BETTER PUBLIC SERVICES RESULTS: TARGETS AND PUBLIC COMMUNICATION

Purpose

1. This paper asks Cabinet to approve a set of targets for the Better Public Services (BPS) results and to agree how they will be communicated publicly.

Background

2. On 13 February 2012, Cabinet [CAB Min (12) 4/1]:
   • agreed that the Government commit to delivering a set of ten Better Public Services results;
   • agreed that specific five year targets be developed for the Better Public Services results, to be released publicly following Cabinet consideration;
   • invited the Minister of Finance and the Minister of State Services to report on the final proposed five year targets to the relevant Cabinet committees by 30 June 2012;
   • agreed to regular public reporting on progress towards achieving the Better Public Services results; and
   • invited the State Sector Reform Ministerial Group to report to Cabinet in May 2012 on the details for the public communication of results.

3. The Prime Minister agreed responsible Ministers for the Better Public Services results in February [CAB Min (12) 5/18] and announced the results publicly on 15 March. That announcement included the commitment to publish specific and measurable targets for each result by the end of June 2012.

4. The targets for early childhood education, NCEA level 2 and re-offending that were available for early announcement have been embedded in recent communication initiatives (e.g. the Budget) to build momentum in the state sector reform programme.
Comment

Purpose of Setting Targets

5. BPS results were chosen for their importance to citizens and businesses. They are designed to strengthen public accountability and signal our commitment to transform performance in areas that matter most to New Zealanders.

6. Setting specific and measurable targets for the BPS results will:
   - reinforce the Government’s commitment to a new results-driven approach;
   - demonstrate our high expectations for public services;
   - spur innovation and encourage the adoption of new approaches; and
   - accelerate the pace of state sector reform.

7. The targets proposed in this paper are not easy. They will be difficult to achieve in full, which is consistent with our high expectations and desire to lift public service performance. Both individually and collectively, the BPS targets challenge Departments and contributing agencies to deliver substantial progress by refocusing and reshaping public services.

8. In addition, we want to position the BPS results high in the public consciousness so that New Zealanders can grasp our ambitious vision for better public services and hold us to account for performance achieved.

9. Where interim measures need to be changed at a later stage (e.g. the interim youth crime rate measure), responsible Ministers will ensure replacement performance measures are of higher quality and associated targets maintain a very high degree of stretch.

Targets for BPS Results

10. The targets (in bold) proposed by responsible Ministers for the BPS results:

    Reducing Long-term Welfare Dependence

    1. Reduce the number of people who have been on a working age benefit for more than 12 months
        - Reduce the number of people receiving those working-age benefits, which will become the new Job Seeker Support, for more than 12 months, by 30 per cent – from 78,000 to 55,000 by 2017

    Supporting Vulnerable Children

    2. Increase participation in early childhood education
        - In 2016, 98 per cent of children starting school will have participated in quality early childhood education
3 Increase infant immunisation rates and reduce the incidence of rheumatic fever
   - Increase infant immunisation rates to achieve and maintain 95 per cent coverage of eight-month-olds fully immunised with the scheduled vaccinations by 2017
   - Reduce the incidence of rheumatic fever by two-thirds to 1.4 cases per 100,000 people by June 2017

4 Reduce the number of assaults on children
   - By 2017, halt the 10-year rise in children experiencing physical abuse and reduce current numbers by 5 per cent

Boosting Skills and Employment
5 Increase the proportion of 18-year-olds with NCEA level 2 or equivalent qualification
   - In 2017, 85 per cent of 18-year-olds will have achieved NCEA Level 2 or an equivalent qualification

6 Increase the proportion of 25 to 34-year-olds with advanced trade qualifications, diplomas and degrees (at level 4 or above)
   - In 2017, 55 per cent of 25 to 34-year-olds will have a qualification at level 4 or above

Reducing Crime
7 Reduce the rates of total crime, violent crime and youth crime
   - Reduce the crime rate by 15 per cent by 2017
   - Reduce the violent crime rate by 20 per cent by 2017
   - Reduce the youth crime rate by 5 per cent by 2017 (interim measure)

8 Reduce reoffending
   - Reduce the reoffending rate by 25 per cent by 2017

Improving Interaction with Government
9 New Zealand businesses have a one-stop online shop for all government advice and support they need to run and grow their business
   - Business costs from dealing with government will reduce by 25 per cent by 2017, through a year-on-year reduction in effort required to work with agencies
   - Government services to business will have similar key performance ratings as leading private sector firms by July 2017, and businesses will be able to contribute to this through an online feedback system from July 2013
10 New Zealanders can complete their transactions with the Government easily in a digital environment

- By 2017, an average of 70 per cent of New Zealanders’ most common transactions with government will be completed in a digital environment – up from 24 per cent currently.

11. Supporting information on the targets and measures, including any known data issues, is provided at Annex 1.

Why Publish Progress on Results?

12. Regular communication of progress in priority areas helps to engage citizens and businesses in the Government’s programme, providing a platform for greater citizen participation. Strengthening public accountability through the publication of progress on results will help chief executives and Ministers to focus agency resources, time and effort on driving results that matter most for New Zealanders.

13. Publication of performance information also addresses Cabinet’s expectations under the Declaration on Open and Transparent Government [CAB Min (11) 29/12 refers]. The Declaration directs all public service departments to commit to active release of high value public data.

Communicating Results

14. The communications and stakeholder engagement strategy established to support the Prime Minister’s Auckland Better Public Services speech (15 March) is the basis of ongoing communication around results. The aim is to ensure public servants, stakeholders and New Zealanders understand the purpose and benefits of state sector reform, including the introduction of the ten BPS results.

15. The BPS programme is using a combination of online and traditional media to communicate with the public and stakeholders. Going forward, our proposal is to use online channels as the principal means to convey information on results.

16. Public communication on the BPS results will:
   - signal our high expectations and the degree of ambition captured in the targets;
   - explain why the results are important to New Zealanders;
   - describe the headline actions being taken to achieve results;
   - detail the responsibilities of Ministers and lead chief executives; and
   - show how progress towards the targets will be measured.

17. The BPS webpage on the State Services Commission’s website is the recommended gateway for public access. It would be a central hub for summary information on results, with links to agency websites and data.govt.nz as appropriate for more detailed information, including underlying datasets. The BPS webpage would also provide links to managed social media channels.
18. We propose to publish result targets and headline actions on the BPS webpage immediately following Cabinet decisions. Result action plans, which are being developed by Departments and Ministries, will be released over the coming weeks.

Reporting Progress on Results

19. Responsible Ministers, together with lead chief executives, will be responsible for reporting progress for their results. We expect that responsible Ministers will announce progress through press releases with links to the BPS webpage. Lead chief executives will be responsible for updating the on-line content.

20. The Head of State Services, in discussion with the State Sector Reform Ministerial Group, will be responsible for the quality of consolidated information on results provided on the BPS webpage, ensuring it is provided in a manner that maximises its accessibility to the public and achieves a common ‘look and feel’.

21. The timing and frequency of published performance updates on BPS results will vary. In most cases, such updates will be triggered by existing processes, including the routine release of official statistics. Data releases are supported by quality assurance processes and release mechanisms (e.g. Tier 1 Principles and Protocols) that are the responsibility of the agencies supplying the data, including Statistics New Zealand. These processes are designed to provide public assurance about the reliability and accuracy of statistical information.

22. The data sources to be used for measuring progress against the targets, including any to which Tier 1 classifications apply, and their frequency of release are noted in Annex 2.\(^1\) Note that Statistics New Zealand is currently reviewing the list of Tier 1 statistics, and the framework for defining and managing Tier 1 statistics, and will be providing advice to Cabinet on that shortly (Cabinet paper due in July 2012).

23. We propose to update BPS results information in line with existing release processes and timetables. So, as soon as the relevant statistics are released they will be used to update the Better Public Services website, including knock-on updates to any commentary about the data. In addition, a yearly snapshot of all results will be released.

24. Communications about results will not be driven by performance data alone but will tell a richer story about what is happening in result areas. This broader story will be updated on a regular basis.

Longer-term Direction

25. The BPS website could be developed as a one-stop-shop for information on government performance, providing a platform to engage citizens and business in the Government’s programme. Greater transparency could help to focus agency resources, time and effort on driving results that matter most for New Zealanders.

\(^1\) Definition: Tier 1 statistics should be essential to government decision-making, be of high public interest, meet expectations of impartiality and statistical quality, require long-term data continuity, allow international comparability and meet international statistical obligations.
26. It would be possible, for example, to supplement the BPS material with information on the other three Government priority areas and other system performance information – for example, from the Performance Improvement Framework, Better Administration and Support Services and Kiwis Count. The longer-term direction might be towards a dedicated interactive website that allows citizen engagement with results on-line, as used effectively by some overseas administrations (for example, Virginia Performs).

Further Reporting to Cabinet on Results

27. On 13 February 2012, Cabinet invited the State Sector Reform Ministerial Group to report to Cabinet twice a year on results progress [CAB Min (12) 4/1]. The first such report, due in August, will focus on capability to deliver results, including lessons learned from the initial development phase around BPS results, action plans and targets.

28. As the ‘first cab off the rank’ from the BPS programme, the results work has crystallised certain issues that deserve further attention, including: result leadership; cross-agency behavioural change to achieve delivery; sector governance arrangements; role of central agencies; budget allocations and re-prioritisation; and measurement systems for tracking progress.

29. The Head of State Services will provide assurance to Ministers that these system-wide issues are fully understood and progressively worked through.

Consultation

30. This paper has been prepared by the State Services Commission. Result lead chief executives have been consulted in the preparation of this paper, along with the Treasury, Statistics New Zealand and the OAG. DPMC has been informed.

Financial Implications

31. Result Action Plans have been prepared on the assumption that for the current financial year the initial work to support each result is funded from re-prioritisation within baselines.

Human Rights

32. This work has no human rights implications.

Legislative Implications

33. There are no legislative implications.
Regulatory Impact Analysis

34. Regulatory impact analysis requirements do not apply.

Gender Implications

35. This work has no gender implications.

Disability Perspective

36. There are no disability implications.

Publicity

37. See the section on *Communicating Results* above.

Recommendations

38. We recommend that Cabinet:

1. **note** that on 13 February 2012 Cabinet [CAB Min (12) 4/1]:

   - agreed that the Government commit to delivering a set of ten Better Public Services results
   - agreed that specific five year targets be developed for the Better Public Services results, to be released publicly following Cabinet consideration
   - invited the Minister of Finance and the Minister of State Services to report on the final proposed five year targets to the relevant Cabinet committees by 30 June 2012
   - agreed to regular public reporting on progress towards achieving the Better Public Services results
   - invited the State Sector Reform Ministerial Group to report to Cabinet in May 2012 on the details for the public communication of results

2. **note** that responsible Ministers have proposed targets for the ten Better Public Services results

3. **agree** the following Better Public Services targets for public release:

   *Reducing Long-term Welfare Dependence*

   - Reduce the number of people receiving those working-age benefits, which will become the new Job Seeker Support, for more than 12 months, by 30 per cent – from 78,000 to 55,000 by 2017
Supporting Vulnerable Children

- In 2016, 98 per cent of children starting school will have participated in quality early childhood education
- Increase infant immunisation rates to achieve and maintain 95 per cent coverage of eight-month-olds fully immunised with the scheduled vaccinations by 2017
- Reduce the incidence of rheumatic fever by two-thirds to 1.4 cases per 100,000 people by June 2017
- By 2017, halt the 10-year rise in children experiencing physical abuse and reduce current numbers by 5 per cent

Boosting Skills and Employment

- In 2017, 85 per cent of 18-year-olds will have achieved NCEA Level 2 or an equivalent qualification
- In 2017, 55 per cent of 25 to 34-year-olds will have a qualification at level 4 or above

Reducing Crime

- Reduce the crime rate by 15 per cent by 2017
- Reduce the violent crime rate by 20 per cent by 2017
- Reduce the youth crime rate by 5 per cent by 2017 (interim measure)
- Reduce the re-offending rate by 25 per cent by 2017

Improving Interaction with Government

- Business costs from dealing with government will reduce by 25 per cent by 2017, through a year-on-year reduction in effort required to work with agencies
- Government services to business will have similar key performance ratings as leading private sector firms by July 2017, and businesses will be able to contribute to this through an online feedback system from July 2013
- By 2017, an average of 70 per cent of New Zealanders’ most common transactions with government will be completed in a digital environment – up from 24 per cent currently.
note that the youth crime rate target is set against an interim measure and will be revised by 31 March 2013 when a new measure of youth crime becomes available.

note the supporting material for the proposed result targets as set out in Annex 1 of this paper.

agree to publish on-line progress towards achieving Better Public Services results.

agree that the published content is located on the Better Public Services webpage of the State Services Commission website, with links as appropriate to individual agency sites and data.govt.nz.

agree that the publication of the Better Public Services results and targets commences immediately following Cabinet decisions.

note that publication will cover, for each result: responsible Ministers and lead chief executives; why the result is important for New Zealand; headline actions linked to result achievement; and targets.

note that website publication will be supported by wider Better Public Services communications and stakeholder engagement activities designed to ensure high public awareness of the results.

note that existing processes and timings for release of statistical information will be used to trigger progress updates of targets for results on the Better Public Services webpage.

agree that the results story will be updated regularly, aligned with other Government communication points where appropriate.

note that responsible Ministers and lead chief executives will be responsible for reporting progress towards targets, and that the Head of State Services, in discussion with the State Sector Reform Ministerial Group, will be responsible for the quality and accessibility of the information provided on the Better Public Services webpage.

Hon Bill English  
Deputy Prime Minister

Hon Dr Jonathan Coleman  
Minister of State Services

Date: ___/___/___  
Date: ___/___/___
ANNEX 1 – SUPPORTING MATERIAL FOR THE PROPOSED RESULT TARGETS

REDUCING LONG-TERM WELFARE DEPENDENCE

Result 1: Reduce Long-term Welfare Dependence

Lead Minister: Hon Paula Bennett
Lead Chief Executive: Brendan Boyle, Ministry of Social Development

Target: Reduce the number of people receiving those working-age benefits, which will become the new Job Seeker Support, for more than 12 months, by 30 per cent – from 78,000 to 55,000 by 2017

This is a demanding target that is based on the new Job Seeker Support (JSS) benefit category to be introduced from July 2013. JSS will include those currently on Unemployment Related Benefits, Sickness Benefit, DPB sole parents whose youngest children are over 14, Widows with youngest children over 14 or no children and DPB Women Alone. All these clients will have either a full-time or part-time work expectation (unless granted a temporary deferment) allowing us to work actively with them.

The target goes beyond forecast reductions of long-term benefit numbers due to improved economic conditions and current policy settings. It will require Welfare Reform to achieve impacts at the top end of what international evidence suggests is possible. This is an ambitious target, that if achieved would see the number of people reliant on a JSS benefit for more than 12 months reduced by over 20,000 (or 30 per cent) by 2017.

Current trends

As at April 2012, 135,416 people were receiving benefits that will make up JSS. Of this number, 78,074 have been receiving a benefit for more than 12 months. Over 23,000 of the long-term JSS beneficiaries were receiving the Unemployment Benefit.
Measuring progress

The result area will be measured by reporting against a change in the number of working-age people continuously receiving JSS for more than 12 months (using the number receiving benefits that will be included in the new JSS as at April 2012 as the baseline).

Progress for a number of client groups will be reported on against baseline numbers as at April 2012. These numbers will include a breakdown of Maori, Pacific and Youth recipients. Until the new JSS benefit category is introduced in July 2013, we will also report on progress for all the benefit categories to be included in JSS (e.g. Unemployment Benefit).

We have a robust measure for reporting on numbers receiving JSS for more than 12 months. The continuous duration measure looks at the time a client has been continuously reliant on welfare and includes people that change benefit or go off benefit for short periods (i.e. no more than two weeks). The data that underpins this measure comes from the Ministry of Social Development’s Information Analysis Platform and is already used as the basis of other public reporting.
SUPPORTING VULNERABLE CHILDREN

Result 2: Increase participation in early childhood education

Lead Ministers: Hon Tony Ryall and Hon Hekia Parata
Lead Chief Executive: Brendan Boyle supported by Lesley Longstone

Target: In 2016, 98 per cent of children starting school will have participated in quality early childhood education

Current trends

The ECE participation rate overall is 94.7 per cent. However, most of those missing out on ECE are children who would benefit the most from early learning. In the year to June 2011, participation statistics for new entrants were as follows: 97.8 per cent participation for Pakeha, 90.0 per cent participation for Māori, 86.1 per cent participation for Pasifika, and 82.0 per cent for children starting at a decile 1 school.

The chart below shows the current, and required, trend lines for ECE participation among school new entrants.

Measuring progress

The target will be measured by the percentage of children starting school (year 1 students) who have regularly participated in quality ECE immediately prior to starting school; in total and broken down by ethnic group. The Ministry of Education monitor participation through quarterly reports and will report on 2016 participation in April 2017.

Data issues

Current ECE participation information is very limited. The Ministry of Education does not collect information on individual learners until they enrol in school. On enrolment, families are asked simply whether their child participated in ECE or not and, if so, where they participated and for how long.
A new information system for ECE (the Early Learning Information system) will provide reliable and real-time participation data for each learner from 2014 onwards. This will enable a more considered review of the participation data, initiatives and targets, although we will also continue to assess participation for children starting school each year.
SUPPORTING VULNERABLE CHILDREN

Result 3: Increase infant immunisation rates and reduce the incidence of rheumatic fever

Lead Minister: Hon Tony Ryall
Lead Chief Executive: Brendan Boyle supported by Kevin Woods

Immunisation target: Increase infant immunisation rates to achieve and maintain 95 per cent coverage of eight-month-olds fully immunised with the scheduled vaccinations by 2017

Baseline data for eight-month-olds immunisations

Data analysis for eight-month-olds show at present that 83 per cent\(^2\) have completed scheduled vaccinations. The coverage by ethnicity is New Zealand European 86 per cent, Maori 73 per cent, Pacific 82 per cent, Asian 91 per cent and Other 86 per cent.

Current trends

Immunisation coverage is currently measured at the following milestones: at ages six months, twelve months, eighteen months, two and five years. In terms of trend data, immunisation coverage for six-month-olds provides the evidence for implementing the eight month health target. It highlights low and inequitable coverage that has not changed significantly since 2005. This is because the trend data for eight-month-olds will not be available until 1 October 2012.

Immunisation coverage measured at the milestone age of 6 months, by selected ethnicity and deprivation

\(^2\) 83 per cent is from Quarter Two (1 October until 31 December 2011).
Measuring progress

The National Immunisation Register (NIR) is a robust computerised information system that holds immunisation records of New Zealand children. The NIR enables authorised health professionals to quickly and easily find out what vaccines a child has been given and it allows the Ministry to produce reliable statistics for immunisation coverage.

There is a high rate of enrolment by international standards. In the NIR, enrolments are updated every week and vaccination events are recorded in real time. The milestone reports are recorded every quarter on the Ministry’s webpage³.

Data issues

A full coverage report for eight-month-olds will be available from 1 October 2012.

Rheumatic fever target: Reduce the incidence of rheumatic fever by two-thirds to 1.4 cases per 100,000 people by June 2017

Current trends

The following graph shows the rheumatic fever (initial episodes) trend and the 5-year goal.

Measuring progress

Hospitalisation and notification data are currently the main sources of baseline information used to monitor rheumatic fever. Hospitalisation data are considered to be the more complete data set and have been used to determine the current baseline from which the goals have been developed.

In early 2013, more complete baseline data on rates from 1995-2011 are expected as a result of surveillance work contracted by the Ministry of Health under the Rheumatic Fever Prevention Programme (RFPP). Data from 2013 will be the basis for further improvements of rheumatic fever surveillance and the baseline may need to be adjusted.

Data currently used measure initial episodes of Rheumatic Fever. This is particularly useful for the evaluation of primordial (e.g. reduction of overcrowding) and primary prevention initiatives (e.g. throat swabbing and antibiotic treatment of sore throats). Recurrent episodes will be taken into account later, in order to better evaluate secondary prevention (e.g. continuous antibiotic prophylaxis).

Data issues

The challenges with rheumatic fever data include the following:

- Rheumatic fever case numbers are relatively small, and subject to random variation that may affect year on year population-based rates. It will therefore be important to focus on the trend rather than year on year changes in case numbers.

- Due to heightened awareness of rheumatic fever it is reasonable to expect that there will be increased diagnoses and more complete reporting at the beginning of a programme such as the RFPP. Therefore the numbers of reported cases may actually increase initially.

- Rheumatic fever surveillance has limitations (including possible lack of completeness and errors in reporting) which are being reviewed. More complete data are expected to be available from 2013.

- Denominator population data accuracy is limited given the time elapsed since the last population Census. The next Census data may only become available towards the end of the current RFPP (2016).
SUPPORTING VULNERABLE CHILDREN

Result 4: Reduce the number of assaults on children

Lead Ministers: Hon Tony Ryall and Hon Paula Bennett
Lead Chief Executive: Brendan Boyle

Target: By 2017, halt the 10-year rise in children experiencing physical abuse and reduce current numbers by 5 per cent

Assaults against children are unacceptable. That is why this Government went out to the public with a Green Paper seeking feedback on how we care for and protect New Zealand’s most vulnerable children.

As a result, Government will be proposing a significant and wide-reaching change to the way we deal with assaults against children in this country, through a White Paper on Vulnerable Children that is due later this year.

Current trends

This target is extremely ambitious. Numbers are rising, and projected to rise further without intervention.

Meeting this target means bringing the projected number of 4,019 children expected to experience substantiated physical abuse down by 1,083 to 2,936 in 2017, which is a reduction of 25 per cent in the projected numbers.

The difference between the forecast numbers and the target is shown in the graph below.
While there is no single reliable measure of assaults on children, the largest and best source of data is Child, Youth and Family data on substantiated physical abuse. This covers cases that have been reported to Child, Youth and Family, and verified by a social worker.

In the year to 30 June 2011, just over 3,000 0 to 16-year-olds were the subject of a substantiated finding of physical abuse. The number of distinct children and young people with physical abuse findings has grown by 40 per cent since 2007. Without policy or practice changes, we expect this number to keep rising, to reach 4,019 children in 2017.

**Number of children with substantiated findings of physical abuse, based on previous five years average increase (forecast from 2012)**

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<tbody>
<tr>
<td>2007</td>
<td>2,202</td>
<td>2,232</td>
<td>2,745</td>
<td>2,769</td>
<td><strong>3,086</strong></td>
<td>3,425</td>
<td>3,562</td>
<td>3,677</td>
<td>3,775</td>
<td>3,864</td>
<td><strong>4,019</strong></td>
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_Measuring progress_

The target will be measured using Child, Youth and Family data on substantiated physical abuse.

_Data issues_

We expect that actions taken through the White Paper for Vulnerable Children will increase reporting of child assaults. This is what happens when we raise awareness of child abuse, and helps keep more children safe. In the short term, however, it means that substantiated findings of physical abuse against children are likely to increase.
BOOSTING SKILLS AND EMPLOYMENT

**Result 5:** Increase the proportion of 18-year-olds with NCEA level 2 or equivalent qualification

**Lead Minister:** Hon Hekia Parata  
**Lead Chief Executive:** Lesley Longstone

**Target:** In 2017, 85 per cent of 18-year-olds will have achieved NCEA Level 2 or an equivalent qualification\(^4\)

**Current trends**

In 2010, 67% of 18-year-olds achieved NCEA level 2 or an equivalent qualification.

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<th>2006</th>
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<tr>
<td>Māori</td>
<td>34%</td>
<td>50%</td>
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<tr>
<td>Pasifika</td>
<td>40%</td>
<td>57%</td>
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<td><strong>Total population</strong></td>
<td><strong>59%</strong></td>
<td><strong>67%</strong></td>
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The following charts show actual achievement of NCEA level 2 or equivalent by 18-year-olds from 2006-2010, and then projected achievement based on (1) a baseline projection that current trends in achievement over the past four years will be maintained in 2011 and continue through to 2017 and (2) the additional improvements that will be necessary to achieve the Better Public Services target of 85% by 2017.

**Chart 1: Achievement of NCEA level 2 or equivalent: numbers of students**

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\(^4\) An ‘equivalent’ qualification is an industry recognised qualification of 80 credits, incorporating at least 60 credits at level 2; or equivalent level of study from CIE, IB, or ACE or higher attainment (using School Leaver Hierarchy).
Measuring progress

Progress will be measured by the proportion of people turning 18 years of age (in the year indicated) with a qualification at NCEA level 2 or other qualification at level 2 or above on the New Zealand Qualifications Framework. Data is available annually in May.
BOOSTING SKILLS AND EMPLOYMENT

**Result 6:** Increase the proportion of 25 to 34-year-olds with advanced trade qualifications, diplomas and degrees (at level 4 or above)

**Lead Minister:** Hon Steven Joyce  
**Lead Chief Executive:** Lesley Longstone

**Target:** In 2017, 55 per cent of 25 to 34-year-olds will have a qualification at level 4 or above

*Current trends*

The proportion of the 25 to 34-year-olds population with qualifications at level 4 or higher was growing steadily up until around 2007. Since then it has flattened off and is currently sitting around 52 percent. Much of the growth historically has come from an increase in the proportion of the population with bachelors degrees and above.

![Figure 1: Proportion of 25 to 34-year-olds with qualifications at level 4 or higher above](chart)

**Measuring progress**

Measurement of results will draw on the Household Labour Force Survey (HLFS), using the standard concordance of the response to the qualifications question to NZQF levels. Progress against the target will be measured quarterly on the release of HLFS.

**Data issues**

The HLFS is a sample survey and hence, the results are subject to a (relatively small) sampling error. There are large sampling errors in the HLFS with sub-populations, so it's not possible to track reliably the attainment of Māori and Pasifika by this method. The HLFS is being restructured and new survey questions on educational attainment will be used at some point during the period of this target. New questions will affect the baseline data.

The concordance to NZQF levels is imprecise. If the new questions are not in the field by that time, it will be recalibrated in 2014 once Census 2013 data is released. The recalibration may alter the baseline. Ministry of Education intend to do a triangulation of the results in 2014 using Census 2013 data when those results come out.
REDUCING CRIME

**Result 7:** Reduce the rates of total crime, violent crime and youth crime

**Result 8:** Reduce the re-offending rate

**Lead Minister:** Hon Judith Collins  
**Lead Chief Executive:** Andrew Bridgman

These results will reduce crime rates and re-offending and improve public safety, while continuing to ensure that offenders are held to account for their actions. Reductions in crime and re-offending rates, and informing communities about these reductions, will improve the strength of communities in New Zealand, and the quality of life for New Zealanders.

**Target:** Reduce the crime rate by 15 per cent by 2017

This target is a 15% reduction in the overall crime rate from June 2011 to June 2017. The measure used to calculate the crime rate will be “recorded crime relative to the New Zealand population (excluding traffic offences)

Recorded crime has been slowly decreasing for the last 30 years. In the year to June 2011, there were 433,597 recorded crimes, a rate of 980 crimes per 10,000 people. Delivering, and maintaining, a further 15% decrease in the crime rate will be challenging. It will require all of the actions identified in the Result Action Plan, as well as ongoing innovation and new approaches to addressing long-standing issues. Justice sector agencies will work together collaboratively, as well as working with education, health and other social agencies. By 2017, these actions will result in 45,000 fewer crimes each year.

**Target:** Reduce the violent crime rate by 20 per cent by 2017

This target is a 20% reduction in the violent crime rate from June 2011 to June 2017. The measure used to calculate the crime rate will be “recorded violent crime relative to the New Zealand population”. For the purpose of this measure, “violent crime” includes specific offences such as homicides and related offences (attempted murder, manslaughter\(^5\)), acts intended to cause injury\(^6\) (i.e., serious assaults), and offences against the person (including kidnapping and abduction, robbery, and other related offences)\(^7\). Family violence offences are included in this measure, but sexual violence offences are excluded. Sexual violence offences will be reported separately by Police, and activities are focused on increasing the reporting of these offences\(^8\).

Recorded violent crime has been increasing in recent years, but seems to be reaching a plateau. In the year to 2011, there were 47,944 recorded violent crimes, a rate of 108 crimes per 10,000 people. Delivering, and maintaining, a 20% decrease in the violent crime rate will be challenging. By 2017, this decrease in the violent crime rate will result in 7,500 fewer violent crimes each year.

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\(^5\) Including driving causing death where this results in a manslaughter charge.  
\(^6\) As outlined in Australia and New Zealand Standard Offence Classification.  
\(^7\) Less serious offences such as harassment (largely acts of intimidation) and blackmail and extortion (i.e. fraud) are excluded from this metric.  
\(^8\) Sexual violence offences are significantly under-reported. Efforts are focussed on increasing the reporting of sexual violence and supporting victims, therefore it is appropriate to maintain separate reporting at this stage.
**Target:** Reduce the youth crime rate by 5 per cent 2017 *(interim measure)*

This target is a 5% reduction in the rate of court appearances for 14 to 16-year-olds from June 2011 to June 2017. The measure used to calculate the youth crime rate will be “youth offenders (14-16 years) appearing in court, relative to the youth population”.

*This is an interim measure*

Justice and social sector agencies are working together on the development of a new suite of youth justice performance measures, including an agreed measure of youth crime. The interim measure is focused on the more serious end of youth offending and will result in 600 fewer young people appearing in court by 2017 (out of approximately 6,000 court appearances in 2011). We need to ensure that less serious youth offending is also a target of Better Public Services interventions, so that youth offending is tackled before it escalates. Once a new measure is identified, a new target will be set and publicly released. The new target will incorporate the interim 5% target.

**Target:** Reduce the re-offending rate by 25 per cent by 2017

This target is a 25% reduction in the re-offending rate from June 2011 to June 2017. There are two measures used for this target – “the rate of re-imprisonment amongst prisoners within 12 months of release,” and “the rate of reconviction amongst community-sentenced offenders within 12 months of sentence commencement”.

Rates of re-imprisonment 12 months after release have fallen moderately in the last two years, with the latest results for prisoners released during 2009/10 being 27.1% compared to 28.4% for those released in the previous year. Over the same period, reconviction of offenders who began community sentences dropped from 32.8% to 30.4%.

Reducing re-offending by 25% by 2017 will be challenging. It will require all of the actions identified in the Result Action Plan, forcing change and driving innovation, and placing offenders at the centre of our efforts. The impact of the actions on reducing re-offending will be cumulative. We expect that the re-offending rate will drop more steeply towards the end of the 5-year period. By 2017, it will mean 600 fewer prisoners re-imprisoned one year after release and 4,000 fewer offenders being reconvicted within a year of beginning their community sentence. This will ultimately translate to 18,500 fewer victims of crime.

**Measuring progress**

The recorded crime rate is derived from NZ Police operational data for recorded crime and a Tier 1 Statistic (New Zealand population). These statistics are released about 3 months after the end of each 6 month period (to 30 June and 31 December), and can then be used to calculate the recorded crime rate and violent crime rate. The re-offending and youth crime measures are operational data. Progress towards all targets will be reported in October and April of each year.

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9 The measure will count the first appearance on a day on a charge/multiple charges. It does not count subsequent appearances on the same matter(s). It does cover future first appearances of the same person on different charge(s).

10 This differs from the Tier 1 recorded crime statistic. The Tier 1 recorded crime statistic has a 2 week cut-off period for crime events to be recorded, which could lead to under-recording of serious crime. The operational data used for this measure will show a recorded crime figure that is higher than the Tier 1 recorded crime statistic.
IMPROVING INTERACTION WITH GOVERNMENT

Result 9: New Zealand businesses have a one-stop online shop for all government advice and support they need to run and grow their business

Lead Minister: Hon Steven Joyce
Lead Chief Executive: David Smol

Target: Business costs from dealing with government will reduce by 25 per cent by 2017, through a year-on-year reduction in effort required to work with agencies

Target: Government services to business will have similar key performance ratings as leading private sector firms by July 2017, and businesses will be able to contribute to this through an online feedback system from July 2013

Why these targets?

Issues with the quality, ease of use, and cost of services that government provides to businesses impact on their ability to perform, grow and export. The Government needs to address these issues, making use of technological advances, better integration, and targeted support. The targets will drive this work. They are ambitious goals, set high to deliver a step-change.

Current trends

No trend data exists for these targets. There is a risk in setting targets in advance of establishing a baseline and appropriate measures. However, officials are confident that the targets are flexible enough for meaningful measures to be developed, using the design principles outlined above to ensure they meet the proposed intent in a clear and repeatable manner. By year end, officials will complete a review of existing agency data and identify measures and baseline data requirements. Officials expect that there will be gaps and further data collection will be necessary to complete baselines.

Reporting on progress towards the targets will occur annually to minimise businesses’ reporting burden. The reporting date will be driven by business reporting cycles, so that existing data from businesses can be used wherever possible. As part of the process of establishing the baseline, officials will confirm the reporting date – currently expected to be towards the end of the calendar year.

Measuring progress

Precise metrics and measurement methodologies are yet to be developed. Measurements for both targets will be designed around these principles:

- Efficiency – the generation of data must minimise businesses’ reporting requirements;
- Balanced indicators – measures will need to be appropriately weighted to show the impact of interventions that are highly targeted as well as those that affect many businesses;
- Comparability – For Target 2, key performance indicators must meaningfully measure government services against comparable private sector services.

Agencies will work together to develop measurement tools and establish baseline data. This could involve collaboration with Business New Zealand.
**IMPROVING INTERACTION WITH GOVERNMENT**

**Result 10:** New Zealanders can complete their transactions with government easily in a digital environment

**Lead Minister:** Hon Chris Tremain  
**Lead Chief Executive:** Colin MacDonald

**Target:** By 2017, an average of 70 per cent of New Zealanders’ most common transactions with government will be completed in a digital environment – up from 24 per cent currently

**Why these targets?**

The uptake target is based on developments in the banking sector, and the desire for an ambitious target. The banking sector has pushed aggressively to achieve around 70 per cent uptake for online services. The use of online banking services has now reached and stabilised at around that level. A target of 70 per cent of transactions in a digital environment is therefore in line with a key private sector benchmark.

It is also in line with some public sector transactions which already occur in a digital environment, such as filing individual tax returns (currently at 72 per cent).

However, the use and availability of online services is extremely variable. The current average of about 24 per cent across the indicator services includes some transactions which are not currently available online. As these services, such as passport applications, become available online a significant movement toward the target is expected to occur.

**Measuring progress**

Measuring progress will be based on a “basket” of services that people use regularly and which are suitable for transition to the digital environment.

Some of these services are currently available online; others will be made available online in the near future. The indicator services are:

<table>
<thead>
<tr>
<th>Service</th>
<th>State Sector organisation</th>
<th>% Digital</th>
</tr>
</thead>
<tbody>
<tr>
<td>Apply for IRD Number</td>
<td>Inland Revenue</td>
<td>0.0</td>
</tr>
<tr>
<td>File Individual Tax Return</td>
<td>Inland Revenue</td>
<td>72.0</td>
</tr>
<tr>
<td>Pay Individual Tax</td>
<td>Inland Revenue</td>
<td>N/A</td>
</tr>
<tr>
<td>Renew Passport</td>
<td>Department of Internal Affairs</td>
<td>0.0</td>
</tr>
<tr>
<td>Apply for Visa</td>
<td>Department of Labour (Immigration)</td>
<td>1.0</td>
</tr>
<tr>
<td>Apply for Financial Assistance</td>
<td>Ministry of Social Development</td>
<td>47.5</td>
</tr>
<tr>
<td>Pay for Fine</td>
<td>NZ Police</td>
<td>27.0</td>
</tr>
<tr>
<td>Pay for Vehicle Licence</td>
<td>New Zealand Transport Authority</td>
<td>13.0</td>
</tr>
<tr>
<td>File Arriving/Departing Passenger Information (AU/NZ)</td>
<td>New Zealand Customs Service</td>
<td>30.0</td>
</tr>
<tr>
<td>Book Department of Conservation Asset</td>
<td>Department of Conservation</td>
<td>21.5</td>
</tr>
</tbody>
</table>

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11 This includes temporary and permanent visas for living in New Zealand.  
12 Includes all fines that are paid on time directly to New Zealand Police. Note that this excludes all fines forwarded to the Ministry of Justice for collection.
It is proposed that reporting against these measurements is done on a rolling 12 month basis. Every six months, agencies will be required to report on the number of base transactions and the transactions in the digital environment for the previous 12 month period.

Before each reporting period DIA will contact agencies to arrange collection of the information for the relevant indicator service(s).
ANNEX 2 – STATISTICS USED TO MEASURE PERFORMANCE

The table summarises how responsible Ministers plan to measure progress against their proposed targets, and indicates if the identified measure is presently or may in future be classified a Tier 1 statistic (i.e. an important statistic produced and disseminated according to the Principles and Protocols for Producers of Tier 1 Statistics).

Statistics New Zealand is currently preparing advice to Cabinet (due in July) that will propose an updated and expanded list of Tier 1 statistics, which is likely to encompass some of the measures that will track progress against the Government’s BPS targets.

<table>
<thead>
<tr>
<th>Target</th>
<th>Measure / Source</th>
<th>Frequency</th>
<th>Tier 1 Now</th>
<th>Tier 1 – Potential</th>
</tr>
</thead>
<tbody>
<tr>
<td>Welfare</td>
<td>MSD’s Information Analysis Platform</td>
<td>Quarterly</td>
<td>Yes</td>
<td>Yes. Welfare assistance is an existing Tier 1 statistic.</td>
</tr>
<tr>
<td>ECE</td>
<td>DoE</td>
<td>Quarterly</td>
<td>No</td>
<td>Yes. New ‘Early Learning Information’ system will provide reliable and real-time participation data for each learner from 2014 onwards.</td>
</tr>
<tr>
<td>Immunisation (8-month-olds)</td>
<td>National Immunisation Register (NIR),</td>
<td>Quarterly</td>
<td>No</td>
<td>Yes. Immunisation of children is a Tier 1 topic. Frequency and age categories for proposed Tier 1 child immunisations stats are still to be agreed.</td>
</tr>
<tr>
<td></td>
<td>DoH</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rheumatic fever</td>
<td>Hospitalisation data, DoH</td>
<td>Annual</td>
<td>No</td>
<td>Notifiable disease data are Tier 1 and rheumatic fever is a notifiable disease, but the primary data used for measuring the target will come from hospitalisations not notifications.</td>
</tr>
<tr>
<td>Assualts on children</td>
<td>Child, Youth and Family data</td>
<td>Annual</td>
<td>No</td>
<td>Yes – child maltreatment is a candidate for Tier 1 development, though this would be over the longer term</td>
</tr>
<tr>
<td>NCEA level 2</td>
<td>NZQA</td>
<td>Annual, in May</td>
<td>No</td>
<td>Yes, given connection to some existing Tier 1 stats (highest educational qualification and school leavers’ highest attainment).</td>
</tr>
<tr>
<td>NZQF level 4</td>
<td>Household Labour Force Survey (HLFS)</td>
<td>Quarterly</td>
<td>Yes</td>
<td>Yes. Data source for Tier 1 statistic.</td>
</tr>
<tr>
<td>Target</td>
<td>Measure / Source</td>
<td>Frequency</td>
<td>Tier 1 Now</td>
<td>Tier 1 – Potential</td>
</tr>
<tr>
<td>------------------------</td>
<td>----------------------------------------------------------------------------------</td>
<td>--------------------</td>
<td>------------</td>
<td>----------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Total crime rate</td>
<td>Recorded crime (Police operational data) and NZ Population (Stats NZ data)</td>
<td>Biannual, April and October</td>
<td>No</td>
<td>The measure uses Police operational data for recorded crime. This differs slightly from the Tier 1 statistic. The Tier 1 statistic has a 2 week cut-off period for crime events to be recorded, which could lead to under-recording of serious crime. The operational data used for this measure will show a recorded crime figure that is higher than the Tier 1 statistic.¹³</td>
</tr>
<tr>
<td>Violent crime rate</td>
<td>Recorded crime (Police operational data) and NZ Population (Stats NZ data)</td>
<td>Biannual, April and October</td>
<td>No</td>
<td>The violent crime rate measure is a subset of the total crime rate as outlined above.</td>
</tr>
<tr>
<td>Youth crime rate</td>
<td>14 to 16-yr-olds appearing in court, relative to the youth population</td>
<td>Biannual, April and October</td>
<td>No</td>
<td>No. This is an interim measure. Once a new measure has been agreed, consideration can be given to whether it should become a Tier 1 statistic.</td>
</tr>
<tr>
<td>Re-offending rate</td>
<td>Two measures used: (i) the rate of re-imprisonment amongst prisoners within 12 months of release and (ii) the rate of reconviction amongst community-sentenced offenders within 12 months of sentence commencement.</td>
<td>Biannual, April and October</td>
<td>No</td>
<td>Yes. A recidivism measure (to be developed) was included in the proposed Tier 1 measures considered by Cabinet in February 2011, for Cabinet approval in July 2012. The two recidivism measures used to monitor progress against the Better Public Services reducing re-offending target will feed into the final Tier 1 recidivism measure.</td>
</tr>
<tr>
<td>Business services</td>
<td>Precise metrics and measurement methodologies are yet to be developed</td>
<td>Annual</td>
<td>No</td>
<td>No plans to use Tier 1 statistics.</td>
</tr>
<tr>
<td>Citizen services (uptake)</td>
<td>Measurement will be based on a “basket” of services that people use regularly and that are suitable for transition to the digital environment.</td>
<td>Annual</td>
<td>No</td>
<td>No plans to use Tier 1 statistics.</td>
</tr>
<tr>
<td>Citizen services (quality)</td>
<td>Kiwis Count Survey (SSC) will be used.</td>
<td>Quarterly</td>
<td>No</td>
<td>No plans to use Tier 1 statistics.</td>
</tr>
</tbody>
</table>

¹³ For example, in 2011 the Tier 1 recorded crime measure identifies 406,056 offences, and the operational measure records 423,587 offences.