

A hand holding a large chess king piece against a city skyline at night. A network of white lines and dots is overlaid on the image, connecting various points across the sky and city. The king piece is a large, dark, metallic-looking chess piece with a cross on top. The city skyline is visible in the background, with many buildings lit up. The overall tone is blue and futuristic.

Infrastructure as Strategy:

Delivering Outcomes in a post-RMA Environment



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Executive Summary



The Government is redefining its role in New Zealand.

A single-minded focus on the performance of institutions, processes and budgets is being expanded. The product of government decisions is now at the fore.

The economic, social, environmental and cultural outcomes which together represent collective wellbeing will be the new metric by which the New Zealand Government measures its performance: is New Zealand becoming a more prosperous and fair society? Is our environment clean, are we healthy, do we feel safe?

A stronger focus on the things which really matter is now urgent. COVID-19 has compromised one of the key performance achievements of the past three decades: low public debt.

If New Zealand does not manage COVID spending effectively, it will have undermined three decades of tight fiscal discipline and still be faced with the same severe challenges as it is today, including inequality, poor productivity and declining environmental performance.

But how does a country achieve outcomes and what is the role of government?

Infrastructure New Zealand has examined a number of governance systems across the world. Three dedicate themselves to achieving outcomes: Scotland, Ireland and Hong Kong.

Together they provide critical insight into how a government goes about achieving outcomes.

Pursuing outcomes: Scotland, Ireland and Hong Kong

In each case, the respective Government uses the same broad two-step approach. First, a series of high-level national strategic outcomes are clearly and publicly articulated. This clarifies for the civil service and wider public what the Government ultimately wants to achieve, enabling policies, programmes and investments to be guided by national direction.

Second, strategic outcomes are translated into a future spatial vision to understand what infrastructure, development and protected areas will be required to achieve government objectives.

In Scotland, the Government identifies 11 **National Outcomes** which span across all government activities and guide Scotland's **Economic Strategy**. The Economic Strategy in turn determines the infrastructure requirements, set out in an **Infrastructure Investment Plan**. A national spatial strategy, the **National Planning Framework** then uses the infrastructure plan to shape planning, growth and development into the future.

In Ireland and Hong Kong, national outcomes are a part of national spatial planning. The 10 **National Strategic Outcomes** of Ireland's **National Planning Framework** and the three **Building Blocks** of **Hong Kong 2030+** shape national spatial strategy which, in turn, determines infrastructure priorities.

Irish government infrastructure investment is set out in a **National Development Plan**, alongside wider public investments in skills, culture and other activities necessary to achieve the spatial vision and all National Strategic Outcomes.

Hong Kong strategic investment priorities are a component of the spatial strategy. Detailed projects and programmes are determined by commercial drivers. When demand is sufficient to justify investment, value capture and private capital is leveraged to deliver projects which unlock growth and development.

But in each case, the overall strategy to take the three outcomes-based jurisdictions from where they are today to where they want to be in the future has at its heart a coordinated, long-term spatial planning and investment framework. That framework is in turn supported by Government spending. Both the Irish and Scottish Governments are investing around NZ\$16 billion per annum to deliver their outcomes-based plans.

This approach helps to overcome key barriers to achieving outcomes:

1. It enables authorities to leverage and channel inherently public responsibilities in planning and infrastructure to influence wider public and private decisions.
 - Scotland, Ireland and Hong Kong each use strategic investment and planning to unlock land development opportunities which support the spatial strategy needed to achieve public outcomes and wellbeing.
2. It brings decisions concerning the economy, society and environment together into a connected framework, trading off different priorities through early planning.
 - Spatial and investment decisions across each system target economic, social and environmental outcomes and outputs, balancing the need to grow with the need to share and the need to sustain.
3. It forces a long term view to be taken, consistent with the time period needed to achieve desired outcomes.
 - All three spatial strategies look out at least 20 years, providing a long term view of not just the investments which are required but the skills, land and wider societal resources.
4. It facilitates cooperation and collaboration across different levels of government with interconnected responsibilities.
 - Local authorities across the Irish and Scottish systems retain responsibility for detailed land use planning, taking direction from the national spatial strategies and receiving investment support to implement through infrastructure plans.
5. It strengthens the evidence base, helping to depoliticise planning and investment decisions.
 - Integrating spatial and infrastructure planning provides the evidence base both for infrastructure and for development decisions.



Lessons for New Zealand

Analysis of the Scottish, Irish and Hong Kong systems reveals that New Zealand does not yet have an approach or **strategy** to achieve outcomes.

Legislation that repealed and replaced the State Sector Act 1988 with the Public Service Act 2020 will strengthen cross-departmental interoperability and cooperation towards shared goals. New entities like the New Zealand Infrastructure Commission / Te Waihanga (Infracom) and Kāinga Ora have wellbeing written into their enabling legislation.

Likewise, direction provided to Crown and local government entities to promote wellbeing will assist with the “what?” and the “why?” guiding these organisations.

But these responses do not provide the “how?” There remains no overarching framework to integrate, align and guide public services, policies, investments and wider activities towards shared outcomes.

Improvements are on the way

In 2021, Infracom will deliver an infrastructure strategy. It will provide a long term view of infrastructure needs and help bridge the divide between strategic plans and investment. It will also create an opportunity to examine the infrastructure system as a whole, ensuring it is coherent and meeting the needs of New Zealanders.

However, there remains no clear Government direction to ensure that it is a strategy which achieves Government priorities. There is no economic strategy, such as applied in Scotland, nor a national spatial strategy, as applied in Ireland and Hong Kong, to inform Infracom’s planning. There is not even a clear list of the outcomes that the Government has for New Zealand. This creates a risk that the strategy is misaligned with the Government’s vision for New Zealand.

Furthermore, even if the Government agrees with Infracom’s strategy, there is no strict link to implementation. There is no obligation on the Government to fund national projects or on local government to fund local projects identified in the strategy.

Institutional settings designed to focus public bodies on inputs and outputs, rather than outcomes, will present a barrier. Critical funding resources for transport and local government will remain guided by their own statute (the LTMA and LGA), and overseen by their own entities (Waka Kotahi NZ Transport Agency and local authorities). Both have independence from Crown investment decision making, meaning their ability to support national outcomes requires legislative reform.

Such reform is underway. The Resource Management Review Panel chaired by Tony Randerson QC has already made a wide-ranging series of recommendations to the resource management system to better achieve built and natural environmental outcomes. Major improvements are expected, including through the introduction of strategic planning and a strengthened role for central and regional government.

But the Panel’s recommendations will present barriers to the implementation of an **outcomes-based** approach seen in other countries:

- Outcomes in the Natural and Built Environment Act (NBEA) and Strategic Planning Act (SPA) will compete, retaining complex and time consuming planning and legal processes to clarify priorities, potentially undermining national strategic direction.
- Strategic and land use planning remain misaligned, with land use planning guided by the outcomes of the NBEA and strategic planning guided by the outcomes of the SPA.
- Investment remains separate from planning, reinforcing the challenge facing Infracom’s strategy and implementation of regional spatial plans.

Further reform is necessary to achieve outcomes

The Government's strengthened focus on outcomes combined with improved strategic capability inside Infracom and resource management reform are improvements. But they are not sufficient.

To achieve outcomes and promote national wellbeing, the Government will have to do more than just aspire to achieve outcomes. It will have to implement a new model of thinking, decision making and acting. If it does not, the institutions, laws and settings which are designed to effect an input-oriented system will impede Government direction.

The experience of governments which do target outcomes indicates that New Zealand will need to take three high level actions:

1. Articulate the outcomes it wants to promote.
2. Integrate spatial and infrastructure planning to create the physical environment within which outcomes can be achieved.
3. Ensure that planned investments receive funding in accordance with the strategy.

This approach will require rapid development of a series of National Strategic Outcomes to guide Infracom's strategy. Without both Infracom and government generally knowing what to prioritise, there is both a high risk of misalignment and of watered-down plans which everyone can agree on but which can not achieve their objective.

A confirmed infrastructure strategy led by Government strategic priorities and supported by a committed project pipeline will enable New Zealand to pivot effectively to a new outcomes-based model.

Comprehensive resource management reforms will need to be completed. Strategic and land use planning need to be integrated so that regional spatial strategies and regulatory plans are consistent with the investments of the national infrastructure strategy.

Infrastructure funding and governance reform will also be necessary. To resource outcomes-based plans and ensure responsible authorities are incentivised and have the capacity and capability to deliver, changes to the structures of government and roles of organisations is required. Recommendations for these changes are set out in Infrastructure New Zealand's 2019 **Building Regions** report.

Recommendations

To shift New Zealand to a system of government which not only aspires to but achieves outcomes and wellbeing, the Government should:

1. Urgently develop a set of National Strategic Outcomes which collectively represent the Government's vision for wellbeing.
2. Direct the New Zealand Infrastructure Commission / Te Waihanga to develop its infrastructure strategy with a view to enabling the National Strategic Outcomes.
3. Complete reform of resource management statute, bringing together strategic and land use planning and developing dedicated environmental protection statute.

These three key recommendations will create the strategic framework necessary to achieve outcomes. To ensure implementation, a wider series of reforms to funding and governance will be required over the longer term.



Introduction: The Shift to Outcomes and Wellbeing

The Government is redefining its role in New Zealand.

A new approach to government

For nearly four decades, authorities have focused on improving the efficiency of decision making and public services. Processes, spending and other **inputs and outputs** have been the marker by which Governments have measured performance. By limiting its role and impact on individuals, groups and businesses, successive Governments have sought to maximise the opportunity for all parts of society to achieve their own wellbeing.

But major gaps have arisen. Crises in housing, the environment and inequality have dominated headlines. All Governments have been challenged to respond and the anticipated step change in economic performance has never occurred. New Zealand's productivity, competitiveness and incomes have stubbornly remained well below the OECD average.¹

The Public Service Act of 1912 put in place a unified, permanent Public Service where staff were appointed and promoted strictly on merit. These were the foundations of an impartial Public Service able to serve successive Governments.

It was a heavily centralised, prescribed model that served New Zealand well for many years. But over time it became bogged down in rules and procedures that stifled initiative and innovation and blocked efficiency.

The reforms of the 1980s and '90s replaced this with a model designed around agencies managing strictly for the outputs they were accountable for. Permanent secretaries were replaced with chief executives on fixed-term contracts. They employed their own staff and were held tightly to account for the work they were funded to do.

The changes were radical and succeeded in driving improvements in economic efficiency and responsiveness. This is the model we operate today. It has been very successful because the outputs agencies are accountable for alone meet most of the everyday needs of New Zealanders reasonably effectively.

Where it does not work so well is when the Public Service is confronted with complex challenges and opportunities that require several agencies to join their capability and resources and work collectively for a shared outcome beyond their direct interests.

State Services Commission, Briefing to the Incoming Government 2017²



Institutionalising outcomes and wellbeing

The election of the 2017 Ardern-led Government heralded a change. The new government explicitly shifted away from **inputs** of public services to the **outcomes**. The Government would now view its role as facilitating **wellbeing**, not just performing public services efficiently.

A more hands-on approach to tackling New Zealand's most challenging and complex issues was signalled. Statute like the Public Service Act 2020 replaced the State Sector Act 1988. New institutions including the New Zealand Infrastructure Commission/Te Waihanganga and Kāinga Ora had "wellbeing" written into their enabling legislation.

Government decision making began to reflect the new paradigm:

- Economically, parts of the economy that were not performing were targeted through initiatives like the Provincial Growth Fund.
- Socially and culturally, those groups benefitting less from New Zealand's recent progress received higher levels of support, including through changes to the minimum wage.
- Environmentally, provisions were strengthened to protect and enhance the environment, including through increased national policy direction.

Building back better

The Government's focus on outcomes has come at a critical time. It has coincided with the greatest challenge to face the world since the Global Financial Crisis.

The COVID-19 crisis has severely impacted national wellbeing. Borders have closed, economies have stalled, public health has been prioritised. New challenges have not resolved the issues of the past, they have added to them.

How will the Government build back, and how can it build back **better**? What does better mean? What is our goal? How will we get there?

COVID-19 has amplified public expectations on the Government. The desire to achieve more than we have economically, socially, culturally and environmentally has never been stronger. An outcomes-focus is no longer a policy commitment, it is a necessary requirement for New Zealand to recover from an unprecedented crisis.

Infrastructure New Zealand has for many years advocated for an outcomes-oriented infrastructure system where governments and stakeholders first ask "what do we want to achieve?" rather than "how much are we able to spend?"

In overseas delegations and policy research we have seen that a focus on outcomes is essential for effective and efficient infrastructure investment. We have seen nations and governments struggling with the same issues as New Zealand, some responding better, some not.

We have visited and met with officials applying an outcomes-based approach to government. What can they teach us about New Zealand's journey from inputs and outputs to outcomes and long term national wellbeing?

This report

This report discusses the outcomes approaches of small, comparable jurisdictions, Scotland, Ireland and Hong Kong. Each nation follows its own model, reflecting individual geographical, political, economic and cultural characteristics, but all are explicitly committed to achieving national strategic outcomes.

The analysis looks at how they identify priorities and their approach to delivering them, providing comparisons to New Zealand. Finally the findings are drawn together to provide a series of recommendations to decision makers undertaking the next round of New Zealand legislative reform.



Defining the key terms

Outcomes are the highest level shared objectives which individuals, communities and governments strive to achieve – prosperity, safety and opportunity are all examples of outcomes.

Wellbeing is the collective of outcomes. If New Zealand can achieve all of its outcomes, then it will have achieved wellbeing.

The **outcomes-based approach** describes a method of governance whereby authorities explicitly target the wellbeing of the country through a set of shared, high level outcomes and then use these outcomes to guide and focus decision making.

Not all countries pursue outcomes

Larger countries tend not to follow an outcomes-based approach. There are typically no explicit outcomes that the federal governments of Australia, Canada or the United States identify and target. Wellbeing as a term is much less extensively used and focus on economic factors and specific services – inputs and outputs – is paramount. Their constituent states, provinces, and territories, by contrast, may apply varying levels of emphasis on outcomes and wellbeing.

The United Kingdom straddles both an input-output and an outcomes-based model. The boundary between the UK and England is blurred across domestic policy. The UK Government's National Planning Policy Framework, for example, relates only to England, while the National Infrastructure Commission advises on matters across the whole UK. The result is both a federal-type system focused on inputs at one level and a small-state focus on outcomes at another.

Singapore operates its own **social compact** model:

Under our social compact, the Government ensures access to affordable basic services, creates the opportunities for growth, and provides institutional support and an enabling environment for individuals as they work hard to look after themselves and their families, with support from the community. Where individuals are unable to provide for themselves, such as individuals with disabilities or other health conditions that prevent them from working, the Government has put in place social safety nets, to provide help where family and community support is inadequate.

Ministry of Social and Family Development, Singapore³

Achieving National Outcomes

Infrastructure New Zealand has examined three governments that pursue a strong outcomes-based approach: Scotland, Ireland and Hong Kong.

How do they do it?

Each model is nuanced but each includes the same two step-process:

1. The Government clearly and publicly articulates key high level outcomes it wants to achieve
2. These National Outcomes are represented spatially and pursued through integrated strategic, land use and infrastructure planning.

Governments that pursue outcomes, define outcomes

The first step of the outcomes approach across each system is to identify the key national aspirations.

Scotland

The Scottish Government launched the first National Performance Framework (NPF) in 2007. The framework set out in its purpose and outcomes its aim to measure national wellbeing beyond Gross Domestic Product (GDP). Experience had shown using only GDP as a measurement failed to provide a true reflection of the wellbeing of a nation. Economically a country could be thriving, but were people healthy, educated and happy?

Scottish Community Safety Network⁴

The Scottish Government sets out its national outcomes in a dedicated vision document, the National Performance Framework. This is the most explicit and comprehensive outcomes-based model Infrastructure New Zealand has examined. Setting it apart is that the National Outcomes apply across all of government. They are supported by a purpose statement from the Scottish Government, clarifying its role for the country, and a series of values which overlay the strategic framework.

Figure 1:

The purpose, values and outcomes of Scotland's National Performance Framework⁵



Sitting under the National Performance Framework is the National Planning Framework.⁶ It is the peak spatial strategy. The National Planning Framework has its own set of planning outcomes which are consistent with the higher level document. The planning framework envisions Scotland as:

- A successful, sustainable place
- A natural, resilient place
- A low carbon place
- A connected place

Ireland

Ireland approaches outcomes differently. In contrast to Scotland's National Performance Framework, Ireland has not articulated a series of outcomes that apply across all public policy making. Instead, the highest level strategic framework is Project Ireland 2040.

Project Ireland 2040 is comprised of two key documents. One is the National Planning Framework⁷ and the other is the National Development Plan 2018-2027.⁸ The National Planning Framework is a national spatial strategy, similar to Scotland's, which is designed to guide the growth and development of Ireland to 2040. The National Development Plan 2018-27 is the Irish Government's 10-year capital investment strategy to drive economic, social and environmental progress.

The National Planning Framework provides the strategic vision for planning across Ireland and for infrastructure investment set out in the National Development Plan. The Framework identifies 10 National Strategic Outcomes.

Figure 2:

Ireland's National Strategic Outcomes⁹



Hong Kong

Hong Kong operates a model similar to Ireland. Its vision and objectives for the city are a component of its strategic planning system, rather than general decision making. As a city-state¹⁰, the scope is narrower and focused on urban outcomes. The vision for Hong Kong, as set out in its lead strategic planning document Hong Kong 2030+,¹¹ is:

To become a liveable, competitive 'Asia's World City'

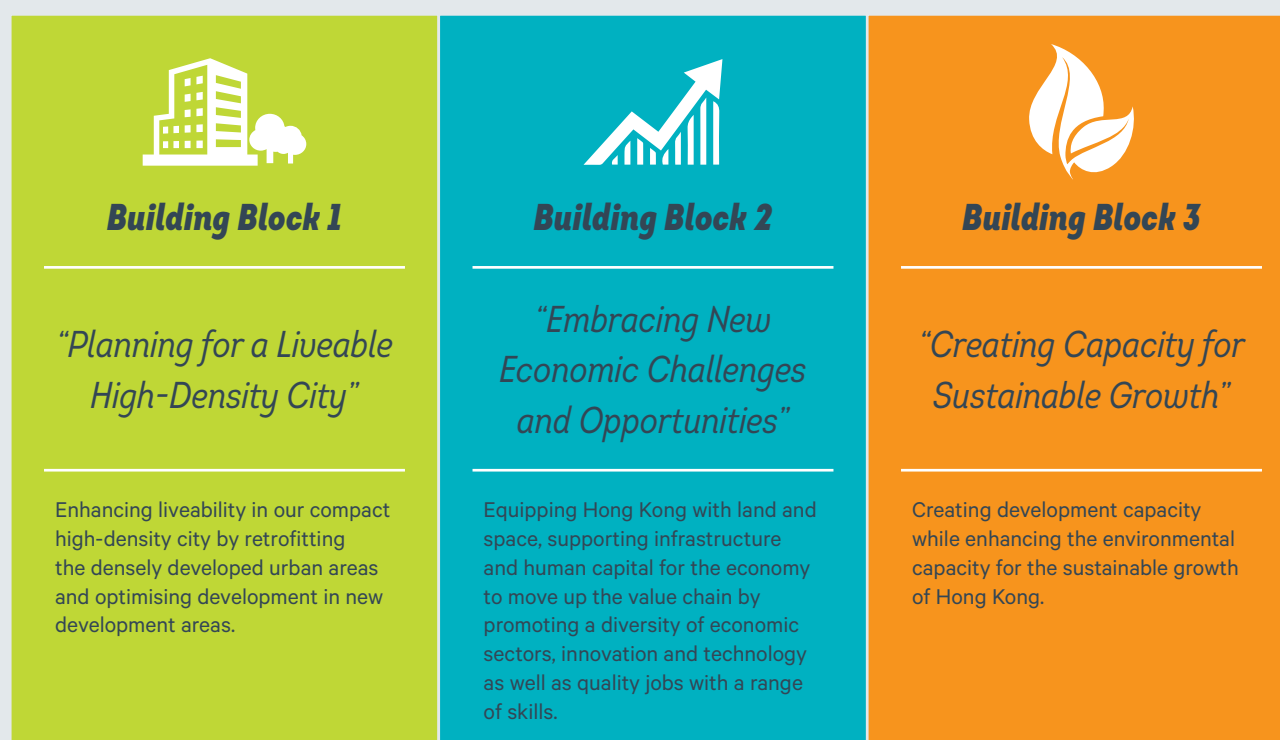
Uniquely, Hong Kong also identifies an “Overarching Planning Goal”. Performing a function comparable to Scotland’s Government purpose, the planning goal explains what authorities are trying to achieve through Hong Kong 2030+:

Championing sustainable development with a view to meeting our present and future social, environmental and economic needs and aspirations.

Hong Kong’s outcomes are a component of three **Building Blocks**. The Building Blocks play a dual role. They encapsulate what the city-state wants to achieve (liveability, economic development and sustainability) and each represents an action needed to achieve the vision.

Figure 3:

Hong Kong 2030+ Building Blocks



Governments that define outcomes, pursue them through integrated spatial planning and investment

The second step in the outcomes-based approach is to establish a path to achieve the outcomes. Scotland, Ireland and Hong Kong each use the same common tool: spatial planning coordinated with a national investment programme. But each also follows its own process to apply the tool.

Scotland

Scotland's National Outcomes inform its economic strategy. Its economic strategy in turn informs the Infrastructure investment Plan. The Infrastructure Investment Plan informs the National Planning Framework spatial strategy. The National Planning Framework is thus the "spatial expression of the Government Economic Strategy, and of our plans for infrastructure investment".¹² Under the Irish and Hong Kong models, the spatial plan shapes infrastructure investment.

The Scottish Government uses infrastructure investment to influence the speed and shape of the economy, in line with its purpose. The 2020 draft Infrastructure Investment Plan delivers Scotland's National Infrastructure Mission to lift investment by 1 per cent of GDP to help drive post-COVID economic development.¹³ It was guided by the Infrastructure Commission for Scotland who advised on how to ensure the infrastructure plan delivered an inclusive, net-zero carbon and signals £33 billion (NZ\$ 63 billion) of Government investment.¹⁴

Figure 4:

Scotland's planning hierarchy¹⁵

SG Purpose	To focus government and public services on creating a more successful country, with opportunities for all to flourish, through increasing sustainable economic growth.										
SG National Outcomes	The planning system and service contribute to all 16 National Outcomes										
SG National Plans, Policies & Strategies	Government Economic Strategy										
	Infrastructure Investment Plan										
	Scotland's Digital Future	Electricity & Heat Generation Policy Statements	2020 Challenge for Scotland's Biodiversity	Scottish Historic Environment Strategy and Policy	Housing Strategy	National Planning Framework & Scottish Planning Policy	Land Use Strategy	Low Carbon Scotland: Report of Proposals and Policies	National Marine Plan	Regeneration Strategy	National Transport Strategy
Planning Vision	We live in a Scotland with a growing, low carbon economy with progressively narrowing disparities in well-being and opportunity. It is growth that can be achieved whilst reducing emissions and which respects the quality of environment, place and life which makes our country so special. It is growth which increases solidarity – reducing inequalities between our regions. We live in sustainable, well-designed places and homes which meet our needs. We enjoy excellent transport and digital connections, internally and with the rest of the world.										
Planning Outcomes	Planning makes Scotland a successful, sustainable place – supporting sustainable economic growth and regeneration, and the creation of well-designed places.			Planning makes Scotland a low carbon place – reducing our carbon emissions and adapting to climate change.			Planning makes Scotland a natural, resilient place – helping to protect and enhance our natural and cultural assets, and facilitating their sustainable use.			Planning makes Scotland a connected place – supporting better transport and digital connectivity.	
National Planning	Scottish Planning Policy (SPP)						National Planning Framework (NPF)				
	Principal Policies										
	Sustainability			Placemaking							
	Subject Policies										
	Town Centres		Heat and Electricity	Natural Environment		Travel					
	Rural Development			Green Infrastructure							
	Homes		Zero Waste	Aquacultural		Digital Connectivity					
	Business & Employment			Minerals							
Historic Environment		Flooding & Drainage									
	COMMUNITY PLANNING										
Strategic	Strategic Development Plans										
Local	Local Development Plans										
Site	Master Plans										

Ireland

Ireland reverses Scotland's strategic hierarchy. The National Planning Framework anticipates growth to 2040 and its sister document, the National Development Plan, describes the investments necessary to meet that growth.

The National Planning Framework is designed to guide both public and private investment and to protect and enhance the environment. It is not a detailed land use plan, but a framework to assist regions in planning and developing their own communities.

The National Development Plan is the Government's plan to meet growth and achieve national outcomes. It includes key challenges, investments, funding policies and other information necessary to clearly signal the Government's development intentions for the next decade.

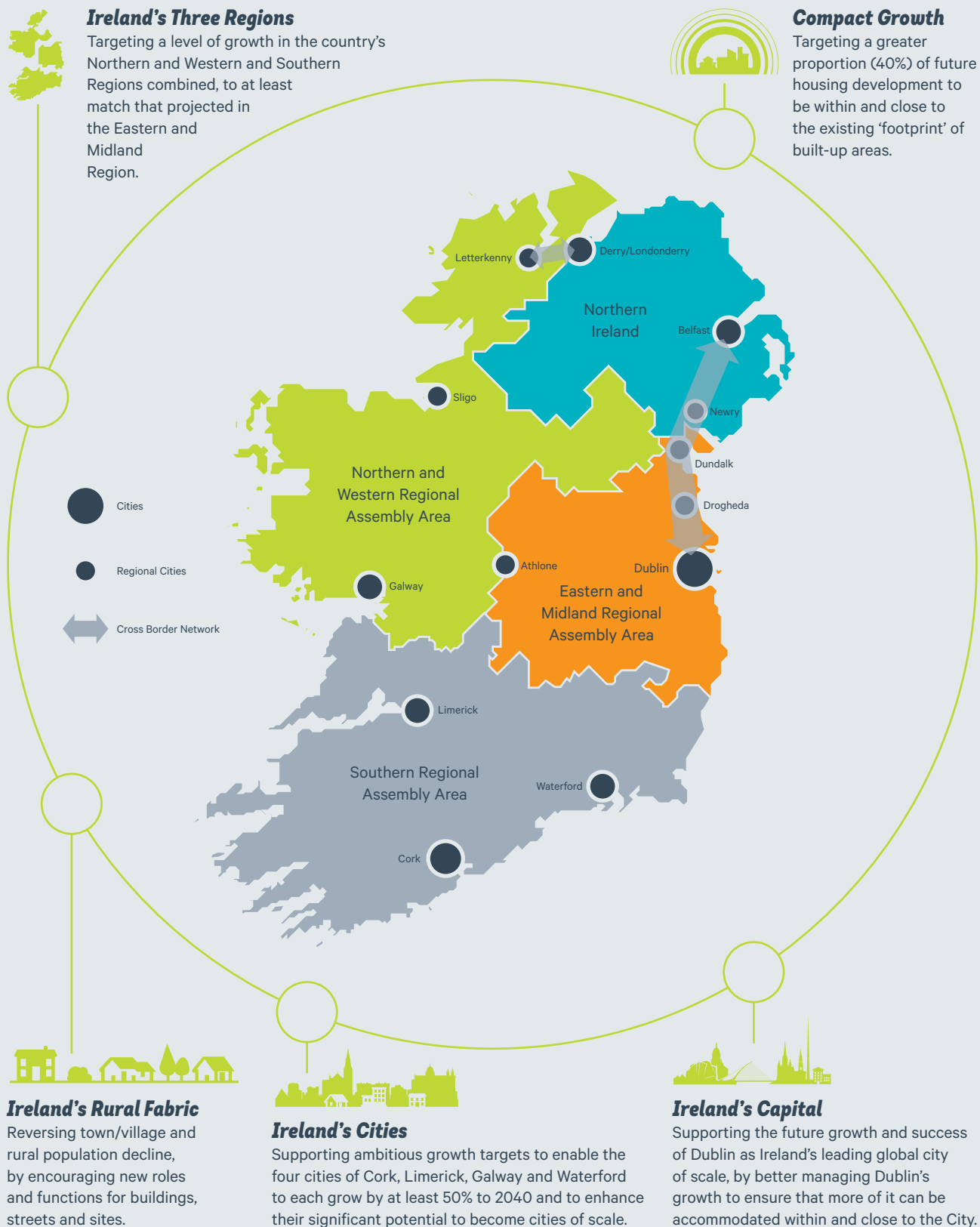
Although Ireland has published National Development Plans since 1988, the 2018 iteration is the first to be fully integrated with the planning framework. This integrated process found that investment levels were too low and either the country was not going to cater for the amount of growth predicted (an additional one million people by 2040) or achieve desired outcomes. Consequently, Irish Government investment will increase to €91 billion (\$NZ160 billion) over 10 years.

Ireland's strategy to turn vision into reality ***We set about achieving our vision by:***



Figure 5:

Ireland's spatial strategy to achieve National Strategic Outcomes¹⁷



Hong Kong

The link between spatial planning and infrastructure investment in Hong Kong is even closer. The conceptual spatial framework set out in Hong Kong 2030+ is the Government's plan to achieve economic development objectives. A variation in the Hong Kong model sees the 'building blocks' operate not just as an equivalent to outcomes, but as stepping stones towards implementation.¹⁸

- Building Block 1 highlights common urban goals – a compact, diverse, integrated, vibrant, healthy city.
- Building Block 2 turns the focus to facilitating economic development. It identifies pressures on the land requirements of different industries as well as the innovation, employment and productivity opportunities of securing land for growth into the future.
- Building Block 3 takes the final planning step towards implementation and identifies the long term (beyond 2040) land requirements for housing, employment, recreation and infrastructure. Its analysis found new land supply from existing projects to equal 3600 hectares while the total required land supply was 4800 hectares. Building Block 3 also highlights the infrastructure, environment and other projects planned to support wellbeing.

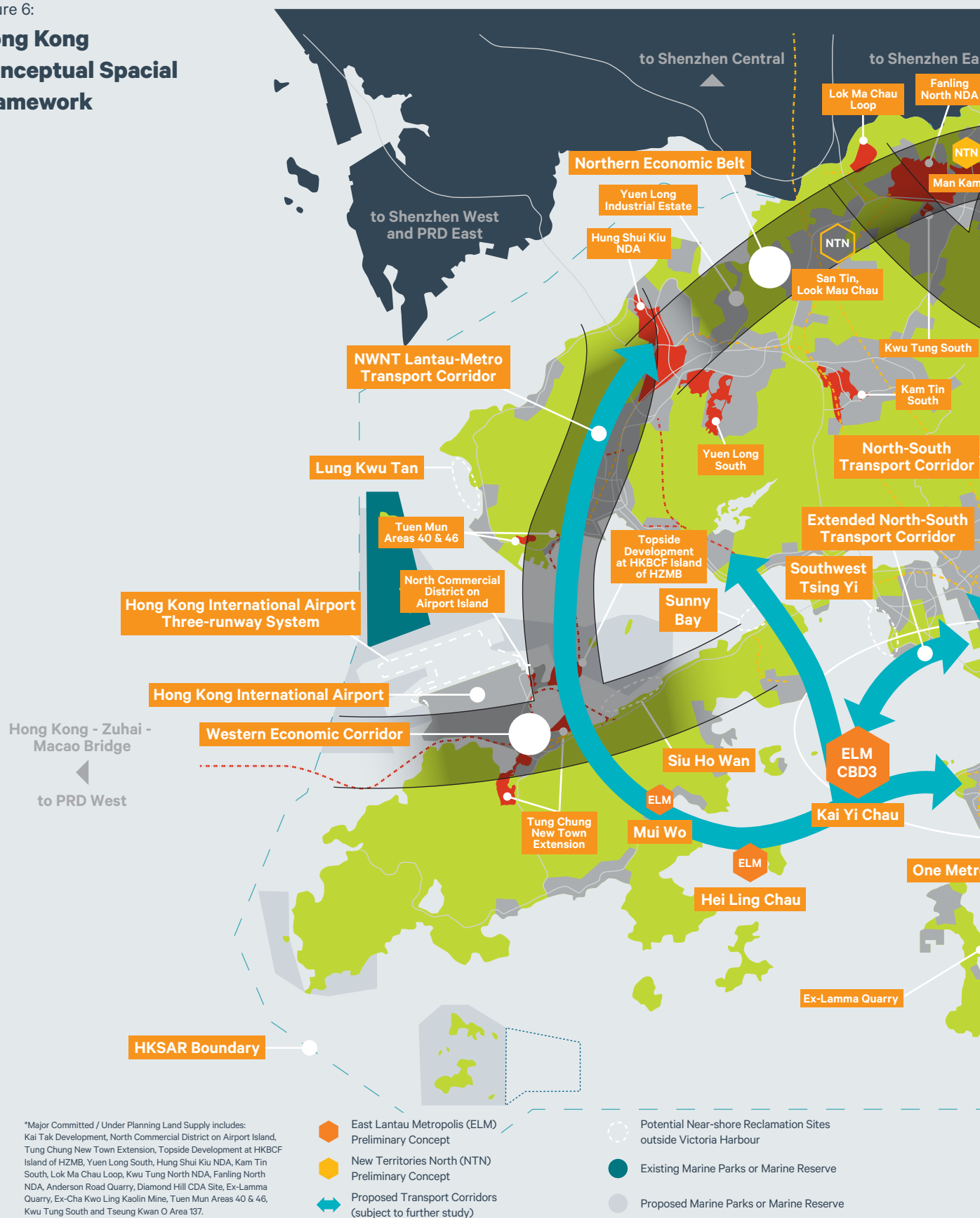
HK2030+ translates the building blocks into a conceptual spatial framework which identifies three major strategic priorities for the city. These strategic priorities guide investment decisions, which are made as and when development demand arises and funded largely through value capture:

1. Metropolitan business core – focused employment development around the traditional centre of Hong Kong
2. Two new strategic growth areas – a new 1000 hectare island reclamation called the East Lantau Metropolis for up to 700,000 residents and 200,000 new jobs and a new town in the north of the territory for up to 350,000 residents and 215,000 jobs.
3. Three axes – a Western Economic Corridor focusing on access to the port and airport, an eastern knowledge and technology corridor focusing on existing tertiary, knowledge and hi-tech industry, and a Northern Economic Belt focusing on the last remaining holdings of undeveloped land for logistics, warehousing and research.



Figure 6:

Hong Kong Conceptual Spatial Framework





-  Draft Boundary of the Proposed Marine Park for the IWMF Phase 1 (subject to amendment)
-  Existing Built-up Area
-  Existing Conservation Area

-  Major Committed / Under Planning Land Supply*
-  Proposed Country Park
-  Existing Transport Network

-  Railway Projects under Construction / Planning (indicative alignment)
-  Road Projects under Construction / Planning (indicative alignment)

Note: Boundaries of the land supply sites and alignments of the transport links under planning are indicative only.

The Singapore approach

Singapore's strategy to achieve policy priorities differs from other models. Much more significant decision making powers rest with Singaporean government agencies than in most other systems. The state holds full responsibility for the city's growth and development, owning over 80 per cent of all land and providing over 80 per cent of all housing.¹⁹ It runs the water network, the transport system, the education system and the health system, among other services.

Outcomes in the Singaporean system are "inverted". Rather than being set at the top, in order to guide lower level decisions, outcomes are informed from below because implementation is managed from above. Singaporean officials engage the public to understand what they want across each public service area and this feedback is aligned with organisational missions to create the equivalent of outcomes.

Most notably, and importantly given extreme land constraints in the island state, are the outcomes of the city's Master Plan.²⁰ The Master Plan is a statutory land use plan designed to ensure that growth is accommodated and services provided over a 10-15 year horizon. It is developed by the Urban Redevelopment Authority (URA), which is an agency of the Ministry of National Development.

The Ministry of National Development has a vision of Singapore as 'An endearing home, a distinctive global city.' The URA engages the public to understand what kind of city people want, including across key services like housing (which is overwhelmingly publicly provided) and transport. That feedback is overlaid with the Ministry's vision to produce the five themes of the Master Plan:

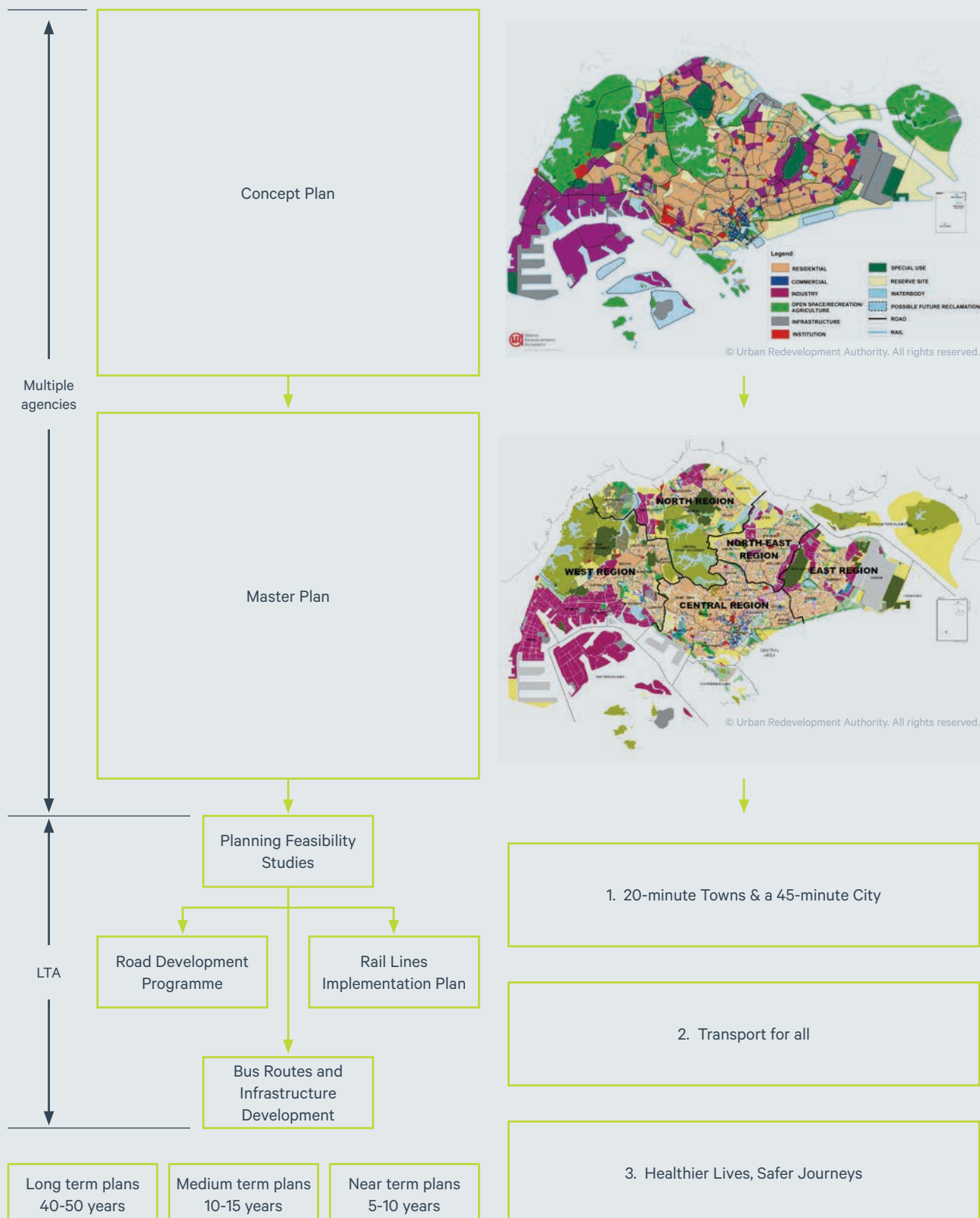
- Liveable and inclusive communities
- Local hubs, global gateways
- Rejuvenating familiar places
- A sustainable and resilient city of the future
- Convenient and sustainable mobility

Without the need to share infrastructure funding responsibilities with other levels of government and with little private land development, there is no conventional role for a national infrastructure investment plan. Responsible government departments deliver projects needed to support land use and services according to the Master Plan. Tangible, measurable indicators such as travel demand, population growth and occupancy rates determine the exact timing and form of investment.



Figure 7:

Singapore's Integrated Planning and Transport System



The international outcomes-based model

Scotland, Ireland and Hong Kong all express national strategic priorities spatially and use infrastructure investment to integrate, align and implement outcomes.

The approach is nuanced for each jurisdiction. In Scotland, infrastructure investment guided by an economic strategy drives spatial development. In Ireland and Hong Kong, future growth patterns inform infrastructure needs. In Hong Kong, there is no materially significant lower level of government. In Ireland and Scotland, much land use planning is devolved down to local government.

But in each case, the overall strategy to take the three outcomes-based jurisdictions from where they are today to where they want to be in the future has at its heart a coordinated, long-term spatial planning and investment framework. Governments understand what they want to achieve, assess what is required to get them there and fund the necessary investments. All three governments are investing materially more in infrastructure than the New Zealand Government.

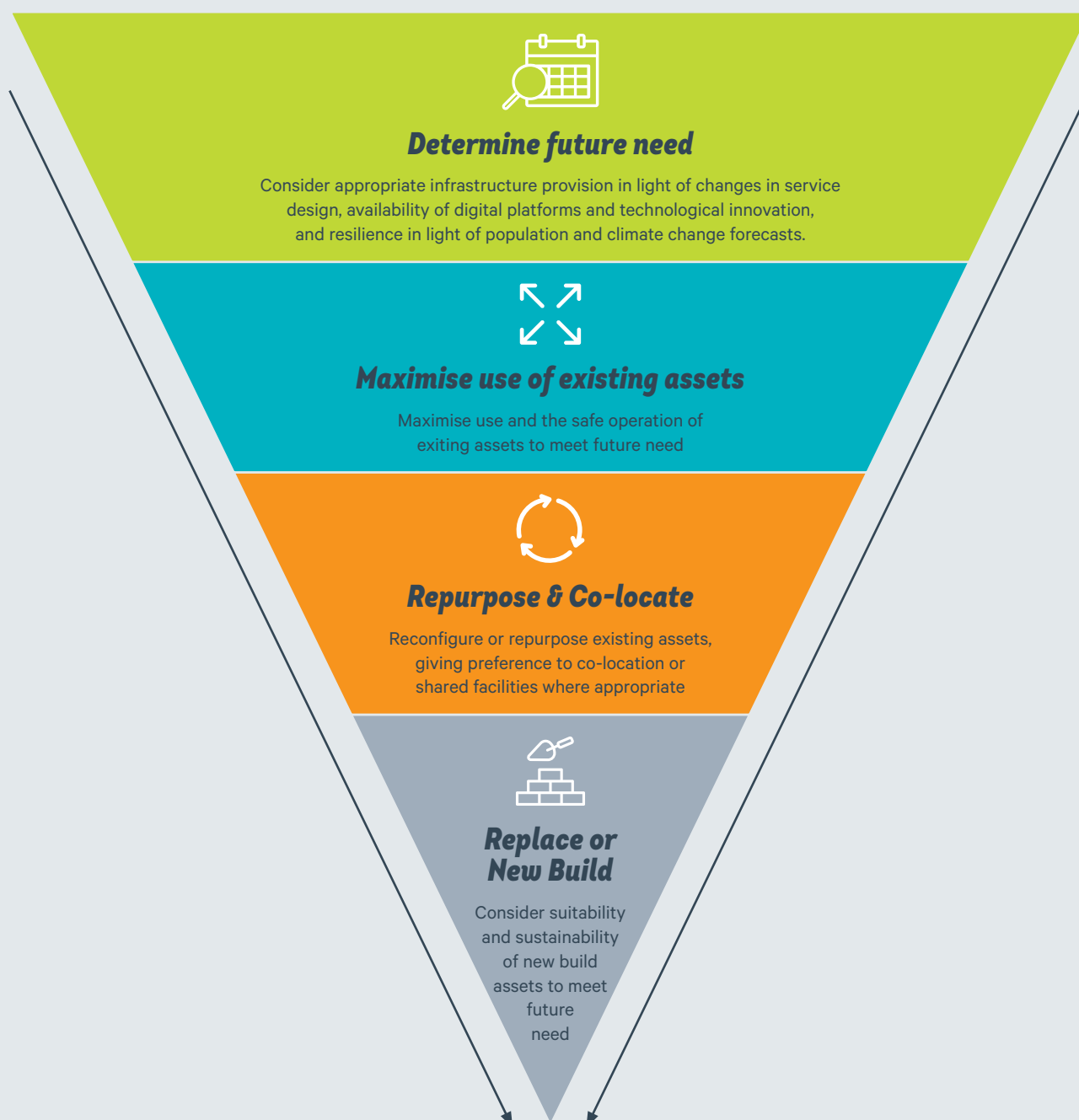
This approach helps to overcome key barriers to achieving outcomes:

1. It enables authorities to leverage and channel inherently public responsibilities in planning and infrastructure to influence wider public and private decisions.
 - Scotland, Ireland and Hong Kong each use strategic investment and planning to unlock land development opportunities which support the spatial strategy needed to achieve public outcomes and wellbeing.
2. It brings decisions concerning the economy, society and environment together into a connected framework, trading off different priorities through early planning.
 - Spatial and investment decisions across each system target economic, social and environmental outcomes and outputs, balancing the need to grow with the need to share and the need to sustain.
3. It forces a long term view to be taken, consistent with the time period needed to achieve desired outcomes.
 - All three spatial strategies look out at least 20 years, providing a long term view of not just the investments which are required but the skills, land and wider societal resources.
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5. It strengthens the evidence base, helping to depoliticise planning and investment decisions.
 - Integrating spatial and infrastructure planning provides the evidence base both for infrastructure and for development decisions.

The physical nature of spatial planning and investment does not capture all outcomes. However, almost all outcomes do depend on one or more physical activities, without which they cannot be achieved. The approach of the three outcomes-based nations does not guarantee that outcomes will be achieved, but it does guarantee that at least they have a chance.

Figure 8:

Scotland's investment hierarchy



New Zealand has an outcomes-based aspiration – not an outcomes-based model

The three governance models in Scotland, Ireland and Hong Kong provide two clear and overriding lessons for New Zealand. First, to achieve high level strategic outcomes, these must be clearly articulated so that everyone knows what the goal is. Second, the means to achieve the outcomes is to integrate spatial strategy and investment to create the pathway necessary for their achievement.

This is not an approach used in New Zealand.

1. We are not clear what we are trying to achieve

Nowhere in official New Zealand documentation are the priority overarching outcomes for the Government specified and articulated. There is no peak document or strategy to guide wider government decision making. Instead, priorities have to be communicated directly to senior civil servants or through other mediums like public speeches. Priorities can evolve over three year cycles and between Ministers of Government, reducing the clarity of direction for the public service, local government and wider society.

Treasury has recently developed the Living Standards Framework. It represents Treasury's perspective on wellbeing and is based on work from the OECD. It identifies 12 "domains" – or outcomes – of wellbeing, as well as risk and resilience, and the four "capitals" which need to be sustained for long term wellbeing.

The Living Standards Framework is a major step towards identifying priority outcomes. However, it is a framework for thinking about wellbeing, not a vision or set of priority outcomes. Treasury has developed the framework for the Government. The Government has yet to develop its view of how New Zealand should prioritise the sometimes competing outcomes included in the framework.

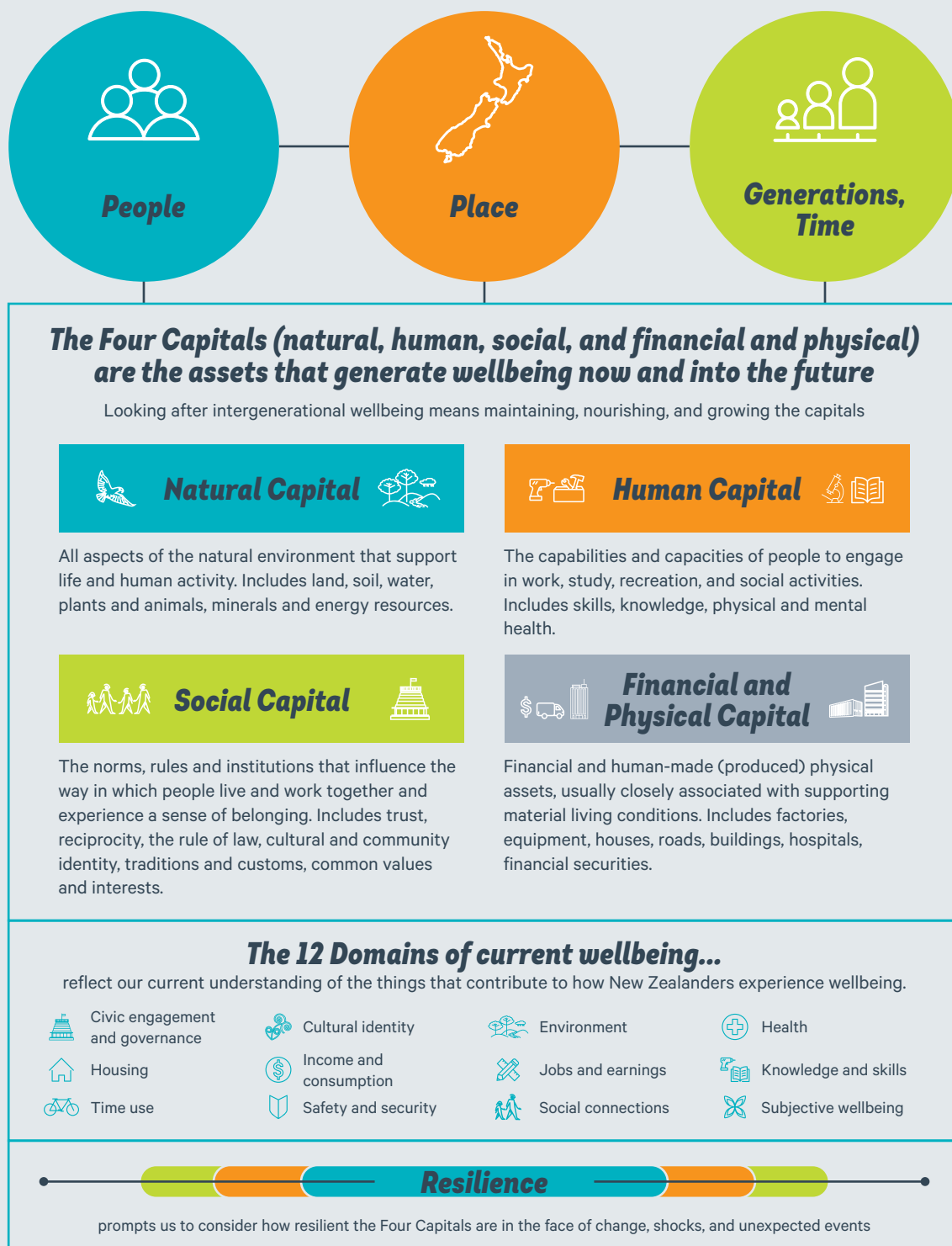
The framework has been supported by a dashboard of key indicators. This too is a major step forward as it initiates the measurement of performance across the key outcomes Treasury believes underpin society. Again however, indicators are not prioritised and nor is there an overlay which defines success.

Figure 9:

Treasury's Living Standards Framework²¹

Distribution

Our work is focussed on promoting higher living standards and greater intergenerational wellbeing for New Zealanders. These require the country's Four Capitals – human, social, natural and financial/physical – to each be strong in their own right and to work well together.



When we are clear what we want, performance is still weak

While it is true that the Government has not articulated a set of high level strategic outcomes for the country in the same way Scotland, Ireland and Hong Kong have, it is not true that there are no outcomes at all. In transport, for example, the New Zealand Government has long identified the key outcomes it expects from the transport system. The 2012 Government Policy Statement on Land Transport (GPS) identified 7 “goals” the Government considered would achieve its vision. The 2021 GPS identifies five outcomes:

Figure 10:

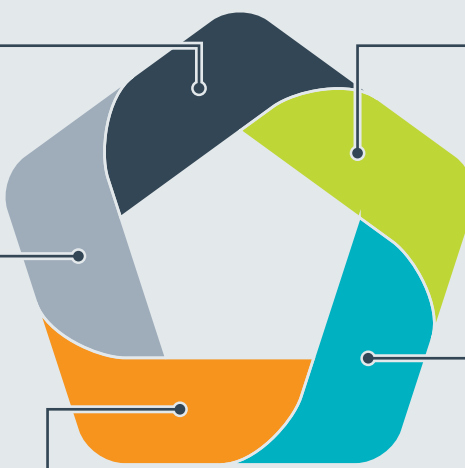
Transport outcomes framework of the 2021-2030 GPS

Inclusive access

Enabling all people to participate in society through access to social and economic opportunities, such as work, education, and healthcare.

Economic prosperity

Supporting economic activity via local, regional, and international connections, with efficient movements of people and products.



Resilience and security

Minimising and managing the risks from natural and human-made hazards, anticipating and adapting to emerging threats, and recovering effectively from disruptive events.

Healthy and safe people

Protecting people from transport-related injuries and harmful pollution, and making active travel an attractive option.

Environmental sustainability

Transitioning to net zero carbon emissions, and maintaining or improving biodiversity, water quality, and air quality.

Outcomes have also been a strong and stable component of local government policy development. In fact, identification of community outcomes in a Long Term Plan is a statutory requirement under the Local Government Act 2002.²² Auckland's long term spatial strategy, the Auckland Plan, itself identifies six outcomes to achieve the region's vision. Each outcome is supported by several Directions and Focus Areas, providing comparable high level guidance as seen in the outcome-oriented nations.²³

Yet, in spite of experience with outcomes approaches, New Zealand's transport and local government systems perform poorly. More people die on New Zealand roads than in most OECD countries, they spend more time in congestion, they pay more to move around and it is widely agreed that lack of transport investment is contributing to the housing crisis.²⁴

Local government, meanwhile, achieved a reputational score of 28/100 in the last Local Government New Zealand survey of performance.²⁵ Survey respondents rated local government performance at 27 per cent and leadership at 26 per cent. New Zealand is not achieving the outcomes it sets.

2. We have no strategy to achieve outcomes

What New Zealand lacks is a pathway.

There is no national spatial or economic strategy to understand what infrastructure services are required where or when to achieve national outcomes. The independent New Zealand Infrastructure Commission / Te Waihanga (Infracom) has been charged with developing a national infrastructure strategy. That strategy commits Infracom to identifying the priorities for infrastructure for the next 30 years. However, without confirmed outcomes or a higher level economic or spatial strategy, there is a risk that Infracom identifies priorities for a materially different vision of New Zealand than the Government. Alignment of investment and strategy will remain a challenge.

Legislation that repealed and replaced the State Sector Act 1988 with the Public Service Act 2020 will strengthen cross-departmental interoperability and cooperation. Likewise, direction provided to Crown and local government entities to promote wellbeing will assist with the “what?” and the “why?” guiding these organisations.

But these responses do not provide the “how?” There remains no overarching framework to integrate, align and guide public services, policies, investments and wider activities towards shared outcomes.

Ireland’s pathway to achieving rural wellbeing

Ireland has identified Strengthening Rural Economies and Communities as National Strategic Outcome 3. In response:

- The National Planning Framework is preparing for a greater share of future population growth outside of Dublin.
 - Planning is underway to ensure sufficient land for development is available.
- The National Development Plan 2018-2027 has identified Rural Development as a Strategic Investment Priority.
 - €8.8 billion have been allocated to supporting traditional pillars of the rural economy and emerging sectors, including:
 - €1 billion Rural Regeneration and Redevelopment fund to enable rural towns and villages to grow.
 - €4.5 billion for rural and regional roads
 - National Broadband Plan to deliver high speed digital connectivity to more than 90 per cent of premises nationwide.
 - Supporting investment in regional economic activities, including tourism, the marine and agri-sector, forestry and research.
 - Cultural investment, including into Irish language revival.

**The Queensferry Crossing
(Forth Replacement
Crossing), between
Edinburgh and Fife, nearing
completion in 2016. The
project was prioritised
in the 2009 Strategic
Transport Projects Review.**





Transport planning in Scotland

Project planning in Scotland is often more strategic and depoliticised than typically seen in New Zealand.

In 2006, the Government published a National Transport Strategy²⁶, which was aligned with an overall Government vision. The strategy outlined 3 key strategic outcomes: improve journey times and connections; reduce emissions; and improve quality, accessibility and affordability.

In 2009, a Strategic Transport Projects Review brought together the National Transport Strategy, the Government Economic Strategy and the National Planning Framework to prioritise projects which promoted economic, spatial and transport outcomes.²⁷ Projects were prioritised if they were:

- “Consistent with meeting national Strategic Objectives and wider Scottish Government policy;
- Strategic in nature (e.g. meeting national rather than local needs);
- Assessed as providing the most effective and economic means of addressing identified strategic transport issues;
- Assessed to be feasible, deliverable and offering value for money, so far as it is practical to state; and
- Deliverable by, or require significant support from, the Scottish Government.”²⁸

The Strategic Transport Projects Review was immediately subjected to a Strategic Environmental Assessment.

The Review identified numerous projects and programmes of work – 5 oriented around maintenance and safety, 8 for better use of existing infrastructure, and 16 targeted infrastructure improvements. These projects were then prioritised by Government agencies in the knowledge that the funding and support for these projects was generally assured.²⁹ Many of these projects have since begun and some have reached completion.³⁰

The Scottish Government released a refreshed 20-year National Transport Strategy 2 in February 2020³¹ with an updated vision and is currently consulting on the accompanying Strategic Transport Projects Review 2.³²

Implementation barriers

If New Zealand wants to address longstanding issues and achieve wellbeing, it will need to develop an approach to get there. The strategy used in other systems is to identify and represent spatially strategic outcomes and promote achievement of this vision with enabling investment.

If New Zealand wants to follow an outcomes-based model, it will need to follow a similar path:

- The Government will need to identify the national strategic outcomes it wants to achieve.
- A high level national spatial strategy will be required which reflects these outcomes 'on the ground' looking out 20 or more years:
 - How many people, homes and jobs will there be and where do we expect them to be?
 - What nationally significant infrastructure is necessary to support that growth?
 - What infrastructure and protections are necessary to achieve desired outcomes?
- A National Infrastructure Strategy will be required to ensure that necessary infrastructure is funded, delivered and is fit for purpose.

However, New Zealand's institutional framework is not configured for such an approach. A number of major barriers will impede implementation of an outcomes-based model.



Our current planning system does not support an outcomes-based approach

However, the above approach and overall framework is not easily reconciled with the laws which govern strategic and land use planning in New Zealand. Two main barriers exist:

1. The key planning Act is not configured for outcomes

The Resource Management Act 1991 (RMA) sits at the heart of New Zealand's planning system and oversees land use regulations. It is designed to manage the effects of infrastructure, development and activities on the physical environment rather than to achieve positive economic, social, cultural and environmental outcomes.

The focus on effects is not merely a commitment in principle, it is engrained into the processes of planning. The RMA establishes a national hierarchy of documents focused on managing, mitigating and avoiding effects on the physical environment. It does not establish a national hierarchy of documents designed to deliver the physical environment necessary to achieve outcomes at national, regional and local levels.

There is no mechanism in the RMA for the Government to develop national outcomes for implementation at the regional or lower level. The RMA provides for National Policy Statements and National Environmental Standards to guide local authorities, plans and decisions. These are regulatory instruments, however, not strategic planning instruments. They are to state objectives and policies necessary to promoting the sustainable management of natural and physical resources, rather than to anticipate and respond to growth, opportunity and need.

The recent review of the resource management system by the Resource Management Review Panel identified 12 reasons why the RMA-led system has not performed. Half either directly cite outcome-failure or highlight impediments to the achievement of outcomes, including:

- Lack of recognition of the benefits of urban development
- A focus on managing the effects of resource use rather than on planning to achieve outcomes
- A bias towards the status quo
- Lack of effective integration across the resource management system
- Capability and capacity challenges in central and local government
- Weak accountability for outcomes and lack of effective monitoring and oversight

The focus on effects has meant that outcomes represented in other statute, including the Local Government Act 2002 (LGA) and the Land Transport Management Act 2005 (LTMA), are deprioritised. The specific rules, regulations and prescriptions in the RMA take precedence over the more general aspirations of wider planning legislation. Thus, even with outcomes-identification in other statute, New Zealand's ability to achieve outcomes is severely impeded.

2. Infrastructure investment and planning are misaligned

The second major barrier is the disjoint between planning responsibilities and infrastructure investment. The great majority of planning responsibilities in New Zealand have been devolved to local government, while the great majority of funding powers remain with central government. On one hand, this has left central government poorly positioned to think strategically and long term. On the other, local government does plan longer term, but is unable to fund strategic aspirations.

In the three outcomes-based systems of Scotland, Ireland and Hong Kong, central government retains strategic and spatial planning powers. This allows the governments to integrate planning and investment. In the case of Scotland and Ireland, where local authorities retain significant local planning powers, this allows central government to shape lower level plans.

In other countries not oriented to outcomes, including the federal systems, both planning and funding capabilities are devolved. This transfers the responsibility and the power to integrate spatial planning and investment. Federal investment support, monitoring and competition between states helps support non-specified outcomes.

New Zealand observes neither approach. Central government currently has no clear vehicle to strategically plan and use this planning to guide local authorities. Local government has no substantive ability to implement strategic plans without central government funding support. The different roles and resources mean local and central government have fundamentally different incentives driving their priorities and decisions.

The “vertical” separation of planning from funding across different levels of government is exacerbated by “horizontal” separation. Transport funding is heavily linked to the objectives of the LTMA, rather than achieving national outcomes. Local government funding is linked to the LGA and local community priorities.

Major network infrastructure, meanwhile, particularly electricity transmission and fixed telecommunication networks, are commercially driven but regulated by the Commerce Commission. And where the Commission regulates prices, they are rarely based on the cost of services to achieve national outcomes, and rather are aimed at reducing consumer costs and preventing the risk of excessive profits. In all cases, silos, institutional barriers and legislative architecture impede the flow of investment to strategic priorities.



Proposed resource management reforms will not enable an outcomes-based model

Barriers to outcomes achievement as well as planning and funding alignment issues have been extensively documented.³³ Improvements have already been made and further reform is underway. However, changes to date do not yet provide the clarity of vision seen in the outcomes-based models overseas, nor do they provide for the necessary degree of spatial and investment planning integration.

The Resource Management Review Panel (the Panel) has put forward a wide-ranging series of recommendations to address outcomes and other more detailed issues with New Zealand's resource management system, including:

- The shift to delivering outcomes within a spatial planning context moving the agenda away from a focus on negative effects
- Emphasis on long term strategy through the development 30-year spatial strategies under the SPA
- The requirement for partnership between the Crown, regional and local government and iwi potentially promoting alignment and reducing ongoing dispute
- The obligation on central government to become an active player in national and regional planning and the statutory requirement to set national direction
- Consolidation of regional policies and district plans into 14 combined regional plans
- Increased use of economic instruments, levies fees and prices (including road pricing) in the allocation of resources which will also bolster income to relevant authorities



However, the Panel's report was conceived to improve resource management and tackle known system issues. It was not conceived to review the Government's approach to achieving national outcomes. Resource management was approached as a distinct activity of government in need of improvement; it needed to be reviewed as an instrument of the Government's wellbeing agenda.

When considered as a mechanism of policy and a critical tool to promote outcomes and wellbeing, the Resource Management Review Panel's recommendations create several issues:

Competing outcomes

The Panel made clear findings which noted the failure of the existing system to achieve outcomes. It proposed addressing the problem with a “Strategic Planning Act” (SPA) overlay onto more traditional resource management under a “Natural and Built Environment Act” (NBEA).

The SPA is consistent with strategic planning frameworks internationally, focusing on the achievement of economic, social and environmental wellbeing (as well as cultural wellbeing). It would, under the Panel’s proposals, require spatial planning and would seek to integrate the NBEA, LGA, LTMA and the Climate Change Response Act 2002 (CCRA).

However, the panel also proposed that outcomes be included in NBEA legislation. Some 21 outcomes were proposed. Many of these directly conflict in practice, as the need to provide for urban growth intersects with the need to protect natural, rural and cultural assets. Councils, planners and courts would be required to clarify the intent of the Act, potentially retaining a complex legal process where strategic priorities are considered alongside other outcomes.

The Government and other authorities seeking to achieve policy would under this approach encounter potentially bigger barriers than today. Not only would the effects of strategically planned and aligned plans and projects need to pass through the NBEA, but they would need to demonstrate they were contributing to contrasting outcomes.

Strategic and land use planning remain misaligned

Underlying the potential conflict of outcomes in different planning legislation is the fact that planning legislation is separated in the first instance. The Panel proposed that land use planning should remain under the NBEA while strategic and spatial planning should be managed under the SPA.

The separation will require that NBEA plans are geared to promote NBEA outcomes, while SPA plans will be designed to promote SPA outcomes. Although the SPA is designed to bring not just the plans of these two proposed Acts together, but also the LGA, LTMA and CCRA, it is difficult to see how this could occur in practice.

The risk is that the SPA becomes less a tool to effect national and regional strategic direction than an umbrella Act to reconcile competing outcomes across four other planning Acts. An SPA equivalent may be required to do this, but in so doing it would no longer be a tool to integrate spatial strategy with investment and effect Government outcomes and wellbeing.



Investment remains separate from planning

A final key barrier to achieving an outcomes-based model is that funding resources under the Panel's proposal remain separated from both strategic and land use planning.

The Panel introduced the concept of implementation agreements between central and local government. However, without significant further reform, the same issues that currently impede the achievement of policy described above could still then exist under the proposed system, specifically:

- The priorities of the LGA and LTMA would not necessarily be aligned with the priorities of the SPA, leading to aspirational plans without delivery.
- The incentives of the leading implementation agencies under the LGA and LTMA would continue to favour priorities independent of national strategic direction; councils would continue to be guided by ratepayers and NZTA by its independent mandate.

The recent establishment of the New Zealand Infrastructure Commission – Te Waihanga and anticipated delivery of an infrastructure strategy in late 2021 will improve both national direction and integration of investment with strategic and spatial priorities. The strategy will provide a long term view of infrastructure needs and help bridge the divide between strategic plans and investment.

However, there remains no clear Government direction to ensure that it is a strategy which achieves Government priorities. There is no economic strategy, such as applied in Scotland, nor a national spatial strategy, as applied in Ireland and Hong Kong, to inform Infracom's planning. There is not even a clear list of the outcomes that the Government has for New Zealand. This creates a risk that the strategy is misaligned with the Government's vision for New Zealand.

Furthermore, even if the Government agrees with Infracom's strategy, there is no strict link to implementation. There is no obligation on the Government to fund national projects or on local government to fund local projects necessary to deliver the strategy. Critical funding resources for transport and local government will remain guided by their own statute (the LTMA and LGA), and overseen by their own entities: NZTA and local authorities. Both have independence from Crown investment decision making, meaning their ability to support national outcomes requires legislative reform.

There is also no requirement that land use planning be consistent with the infrastructure strategy or that infrastructure investment enable desired land use outcomes. Infracom will thus be required to make assumptions around eventual land use changes to optimise investments, which may never evolve. Equally, it will have to make assumptions around funding commitment for related projects which also may not occur.



The call for more outcomes seems to have been largely driven by a concern that the Act does not provide enough guidance on managing the built environment. The concern is a valid one that the late Barry Rae summarised in these terms:

“The bottom line is that the RMA requires adverse effects to be avoided, remedied or mitigated irrespective of the benefits of the proposed development. This is understandable in respect of the natural environment, but is totally at odds with the reality of the built environment. ... The management of current complex urban growth, intensification and restructuring ... cannot be left simply to the avoidance, remediation and mitigation of adverse effects on the existing environment.”

I agree with that. And the Review Panel has echoed that sentiment in drawing a distinction between natural and built environments. These are settings in which some quite distinct social and economic forces are playing out and it makes sense not to try to force them all into the same legal and procedural blender.

But while I largely agree with this aspect of its diagnosis, I am unconvinced that the Review Panel has solved the problem. Its attempt to focus on outcomes builds on a tendency to legislate for outcomes whether or not they lend themselves to legislative solution.

Parliamentary Commissioner for the Environment, RMLA Salmon Lecture 2020



Scottish and Irish planning integration

Scotland and Ireland both possess dedicated planning statute to guide the development of land. As in New Zealand, local authorities retain principal responsibility for planning and statute sets out how local planning should align with national requirements.

Scotland

Scotland is currently reviewing its planning system. New primary legislation was passed in 2019 with the Planning (Scotland) Act 2019. Like New Zealand, the intent is to deliver stronger integration of planning, but unlike in New Zealand there is no intention to combine planning with environmental protection statute.

The new Act will amalgamate the National Planning Framework spatial strategy with Scottish Planning Policy, which is the Scottish Government's policy statement on how nationally important land use matters should be addressed across the country. The new arrangements are designed to help address climate change and deliver more inclusive growth.

The purpose of the Act is "to make provision about how land is developed and used." The purpose of planning is "to manage the development and use of land in the long term public interest."

Ireland

The Planning and Development Act 2000 is Ireland's primary planning legislation. Consistent with the Scottish approach, planning is separate from environmental protection statute and focuses on managing the development of land.

The Department of Housing, Local Government and Heritage, which oversees the Irish planning system, provides the following overview of what the Act covers:³³

- It sets out the detail of regional planning guidelines, development plans and local area plans.
- It explains how Ministerial Guidelines work.
- It sets out how the process of applying for and obtaining planning permission works.
- It contains special requirements for protected structures, conservation areas and areas of special planning control.
- It explains the relationship between planning and social housing supply.
- It sets out Ireland's planning appeals and enforcement processes.
- It describes Strategic Development Zones and Environmental Impact Assessment.
- It clarifies how a range of particular planning processes, including for State development, operates.
- Basically, if it needs planning permission, this Act outlines how. If it doesn't need planning permission, this Act explains why.

Conclusion

The focus of successive New Zealand Governments on processes, budgets and other inputs and outputs has led to a lack of strategic planning and investment. Without the infrastructure and development necessary for wider outcomes – physical and non-physical – to be achieved, the outcomes New Zealanders expect have not been achieved.

The new focus on outcomes combined with strengthened strategic capability inside the New Zealand Infrastructure Commission and planning reform are improvements. But they are not sufficient.

To achieve outcomes and promote national wellbeing, the Government will have to do more than just aspire to achieve outcomes. It will have to implement a new model of thinking, decision making and acting. If it does not, the institutions, laws and settings which are designed to effect an input-oriented system will impede Government direction.

The experience of governments which do target outcomes indicates that New Zealand will need to take three high level actions:

1. It will have to articulate the outcomes it wants to promote.
2. It will have to integrate spatial planning and investment to create the physical environment within which outcomes can be achieved.
3. It will have to ensure that planned investments receive funding in accordance with the strategy.

Articulation of outcomes is needed to clarify priorities and align wider public and private decision making. Integrated spatial planning and investment is needed because both activities are publicly provided, giving authorities the ability to control performance, and together force integration of public services.

The detailed implementation of these two high level actions differs across systems. Scotland's infrastructure investment plan guides spatial

strategy, for example, while in Ireland spatial strategy guides investment planning. This suggests that New Zealand too can develop its own approach.

The establishment of the New Zealand Infrastructure Commission/Te Waihanga and its statutory requirement to deliver a national infrastructure strategy provide New Zealand with an opportunity to quickly transition to an outcomes-based model. With an agreed infrastructure strategy in place, the New Zealand Government can leverage financial resources to influence and integrate regional spatial strategies, similar to the Scottish model. Through leading investment, the Government can promote policy objectives even before wider resource management reforms take effect.

Any such an approach will require rapid development of a series of National Strategic Outcomes to guide Infracom's strategy. Without both Infracom and government generally knowing what to prioritise, there is both a high risk of misalignment and of watered-down plans which everyone can agree on but which do not achieve their objective.

A confirmed infrastructure strategy led by Government strategic priorities and supported by a committed project pipeline will enable New Zealand to pivot effectively to a new outcomes-based model. But these are not the only actions that will be required.

Comprehensive resource management reforms will need to be completed. Strategic and land use planning and investment need to be integrated in the form of spatial plans so that regulatory plans enable implementation of the strategy and national, regional and local investment give effect to the plans.

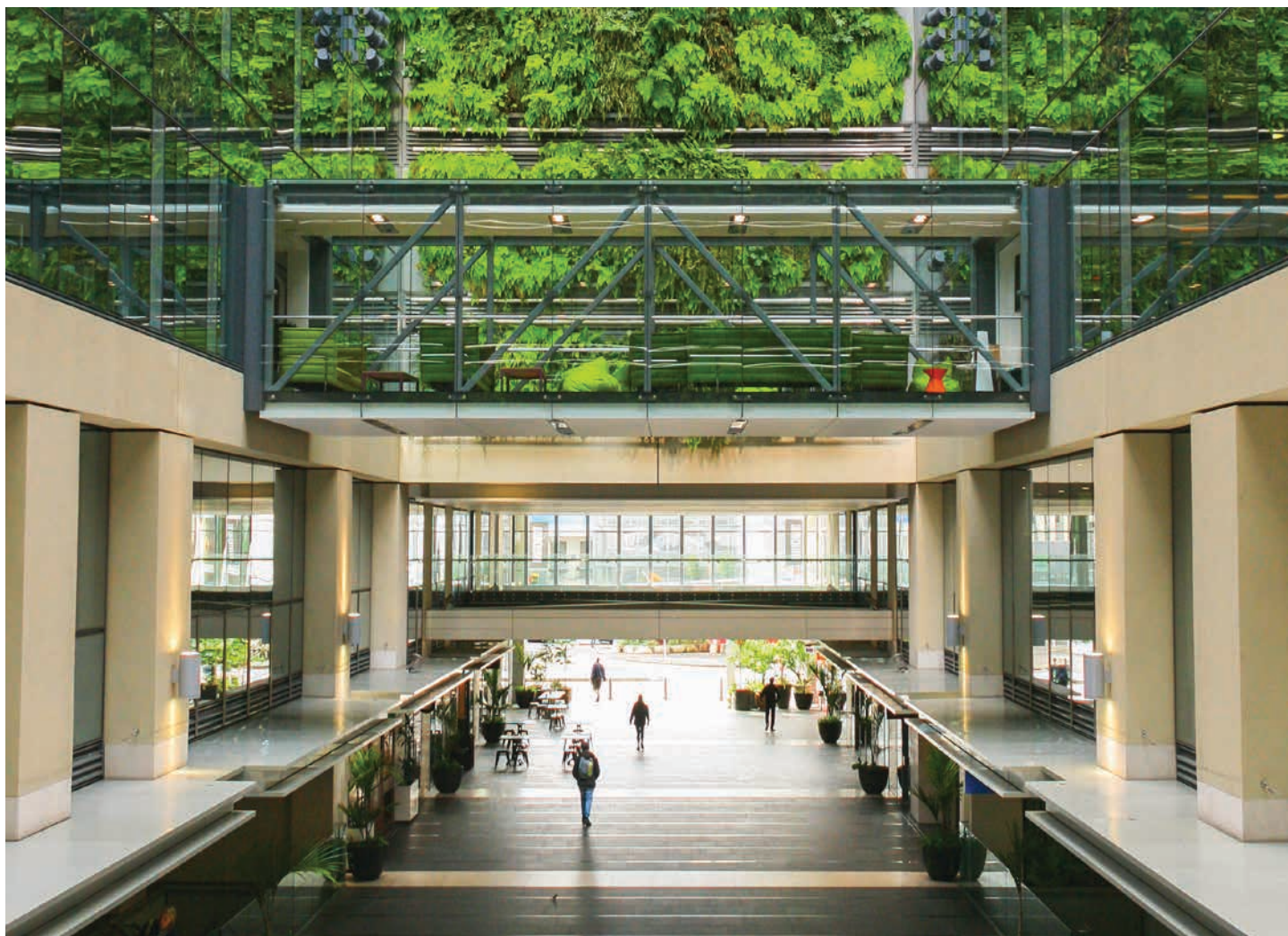
Infrastructure funding and governance reform will also be necessary. To resource outcomes-based plans and ensure responsible authorities are incentivised and have the capacity and capability to deliver, changes to the structures of government and roles of organisations is required. Recommendations for these changes are set out in Infrastructure New Zealand's 2019 **Building Regions** report.

Recommendations

To shift New Zealand to a system of government which not only aspires to but achieves outcomes and wellbeing, the Government should:

1. Urgently develop a set of National Strategic Outcomes which collectively represent the Government's vision for wellbeing.
2. Direct the New Zealand Infrastructure Commission / Te Waihanga to develop its infrastructure strategy with a view to enabling the National Strategic Outcomes.
3. Complete reform of resource management statute, bringing together strategic and land use planning and developing dedicated environmental protection statute.

These three key recommendations will create the strategic framework necessary to achieve outcomes. But, to ensure implementation, a wider series of reforms to funding and governance, as described in Infrastructure New Zealand's 2019 Building Regions report, will also be required.



Endnotes

- 1 For an in depth look at New Zealand's comparatively weak economic, social and environmental performance, see: OECD (2019) Economic Survey of New Zealand. Available at: <http://www.oecd.org/economy/new-zealand-economic-snapshot/>
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- 4 Scottish Community Safety Network (2018) Briefing Paper: National Performance Framework. Available at: <http://www.safercommunitiesscotland.org/new-briefing-paper-national-performance-framework/>
- 5 The 11 outcomes of the Scottish National Performance Framework, together with the purpose of the Scottish Government and values, https://nationalperformance.gov.scot/sites/default/files/documents/NPF_A4_Booklet.pdf
- 6 The Scottish Government, Ambition. Opportunity. Place: Scotland's Third National Planning Framework.
- 7 Project Ireland 2040, National Planning Framework, <https://assets.gov.ie/7338/31f2c0e4ba744fd290206ac0da35f747.pdf>
- 8 Project Ireland 2040, National Development Plan 2018-2027, <https://www.gov.ie/pdf/?file=https://assets.gov.ie/37937/12baa8fe0dcb43a78122fb316dc51277.pdf#page=null>
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- 10 Although part of China, the Hong Kong Government retains full independence over planning, taxation and spending in the special autonomous region.
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- 12 The Scottish Government (2014) Ambition, Opportunity, Place: Scotland's Third National Planning Framework. Available at: <https://www.gov.scot/publications/national-planning-framework-3/>
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- 18 Hong Kong 2030+
- 19 Singapore Housing and Development Board, <https://www.hdb.gov.sg/cs/infoweb/about-us/our-role>
- 20 Urban Redevelopment Authority, Master Plan, <https://www.ur.gov.sg/Corporate/Planning/Master-Plan>
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- 24 See, for example, Infrastructure New Zealand, Building Regions, 2019; and Infrastructure New Zealand, Enabling City Growth: Lessons from the USA, 2018.
- 25 Local Government New Zealand (2017), New Zealand Local Government Survey. Available at: <https://www.lgnz.co.nz/assets/Uploads/d3464622d1/44474-LGNZ-Reputation-Report-2017-FINAL.pdf>
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- 27 <https://www.transport.gov.scot/media/26366/j11260a.pdf>
- 28 <https://www.transport.gov.scot/media/26366/j11260a.pdf>
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- 30 <https://www.transport.gov.scot/projects/>
- 31 <https://www.transport.gov.scot/our-approach/national-transport-strategy/>
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