' performance in improving health outcomes for New Zealanders.

Background

Health is the second-largest government expenditure (after Vote Social Development) and the largest in terms of service delivery. All New Zealanders interact with the health system at multiple points in their lives. The impact of the Covid-19 pandemic on the health sector places immense pressure on a sector already challenged by significant financial pressures (in particular, DHBs), inequalities in access and outcomes for particular populations, and significant reform.

We had planned to examine aspects of the performance and sustainability of the health sector in 2020/21. Given the significant effect of the Covid-19 pandemic on the sector, we intend to defer this work for 12 months as the health sector recovers. We will reassess the focus and timing of this work later this year.

Recommended changes to New Zealand's health sector will be outlined in *The New Zealand Health* and *Disability System Review* report when it is published.

This is the most broad-ranging review of the health and disability system in New Zealand in a generation. It is likely to recommend significant changes to how health and disability services are funded, co-ordinated, governed, and managed.

We audit all public entities in the health and disability system, from the Ministry of Health to every DHB and health Crown entity, and report independently on what we find. This gives us a unique perspective to comment on any proposed changes to the system and to inform those making final decisions on changes to the system about benefits and risks, and how those risks can be managed. If new legislation is proposed to implement changes, we may make a submission to Parliament on the draft legislation.

Given that the extent of the implications of Covid-19 on the health sector are still unclear, we may decide to change some of our planned work if new information or risks come to light.

Proposed work in 2020/21

Health sector reform

We will respond as appropriate when the *New Zealand Health and Disability System Review* report is released. If new legislation is needed to implement the changes, we may make a submission to Parliament on the draft legislation.

This may provide an opportunity for us to comment on proposals and their potential impact on:

- accountability and transparency;
- · governance effectiveness; and
- · the sustainability of the system.

We will also be interested in:

- how changes will be managed and governed;
- · risks and mitigations; and
- the implications for audits.

Proposed work in 2021/22 (indicative)

Access to health services

Equitable access to health services is of considerable interest to New Zealanders, but the challenges and barriers to achieving this are not well understood.

We intend to carry out research to understand the socio-economic factors that affect equity of access to specialist health services and procedures. We also want to know what is being done to address these inequities and improve access to health services. Once we complete our research, we will report on our findings.

Proposed agencies: TBC.

Information and communications technology (ICT) systems and services

Providing healthcare to New Zealanders will continue to change and evolve. It is important that the technology the health sector uses keeps pace and is aligned with the direction and planned future state of care provision. Planning for the technology needed to support that change will need to be focused on the future, agile, and innovative.

Information and communications technology (ICT) is an area where better collaboration could bring considerable savings and efficiencies.

We intend to review how well the Ministry of Health and DHBs understand their future ICT needs and/or are procuring ICT to ensure that it is fit for purpose.

Proposed agencies: Ministry of Health and DHBs.

Health system sustainability

In recent years, DHBs have been under increasing pressure to deliver services and results, and their financial results have deteriorated sharply. Our ageing population means that these pressures will increase. DHBs will need to find different ways of ensuring that people receive the health services they need and that health outcomes improve.

We are interested in how well the Ministry of Health supports DHBs to deal with these challenges and, in particular, how the Ministry and the Treasury are working together to support the financial sustainability of the overall system.

Proposed agencies: Ministry of Health and the Treasury.

Proposed work in 2022/23 (indicative)

Monitoring and managing the delivery of health services

How well DHBs and the Ministry of Health are monitoring and managing service delivery is of significant interest to service users.

In 2022/23, we will examine how well DHBs and the Ministry of Health are monitoring and managing the delivery of health services. Our work may focus on examining the delivery and outcomes achieved by one (or more) of the national screening programmes and/or pre-school checks.

We intend to examine how well services are delivered and whether the aims for those services are achieved. We also intend to examine access to the services, including what is being done about reducing barriers to access.

Proposed agencies: TBC.

4. Improving education outcomes

We seek:

- views about the value of the proposed work on education in 2020/21; and
- views about the indicative topics proposed for 2021/22 and 2022/23, and about priorities for our work on education.

Objectives: To examine public organisations' performance in improving education outcomes for New Zealanders, including the tertiary education system, relative to other jurisdictions.

Background

New Zealand needs its education system to deliver, among other outcomes, workers with skills needed by employers, researchers who bring innovation, and people who contribute to a diverse artistic and cultural society. To be successful, New Zealand needs a stable and strong education system that keeps all children engaged in education.

Many government-funded strategies, projects, and initiatives aim to address barriers to access. Despite this effort, the level of education reached by 25-35 year olds in New Zealand is only at the average for OECD countries. Other data shows that some educational outcomes are comparatively worse than similar countries.

We propose to look at two aspects of public sector performance in improving education outcomes for New Zealanders.

Helping children at risk of disadvantage or disengagement to succeed in their education

Some young people do not, or cannot, engage with education. This has an effect on their adult lives
and on New Zealand overall. The reasons for this are complicated, and the solutions are not just in
the hands of the education agencies.

Beginning in 2021/22, we plan to look at the effectiveness of interventions aimed at improving educational outcomes. School attendance rates are declining, and there are long waits for learning support, particularly early intervention.

Some outcomes for Māori and Pasifika learners are worse. For example, more Māori young men are excluded from school than other demographics. In tertiary education, there is a significant gap between the participation and completion patterns of Māori and Pasifika learners and that of non-Māori and non-Pasifika learners.

In 2020/21, we will prioritise the interventions we will look at, based on New Zealand's performance compared with similar countries. We may publish this prioritisation work if we consider that it has value in its own right.

Tertiary education system performance

Our initial focus will be on the underlying financial sustainability of New Zealand's tertiary education institutions (TEIs). New Zealand's TEIs were financially vulnerable to changes in participation rates by international students, even before Covid-19. We have previously raised concerns about the financial risks created by the dependency of TEIs on international students.

Until 2019, changes in participation by overseas students mostly affected the institutes of technology and polytechnics. However, Covid-19 has had a sudden and significant effect on all public organisations with international students.

Given the likely adverse effects of COVD-19 on international education participation in New Zealand, we are interested in understanding how the sector is planning to reduce its risks and exposure. In 2020/21, alongside our regular audit work, we plan to increase our scrutiny of the tertiary system's leadership response. We expect that this work may continue into subsequent years and may become more specific as we learn more.

We recognise that the Tertiary Education Commission, which would be the lead agency for this work, is heavily involved in responding to Covid-19. Consequently, we will keep the timing of this work under review. In any event, we do not plan to start substantive work until 2021/22.

Proposed work in 2020/21

Helping children at risk of disadvantage or disengagement to succeed in their education

We propose to defer our planned work in the education sector until 2021/22. This recognises that there may be significant operational challenges in managing the continuing implications of Covid-19.

We will instead prepare for that work where we can do so without placing undue demands on the sector. This will include preparing a data-led sector scan that will guide our prioritisation for 2021/22 and 2022/23. For that work, we plan to draw on OECD data and other respected comparative sources such as PISA.

We will use this work to specifically focus on identifying where educational outcomes are significantly worse for children in New Zealand when compared internationally, as well as where there is disparity of outcome between groups of New Zealand children.

We currently expect to publish the results of that work.

Proposed agencies: TBC.

Tertiary education system performance – underlying financial sustainability of tertiary education institutions and international comparisons

Some tertiary education institutions have become more dependent on the revenue that they earn from providing education to international students on a full-fee basis. The sector has also recognised that most of that dependency was on students from two major markets – China and India.

We have previously raised concerns about the financial risks this dependency creates in some institutions. Until 2019, changes in participation by overseas students affected TEIs unequally, with downturns mostly affecting the institutes of technology and polytechnics. However, Covid-19 has had a sudden and significant effect on all public organisations with international students.

Given that COVD-19 is likely to reduce international education participation in New Zealand, we are interested in understanding how the sector is planning to rebuild while reducing its risks and exposure.

In 2020/21, alongside our regular audit work, we plan to increase our scrutiny of the tertiary system leadership's response to rebuilding financial resilience. In 2020/21, we also want to investigate activity and financial data available at lower levels of aggregation than the institutional level and to look at international comparators. We expect that this work will continue into 2021/22.

We also expect that it will develop a specific focus as we learn more.

Proposed agencies: TBC.

Proposed work in 2021/22 (indicative)

Helping children at risk of disadvantage or disengagement to succeed in their education

Based on the findings from our data analysis and feedback on the annual plan, we will review one or two sector interventions or initiatives that aim to improve outcomes for a group of children. We will review the value for money of that initiative – that is, is the investment leading to the anticipated improvement in outcomes?

From what we already know about performance, we anticipate that we may review:

- initiatives aimed at closing the attainment gap between Māori and Pasifika learners and learners generally; and
- initiatives aimed at encouraging and securing improved attendance at school.

Tertiary education system performance

The work we do in 2021/22 will be informed by our data analysis in 2020/21 and feedback on the draft annual plan.

Proposed work in 2022/23 (indicative)

Helping children at risk of disadvantage or disengagement to succeed in their education

In 2022/23, we expect to select a further one or two interventions or initiatives for review, based on our preparatory work in 2020/21.

Indicatively, this may include reviewing:

- services for children who need learning support or specifically help with reading; and
- support for children, whānau, teachers, and schools in managing problem behaviour.

We will adapt the coverage and length of this programme as necessary to fit within available resources (that is, by selecting fewer topics in each year but extending the programme over more years).

Tertiary education system performance

The work we do in 2022/23 (if any) will be informed by our data analysis in 2020/21 and feedback on the draft annual plan.

5. Improving outcomes for Māori

We seek:

- views about the first-year programme of work looking at Whānau Ora;
- views about the value in developing our understanding of Māori perspectives on accountability in the public sector; and
- views about the topics proposed for 2021/22 and 2022/23 on accountability in the public sector and Treaty commitments to Māori.

Objective: To understand whether the public sector is achieving better outcomes for Māori and honouring the commitments made by the Crown under the Treaty of Waitangi.

Background

The public sector has an important role to play in building a successful and effective relationship between Māori and the Crown, and for improving outcomes for Māori. The Public Service Bill, if passed as proposed, will establish new requirements for agencies in the public service to strengthen capability to engage and work in partnership with Māori.

The following three-year programme of work focuses on the public sector's effectiveness in improving outcomes for Māori. In 2021, we will begin a performance audit that will examine how effectively Whānau Ora is supporting whānau to improve their lives. This performance audit will build on our 2015 report about Whānau Ora. We will also carry out research to find out what effective public accountability looks like for Māori.

In 2021/22 and 2022/23, we will focus on how effectively public sector organisations are delivering the commitments agreed to in Treaty settlements. Since the Treaty settlement process began in the 1990s, the Crown has agreed to more than 7000 different commitments to different iwi and hapū. These commitments are enshrined in legislation, and delivering on them will be fundamental to improving outcomes for Māori and for developing a positive and enduring relationship between the Crown and Māori.

Our first piece of work will be a performance audit of how public organisations are planning and delivering commitments that they deliver on behalf of the Crown. In 2022/23, we will examine how the public service is building its capacity and capability to engage and work in partnership with Māori. This will include looking at the role of agencies such as Te Arawhiti, the State Services Commission, and Te Taura Whiri i te Reo Māori (the Māori Language Commission) in supporting the public sector to build relevant capability and capacity.

Proposed work in 2020/21

Whānau Ora

We plan to build on our 2015 performance audit of Whānau Ora. We will examine how effectively commissioning and delivery organisations are using the Whānau Ora approach to help whānau achieve positive changes to their lives. We will take a whānau perspective to understand how people are using Whānau Ora approaches to improve their lives.

Proposed agencies: Te Puni Kōkiri, whānau who are service users, Ministry of Health, Ministry of Social Development, service providers, Ministry of Education.

Māori perspectives on accountability

We propose further research that builds on what we have learned from our previous research into public accountability.

We will explore some perspectives from Māori about what effective public accountability looks like. This will potentially include comparing and contrasting Māori perspectives with other perspectives.

Proposed agencies: TBC.

Proposed work in 2021/22 (indicative)

Are public organisations effectively planning and delivering the Treaty settlement commitments they are responsible for?

In 2021/22, we will carry out a research report or performance audit of how well local authorities are planning and delivering Crown settlement commitments that they are responsible for.

More than 7000 commitments are enshrined in Treaty settlement Acts. A wide range of public organisations are responsible for delivering these commitments. Notably, local authorities have an important role to plan in delivering the Crown's obligations.

We will need to consider the best way to do this piece of work. One option could be to break down the work by looking at different sectors, such as local government. Local authorities are an important agent for delivering the Crown's commitments, and we are aware that some are struggling with the demands of Treaty settlement commitments.

Other areas of focus could be the conservation sector, and the heritage and culture sector.

As a starting point, we expect to:

 interview and survey iwi and hapū to get their perspective on what is or is not being delivered;

- analyse planning documents to see what plans are in place for delivering Treaty settlement commitments; and
- interview officials from a sample of public organisations to get a view about what they know about the commitments they are responsible for and what they are doing to deliver them.

We would also consider interviewing other government agencies that are involved in Treaty settlements (such as the Department of Conservation), because they are likely to have useful perspectives on local government's role in Treaty settlements.

Proposed agencies: TBC.

Proposed work in 2022/23 (indicative)

To what extent is the public sector developing and maintaining its capability to engage with Māori and understand Māori perspectives?

In 2022/23, we will conduct research into how public organisations are delivering on their obligations to support the Crown's relationship with Māori, as set out in Part 3 of the Public Service Bill.

We expect to:

- interview Māori stakeholders involved in engagement processes for their perspective on the effectiveness of processes and approaches;
- collect and analyse information on what public organisations are doing, to form a baseline of knowledge;
- identify and then interview a sample of central government leadership teams to identify challenges and good practice as well as gather more detailed information; and
- analyse annual reports to identify how organisations are choosing to measure and report on performance.

Proposed agencies: TBC.

How well is the system working as a whole?

The work we will carry out in 2020/21 (and the following two years) on how well the system is working as a whole is focused on the following five priority areas:

- 1. implementing a well-being focus;
- 2. resilience and climate change;
- 3. integrity in public organisations;
- 4. procurement; and
- 5. investment in infrastructure.

The following pages set out details of the work we will carry out from 2020/21 to 2022/23 under each of these five priority areas.

1. Implementing a well-being focus

We seek:

- views about the coverage and value of the proposed first-year programme of wellbeing work in 2020/21; and
- views about the topics proposed for 2021/22 and 2022/23, and about priorities for our well-being work.

Objective: To understand how well public organisations are performing in delivering on the Government's well-being aspirations for New Zealanders and on our international commitments to the United Nations' sustainable development goals.

Background

The notion of well-being is gaining increased emphasis throughout the public sector. New public sector reforms are being proposed that seek to support the management of a wider set of well-being outcomes.

Among other requirements, these reforms will require the government to set well-being objectives and require the Treasury to report on the state of well-being at least every four years.

Recent amendments to the Local Government Act 2002 reinstate the purpose of local authorities to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future.

We intend to start a multi-year programme of work aimed at providing Parliament and the public with assurance about how well the public sector is planning to achieve its well-being objectives. Our work will assess how effectively central and local government are incorporating well-being objectives into their planning processes and frameworks. In 2022, we intend to examine the Treasury's reporting on the achievement of those well-being objectives.

Proposed work in 2020/21

Progress towards implementing the United Nations' sustainable development goals

In 2015, all United Nations members adopted the 2030 Agenda for Sustainable Development and its 17 sustainable development goals.

The sustainable development goals are an important indicator of progress that countries have made towards significantly improving the well-being of their people. The areas the goals cover include poverty reduction, education, employment, and the environment.

In July 2019, the Government published its first report on progress towards implementing the 17 sustainable development goals.

We will continue our work on auditing how effectively agencies have co-ordinated activities towards implementing the 17 sustainable development goals by 2030. We expect our findings to promote:

- improvements in how government agencies are measuring and reporting outcomes;
- improved collaboration between government agencies in working towards implementation of the sustainable development goals; and
- improved engagement with private organisations, academic institutions, non-government organisations, and communities in working towards implementation of the sustainable development goals.

Proposed work in 2021/22 (indicative)

Embedding well-being into public sector planning

Part 1: Central government

We plan to carry out a performance audit to assess how well public organisations in central government are planning to achieve their well-being objectives.

Our work will examine how well central government organisations have:

- identified their well-being objectives;
- developed measures of achieving those objectives for planning and reporting purposes; and
- linked the well-being objectives to the services they deliver and to the objectives of other organisations operating in the same sector.

Proposed agencies: May include government agencies that belong to a certain sector (for example, social, justice, education) or that are aligned with a particular well-being outcome.

Monitoring progress of public sector planning for Well-being

Part 2: Local government

In 2021/22, we will continue our work to assess how well public organisations are planning to achieve their well-being objectives, with a focus on local government organisations.

We intend to examine the information in local authorities' LTPs, including how well local authorities have:

- · identified their well-being objectives;
- developed measures of those objectives for planning and reporting purposes; and
- aligned their well-being objectives and well-being indicators with the Government's well-being priority areas.

Proposed agencies: A sample of councils, including territorial authorities and regional councils.

Proposed work in 2022/23 (indicative)

Treasury well-being report and investment statement

We anticipate the Treasury's first well-being report and its next investment statement will be published some time in 2022/23 (timing to be confirmed). Once these reports are published, we intend to review both reports in terms of their objectives, the approach that the Treasury takes, and the links between the two reports and the Treasury's long-term fiscal statement.

We want to support the Treasury in its work and assure Parliament and the public that these three important strategic perspectives meet their objectives and are aligned.

Proposed agencies: The Treasury.

2. Resilience and climate change

We seek:

- views about the coverage and value of our proposed resilience and climate change work programme; and
- views about the topics proposed for 2020/21 and about future priorities for our resilience and climate change work.

Objective: To provide assurance to the New Zealand public about the effectiveness of the Government's risk and resilience planning, with a particular focus on preparedness for, and response to, emergencies and addressing the impacts of a changing climate.

Background

We are experiencing many effects of climate change throughout New Zealand and the world, including the threat of rising sea levels and extreme weather events. In recent years, New Zealanders have also experienced successive and sometimes concurrent national risk events, such as the current Covid-19 pandemic. We have also had to recover from the Christchurch earthquakes, Christchurch mosque attacks, and to a more limited extent in the primary sector from *Mycoplasma bovis*.

Resilience is an important requirement for success within the context of a complex and uncertain future environment. It is the ability to anticipate and resist disruptive events, minimise adverse impacts, respond effectively, maintain or recover functionality, and adapt in a way that allows for learning and thriving. It's about the ability to remain effective in a range of future conditions.

We can readily identify many of the risks we face now and in the future. However, it is often difficult to assess levels of likelihood and potential consequences, such as those from natural disasters and climate change. Other risks, such as Covid-19 and the Christchurch mosque attacks, are also challenging to assess.

Both central and local government have a role to play in strengthening New Zealand's resilience to a range of risks and potential adverse events. Significant public money is spent on managing risk and strengthening New Zealand's resilience, whether that be responding to adverse events or recovering from them.

During the next three years, we will look at aspects of how well public organisations are planning for the long term and managing risk to strengthen New Zealand's resilience to a range of potential adverse events. Through our work on resilience, we seek to provide assurance:

- (a) to the public about the effectiveness of the Government's risk and resilience planning, with a particular focus on preparedness for, and response to, emergencies and addressing the effects of a changing climate; and
- (b) that public money is being spent prudently and effectively, and support Parliament to hold public organisations to account for their delivery of this.

In 2020/21, a decade on from the Canterbury earthquakes, we intend to carry out a discrete piece of work examining what lessons have been learned from the public sector's response to the Canterbury earthquakes.

| Proposed work in 2020/21 | |
|---|---|
| Resilience to climate change: Local government – Long-term plans | As part of our audit of council 2021-31 LTPs, we will consider what actions councils are planning for climate change (both adaptation and mitigation), including those councils that have declared climate change emergencies. Proposed agencies: Local authorities. |
| Local government risk management: Stocktake of approach and reporting results | We will conclude our work examining the risk management practices of a sample of councils. We are interested in identifying examples of good practice to share with councils. We also want to identify what would support councils to improve their management of risk, including how to strengthen the operation of audit and risk committees where required. Proposed agencies: Selected local authorities. |
| Canterbury earthquakes: 10 years on, lessons learned | The Canterbury earthquakes of 2010 and 2011 killed 185 people, injured about 5800 people, damaged more than 100,000 homes, destroyed much of Christchurch's central business district, and badly damaged infrastructure. A decade on, we intend to review what lessons have been learned from the public sector's response to the earthquakes. This will help New Zealand prepare for future disasters. We intend to draw on the seven reports on the Canterbury earthquake recovery we have published, as well as the work of others. Proposed agencies: TBC |
| Proposed work in 2021/22 (indica | tive) |
| Resilience to climate change: Local government – Long-term plans | Building on our work from 2020/21, we will analyse the 2021-31 LTPs (or a sample of them) to establish how well councils are factoring resilience to climate change risks and vulnerabilities into their long-term planning, the climate-related actions they plan to take, and any funding pressures or information gaps they have identified. We expect to report our findings to Parliament. Proposed agencies: Local authorities. |

Preparedness for response and planning for recovery: Central and local government

We will look at how councils are strengthening resilience and preparing for a major emergency event of any kind. In particular, we will focus on whether councils are adequately prepared for, and able to respond to, an emergency and taking action to minimise its impact.

We will also examine how well central and local government are prepared for recovery from an emergency event. In particular, we will look at Civil Defence Emergency Management (CDEM) groups, which have a specific responsibility to prepare for recovery. We will also look at how CDEM groups work with the National Emergency Management Agency and other central government agencies that might also have a recovery role. This work will include considering how well central and local government have worked together in the recovery from recent emergency events such as the Covid-19 pandemic and the Christchurch mosque shootings in 2019.

Proposed agencies: Selected local authorities and CDEM groups, National Emergency Management Agency.

Proposed work in 2022/23 (indicative)

Resilience to climate change: National leadership – Zero Carbon Act

We are interested in better understanding the Climate Change Response (Zero Carbon) Amendment Act and what role we could take in assessing the public sector's performance in meeting the requirements set out in the Act.

We expect to include a comparison to overseas examples, such as lessons learned from the review of the United Kingdom's Climate Change Act.

Proposed agencies: Climate Change Commission and Ministry for the Environment.

Risk and resilience planning: Central government

We will evaluate the effectiveness of the performance and accountability framework prepared to support the National Disaster Resilience Strategy, including how well that strategy is integrated with the wider National Security System.

We will also evaluate the National Emergency Management Agency's progress in implementing the strategy.

Proposed agencies: National Emergency Management Agency.

3. Integrity in our public sector

We seek:

 views about the coverage and value of the proposed three-year programme of work on integrity in the public sector.

Objective: To support the leadership in the public sector on integrity and ethics issues.

Background

For public organisations to operate effectively and achieve outcomes for New Zealanders, it is essential that they have the public's trust and confidence. Unethical behaviour, dishonesty, or corruption can quickly erode that trust and confidence, undermine the ability of the public sector to provide effective and equitable services, and adversely affect New Zealand's international reputation.

Parliament and the public are increasingly looking for confidence that the risks of fraud and misconduct, cybersecurity, data privacy, and environmental responsibility are being managed. Many of these risks have increased significantly as organisations focus on responding to Covid-19. The Auditor-General has a unique view of all public organisations and can help provide that confidence.

It is clear that a focus on integrity at a leadership or governance level, combined with having the right systems and processes, can reduce the risk of wrongdoing and promote ethical standards in public organisations. A strong ethical culture is not an end in itself – it can improve the quality of decision-making, increase efficiency and effectiveness, and positively affect staff engagement and turnover.

Building on some work begun in 2019/20 to prepare an integrity framework, we will carry out a programme of integrity audits in the public sector during the next three years. We will also continue to develop tools (in part from the findings of those audits) and resources to help public organisations ensure that they and their staff are operating with integrity.

We anticipate that our work will involve greater collaboration with other integrity agencies where appropriate – for example, the State Services Commission, the Office of the Ombudsman, and the Serious Fraud Office. We will also engage with a wide range of individual organisations throughout the public sector to create further discussion and encourage good practice in this area.

| Proposed work in 2020/21 | |
|---|--|
| Performance audit work on integrity | We will carry out targeted performance audits in the local government sector. We will select several local government organisations and look at how they are performing with integrity matters (such as managing conflicts of interest). |
| Developing integrity tools and supporting resources | We intend to develop integrity tools and supporting resources for internal and external use. We propose two streams of work. |

The first will be developing a self-assessment tool (or survey) to help public organisations assess how well they are performing on matters of integrity.

The second will be internally focused and will involve developing internal resources (and training) for our auditors and sector managers to use to help guide their discussions with chief executives, governors, and audit and risk committees on matters of integrity.

Creating discussion and promoting good practice

This workstream is connected to the other workstream "Sharing good practice" (see page 55), which aims to promote good practice in the public sector by sharing good practice examples, guidance, resources, and follow-up reports.

During the next three years, we intend to use a range of channels and approaches to communicate the importance of integrity and encourage discussion throughout the public sector while also promoting good practice. Possible approaches include:

- a series of discussions/workshops with agencies that influence ethics and integrity in the public sector – to discuss, understand, and seek to influence their respective interests and priorities;
- a dedicated section on the Auditor-General's website;
- bi-monthly blogs;
- using existing forums and offering to speak (for example, at Transparency International New Zealand and audit seminars); and
- carrying out and publishing case studies of organisations that are working on their integrity processes.

Proposed work in 2021/22 (indicative)

Performance audit work on integrity

In 2021/22, we plan to continue our multi-year performance audit work programme on integrity.

We propose to carry out a performance audit of a central government agency to examine how well it is performing with integrity matters.

We also propose to carry out a performance audit to look at how integrity agencies in the public sector are working together to provide leadership.

Developing integrity tools and supporting resources

In 2021/22, we will continue our multi-year work developing integrity tools and supporting resources. However, we will shift our focus to supporting and encouraging the public sector to adopt the integrity tools and resources we have developed. This will include providing training and guidance in the use of those tools.

| Creating discussion and promoting good practice | We also expect to carry out proactive inquiries or other review work to test or evaluate how organisations are applying the integrity framework. We will also look at building a wider range of integrity checks into standard audits. In 2021/22, we will continue our multi-year programme of work to share good practice on integrity throughout the public sector. |
|---|--|
| Proposed work in 2022/23 (ind | licative) |
| Performance audit work on integrity | In 2022/23, we will continue our multi-year performance audit work programme on integrity. We propose conducting a performance audit focusing on central government and government-funded organisations. |
| Developing integrity tools and supporting resources | In 2022/23, we will continue our multi-year work developing integrity tools and supporting resources. We intend to continue our work supporting and encouraging the public sector to adopt the integrity tools and resources we have developed. |
| Creating discussion and promoting good practice | In 2022/23, we will continue our programme of work to share good practice on integrity throughout the public sector. |

4. Procurement

We seek:

 your views about the value of the proposed concluding programme of procurement work in 2020/21 and 2021/22.

Objectives: To promote good practice procurement of goods and services in the public sector, with a focus on achieving value for money for New Zealanders.

Background

In 2018/19, we began a three-year programme of work on procurement. Our 2018 report *Introducing our work on procurement* described our three-year focus on procurement and summarised what we saw as the main issues and opportunities for improving procurement practice in the public sector. As we outlined in our *Annual plan 2019/20*, procurement is particularly important in developing effective public services. However, as the public sector has moved increasingly towards contracting for outcomes, procurement has become more challenging.

In 2020/21 and 2021/22, we expect to conclude our procurement-related work programme with topics that focus on:

- partnerships with the private sector to deliver public sector outcomes;
- governance and delivery of the Auckland city rail link project;
- strategic suppliers of services to New Zealanders;
- innovative approaches to emergency procurement during the response to Covid-19; and
- a review of New Zealand Defence Force processes and capability for managing significant services contracts.

| Proposed work in 2020/21 | |
|--|--|
| Partnerships with the private sector to deliver public sector outcomes | A range of collaborative procurement methods are used in New Zealand to deliver important infrastructure and other large-scale projects. One such method is public–private partnerships, which the transport, education, and justice sectors have used in recent years. We propose to investigate how public–private partnerships are being used, including their benefits and risks. |
| Auckland city rail link project: Project governance and Link Alliance | City Rail Link Limited is a Crown entity jointly funded and owned by Auckland Council and the Government to deliver the city rail link project. The project consists of a 3.45km twin-tunnel underground rail link up to 42m below the city centre, changing the downtown Britomart Transport Centre into a two-way through station that better connects the Auckland rail network. It also includes building two new stations, redeveloping Mt Eden station, and various other work to maximise the benefits of the project and the efficiency of the rail network. |
| | The project is expected to be completed in 2024 at a cost of about \$4.4 billion. The expected benefits from completing the project include reduced travelling time and congestion, improved reliability, and wider economic benefits. |
| | Problems with procurement often stem from poor governance arrangements. We propose to focus on how well the project's governance arrangements are supporting its effective and efficient delivery. We are interested in City Rail Link Limited as an example of a collaboration between local and central government to deliver major infrastructure. We want to identify any lessons learned that could benefit similar projects in the future. |
| | In our 2019/20 annual plan, we signalled our intention to examine City Rail Link Limited's use of an alliance (called the Link Alliance) to deliver a major part of the project. An alliance is a specific form of |

| | contract. In 2020/21, we will also carry out work to examine how |
|------------------------------------|---|
| | well the Link Alliance is working. |
| Understanding and managing | Public organisations often rely on strategic suppliers to deliver |
| the risk of service disruption | services to New Zealanders. Sometimes, strategic suppliers provide |
| from the failure of strategic | services directly to the public. At other times, they provide behind- |
| suppliers ⁹ | the-scenes support to public organisations that deliver services. In |
| | either case, continuity of service delivery is important. |
| | We want to find out how well public organisations, including central |
| | agencies, understand the risks of strategic suppliers failing and |
| | whether they have plans in place to respond. |
| Review of New Zealand Defence | The New Zealand Defence Force (NZDF) is responsible for |
| Force processes and capability | managing \$3.9 billion of significant services contracts (these |
| for managing significant | contracts are significant because, if they were to fail or not be |
| services contracts | delivered properly, it would have a major impact on the NZDF's |
| | ability to deliver services). |
| | These services cover a wide range of activities such as naval or air |
| | fleet maintenance and support, general maintenance and support |
| | services, fuel supply, and telecommunications. The Commercial |
| | Services Branch has stewardship of the commercial management |
| | system. It aims to achieve good value for money from what the |
| | NZDF spends on third-party services. |
| | We want to understand how well the NZDF is procuring and |
| | managing significant services contracts. We plan to carry out a |
| | performance audit focusing on the systems, processes, and |
| | expertise that the Commercial Services Branch uses to procure and |
| | manage significant services contracts and what governance |
| | arrangements are in place for these activities. |
| Proposed work in 2021/22 (indicate | tive) |
| | |
| Procurement of assets to | There are several asset-related issues in the health sector, and we |
| support effective healthcare | want to influence improvements in this important area. |
| | DHBs currently own more than \$6 billion worth of assets, such as |
| | hospitals, clinical equipment, and information technology. The |
| | Ministry of Health estimates that these have a replacement value of |
| | about \$16 billion. |

New Zealand's healthcare system can be effective only with the right assets to support effective healthcare. Some DHB facilities (including hospitals) will be unable to meet future service demand in

 $^{^{9}}$ Referred to in our Annual plan 2019/20 as "Contracts for significant services".

some areas, and much of the current building portfolio will need updating or replacing in the near to medium term.

The significant investment in assets that is needed increases risk. This must be managed through effective strategy, planning, governance, procurement, contract management, project management, and relationship management.

We will examine how well the health sector plans to procure essential assets to support effective healthcare. We will identify what improvements are needed for procurement to better support effective healthcare.

We recognise recent developments in the health sector. These include including the National Asset Management Plan (NAMP) for the health sector and the setting up of the New Zealand Infrastructure Commission (Te Waihanga) and a health infrastructure unit in the Ministry of Health.

We will watch how these developments influence investment and procurement in the health sector. Because of these developments and the Covid-19 pandemic, we will keep the focus, timing, and scope of our proposed audit work under review.

Approaches to emergency procurement in response to Covid-19

Many public organisations have had to respond rapidly to increased demand for goods and services to prevent the spread of Covid-19, prepare to treat people with Covid-19, and respond to the consequences of Alert Levels 3 and 4 – such as increased unemployment.

Sometimes, it can be easier to innovate during an emergency because there is a high level of engagement and a higher tolerance for risk.

However, public organisations still need to appropriately document emergency procurement procedures, including the justification for using emergency procurement procedures and authorisation by an appropriate delegated financial authority.

Value for public money remains important – although speed and security of delivery may be more important aspects of value than at other times.

We propose to look at approaches to emergency procurement to identify good practices. We will include procurement arising from the Government's response and recovery package.

Reflections on our procurement work

We expect to complete our multi-year work programme on procurement by reporting back to Parliament and the wider public

| what we have learned since we began our procurement work in |
|---|
| 2018/19. |
| |

5. Investment in infrastructure

We seek:

- your views about the value of a future dedicated programme of work on infrastructure investment and on topics proposed for 2021/22; and
- your views about future priorities for our infrastructure investment work.

Objectives: To examine the systems and processes underpinning government decisions on major infrastructure investment and to assess how well these significant programmes of work are being delivered.

Background

The quality of infrastructure investments in New Zealand is an area of ongoing interest for us.

We have incorporated work we intend to carry out in 2020/21 on planning and delivering infrastructure and on asset management into other parts of this draft annual plan (see page 24 (Housing), pages 27-29 (Health), and pages 44-47 (Procurement)).

Beginning in 2021/22, we intend to start a programme of work that focuses on government investment in major infrastructure projects.

| Proposed work in 2021/22 (indicative) | |
|--|---|
| Systems and processes underpinning government decisions on major infrastructure investment | In late 2019, the Government announced its \$12 billion New Zealand Upgrade Programme. More recently, the Government announced its intentions to also fund large infrastructure projects that will be ready to start as soon as the construction industry returns to normal after the Covid-19 lockdown. In 2021/22, we expect to carry out work examining the effectiveness of the systems and processes that support government decisions about major infrastructure investment. |

Keeping New Zealanders informed about public sector performance and accountability

The work we will carry out in 2020/21 (and the following two years) on "Keeping New Zealanders informed about public sector performance and accountability" focuses on the following two priority areas:

- 1. public sector accountability to communities; and
- 2. our regular reporting.

The pages that follow set out details of the work we will carry out from 2020/21 to 2022/23 on these two priority areas.

1. Public sector accountability to communities

We seek:

- views about the coverage and value of our proposed accountability to communities work; and
- views about the topics proposed for 2020/21 and about future priorities for our accountability to communities work.

Objectives:

- To examine how well the public sector delivers services to where New Zealanders live and work.
- To examine how well government agencies are building the skills needed for economic well-being and development in the regions.

Background

In 2020/21, we intend to begin a multi-year programme of work focused on public sector accountability to communities for delivering services to where New Zealanders live and work.

We are interested in whether information that enables New Zealanders to understand the performance of public services and, where necessary, hold those services to account is readily available.

Our recent report *Public accountability: A matter of trust and confidence* observed that, although public officials and their agencies are primarily accountable to their Ministers and through them to Parliament, they must also maintain the trust and confidence of the public they serve. The report asked whether current public accountability processes are enough to meet the expectations of the public today and in the future.

Our initial focus will be to determine a methodology and a process for gathering and analysing data that will enable us to assess in future years how well the public sector is delivering essential services

(such as housing, education, and health) from the perspective of the users of those services. In the first year of our work, we will also refine our definition of community – for example, a place-based community, a community of interest, or a particular demographic.

Our other main area of focus will be on how well government agencies are building the skills needed for economic well-being and development in the regions.

In 2020/21, we will assess the benefits achieved by the Provincial Growth Fund (the Fund) that was launched in March 2018. The objectives of the Fund are to enhance regional development, create jobs, increase social inclusion and participation, enable Māori to realise their economic aspirations, improve resilience, and encourage environmental sustainability.

Effectively managing benefits is about giving investments the greatest possibility of realising and optimising the promised benefits, while maintaining controls to avoid the loss of value. Some of the Fund's benefits will take years to be fully achieved. It is essential that there are plans from an early stage to collect the data needed to assess progress towards benefits.

We propose to look at how the Ministry of Business, Innovation and Employment (MBIE), the Ministry of Transport, and the Ministry for Primary Industries plan to assess progress towards achieving the Fund's objectives and how they plan to report on progress.

In future years, we intend to examine the progress and effectiveness of the MBIE-led Regional Skills Leadership Groups in building the skills needed for economic well-being and development in the regions. Under this new regional approach to skills planning, workforce, education, and immigration systems work together to better meet the differing skills needed throughout the country.

| Proposed work in 2020/21 | |
|---|--|
| Community accountability | After consulting with communities, we plan to develop information at a "community level" on the spending and performance of national and local public services. We intend to publish this information online. It is likely that this work will combine a performance audit, research, data-driven analysis, and a new approach to community engagement for us. Proposed agencies: TBC. |
| Provincial Growth Fund: Realising benefits | The Fund is an umbrella term used to refer to the many projects it supports. Some of the projects' benefits will take years to be fully achieved. MBIE, the Ministry of Transport, and the Ministry for Primary Industries are the main administrators of the Fund. We are currently doing work to report on the soundness of the three agencies' systems and processes for managing the Fund. We expect our report to indicate further work on the Fund's effectiveness in |

achieving its objectives (especially by region) and the ongoing management of longer-term investments and re-investments. We propose to look at how the three agencies are planning to: assess progress towards achieving the Fund's objectives; and report on progress to the public and other stakeholders at a project, regional, and/or national level. We expect to complete a performance audit on this in 2020/21, resulting in a report to Parliament. We are also scheduling enhanced annual audit work. Proposed agencies: MBIE, Ministry of Transport, and Ministry for Primary Industries. Proposed work in 2021/22 (indicative) Community accountability Subject to the work we will carry out in 2020/21 on its feasibility, we pilots expect to test our community accountability approach in several pilot areas. This will include engaging with communities on the content of online accountability information for communities. Proposed agencies: TBC. Regional economic In 2021/22, we expect to examine the progress and effectiveness of the development - Examination MBIE-led Regional Skills Leadership Groups in building the skills of MBIE's progress with needed for economic well-being and development in the regions. Regional Skills Leadership Proposed agencies: MBIE, Te Puni Kōkiri, Tertiary Education **Groups** Commission. Regional service delivery -In 2021/22, we will do work to better understand the specific challenges faced by people living in the Auckland region. This will form the basis Examination of a for future work. service/initiative in the Auckland region (TBC) We will also scope potential for a study on the progress and effectiveness of an initiative or service delivered in the Auckland region. We are yet to confirm the subject of this study. Proposed agencies: TBC. Proposed work in 2022/23 (indicative) Community accountability Based on our work in the previous two years, and subject to funding portal development availability, we expect to have settled on an approach to community

accountability in 2022/23.

| | We will start adding more community accountability content online. We will most likely start with large and reliable data sets, especially those that can be disaggregated. Proposed agencies: TBC. |
|---|--|
| Regional economic development/regional service delivery | Building on our earlier work, we expect to examine how effective the public sector's regional economic development planning is in supporting communities to reach their economic potential. Proposed agencies: TBC. |

2. Our regular reporting

We seek:

views on future regular reports that we could consider.

Background

Each year, we consolidate the results of our annual audits in central and local government and other sectors. We publish the main findings in our regular suite of sector reports. We use these reports to advise select committees, to help keep New Zealanders informed, and to help plan our work programme. We also report on the results of our annual audit of the Financial Statements of the Government.

Along with our annual audits of government departments, we carry out appropriation audits. These are designed to ensure that government spending is within the authority of Parliament. We prepare six-monthly reports on our Controller work.

Other reports that we regularly publish include our follow-up reporting on public organisations' implementation of the recommendations from previous performance audits, our work on the review of service performance of the Auckland Council, and our commentary on the Treasury's statement on New Zealand's long-term fiscal position.

| Proposed work on regular reports | Proposed work on regular reports in 2020/21 | |
|---|---|--|
| Sector-based reports | In 2020/21, we plan to prepare the following sector reports: | |
| | Results of the 2019/20 port company audits; | |
| | Central government: Results of the 2019/20 audits; | |
| | Summary of results of the 2019/20 central government audits for chief executives; | |
| | Results of the 2019 school audits; | |
| | Results of the 2019 audits of tertiary education institutions; | |
| | Results of the 2019/20 district health board audits; and | |
| | Local government: Results of the 2019/20 audits. | |
| All of government reporting | We plan to report on the results of our annual audit of the Financial Statements of the Government. | |
| Controller updates | Our Controller function is a core part of our role as "public watchdog". It provides assurance to Parliament and New Zealanders that the Government has spent money in line with Parliament's authority. In 2020/21, we intend to continue our regular Controller updates. Our updates will include our monitoring of Covid-19 spending and how the Government is accounting for, and reporting on, that spending. | |
| Follow-up reporting on public entities' implementation of the Auditor-General's recommendations | As we discussed in earlier sections, we propose two areas of follow-up work for 2020/21: We will report on the progress of public organisations in implementing the Auditor-General's recommendations from our previous Whānau ora report. We will review progress of the public sector in helping Canterbury recover. We will revisit recommendations from our earlier work to see whether these were implemented. | |
| Auckland Council review of service performance | Under the Local Government (Auckland Council) Act 2009, we must review the service performance of the Council and each of its council-controlled organisations from time to time. As part of this, we are currently completing a review of Auckland Council's disaster resilience and preparedness. We expect to finalise this work in 2020/21. | |

| | We are not planning to start a specific review in 2020/21. We expect the Council's focus to be on its response to, and recovery from, the Covid-19 pandemic. The Council will complete its 2021-31 LTP, which we audit, in 2020/21. This LTP will provide important information about how the Council will support its communities' recovery from the Covid-19 pandemic. |
|---|---|
| Commentary on the Treasury's statement on New Zealand's long-term fiscal position | The Treasury was due to publish its report of New Zealand's long-term fiscal position in March 2020. Because of the Covid-19 pandemic, the Treasury's work has been postponed. When the report is published, we will publish our commentary. |

Sharing insights about what good looks like

The pages that follow set out details of the work we will carry out from 2020/21 to 2022/23 on this priority area.

We seek:

- views about the coverage and value of the proposed programme of work on sharing insights about what good looks like; and
- views about the future topics for sharing insights about what good looks like.

Objective: To promote good practice in the public sector through sharing insights about what "good" looks like.

Background

To improve their performance, public organisations need to understand what is expected of them. They also need good practice guidance that is relevant to the New Zealand context. As the auditor of every public organisation, we are well positioned to guide public organisations on what "good" looks like. Improving the performance of individual public organisations will improve the performance of the entire public sector.

We actively consider opportunities to share good practice in all our work. However, we intend to use this programme of work to take a more pro-active and deliberate leadership role in sharing good practice throughout the public sector.

Building on our previous work, we intend to identify and develop more good practice resources on topics of interest to the public sector to supplement our existing good practice guidance. We plan to work more with other organisations who prepare good practice on similar topics to maximise our influence and help organisations improve. We also have an important and influential role as an information broker, pointing public organisations to comparable organisations that do similar activities well.

We plan to implement a range of approaches to share good practice more. For example, our work on public sector integrity and ethics may include bi-monthly blogs and a series of integrity discussions or workshops. We intend to use existing forums and other events to share our good practice and examples of activities being done well that others can learn from.

| Proposed work in 2020/21 | |
|--------------------------|---|
| Review of good practice | We will review our good practice guidance: |
| guidance | Procurement guidance for public entities; and |

| | Public sector purchases, grants, and gifts: Managing funding arrangements with external parties. | | | |
|--|---|--|--|--|
| Supporting audit and risk committees | In 2020/21, we intend to review and update our good practice guidance for audit committees. We will enhance the focus on the risk management functions of audit and risk committees in particular. We intend to expand our new Audit and Risk Committee Chair forums to include local government committee chairpersons. We will also consider how to better target these sessions. This may include separate workshops for sub-sectors – for example, Crown entities and DHBs – as well as government departments and territorial authorities. Our sector managers and appointed auditors will engage with audit and risk committee chairpersons more systematically and purposefully to share lessons learned from our inquiries and performance audits or provide other main messages. | | | |
| Understanding performance and supporting the role of monitoring agencies | A wide range of monitoring agencies play an important role in ensuring that public sector organisations are fulfilling their obligations and are managed effectively. There is an opportunity to build a stronger community of practice between these agencies, and we consider that we could play a role in this. In 2020/21, we intend to examine the role and practices of monitoring agencies throughout the government. We will assess whether developing a good practice guide or facilitating other ways to share good practice among monitoring entities is appropriate. | | | |
| Proposed work in 2021/22 (Indicative) | | | | |
| Good practice guidance and supplementary resources | In 2021/22, we will continue our ongoing programme of work to supplement our existing good practice guidance material by developing other good practice resources on topics of interest to the public sector. | | | |
| Supporting audit and risk committees | In 2021/22, building on our work to update our good practice guidance for audit committees, we will consider developing a broader induction package for new audit and risk committee chairpersons. We will also look at ways we can help expand the pool of suitable people to participate in audit and risk committees. | | | |
| Proposed work in 2022/23 (Indicative) | | | | |
| Good practice guidance and supplementary resources | In 2022/23, we will continue our ongoing programme of work to supplement our good practice guidance material by developing other good practice resources on topics of interest to the public sector. | | | |

Appendix 1 – Summary of the public organisations we audit, as at March 2020

| Organisation categories | Organisation | Subsidiaries and related organisations | Total | | | | | |
|---|----------------------------------|--|-------|--|--|--|--|--|
| Central government organisations | Central government organisations | | | | | | | |
| Government departments | 39 | 17 | 56 | | | | | |
| Crown research institutes | 7 | 6 | 13 | | | | | |
| District health boards | 20 | 21 | 41 | | | | | |
| Tertiary education institutions | 28 | 41 | 69 | | | | | |
| Other Crown organisations | 67 | 19 | 86 | | | | | |
| Other central government organisations | 97 | 23 | 120 | | | | | |
| State-owned enterprises and mixed-ownership model companies | 16 | 23 | 39 | | | | | |
| Rural education activities programmes | 14 | - | 14 | | | | | |
| Schools | 2428 | 47 | 2475 | | | | | |
| Local government organisations | | | | | | | | |
| Local authorities | 78 | - | 78 | | | | | |
| Council-controlled organisations | - | 149 | 149 | | | | | |
| Exempt council-controlled organisations | - | 22 | 22 | | | | | |
| Other local government organisations | - | 44 | 44 | | | | | |
| Electricity lines, airport, and port companies | | | | | | | | |
| Electricity lines companies | 20 | 17 | 37 | | | | | |
| Airport companies | 18 | 6 | 24 | | | | | |
| Port companies | 12 | 8 | 20 | | | | | |
| Other public organisations | | | | | | | | |
| Fish and game councils | 15 | - | 15 | | | | | |
| Licensing and community trusts | 18 | 12 | 30 | | | | | |
| Administering bodies and boards | 36 | - | 36 | | | | | |
| Total | 2913 | 455 | 3368 | | | | | |

Appendix 2 – Summary of progress on our 2019/20 work

In this Appendix, we describe our progress with the planned work set out in our *Annual plan 2019/20* and with other work we have completed or will complete in 2019/20. The information is based on what we know at the time of publication. The Covid-19 pandemic is affecting the delivery of some of our work due for completion in 2019/20. As a result, we may publish some work after 30 June 2020.

Work in our *Annual plan 2019/20* that we have completed or anticipate to complete by 30 June 2020

- Clean-up of significant water bodies;
- Progress on freshwater quality management since 2011;
- Reflections report on water management theme;
- MBIE procurement functional leadership: Enabling effective and efficient procurement across the State sector:
- Procurement workforce capacity and capability in local government;
- How well does the NZTA procurement model manage long-term procurement risks to ensure future value and sustainable procurement?;
- Review of Defence Major Projects Report 2018;
- Review of Defence Major Projects Report 2019 (carried out as part of the annual audit);
- Performance in achieving reductions in family violence Community voices research;
- Inland Revenue Department: Benefits from the Business Transformation programme;
- Controller updates;
- Central government: Results of the 2018/19 audits;
- Summary of results of the 2018/19 central government audits for Chief Executives;
- Results of the 2018 school audits;
- Results of the 2018 audits of tertiary education institutions;
- Results of the 2017/18 district health board audits;
- Results of the 2018/19 district health board audits;
- Local government: Results of the 2018/19 audits;
- Update Managing conflicts of interest: Guidance for public entities;
- Update Guidance for members of local authorities about the Local Authorities (Members' Interests) Act 1968;
- Update Charging fees for public sector goods and services;
- Update Controlling sensitive expenditure: Guidelines for public entities;
- Follow up Accident Compensation Corporation: Using a case management approach to rehabilitation;
- Landscape of the public accountability system: First report;
- · Landscape of the public accountability system: Second report;
- · Making performance reporting more effective; and
- Effectiveness of the firearms buy-back scheme.

Work from our Annual plan 2019/20 that we will carry forward to 2020/21

We will carry forward the following topics into 2020/21 because they have been delayed by resourcing constraints or Covid-19:

- Provincial Growth Fund: Management, monitoring, and evaluation of the Fund;
- Ethics and integrity landscape;
- Effectiveness of panels of suppliers;
- Auckland Council review of service performance: Disaster resilience and preparedness;
- Follow up Using information to improve social housing services;
- · Contracts for significant services;
- Auckland City Rail Link: Project governance and the Link Alliance;
- Partnerships with the private sector to deliver public sector outcomes how effective are they?;
- Progress towards implementing the UN sustainable development goals; and
- Local government risk management: Stocktake of approach and reporting results.

Work from our Annual Plan 2019/20 that we deferred or cancelled

- Procurement of assets to support effective healthcare We deferred this work after the review of
 the health system was announced so that we could understand whether the review was likely to
 result in changes.
- Defence procurement: Effectiveness of integrated capability delivery During the past year, we
 have changed our view about the useful focus of our work. We will now progress work in 2020/21,
 focusing on NZDF's processes and capability for managing significant services contracts.
- Commentary on the Treasury's 2020 statement on New Zealand's long-term fiscal position The
 Treasury was due to publish their report of New Zealand's long-term fiscal position in March 2020.
 The Treasury's work has now been postponed because of Covid-19. When the report is
 published, we will publish our commentary.
- KiwiBuild: Implementation Our 2018/19 audit of the Ministry of Housing and Urban Development
 included examining aspects of the KiwiBuild programme in response to a request for us to inquire
 into this programme. After our audit, and in light of our findings, we decided that other housingrelated issues had greater priority. We will continue to provide assurance over some core
 elements of the KiwiBuild programme through our annual audit work.

Other work we have completed or will complete in 2019/20

- Inquiry into Alpine Energy Limited's decision to install solar equipment at a senior executive's house:
- Councillors' guide to the Auditor-General;
- Inquiry into Waikato District Health Board's procurement of services from HealthTap;
- Our observations on Waikato River Authority's freshwater restoration operations;
- The Auditor-General's Auditing Standards [publication delayed due to Covid-19]:
- Response to Parliamentary Service's report about party and member support funding;
- Submission on the Public Finance (Well-being) Amendment Bill Letter to the Finance and Expenditure Committee;
- Submission on the Public Service Legislation Bill Letter to the Governance and Administration Committee: and
- Products from our annual audits about 3300 audit reports and 3300 reports to management or those charged with governance

Appendix 3 – Summary of our multi-year work programme

| | Priority area | Work we intend to complete in 2020/21 | Work we propose for 2021/22 | Work we propose for 2022/23 |
|--|---|--|---|--|
| How well is the public sector improving the | Achieving reductions in family violence | Joint Venture: Governance and building understanding of the family violence system | Joint venture: Policy and intervention design | Joint venture: Service delivery |
| lives of New Zealanders? | Improving housing | Housing system oversight and planning | Housing system oversight and planning | Healthy homes |
| | outcomes | Planning of significant housing and urban development projects | Homelessness | |
| | Improving health | Extended annual audit work on KiwiBuild Respond as appropriate to the recommendations | Access to health services | Monitoring and managing the delivery of health |
| | outcomes | arising from the Health and Disability System review | Information and communications technology (ICT) systems and services | services |
| | Improving education outcomes | Helping children at risk of disadvantage or disengagement to succeed in their education: - data-led sector scan | Health system sustainability Helping children at risk of disadvantage or disengagement to succeed in their education - review one or two sector initiatives focusing on: - closing the attainment gap between Māori and Pasifika learners, and learners generally - encouraging and securing improved attendance at school | Helping children at risk of disadvantage or disengagement to succeed in their education – review one or two sector initiatives focusing on: - outcomes for children who need learning support - managing children with problem behaviour |
| | | Tertiary education system performance – underlying financial sustainability of tertiary education institutions and international comparisons | Tertiary education system performance: Work will be informed by previous data analysis work and the environment at the time | Tertiary education system performance: Continuing to build on previous work, informed by earlier data analysis and the environment at the time |
| | Improving outcomes for Māori | Whānau Ora Māori perspectives on accountability | Are public organisations effectively planning and delivering the Treaty settlement commitments they are responsible for? | To what extent is the public sector developing and maintaining its capability to engage with Māori and understand Māori perspectives? |
| How well is the system | | Progress towards implementing the United Nations' | Embedding well-being into public sector | The Treasury's well-being report and investment |
| working as a whole? | being focus | sustainable development goals | planning: Phase 1, central government Monitoring progress of public sector planning for well-being: Phase 2, local government | statement |
| | Resilience and climate change | Resilience to climate change: Local government – long-term plans | Resilience to climate change: Local government - long-term plans (complete our analysis and report our findings) | Resilience to climate change: National leadership – Zero Carbon Act |
| | | Local government risk management - stocktake of approach and reporting results Canterbury earthquakes – 10 years on, lessons learned | Preparedness for response and planning for recovery: Central and local government | Risk and resilience planning: Central government |
| | Integrity in public organisations | Performance audit work on integrity: - targeted performance audits in local government | Performance audit work on integrity: - targeted performance audit of a central government organisation - examining how integrity agencies in the public sector are working together to provide leadership | Performance audit work on integrity: - targeted performance audit, focusing on central government and government-funded organisations |
| | | Developing integrity tools and supporting resources for external and internal use: - complete the landscape/framework - development of a self-assessment tool or survey - internal resources and training | Developing integrity tools and supporting resources: - supporting and encouraging the uptake of integrity tools and resources across the public sector - undertaking proactive inquiries and other review work to test how public organisations are applying the integrity framework | Developing integrity tools and supporting resources: - providing training and guidance on integrity tools |
| | Procurement | Creating discussion and promoting good practice: - exploring different avenues to get the integrity message out Effectiveness of panels of suppliers | - building integrity checks into standard audits Creating discussion and promoting good practice: - continuing to build the discussion on integrity using the different platforms identified Procurement of assets to support effective health | Creating discussion and promoting good practice: - publishing case studies of integrity progress in organisations |
| | | Partnerships with the private sector to deliver public sector outcomes Auckland city rail link project: Project governance and Link Alliance Understanding and managing the risk of service disruption from the failure of strategic suppliers Review of New Zealand Defence Force processes and capability for managing significant services contracts | Approaches to emergency procurement in response to Covid-19 Reflections on our procurement work | |
| | Investment in infrastructure | Contracto | Systems and processes underpinning government decisions on major infrastructure | |
| Keeping New | Public sector | Community accountability | investment Community accountability pilots | Community accountability online portal development |
| about public sector performance and accountability | accountability to communities | Provincial Growth Fund: Management, monitoring, and evaluation of the Fund | Regional economic development – examination of MBIE's progress with Regional Skills Leadership Groups | Regional economic development/regional service delivery – examining how effective the public sector's regional economic development planning is in supporting communities to reach their economic potential |
| | | Provincial Growth Fund: Benefits realisation | Regional service delivery – examination of a service/initiative in the Auckland region (TBC) | |
| | Our regular reporting | Sector reports All-of-government reporting | Sector reports All-of-government reporting | Sector reports All-of-government reporting |
| | | Controller updates Follow-up reporting on public entities' implementation of the Auditor-General's recommendations: - Social housing - Canterbury recovery | Controller updates Follow-up reporting on public entities' implementation of the Auditor-General's recommendations (programme of work TBD) | Controller updates Follow-up reporting on public entities' implementation of the Auditor-General's recommendations (programme of work TBD) |
| | | Auckland Council review of service performance: Disaster resilience and preparedness Commentary on the Treasury's statement on New Zealand's long-term fiscal position (once it is published) | (topic TBD) | Auckland Council review of service performance (topic TBD) |
| Sharing insights about what good looks like | Sharing insights about what good looks like | Review of current good practice guidance: - Procurement guidance for public entities - Public sector purchases, grants, and gifts: Managing funding arrangements with external parties | Good practice guidance and supplementary resources: - developing other good practice resources on topics of interest | Good practice guidance and supplementary resources: - continuing to develop good practice resources on topics of interest, and implementing a range of approaches for sharing insights about what good looks like |
| | | Supporting audit and risk committees: - review and update good practice guidance for audit committees - expand Audit and Risk Committee Chair forums - implement more systematic and purposeful engagement with audit and risk committee chairpersons | Supporting audit and risk committees: - developing a broader induction package for new audit and risk committee chairpersons | |
| | | Understanding performance, and supporting the role, of monitoring agencies | | |