Managing for Outcomes

The Department has a strong commitment to managing for outcomes. This involves a sustained and critical focus on what we do, why, how well and with what results.

We have identified three outcomes that we believe contribute to themes and priorities for the Government and the community. These are key outcomes for the Minister of Internal Affairs and Vote Ministers. They are:

- Strong, sustainable communities/hapū/iwi
- Safer communities (this outcome has three parts: hazards to the community, gambling and objectionable material)
- Trusted records of New Zealand identity.

We also contribute to the objective:

- Executive Government is well supported.

The following section outlines how we have made progress on the outcomes and delivered on the priorities identified in the Department’s 2005 Statement of Intent. Our *Statement of Intent 2006–09* sets out how we will build on the achievements reported here in order to continue to progress these outcomes for the community.
Introduction

Working at the local level, and with local organisations, the Department plays an important role in assisting communities to enhance their future. In this way, we are promoting positive social, economic, environmental and cultural well-being of communities in New Zealand.

The Department of Internal Affairs has particular responsibilities for:

- supporting the system of local government (through administration of aspects of the statutory framework and the provision of information and advice)
- enhancing community development (by providing advice on community and voluntary sector issues, community advisory and information services, and administration of grants)
- acting as a point of contact between government and ethnic people (by providing information and advice about and for ethnic communities).

The Department, through our work with communities, makes a positive contribution across all of the Government’s Themes in areas such as:

- economic transformation – community access to digital networks; the role of local government, especially through the provision of infrastructure and good governance
- families – young and old – communities identifying, and being able to provide for, enhanced social outcomes
- national identity – local communities and their councils defining and promoting their own positive features, diversity and futures through local decision-making, the development of support for volunteers, and supporting the Government’s Digital Strategy.

Our progress

Areas where the Department makes a contribution to strong, sustainable communities are outlined below, together with some of the core activities and key initiatives progressed during 2005/06.

People engage and participate in their communities

The Department provides information, including websites such as www.community.net.nz, and advisory services to help overcome barriers affecting engagement and capability development of individuals, families, groups and communities. Other schemes administered by the Department, such as the Community Youth Development Scheme, also help young people to gain positive outcomes. The Department has continued to support voluntary agencies and volunteers, who play a key role in communities. We have also continued to support the development of strong networks and civic participation opportunities.

Encouraging participation in local government

Participation in local elections is a key way in which individuals can participate in their community. The Department collected and analysed voter turnout at the October 2004 local body elections as a gauge of participation and the strength of our local communities.

New look community website

The Department manages the CommunityNet Aotearoa (www.community.net.nz) website, an information-sharing resource for community and voluntary groups. During 2005/06 the site received a makeover. A 2005 reader survey affirmed the value of the site, and also identified a number of areas for improvement.

Since the last redesign in 2002, the amount of information has greatly increased and visits have also increased sixfold. On the new-look site we highlight key new information on the home page, while keeping the home page clear and concise.
Average voter turnout was 46% (range 72-35%) for territorial authorities, and 45% (range 68-42%) for regional councils, which is an overall decrease on previous years. Although lower than the turnout for national elections, the rate was still favourable compared with local elections internationally.

The Department is a partner in a collaborative programme with Local Government New Zealand looking at options for enhancing participation in local government, initially concentrating on civic education in schools. The Department is looking at voter education programmes with the objective of ensuring that electors have greater awareness of the opportunity to vote at the 2007 local elections and understand the single transferable vote (STV) system. We assisted the Justice and Electoral Committee in its inquiry into the 2004 local authority elections. In 2005/06 the Department completed a review of the Local Electoral Act 2001.

We have produced information sheets on local government as part of a wider programme to increase participation in local government. This complements the www.localcouncils.govt.nz website, which continues to have a steady number of visitors.

The Office of Ethnic Affairs also held workshops on civic participation and policy in order to encourage ethnic communities to participate in local government.

Reviewing citizenship issues

The Department administers the Citizenship Act 1977 and during 2005/06 we reviewed the concept of citizenship, including the principles underpinning New Zealand citizenship policy and legislation. Migrants to New Zealand are not actively encouraged to acquire citizenship and the percentage of permanent residents who do so is not recorded. To help determine whether or not this should change, we are now considering the relationship between the acquisition of citizenship and successful migrant settlement. Further, because there is little awareness of citizenship in the New Zealand-born community, we propose raising community awareness of the concept, consistent with the findings and recommendations of the inquiry to review New Zealand’s existing constitutional arrangements, which reported to Parliament in August 2005.

Language Line

Language Line is a telephone interpreting service to improve communication between clients with limited or no English and officials of the participating agencies. This service is free to clients and gives them the same rights of access to services as other New Zealanders. Uptake of the service by the general public and participating agencies has increased steadily since it began in April 2003.

Mandarin continues to be the most requested language, followed by Korean, Samoan and Cantonese. From 1 June 2006, French was added to the existing 37 languages available. This was in response to the needs of refugees from central Africa, in particular the Congo.

In response to a 2005 external evaluation of Language Line, a CD-ROM and DVD were developed to provide training for front-line officials and potential users.

<table>
<thead>
<tr>
<th>Language Line Total Calls</th>
<th>2005/06</th>
<th>2004/05</th>
<th>2003/04</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mandarin</td>
<td>23,829</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Korean</td>
<td>8,628</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Samoan</td>
<td>5,838</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cantonese</td>
<td>5,530</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tongan</td>
<td>2,304</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hindi</td>
<td>1,652</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Arabic</td>
<td>1,613</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Spanish</td>
<td>1,322</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Farsi</td>
<td>1,173</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Japanese</td>
<td>1,002</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

During 2005/06, five additional agencies (Auckland City Council, Career Services, Charities Commission, Human Rights Commission and South Link Primary Health Organisation) joined Language Line, which represents an increase from 18 to 23 participating agencies. We aim to continue to grow the service, drawing in agencies that will benefit from Language Line, while using the service to facilitate professional development of the interpreting industry.

Communities are empowered and able to help themselves

Strengthening the identity, leadership, organisation capabilities, decision-making and assets of communities was a strong component of the Department’s work during the year. Providing advice, facilitation, information and funding to enable communities to meet needs, address problems and undertake development is an important element of the Department’s responsibilities.
Access to resourcing

The Department administers and evaluates a range of community grant or funding schemes, and provides ongoing administration of special trust funds and support for associated committees. We also have community and funding advisors in 16 regional offices, who support capacity and relationship building, local initiatives, community services and community-based youth development.

A key role of the Department is provision of administrative support to the Lottery Grants Board and the Community Organisation Grants Scheme (COGS). This year COGS celebrated 20 years of operation, providing support to its inception in 1986, more than 50,000 grants totalling almost $200 million have been distributed throughout New Zealand. During 2005/06 we continued initiatives in response to the 2003 review of COGS. The following changes were made:

➤ Accountability requirements for all grants were revised and implemented.

➤ Local distribution committees were restructured, with the overall number of committees reduced from 41 to 37.

➤ Roles and responsibilities were clarified, and a new election and training process developed.

➤ The National COGS Committee was restructured, with a reduced membership from 10 to five and alignment of the structure to that of COGS local distribution committees.

The newly established Significant Community-Based Projects Fund opened for applications in September 2005, receiving 74 applications totalling $112.5 million. The fund has particular reference to arts, culture and heritage, sport and recreation, conservation and environment, tourism, and economic development. The Prime Minister, Rt Hon Helen Clark, and the Minister of Internal Affairs, Hon Rick Barker, announced the six successful projects at a series of strategic events around the country. The fund has a multi-year appropriation of $32 million for distribution over four years, with $19.3 million allocated in 2005/06. The 2006/07 funding round opened on 2 October and closes on 1 December 2006.

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**COGS celebrates 20 years**

“I have great confidence in the work of the Community Organisation Grants Scheme. Because COGS is driven by communities, and fuelled by the dedication of hard-working volunteers, the scheme can address community needs at a grassroots level.”

(Source: Celebrating 20 Years – Community Organisations Grants Scheme Booklet, Hon Luamanuvao Winnie Laban)
Phase two of the Grants Online system was completed, which enabled non-social sector applicants to apply for lottery funding online and included the integration and alignment of the lottery and COGS funding schemes. The Department is ensuring the proactive maintenance of good grant-making practice through the Better Funding Practice Project. This project applies good-practice guidelines for contracting and auditing, together with standardised high-level business processes and operational policies. These will ensure that the Crown-funded grant schemes which the Department administers are operating effectively.

**Access to information**

Through our community and ethnic advisors and other staff, the Department helps community groups and voluntary organisations to access essential advice, information and resources.

The Government’s Digital Strategy is about using the power of information and communications technology (ICT) to enhance all aspects of New Zealanders’ lives. The Department contributed to the Digital Strategy through its responsibility for the Connecting Communities Strategy:

- successfully implementing the Community Partnership Fund, which provides funding for community ICT projects
- commencing training under UPLIFT to take ICT skills into the community; this is a partnership project based on Microsoft’s global Unlimited Potential programme, for which the Department provided administration and helped develop a training package.

**Communities are supported by fair and responsive local government and other local groups and organisations**

**Fair and responsive local government**

Local government plays an important role in delivering services and promoting community wellbeing. The Department continues to ensure that the legislative framework surrounding local government is working effectively by progressing several initiatives. A component of this includes promoting frameworks to guide the activities of institutions, and monitoring those institutions against national policies and legislation, and international conventions and agreements.

**Ensuring an effective legislation framework for local government**

To ensure that local government legislation continues to function effectively, the Local Government Law Reform Bill 2006, introduced to Parliament and subsequently passed, amended eight Acts to provide more certainty and appropriate tools for local authorities.

“The Government has made it a priority to provide a robust and effective framework within which local councils and communities can operate.”

(Source: Media release, Hon Mark Burton, 22/6/2006 – Benefits of new local government legislation)

The Local Government Commission is progressing its work on the review of the operational effectiveness of the Local Government Act 2002 and the Local Electoral Act 2001 (as required by the Local Government Act). This is an important piece of work because the Department wants to ensure that legislation for which we are responsible is achieving the desired results.

In December 2005 the strategy developed by the Department for evaluating the roles, responsibilities, powers and accountabilities of local government – as defined by the Local Government Act 2002, the Local Electoral Act 2001, and the Local Government (Rating) Act 2002 – was completed. The evaluation results of the three key local government Acts will be completed by 2013.

During the year we examined the ability of local authorities to fund their activities, by looking at rating levels and affordability. Phase one has been completed. This found little evidence of a systemic affordability issue, and found that genuine affordability issues, where they exist, were more at the level of particular groups of low-income ratepayers.
The Department is working with Local Government New Zealand on phase two of the Local Government Funding Project, which includes:

- Developing case studies and updating the analysis from phase one in the light of the latest long-term council community plans.
- Investigating several policy options including Crown contributions in lieu of rates.
- Responding to various issues relating to development contributions.
- Examining the standard of financial governance and options for promoting value for money.

Phase two of the project is expected to report later in 2006.

Work on reviewing the statutory provisions relating to the Auckland regional growth strategy and Watercare was deferred, awaiting the outcome of work by Auckland local authorities on strengthening regional governance.

Supporting local government activity

The Department undertook a range of activities associated with local government in New Zealand. These included:

- providing quality policy advice to Ministers on the system of local government
- leading local/central government interface work
- providing information on local government (eg, the www.localcouncils.govt.nz website)
- administering schemes (eg, the Rates Rebate Scheme) and undertaking other local government functions on behalf of the Government
- assisting the Chatham Islands Council to undertake its local government functions.

The Department’s local councils website (www.localcouncils.govt.nz) was launched by the Minister of Local Government in August 2005. The website helps the public to develop a better understanding of local government and the ways in which people can take part in local and regional council decision-making.

One of the key initiatives for communicating examples of good practice in community outcomes processes is the website (www.localcentral.govt.nz). The website provides quick and easy access to information from more than 60 government agencies. It also contains publications, news, notice of events and links to other related information.

In 2005/06 the Department’s Local/Central Government Interface Team, continued to actively support contact between local authorities and central government agencies involved in the community outcomes and implementation processes. Examples of this work include:

- developing resources, such as Putting Pen to Paper – a guide to local/central government multipartnering agreements
- identifying and reporting on issues surrounding local/central government collaboration, such as the November 2005 paper Key Challenges and Opportunities Regarding Central and Local Government Collaboration on the Community Outcomes Processes
- organising the second annual community outcomes workshop in March 2006 on “Giving Effect to Community Outcomes”, attended by over 140 representatives from local and central government.

Local Government New Zealand, with the support of the Department of Internal Affairs and Statistics New Zealand, provided a series of regional training seminars, followed by intensive practitioner workshops, on local government monitoring and reporting. Approximately 200 local government staff from around New Zealand attended the workshops.

Supporting new policy initiatives

On 1 July 2006 the National Dog Database, which holds information on dogs and their owners as required by the Dog Control Act 1996, went live. It is part of the measures introduced in the Act to improve public safety through the use of stronger deterrents, preventive measures, more extensive powers of enforcement, better information about dogs and dog safety education. The Department was responsible for the development and implementation of the database. Authorised users in 73 local councils around the country are now able to access and search the database.

The Rates Rebate Scheme administered by the Department was enhanced during the year by increasing the threshold for rebate entitlement and the amount of subsidy available to low-income homeowners on the cost of their rates. The Department was responsible for legislative changes that came into effect on 1 July 2006 which raised the annual income level above which rebates are abated from $7,400 to $20,000. The maximum rebate

Helping people understand local government

The website (www.localcouncils.govt.nz) includes information on:

- how local government works
- what councils do and how they make decisions
- how to take part in council elections
- statistical profiles of individual councils.
available has increased from $200 to $500 per year. The changes to the scheme will substantially increase the number of eligible ratepayers. In 2005/06 4,200 rebates were granted. The Department helped territorial authorities prepare to implement the changes by:

- providing councils with public information such as posters and pamphlets to help them inform ratepayers about changes in rates rebate eligibility
- developing an electronic tool to help councils manage the expected increase in rates rebate applications
- running seminars around the country to teach council rating staff how to use the electronic system.

Building trusted local groups and organisations

The Department manages the process of ministerial appointments to community trusts, which distribute over $60 million per annum to support community initiatives and developments. In 2005/06 there were 29 reappointments and 12 new appointments across the 12 community trusts.

The Charities Commission was established on 1 July 2005 to register, educate, report on and monitor charities that wish to retain or obtain exemptions from income tax. The Department has continued to provide policy advice and to support the development of the charities register. We also monitor the performance of the Charities Commission. The register is expected to open on 1 February 2007, with the initial registration period through to 1 July 2008.

Communities recognise and enjoy the economic, social and cultural benefits of diversity

New Zealand is becoming an increasingly diverse country and we want to capture the benefits of that diversity. Although the Department has a particular role in relation to ethnic people, we also contribute to numerous Government strategies which seek to ensure that the needs of diverse groups are recognised and that disadvantaged groups are able to identify, plan for and realise their futures.

Building strength through ethnic diversity

The Department, particularly through the Office of Ethnic Affairs, acts as a point of contact between government and ethnic people and provides information and advice about and for ethnic communities. People continue to rate these services well, with 96% rating the advisory services as “satisfactory” or better in 2005/06.

The Office has continued to work with government agencies to develop and promote ways in which they can improve their responsiveness to ethnic diversity in policy and service delivery. This has included piloting an Intercultural Awareness and Communication Training Programme for the public sector, which, along with Ethnic Perspectives in Policy training, promotes an understanding of ethnic issues throughout government. The Office of Ethnic Affairs worked with several government agencies including the Department of Labour, Ministry of Health, Ministry of Social Development and New Zealand Police. The Office has also contributed to Government strategies which seek to ensure that the needs of diverse groups are recognised, including working with the Department of Labour on the Settlement Strategy and the Ministry of Social Development on how New Zealand can respond to its emerging diversity.

The Office of Ethnic Affairs organised and participated in a range of community events to help raise the visibility of ethnic communities and build their community capacity. Outlined below are some examples of these events.

Visibility projects

- The third annual Christchurch Ethnic Soccer Festival 2006 took place from 27–29 January 2006, with the grand final on 4 February 2006. Twenty-four teams representing ethnic groups from 16 countries took part in this year’s festival.
- The Office of Ethnic Affairs celebrated Race Relations Day with a special event in Wellington on 21 March 2006.
- The Office sponsored the new Diversity Stage at the ASB Auckland Secondary Schools Māori and Pacific Islands Cultural Festival held on 23–25 March 2006 in Manukau city. The ASB Polyfest is the largest secondary school cultural dance festival in the world, attracting tens of thousands of spectators each year. Forty-four school groups performed on the inaugural Diversity Stage, which featured cultures from Asia and the Middle East including Korean, Chinese, Filipino, Indian and Sri Lankan.
Building stronger networks

The Office hosted community forums in Auckland, Hamilton, Wellington and Christchurch. The forums were part of a new community engagement strategy to bring communities together in order to strengthen ties between communities of different ethnicities and between communities and government.

The Office has upgraded its website in order to improve the flow of information to and from communities.

On 1 May 2006, the Office hosted an academic researchers’ forum to assist with the prioritisation of research needs for the ethnic sector.

The Office works with ethnic sector non-government organisations including the Federation of Ethnic Councils and the New Zealand Chinese Association.

During 2005/06 the Office provided input into the national and regional Settlement Strategies processes. A key role for the Office during this process was engaging migrant and refugee communities in dialogue and providing feedback to regional agencies including Counties Manukau, Auckland and Waitakere City Councils, Ministry of Pacific Island Affairs, Ministry of Social Development, Department of Labour and Career Services. The focus was on new settlers who have been in New Zealand for more than two years.

As part of the regional Settlement Strategy work, the Office of Ethnic Affairs developed the Building Bridges Programme with Muslim communities to work on issues of integration, public awareness and dialogue. Youth dialogue and youth leadership are among the issues that were addressed through the strategic community priority meeting to set priorities for 2006/07. This work contributes to strengthening New Zealand’s sense of national identity by enhancing integration activities and assisting New Zealanders to learn more about other people in their country.

Supporting government strategies and disadvantaged groups

Through the Departmental outcome of strong, sustainable communities, we help disadvantaged communities to identify, plan for and realise their futures. This involves us contributing to various Government strategies which seek to ensure that the needs of diverse groups are recognised in relation to reducing inequalities, effectiveness for Māori, Pacific peoples, positive ageing, ethnic responsiveness and the New Zealand Disability Strategy.

The Department administers various schemes (refer page 13 for a full list) that can help to reduce inequalities and support disadvantaged groups. A number of schemes provide support for specific priority groups. For example:

Following a review, a modified and improved Lottery Grants Board Pacific Provider Development Fund was relaunched in December 2005 to progressively build the capacity of Pacific groups and improve equity of access for them to lottery funds.

The Lottery Marae Heritage and Facilities Committee funds the development and conservation of marae facilities in recognition of their pivotal role in the promotion of their communities’ spiritual, cultural, physical and social well-being.

The Community-Based Youth Development Fund focuses on providing community-based youth development opportunities as an approach to building resilience within youth communities of identified need.

The Lottery Grants Board provides funding for mobility scooters for older people with mobility-related disabilities who are living in the community.

The Department works with Māori, Pacific groups and other ethnicities to ensure equitable access to services and sensitivity to cultural differences.

“The more understanding we have of each other’s beliefs, ideals and practices the less opportunity there is for conflict and social isolation to develop in New Zealand. The reality of any society is that there will always be differences between people. A healthy society is not one that pretends there aren’t.”

(Source: Media release, Hon Chris Carter, 8/8/2005 – Islamic Awareness Week an important opportunity)
Our relationship with Māori is important to our work, and we advanced work to develop relationships at both the national and the local level to improve the effectiveness of the Department. The Department’s Te Whakamotuhaketanga Hapū Strategy is aimed at assisting Māori moves towards sustainable development. Specialist staff training for Departmental staff was undertaken in 2005/06 to equip them to deal directly with Māori in their diverse communities. At the local level, we were involved in discussions held with Ngāti Tuwharetoa over Lake Taupo issues. During 2005/06 we reviewed our Effectiveness for Māori Strategy, looking out to 2009. The new plan came into effect on 1 July 2006 and incorporates a range of initiatives, from those directly supporting achievement of outcomes (such as problem gambling), to capability development, including staff training in te reo and Treaty of Waitangi issues.

Working with others

We have continued to build strong links with local communities, ethnic communities and hapū/iwi, and to develop relationships with central and local government and with community and voluntary groups.

In 2004/05 we established the Local/Central Government Interface Team, which has promoted better understanding of local government through hosting regular forums for relevant central government agencies and working with regional inter-agency groups. These are valuable opportunities for information-sharing and communication. The Central Government Inter-agency Group of more than 20 central government agencies meets regularly to share information and to identify issues and possible responses to them.

The development of multi-agency partnerships is also a key aspect of the work of our community advisors. They work with a range of community groups, local authorities and communities to facilitate community solutions to local issues. Examples of regional collaboration include active involvement in the Sustainable Communities initiative in Papakura, a leadership role in Community Outcomes Bay of Plenty (a collaborative project with councils and central government agencies), and Our Way Southland (a joint project between the four Southland councils to identify community outcomes for the region).

We work closely with the local government sector, particularly through advocates such as Local Government New Zealand and the Society of Local Government Managers. Jointly, we have been aiming to promote participation in local authority elections by working to identify good practice, and looking at issues such as the management of elections and the quality of voting documents.

In a number of areas we have worked jointly with other agencies to support cross-government areas of work, such as the national Digital Strategy, the national and regional Settlement Strategies, and work with volunteers.

In our work with communities, the Department also works closely with the Office for the Community and Voluntary Sector within the Ministry of Social Development, to build strong, capable community and voluntary organisations.

Capability development

Our staff are our most important asset. The success of our work in and for communities relies on their experience and understanding. A number of initiatives have been undertaken, and will be continued, to enhance the skills and experience of our staff. A professional development framework for community development staff has been developed to increase the skill levels of our community advisory staff in the field. We also provided staff with an orientation programme to the Department’s new Policy Quality Assurance guidelines. A training and development programme to sit alongside these guidelines is currently under development. Staff have also undertaken training as part of the Department’s Te Whakamotuhaketanga Hapū Strategy to improve the responsiveness of our service delivery for Māori.
With funding through Budget 2005, the Office of Ethnic Affairs has engaged additional staff in its regional centres.

Recognising that the Department is one of a number of agencies working with communities, we have undertaken work to better define our role in community development. Over time, this will help to inform our future investment in capacity and capability, and ensure that our staff and our customers are clear about how we can help them achieve their outcomes.

Challenges and priorities for the future

We recognise that there will be continuing challenges facing communities. Implementing an ongoing recognition and promotion of the Government’s three themes (economic transformation; families – young and old; and national identity) in our planning processes helps the Department contribute to the outcome of stronger and more sustainable communities. Examples of our priorities for 2006/07 include the following:

Supporting community participation

- enhancing public confidence in the 2007 local authority elections by working with the local government sector to promote good practice and advise on possible legislative change
- continuing to promote the use of Language Line to facilitate the communications between officials and communities for non-English speakers

Helping to enable communities to help themselves

- using our programmes to advance the national Digital Strategy and improve access to information
- enhancing our grant-making practices through the Better Funding Practice Project
- finalising funding agreements for the Significant Community-Based Projects Fund, Pacific Provider Development Fund and Community Partnership Fund, including the second funding rounds

Supporting responsive local government

- seeking decisions on changes to the funding environment under which local authorities operate that result from the completion of phase two of the Local Authority Funding Project, as well as promoting good financial management practice within the local government sector
- hosting the 2007 Commonwealth Local Government Forum Conference in Auckland
- ensuring the successful implementation of the enhanced Rates Rebate Scheme

Helping communities to recognise and enjoy the benefits of diversity

- participating in the implementation of the Settlement Strategy, especially in regard to new settlers who have been in New Zealand for more than two years
- promoting Ethnic Perspectives in Policy and Intercultural Awareness and Communication training
- implementing programmes that encourage communities to interact and thereby recognise the benefits of diversity, including ethnic diversity.
Safer Communities

Communities are more resilient to hazards and their risks

Introduction

A fundamental responsibility of government is to provide protection for the citizens of New Zealand. New Zealand’s dynamic physical environment exposes us to a wide variety of hazards.

The Department, through the Ministry of Civil Defence and Emergency Management (MCDEM), has a leadership role in developing structures and processes to support individuals and communities in reducing risk, and managing and recovering from civil defence emergencies. The Department also has responsibility for fire policy. Our overall aim is for communities to be more resilient to hazards and their risks.

The importance of this work was emphasised during 2005/06 with flooding in the lower North Island, and the Canterbury snow event during June 2006.

Under the Civil Defence Emergency Management (CDEM) Act 2002, the National CDEM Strategy 2003–2006, Resilient New Zealand, A Aotearoa manahau, sets out the Crown’s vision for CDEM in New Zealand. The vision is that New Zealanders will understand, and will routinely act to reduce and avoid, the adverse effects of hazards because they value the enduring social, economic, cultural and environmental benefits of doing so. This is encapsulated in the statement “Resilient New Zealand – communities understanding and managing their hazards”. Realising this vision requires action from all areas of society.

Our progress

Continuing to improve

New Zealand’s national CDEM arrangements

The National CDEM Plan was completed and made by Order in Council on 14 November 2005. The Plan and a companion guide have been published and came into force on 1 July 2006. The CDEM Act 2002 is supported by:

- the National Civil Defence Emergency Management Plan

Together, these complete the “package” of documents that define and describe how government will manage a national emergency and how it will support CDEM groups in their management of local events. The focus now will be on giving effect to the Plan at a national and local level.

Developing a strong culture of community safety and participation in CDEM

To support a strong culture of community safety and participation in CDEM, the Ministry has continued the development of a four-year national public education programme that focuses on disasters and emergencies, to help primary and intermediate students prepare for disasters, and give them the skills to act in a safe manner.

Increased student awareness and understanding of the risks may also act as a prompt for students’ parents and families to be better prepared. The response from teachers who will be using the resource has been hugely positive.

What’s the Plan Stan?

What’s the Plan Stan? is a teaching resource developed by MCDEM in collaboration with teachers and civil defence staff. It is an educational programme that focuses on disasters and emergencies, to help primary and intermediate students prepare for disasters, and give them the skills to act in a safe manner.

“Increased student awareness and understanding of the risks may also act as a prompt for students’ parents and families to be better prepared. The response from teachers who will be using the resource has been hugely positive.”

(Source: Media release, Hon Rick Barker, 24/7/2006 – What’s the Plan Stan Workshops)
programme. This year saw the development and rollout of two significant campaigns.

What’s the Plan Stan?

On 27 April 2006 the Minister of Civil Defence launched the CDEM in Schools programme “What’s the Plan Stan?”. The resource comprises a handbook, CD-ROM and website, and was sent to over 3,000 primary and intermediate schools around the country. MCDEM is running 15 professional development workshops in the first quarter of 2006/07 to assist principals and teachers to make the best use of this teaching resource. Further information related to this programme can be accessed on the website, www.whatstheplanstan.govt.nz.

“Get Ready Get Thru”

The mass media campaign “Get Ready Get Thru” was launched by the Minister of Civil Defence on 6 June 2006. The campaign – incorporating television, radio and print advertising – focuses strongly on the need for individuals to take personal action in order to plan for, and be better prepared to deal with, disasters. A new website, www.getthru.govt.nz, has also been developed as a primary source of information for the general public on what to do to be better prepared. During the year the first national benchmark survey of public attitudes to provide a baseline for measuring change in public awareness, understanding, commitment and preparedness was initiated. Regular surveys will continue. This annual Colmar Brunton research will allow us to measure the effectiveness of the national public education programme and to identify areas for improvement.

On 6 June 2006, Civil Defence Minister Hon Rick Barker launched a New Zealand-wide campaign urging New Zealanders to “Get Ready Get Thru”. The press, radio and television campaign is designed to boost public awareness and understanding of the need to prepare to face disasters by having a plan, and ensuring that New Zealanders have taken necessary steps to look after themselves for at least three days. A new website, www.getthru.govt.nz, gives simple messages on what we all need to do.

Integrated and coordinated CDEM activity across the 4Rs

MCDEM has worked with CDEM stakeholders to improve their capability and develop an increased level of commitment to the 4Rs (risk reduction, readiness, response and recovery).

The development of the RAPID® (Response and Preparedness in Disasters) training framework is now complete, and during the coming year the Local Government Industry Training Organisation and MCDEM will jointly arrange for its roll-out to the sector. This training will provide an additional tool to enhance the emergency response capability of CDEM stakeholders.

Following the Tongan Earthquake and the subsequent tsunami alert on 4 May 2006, MCDEM reviewed and amended its standard operating procedures. The procedures now include a provision for the issuing of a national tsunami “alert” as well as a national tsunami “warning”.

MCDEM has developed, in conjunction with CDEM groups, a 10-year National CDEM Exercise Programme. A comprehensive assessment of MCDEM’s public communications and information systems was undertaken during 2005/06. The National Public Education Programme will address issues in relation to communicating with the public. In relation to MCDEM’s information systems, an information management plan has been developed, and implementation of this will commence during the latter part of 2006/07.

The possibility of an influenza pandemic has recently added an entirely new challenge. The emergence of the H5N1 virus in large parts of Asia in 2004 has highlighted the risk of an influenza pandemic. The World Health Organisation notes that the spread of this virus has probably moved the world closer to another pandemic than it has been at any time since 1968. MCDEM is supporting the Ministry of Health in its whole-of-government approach to pandemic planning. MCDEM
provided the CDEM groups with a pandemic planning guideline to assist in the preparation of their pandemic plans. Currently, MCDEM is reviewing the status of group pandemic plans and will complete a consolidated national CDEM contingency plan by 31 October 2006.

Developing a comprehensive understanding of New Zealand’s hazards

The National CDEM Strategy states that MCDEM will commence reporting every three years on New Zealand’s hazardscape. In the CDEM Act 2002 a hazard is defined as “something that may cause, or contribute substantially to the cause of, an emergency”. The identification and analysis of hazards informs risk reduction priorities and will support national and local risk reduction initiatives.


Work on the National Hazardscape Report has commenced and the final report is to be presented to the Minister in late 2006. The Report will help government and policy-makers to understand our hazards, what their impacts may be and how well they are managed, in order to support sound and robust decision-making.

In response to the Boxing Day tsunami in the Indian Ocean, the Government asked for more information on the tsunami risk for New Zealand and our preparedness to deal with tsunami. Two reports, prepared by the Institute of Geological and Nuclear Science, were released in December 2005. Following on from this work, a report on New Zealand’s tsunami preparedness has been provided to the Minister of Civil Defence.

Reviewing the provision and funding of fire and rescue services

The fire services have a critical role to play in a range of emergency incidents in local communities, and it is important that the fire services are adequately supported from the centre. The Department has been undertaking a major review of fire services, with an initial consultation document released in late 2004.

A new Act is planned to replace the Fire Service Act 1975 and the Forest and Rural Fires Act 1977. During 2005/06, the Department developed proposals for a new organisational structure and funding system for the country’s fire services. The best options for inclusion in new legislation are now being discussed with stakeholders and a second public consultation document will then be released. Completion of the consultation process in 2006 will prepare the way for new legislation to be drafted.

Working with others

The new approach to emergency management established in the CDEM Act 2002 relies on a strong collaborative approach, including integrated planning and promoting inter-agency coordination. Everyone has a role to play during an event – individuals, businesses, emergency services and government departments alike.

MCDEM has encouraged organisations with similar objectives to work together to:

➤ clarify goals, responsibilities and roles for managing an event
➤ identify gaps in capability and capacity
➤ address the gaps through action plans.

MCDEM has also been an active participant in a number of national cluster groups established to focus on emergency services, lifeline utilities (electricity, gas, sewerage, telecommunications, road and rail networks, fuel, airports and ports), welfare, health and transport.

The Department has also been working with a range of other agencies across the fire sector. These include local government, the Department of Conservation, the Ministry of Defence, forestry companies and the insurance and building industries.
Capability development

The reviews of CDEM operations by Dr Piers Reid and the State Services Commission (SSC) in 2004 identified the need to:

- enhance MCDEM’s capability and capacity to develop its roles as the sector leader
- strengthen MCDEM’s national coordination role.

The Government responded by providing additional funding in the 2005 Budget to enhance CDEM capability and by giving its approval to significantly increase staff numbers in the CDEM area by 2007.

During 2005/06, the Department set up a development programme to identify how best to use these additional resources in order to ensure the delivery of CDEM work programmes now and in the future and to address the full spectrum of issues identified in the two reports. While this work was in train the Department provided temporary resources to MCDEM with the appointment of consultants, staff secondments from the wider Department and assistance from corporate areas.

A new structure was announced in June 2006, and by September 2006 the new management team was in place. The new arrangements will:

- provide additional resources in the regions
- support CDEM groups and their professional development
- enhance operational planning and support services.

As part of the changes, the CDEM policy function transferred on 1 June 2006 to the policy section of the Regulation and Compliance Branch. This enables the modest CDEM policy unit to be supported by a larger group.

Recruiting is well advanced for the staffing of the expanded Ministry.

A competency-based professional development programme has also been developed for Ministry staff and all staff are required to participate in the monthly training sessions.

Challenges and priorities for the future

As noted in the Department’s Statement of Intent 2006–09, the recommendations from the Reid report and the SSC review will continue to shape the CDEM part of our work programme over the next three years. The challenges and priorities include:

- continuing to improve New Zealand’s national CDEM arrangements, giving effect to the National CDEM Plan at a national and local level
- developing the CDEM sector
- raising public awareness through the continuation of a four-year public education programme
- identifying and responding to potential threats.

With additional work priorities emerging during 2005/06, and capability and capacity issues, a number of key areas of CDEM policy work were not progressed during 2005/06 as planned. These have been reconfirmed as priorities for 2006/07, with additional resources assigned in order to ensure their progress.

Other priorities will be to complete consultation on the review of fire and rescue services and to develop the detailed policy content of proposed new legislation.
Safer Communities
Gambling activities are fair and lawful, and harm has been prevented and minimised

Introduction
Gambling can be a harmless entertainment activity. However, gambling can and does also have devastating effects on many individuals, their families and their communities. The complexity of gambling products and the inherent potential for gambling-related crime also mean that consumers and the wider community are subject to significant risk unless there is effective regulation and enforcement.

The Department’s role is to act as a policy advisor to the Government and to administer the requirements of the Gambling Act 2003 (the Act). We also act as a regulator, monitoring and enforcing the compliance of gambling activities with the Act. Our ultimate goal over the next three to five years is that the gambling sector will achieve a significant level of voluntary compliance, as it understands the rules and recognises the risks of not complying, while seeing the Department as a strong and effective regulator capable of dealing with any issue as it arises. We aim to do this through active engagement and two-way consultation with the sector.

Available evidence, including a risk profile of the sector, shows us that gaming machines are the primary source of gambling harm in New Zealand. As a result, we continue to direct the majority of our resources and intervention efforts towards the regulation of this high-risk segment of the industry.

Our progress
Ensuring a supportive regulatory framework and evidence base
The passing of the Act provided a solid, coherent regulatory framework within which both the Department and the gambling sector can operate. Over the past 12 months the Department’s efforts have continued to be focused on ensuring that the objectives of the Act are being achieved, including preventing and minimising gambling harm. Early indicators suggest that initiatives we have adopted to help achieve our outcomes are having the desired effect:

➢ In the 2005 calendar year, non-casino gaming machine numbers went down by around 4% and spending by about 12%. Over the same period, the number of new clients of gambling counselling services, funded by the Ministry of Health, citing these machines as the main source of their problems dropped by about 25%. This is the first time this number has dropped since these records began in 1997. This suggests that these machines are now creating fewer new problem gamblers.

➢ The community supports the Department’s regulatory strategy as indicated through feedback from forums, presentations and stakeholder meetings.

➢ Gaming operators are also supportive of the Department’s compliance approach as indicated by an independent survey commissioned in May 2006. The survey went out to 507 gaming machine operators and received a 62% response rate. It showed high approval ratings for our information services.

Research projects, especially those commissioned by the Ministry of Health, also contribute to the building of an evidence base. The Department also commissions and carries out some of its own research. In mid-2005, the Department commissioned an independent Participation and Attitudes Survey. Our analysis of the survey results indicates that respondents generally support the regulatory framework put in place by the Act. The Gaming Machine Profits Survey, which was carried out by the Department in the second half of 2006, provided us with information on how non-casino gaming machine profits benefit the community.

Targeted detection, enforcement and prevention of gambling-related crime
During the year we successfully continued work on the implementation of an electronic monitoring system (EMS) for non-casino gaming machines. Under the Act there is a requirement to connect all non-casino gaming machines to an EMS by March 2007. We are on track to achieve this goal, with a successful pilot of the system completed and the process of phased connection of approximately 20,000 machines beginning in July 2006.

EMS will be important in creating greater transparency and in detecting crime and non-compliance through enhancing the collection of information on the amount of money gambled on gaming machines, gaming machine usage, and machine faults and tampering.

In its enforcement role, the Department was involved in seven prosecutions for breaches of exclusion orders against casino patrons and 13 prosecutions for various breaches in the non-casino area. The prosecutions relating to non-casino gambling included offences...
involving the conduct of illegal gambling and the misuse of grant funds. The Department worked with other enforcement agencies to help progress this work.

Encouragement of voluntary gambling compliance

The Department communicates on an ongoing basis with stakeholders about implementing our voluntary compliance strategy and obtaining high-level feedback on aspects of the new regulatory framework. Strengthening these relationships, while ensuring that our role as regulator remains clear, has been a key focus over the past 12 months.

We have continued to liaise with key sector groups such as Problem Gambling Foundation, Gambling Helpline, Charity Gaming Association, Hotel Association of New Zealand, Clubs New Zealand, Returned Services Association Board, academic bodies, research centres and various community groups, in order to maximise voluntary compliance with the Act.

Key changes we have made this year have been to simplify the annual licence renewal form for clubs and enhance the focus on harm minimisation in the audit process. We have also made presentations to the sector about voluntary compliance, attended conferences, engaged in numerous sector forums and conducted educational visits. Overall, the Department has worked on strengthening the focus on the education and persuasion component of our regulatory model, balanced with a strong deterrent message.

Targeted gambling advice and information

The Department commissions regular surveys of gaming machine operators to measure levels of satisfaction with the information services the Department provides. Overall performance ratings continue to be very high, with approval by 94% of respondents for 2005/06 compared with 91% for 2004/05.

During the year the Department has completed 62 formal presentations to the gambling sector and 631 educative compliance visits. The formal presentations were held nationwide and were attended by approximately 900 people. Topics covered included preventing and minimising the effects of gambling, house, lotteries and providing an overview of gambling in New Zealand. This included presentations to potential grant recipient groups.

To ensure widespread understanding of EMS we have developed a dedicated website (www.ems.govt.nz) and expanded the fact sheet series to cover EMS. The fact sheet series has also been expanded to cover games of skill, such as poker. Roadshows were presented to clubs throughout the country regarding readiness for EMS implementation.

Working with others

Our stakeholders fall into three general groups: community interests, government agencies and operators in the gambling sector. The Department is a long-standing contributor to whole-of-government initiatives aimed at sharing information and resources for law enforcement purposes, in order to achieve multi-agency outcomes such as safer communities.

Throughout this year the Department has taken a strong leadership role at both national and regional level, driving initiatives that have resulted in success for both the Department and partner agencies. These initiatives include developing strong information-sharing networks, joint-agency investigations and shared training opportunities.

During the year we continued to work closely with:

- the Ministry of Health, on issues relating to harm prevention and minimisation – whether they arise from the Department’s regulatory role or the Ministry’s responsibility for the problem gambling strategy
- enforcement agencies, to jointly target individuals and groups involved in crime that involves or relates to gambling
- community and industry groups, through regular sector forums and stakeholder meetings, to both communicate the outcomes of our interventions and engage in two-way consultation with them on our regulatory strategy
- international regulators, to compare trends within the New Zealand gambling sector against those abroad.

Capability development

The role of intelligence is critical in regulation and compliance activities. To further this, in 2005/06 we established a programme for operational staff and managers designed to raise awareness of, and build capability to participate in, intelligence-led regulatory practice.
A best practice investigations project was also established to develop and implement best-practice process and procedure guidelines for gambling investigations. These guidelines will be used to ensure that all staff involved in investigations have the skills, tools, systems and support they need in order to be effective in their assigned role, and to ensure that the Department adopts a consistent approach in future investigative operations.

During the year the Department also reviewed its technology strategies and information and technical capabilities to ensure that we are positioned to respond to such issues as online gambling and increasingly sophisticated gaming machine technologies, as well as being accountable for the nationwide electronic monitoring of gaming machines.

**Challenges and priorities for the future**

There are a number of challenges and opportunities ahead, as noted in the Department’s *Statement of Intent 2006–09*.

- The New Zealand public is becoming more aware of the impact that gambling can have on individuals, families and communities.
- Increasingly sophisticated gaming machine technologies, and the advent of new gambling products such as Internet gambling, mean the Department will need to ready itself to respond to technology developments.
- The Department and the Ministry of Health have recognised that a whole-of-government approach is necessary to prevent and minimise gambling harm.
- The gambling sector is concerned about the increased regulation and associated compliance costs falling on the industry following the introduction of the Act (which introduced more stringent compliance requirements). Concerns have been heightened by the imminent implementation of the EMS.

Our priorities for 2006/07 are:

- promoting voluntary compliance
- strengthening stakeholder relationships
- electronic monitoring for non-casino gaming machines
- producing a framework of indicators to strengthen our evidence base.
Safer Communities
Harm from restricted and objectionable material has been minimised

Introduction
Objectionable material can be harmful on two fronts. It is intrinsically harmful because of the nature of the material. It is also harmful because such material, particularly when involving minors, is derived from situations in which harm is intended or actually caused.

The New Zealand community must balance the need to preserve freedom of expression against minimising the harm from restricted and objectionable material.

The Department is responsible for enforcing the Films, Videos, and Publications Classification Act 1993 (the Act). In this role we carry out investigations and prosecutions involving the making, distribution and possession of objectionable material, as well as ensuring that the legitimate publication industry complies with the Office of Film and Literature Classification’s (OFLC) classification decisions. The Department also provides administrative support to the key bodies of New Zealand’s censorship regime, including the Film and Literature Board of Review, and monitors the performance of the OFLC on behalf of the Minister.

Our interventions focus on proactively shaping community opinion on censorship in order to achieve a significant level of voluntary compliance, supported by targeted investigation and enforcement activity where cooperation is not forthcoming.

Our progress
Maintaining a supportive censorship legislative and regulatory environment

Recent media coverage of censorship offending has highlighted the seriousness of offences and the potential implications for perpetrators and victims, their families and communities. The introduction of harsher penalties through recent amendments to the Act is likely to contribute further to public awareness, particularly in the case of objectionable material that depicts the exploitation of children.

In order to ensure that vulnerable persons are protected the Department continued to:

- enhance our working relationship with community organisations working to prevent abuse
- increase general public awareness of censorship issues at both community and national levels.

The Department has had success with increasing convictions for objectionable publication offences, brought about by prosecutions under the Act. The courts have also handed out tougher sentences. In 2004/05 there were 24 convictions, with seven offenders being jailed, and in 2005/06 there were 32 convictions, with nine jail terms imposed. With the amendment to the Act in 2005, the penalty for possession was increased to a custodial penalty. Penalties for making and distributing objectionable material were increased from one year’s imprisonment to 10 years’ imprisonment. The impact will be monitored in the upcoming year.
Building a strong censorship knowledge and evidence base

In 2005/06 the Department continued to invest up to 80% of its resources in the detection of offenders online because our research confirms that the Internet continues to be the primary vehicle for censorship offending. Targeted detection of Internet traders of objectionable material helps to increase our knowledge and understanding of these types of offenders and their behaviour, allowing us to refine our intervention activities and contribute to better-informed policy advice.

Our study on Internet Traders of Child Pornography: Profiling Research (which is updated annually) showed that there has been a distinct movement of New Zealand offenders away from Internet relay chat towards peer-to-peer applications because it seems more anonymous. The research also provides critical information about the age of offenders, the relationship between viewing child pornography and sexual offending, and the number of offenders who have access to the people portrayed in the material. The research is providing an understanding of the demographics of the Internet offender and their online behaviour.

Encouraging voluntary censorship compliance

We also measure the effectiveness of our regulatory approach by assessing the level of voluntary compliance within the publications industry. Monitoring the number of breaches helps us to identify whether our programme of workplace education, information and inspections is achieving its intended target of increasing voluntary compliance with censorship laws.

Our aim is to maintain the number of instances of non-compliance with censorship laws at within 15% of all inspections. We continue to achieve this target, with the level of non-compliance in 2005/06 at 6% (1,209 inspections with 1,132 requiring no further action). This is an improvement on 2004/05 (10% non-compliance) and is consistent with increasing voluntary compliance.

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<td>% Industry non-compliance</td>
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<tr>
<td>Number of inspections</td>
<td>1,209</td>
<td>914</td>
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The Cyberkidz website (www.cyberkidz.co.nz) is designed to help parents and teachers educate children about safety on the Internet. There are seven “Safety Points” illustrated through the characters ‘Webstar’, ‘Whizkers’ and ‘Danger Claws’.

The Department supports this initiative set up by ECPAT NZ Inc (www.ecpat.org.nz), which helps to ensure vulnerable persons are protected.
Working with others

We have developed working relationships with a range of organisations and professions. In the enforcement area, we have been actively working with New Zealand Police and New Zealand Customs, as part of a concerted effort to carry out joint operations to target offenders.

As Internet offending is worldwide in nature, we have continued to develop contacts with like-minded overseas enforcement agencies, sharing intelligence and investigative techniques to act against offenders.

In relation to Internet safety, we have been working with a number of education and lobby groups who are keen to play a significant role in assisting New Zealanders to have a safer environment. We have also been working with the publication industry in New Zealand, which recognises that it has a role and responsibilities for ensuring compliance with the Act.

Capability development

International developments are highlighting the global and widespread nature of the trade in objectionable material (particularly child pornography). Increased cooperation with overseas law enforcement agencies and the increasing use of improved sophisticated technology by offenders – such as encryption, password protection and even deletion software – have required us to increase the competency level of all inspectors. During 2005/06, the Department’s inspectors spent time studying and networking with other agencies to keep up to date with international developments in technology and the latest techniques for offender profiling and detection.

Challenges ahead and priorities for the future

There are a number of challenges and opportunities ahead, as outlined in the Department’s Statement of Intent 2006–09:

- New Zealand is among the top 10 countries in the world with regard to computer usage. As a result, we are experiencing greater availability of and exposure to objectionable material, especially to a younger audience.
- The Internet is blurring the traditional distinctions between offences. For instance, censorship, importation and soliciting offences can all now be committed online. This requires a joint enforcement approach.
- We predict that the level of censorship crime will continue to increase, with offenders taking advantage of the relative anonymity and security that both the Internet and new technology offer. Increased offending levels, and enhanced capacity and capability among overseas law enforcement agencies, are contributing to a rising investigation workload for the Department.
- We are still assessing the implications of the recent legislative changes to the Act, which gave greater powers to inspectors and increased penalties for offenders.
- The rapid development of technology requires us to maintain strong international networks and continually improve our monitoring and detection techniques.

As a result, our priorities for 2006/07 are:

- increasing public awareness
- encouraging voluntary compliance with the New Zealand publication industry
- proactively detecting and prosecuting those individuals who would possess, make and/or distribute objectionable publications, with a focus on child sexual abuse images
- working with others to target potential offenders
- harnessing technology advances.
Trusted Records of New Zealand Identity

Introduction

Records of identity are important to New Zealanders because they provide the basis for determining individual entitlements, and also help individuals to trace their lineage and establish their identity.

Birth, death, marriage, civil union and citizenship information provides important input to official statistics and to social services planning and research. Trusted records also allow New Zealanders to travel overseas with a maximum of ease. Many agencies use the information to verify customers’ identity and/or their entitlements to a service or benefit.

Our progress

Developing a comprehensive approach to identity management

The Department played a key role in enhancing identity verification across New Zealand Government. This included developing the Evidence of Identity Standard, which was launched in August 2006 as part of a cluster of authentication standards. The Standard provides detail about good-practice processes for agencies to establish the identity of customers. The Department has been confirmed as ongoing custodian of the Standard. We also worked with the SSC to complete high-level design of a proposed Identity Verification Service, and to prepare the ground for detailed design and associated policy and development within the all-of-Government Authentication Programme led by the SSC.

““The Evidence of Identity Standard is a good practice guide to establish the identity of New Zealanders who need access to government services that have identity-related risk. Examples of these types of transactions include obtaining citizenship, enrolling at university, receiving a benefit or paying taxes.”

“By applying the Standard, agencies can have greater confidence that an individual is who they claim to be. This will help reduce identity fraud and theft.”

(Source: Media Release Hon Rick Barker, 21/8/2006 – Evidence of Identity Standard launched)

We contributed to the international exchange of best practice in identity management by actively participating in international fora such as APEC, the International Civil Aviation Organisation, Five Nations (Australia, United Kingdom, United States, Canada and New Zealand) passports and citizenship meetings, and the Australasian Registrars Conference.

Maintaining a supportive identity legislative and regulatory environment

The Department has continued to develop a legislative and regulatory environment that supports our role as stewards of New Zealanders’ records of identity, taking into account identity and security concerns as well as technological and social developments.

During the year we developed and implemented several new sets of regulations. The Human Assisted Reproductive Technology (Fees) Regulations came into force on 22 August 2005, prescribing fees for accessing donor and donor offspring information held by Births, Deaths and Marriages under the Human Assisted Reproductive Technology Act 2004. Recent security and integrity initiatives gave rise to an amendment to the Passport (Fees) Regulations 1996, which came into force on 4 November 2005.

On 1 January 2006, amendments to the Births, Deaths, and Marriages Registration (Prescribed Information and Forms) Regulations 1995 came into force to support recent changes to legislative provisions for citizenship by birth. The changes have limited the automatic acquisition of citizenship by birth in New Zealand to children of citizens and permanent residents.

Throughout the year we have been developing a Bill to amend the Births, Deaths and Marriages Registration Act 1995. The new Bill is expected to be ready for introduction towards the end of 2006. If enacted in its current form, it will improve the ability of the Registrar-General of Births, Deaths and Marriages to collect and verify information for the purposes of the Act, to regulate access to that information and to modernise the Act to take account of technological and social developments.

Delivering dependable services that meet New Zealanders’ needs

We continued to provide dependable identity services to New Zealanders through our citizenship, passport, births, deaths and marriages, and frontline customer services.
During the year, the Department further developed and tested business continuity, disaster recovery and pandemic plans to ensure that it can continue to provide reliable and timely identity services in case of an emergency event.

To improve the quality of our Contact Centre services, we implemented new technology in April 2006. This has improved our ability to prioritise calls in real-time and allocate calls between offices and staff, and has enhanced business continuity planning. The new technology has also enhanced our reporting ability, which enables us to better understand customer needs and identify opportunities for improvement.

The civil union service, which was implemented in 2005, has continued to build. There have been 528 civil union registrations to July 2006. This year we undertook the first annual renewal of civil union celebrants.

We implemented the Human Assisted Reproductive Technology register in August 2005 as a result of new legislation in 2004. The register holds information about donors, donor offspring and guardians who have been involved in fertility treatment using donated embryos, sperm or eggs through fertility clinics. We are working to develop online access and registration services.

Ensuring that processes, systems and people are highly regarded for their integrity and security

Our work requires an environment of high integrity and security, as the Department is a trusted steward of New Zealanders’ identity information. We operate an ongoing programme to maintain the integrity of staff, systems and processes.

The New Zealand Public Service Code of Conduct is used to inform the Department’s own Code of Conduct. By following the Codes we ensure that the Department maintains the best possible business practice and relationships with clients and colleagues. Because of Identity Services’ role as trusted steward of New Zealanders’ identity information, we have also reviewed, and continued to train staff in, Identity Services’ integrity policy.

These frameworks provide staff with guidance to conduct their work with a high level of integrity and ethical behaviour. Since training was introduced in April 2005, a total of 491 staff have completed integrity training.

The Department implemented a risk management and audit framework in order to maintain a high level of integrity to support identity management, and to maintain the trust required in safeguarding identity-related records. In November 2005, Identity Services introduced new software to objectively rank organisational risks against each other, so that Identity Services is able to manage risk in a more objective and accurate way.

As we conduct our business in an increasingly online environment, we have continued to ensure that our electronic environment and online services are secure, and that we align with best-practice guidelines such as the SSC-led New Zealand Government Web Guidelines.

Providing accurate information that is trusted and used by government agencies

In December 2005 we successfully implemented changes to citizenship legislation. As of 1 January 2006, children born in New Zealand were required to have at least one parent who is a New Zealand citizen, is a permanent resident, or is entitled to reside indefinitely in the Cook Islands, Tokelau or Niue.

The new birth registration form asks parents for their citizenship or immigration status, which the Department then checks. Citizenship status of the newborn is derived from that information and recorded on the child’s birth registration. This process ensures the integrity of New Zealand citizenship processes, through correct recording of a child’s citizenship status at birth.

As stewards of the most complete record of New Zealanders’ identity, we provided authorised government agencies with information-matching services. Through this programme, data was provided to the Ministry of Social Development, the Ministry of Education and the Department of Labour. Benefits of sharing identity data include reduced public compliance costs, improved integrity of databases and fraud reduction.
Enhancing the detection and prevention of identity fraud

At the end of October 2005, the Department convened a Five Nations meeting to discuss anti-fraud measures and initiatives. This was an opportunity to share experiences about the level and nature of passport fraud in Five Nations countries and to share good practice in counter-fraud techniques.

In September 2005, the Department began sharing data about all lost and stolen New Zealand passports with Interpol. In March 2006 we joined the APEC Regional Movement Alert List programme, which also shares lost and stolen passport information. These initiatives have provided a significant boost to passport security, and have enhanced border security both regionally and internationally.

We continue to participate in the Advanced Passenger Processing programme, which involves sharing passport data about passengers, prior to their departing for New Zealand, in order to prevent unauthorised people from entering the country. This enhances New Zealand’s ability to manage its border security offshore.

Identity Services began work on the Data Moderation project to match deaths from 1940 against the relevant birth record. This work is expected to reduce the opportunity for identity fraud based on birth certificates, to provide greater integrity of identity verification processes and to reduce compliance costs for agencies that verify identity through birth and death records.

Providing secure documents that meet international standards

The New Zealand passport continues to be one of the most highly regarded passports in the world, and as such is sought after by people seeking to commit transnational crime. To help counter this, we introduced the New Zealand e-passport in November 2005.

The enhanced security provided by biometric information embedded in a chip-enabled passport helps us to stay ahead of would-be fraudsters. A number of successful e-passport trials were held internationally in conjunction with other countries, including the United States, Australia and Singapore. New Zealand’s passports met the required standards for the trials.

The e-passport also meets International Civil Aviation Organisation standards for passport security and ultimately ensures that New Zealanders maintain visa-free access to over 50 countries worldwide.

Working with others

The Department works with a variety of agencies on identity issues at both an international and a national level. We continued to participate in the International Civil Aviation Organisation and Five Nations, and to foster good working relationships internationally with other nations involved in these organisations. We also worked closely with Interpol.

Introducing the e-passport

New Zealand launched its e-passport in November 2005. The e-passport contains an embedded microchip, which carries a digitised photograph and other biodata (information about the holder) already held in the passport.

The e-passport makes it significantly more difficult for fraudsters to use a passport for criminal purposes, and also provides greater protection for passport holders. It uses sophisticated anti-skimming and encryption technology, which ensures that the personal data has a very high level of protection.

The introduction of the e-passport will ensure that New Zealand meets the requirements for United States “visa waiver” border entry from 26 October 2006. “Visa waiver” entry allows passport holders from 26 countries, including New Zealand, to enter the United States for a period of up to 90 days for travel or work purposes without the need for an entry visa.

All newly issued New Zealand passports are e-passports, but existing machine-readable passports remain valid for visa waiver entry to the United States until they expire.

New Zealand has made a significant contribution to the development of international standards relating to e-passports and is involved in multinational e-passport trials. New Zealand was one of the first countries to implement an e-passport. Introduction of the e-passport is a crucial milestone in ensuring that New Zealanders continue to have access to one of the best passports in the world, and enjoy favourable visa arrangements with many countries.
Within New Zealand, we worked on border security issues with the Department of the Prime Minister and Cabinet, and New Zealand Customs. On security issues we also worked with other agencies and groups such as New Zealand Police, Security Intelligence Service, and other member agencies of the Officials Committee for Domestic and External Security Coordination and the Combined Law Agency Group. The Department of Internal Affairs has worked closely with the State Services Commission on authentication and with the Department of Labour (Immigration Service) on improving settlement outcomes.

**Capability development**

During 2005/06 we introduced capability enhancements to improve the overall integrity of our systems. We have reviewed management controls within Identity Services and implemented the Department-wide project methodology. We have implemented new project management software that allows projects to be managed according to the Department’s project methodology, with improvements in consistency and transparency.

In November 2005, a specialist team was established to systematically test new services and service enhancements. Over the year, Testing Services provided test support to all projects within Identity Services and provided support to other business groups within the Department. The team supported maintenance and “business as usual” processes, and enhanced and improved changes to new processes as they moved into production. This support improves the overall integrity of new or changed processes as they are implemented within our working environment.

As part of the Department’s “managing for outcomes” development, we revised our intermediate outcomes order to improve our ability to provide evidence and test the effectiveness and efficiency of the outputs we provide.

**Challenges and priorities for the future**

There are a number of challenges and opportunities ahead, as outlined in the Department’s *Statement of Intent 2006–09*, which determine our priorities for the future.

The Department will:

- build on opportunities to provide leadership in identity management, through development of our role as custodians of the Evidence of Identity Standard and development of a proposed identity verification service as part of the all-of-Government Authentication Programme led by the State Services Commission
- proactively focus on integrity and security in order to reduce identity fraud and enhance data quality
- collaborate internationally and within New Zealand to increase opportunities to detect and reduce identity fraud
- make effective and efficient use of technology to provide appropriate protection of identity-related records and personal privacy and to provide appropriate access to information and services
- redevelop the passport system to replace ageing technology and implement a new and robust system to handle the progressive increase in passport application volumes that will result from the move to a five-year passport
- enhance customer services by developing online registration and access services
- develop legislative changes intended to enhance our operational efficiency and introduce new services, while at the same time introducing measures to protect individual privacy and reduce the likelihood of fraud.
Executive Government is Well Supported

Introduction

“Good government” depends on the effective functioning of Executive Government processes. The Department provides the Executive Government with the environment and support to carry out its duties. Executive support services include staffing, transportation, media and communications technology, housing and logistical support to enable the Executive to work effectively.

We also undertake a range of administrative services for the Executive, such as publishing the New Zealand Gazette, supporting commissions of inquiry and providing translation and authentication services.

We support the Executive by arranging official visits to New Zealand by representatives of foreign governments, and managing ceremonial and commemorative events for government.

Our progress

Working with others

This year we have worked closely with other agencies to identify how our work links to outcomes being led by other agencies. We have reached agreement with the following:

➢ the Ministry of Foreign Affairs and Trade in relation to guest-of-Government visits, which assist in building international relations and contributing to government economic goals.

➢ the Ministry for Culture and Heritage in relation to the arrangement of commemorative and ceremonial events, which contribute to an understanding of New Zealand culture and heritage.

➢ the Department of the Prime Minister and Cabinet and the Parliamentary Service in relation to effective Executive Government.

We have also given consideration to the outcome contribution of the Translation Service and have identified some linkages with the work of the Office of Ethnic Affairs. We will be doing further work to consolidate this understanding.

Agencies represented on the Parliamentary complex

The Department of the Prime Minister and Cabinet

The Department of Internal Affairs (Executive Government Support)

The Office of the Clerk

The Parliamentary Counsel Office

The Parliamentary Service

Providing Ministers with tailored, innovative support and services

We seek to continuously improve our services to our customers and we recognise that our reputation is dependent on the quality of every transaction. During 2005/06 we have worked closely with the other agencies represented on the parliamentary complex to explore new ways of providing services.

An agreement for closer collaboration with other parliamentary agencies on matters related to information technology (IT) has been established, providing the platform for several initiatives aimed at closer alignment of IT infrastructure among agencies and agreement in principle to a joint IT service with Parliamentary Services.

We are also actively pursuing opportunities for closer collaboration in other areas, including:

➢ coordinated delivery of cellphone, telephone and fax services

➢ opportunities for closer alignment of human resource policies applying to the Parliamentary Service and Ministerial Services staff.

Providing tailored, refined and comprehensive transport solutions for Ministers

Changes in the external environment and heightened awareness of security issues in recent years led to a reassessment of the risks related to security issues for Ministers. This reassessment resulted in the implementation of the following initiatives:

➢ recruiting a dedicated Training Manager to provide increased training capability. This will ensure that our standards of driver training continue to meet best practice
commencing a new driver assessment and training programme consistent with the Professional Police Driver Programme, to ensure that our chauffeurs are equipped to meet requirements for client security. Refinement of this programme will continue during 2006/07.

Meeting expectations for guest-of-Government official visits and ceremonial events

There has been growing public interest in formal recognition of important events that contribute to New Zealanders’ sense of national identity, and an increase in the number of significant visits to New Zealand by representatives of foreign governments.

During 2005/06 a total of 40 guest-of-Government visits and four commemorative events were arranged and supported, including one royal visit, five Presidential and four Prime Ministerial visits. Commemorative events included Armistice Day and the Year of the Veterans’ launch.

A review of the Visits and Ceremonial Office was undertaken during 2005/06 looking at strategic issues for the Office. The review recognised the increase in the volume of activity and recommended the recruitment of additional staff. Looking ahead, increased capacity in the Visits and Ceremonial Office and the drafting of a protocol with the Ministry of Foreign Affairs and Trade will strengthen linkages between visit programmes and the objectives for each visit.

Seamless transitions for changes of Executive

The continuity of Executive Government is particularly important at times of transition. New Ministers and new administrations rely in large part on the institutional knowledge of the public service to facilitate the smooth transition of power and responsibility from their predecessors. Our aim is to ensure that new Ministers have access, when and where required, to training and staff expertise to guide them through unfamiliar systems and protocols, and to manage the changes to travel, residential and office accommodation, staffing, communications and remuneration arrangements for new and departing members of the Executive.

Detailed planning ensured a smooth transition into and out of the Executive for new and departing Ministers in the weeks following the 2005 election. Procedures were comprehensively documented and formally reviewed, ensuring that future changes are handled as smoothly as possible.
Commissions and other bodies are effectively set up, supported and disestablished

We have worked to ensure that we are able to establish any new bodies we have responsibility for as effectively and efficiently as possible. Often the time frames for setting these up are tight. During 2005/06 we consolidated best practice into a set of administrative guidelines to assist in the initial establishment stages and operation of these bodies.

The Department continued to provide support for the Confidential Forum for Former In-Patients of Psychiatric Hospitals scheduled to complete its work early in 2007, and the Commission of Inquiry into Police Conduct. The reporting date for the Commission of Inquiry into Police Conduct was extended to September 2006.

The Department supported the Joint Working Group on Concerns of Viet Nam Veterans from September 2005 to April 2006, when the group completed its work.

Capability development

Capability development initiatives progressed during 2005/06 included:

- implementing a capability review of the Visits and Ceremonial Office and establishing a Deputy Director position and three additional Visits and Ceremonial Manager positions
- implementing a fatigue management policy and a new driver training programme for chauffeurs
- developing a training and development programme for Ministerial office staff.

Challenges and priorities for the future

A number of environmental factors have the potential to impact on future expectations and requirements for delivery of services to members of the Executive, including:

- the potential for MMP to bring complex coalition arrangements and greater diversity to the composition of Parliament
- heightened security and business continuity concerns
- expectations for greater efficiency across the public service.

As set out in the Department’s Statement of Intent 2006–09, our priorities for the future include:

- working collaboratively with other agencies in relation to human resource policies and information and communications technology (ICT) management, in the parliamentary complex
- consolidating vehicular security initiatives and enhancing VIP transport service standards
- implementing a property strategy to meet the security and accommodation needs of Ministers into the future
- enhancing liaison with external stakeholders of the Visits and Ceremonial Office, and more closely aligning the visits and ceremonial programmes with Government objectives.