



Background Paper:  
CREATING OUR FUTURE  
Sustainable Development for New Zealand  
*Government Strategies*

*Office of the*  
**PARLIAMENTARY COMMISSIONER FOR THE ENVIRONMENT**  
**Te Kaitiaki Taiao a Te Whare Pāremata**

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## **Purpose and structure of this background paper**

This paper identifies key central government strategies that have been developed, or are under development, which are relevant to the principles and programmes of Agenda 21. It notes the purpose of each strategy, their relevance to sustainable development, any targets that are identified, the extent of implementation and agencies responsible for monitoring and development. It also highlights (explicit and implicit) linkages made between the various strategies.

To ease interpretation, most strategies have been sorted into ‘environmental’, ‘social’ and ‘economic’ sections. To be consistent with the principles of sustainable development, however, it should be noted that these are somewhat artificial boundaries. All of the strategies will have impacts on environmental, social and economic factors.

It is important to note that this is not an evaluation of the effectiveness of any of these strategies; nor is it a detailed account of their implementation. The primary purpose of this paper is to identify the scope and direction of various government strategies that have been developed since the Earth Summit in 1992.

Readers of this report may also find it useful to refer to two figures in the main body of *Creating Our Future*. Firstly, a *Timeline of Strategies and Programmes Related to Agenda 21* (figure 4.2 of the main report, or page 4 of the summary) illustrates when strategies were developed and, where relevant, implemented. Secondly, there is a flowchart that represents the explicit *Linkages Between Government Strategies* (Figure 4.4, or page 6 of the summary report).

# 1. Broad strategies

## 1.1 New Zealand Sustainable Development Strategy (in development)

### a) Purpose / Goals

In July 2001, Cabinet directed officials from eleven government departments (with the Department of Prime Minister and Cabinet leading) to undertake a work programme on sustainable development. As part of this work they decided to develop a New Zealand Sustainable Development Strategy.

The Government is intending to base this strategy on the vision of the Growth and Innovation strategy (see below) and a set of key principles. The draft principles are:

*We will take account of full environmental, social, cultural and economic opportunities and consequences in making decisions affecting the well-being of current and future generations, in the following way:*

- *We will seek to understand and consider the positive and negative long-term and short-term impacts across social, cultural, environmental and economic spheres in our decision making.*
- *We will actively seek win-win solutions which maximise net benefit for the environment, economy, social and cultural development, such that gains are mutually reinforcing, rather than assuming or accepting that gain in one area is always achieved at the expense of another.*
- *We will seek to minimise costs and maximise benefits across social, economic and environmental spheres, in particular through decoupling environmental pressure from economic growth.*
- *We will explicitly address risks and uncertainty in assessing solutions and making choices, and we will take a precautionary approach to decisions that may have irreversible consequences.*
- *We will use the best information available to support making the best possible decisions in a timely fashion.*
- *We will look at the implications of our decisions from a global as well as a domestic perspective.*
- *We will seek to ensure that New Zealand's public institutions value and express diversity and uphold freedom, democracy and participation.*
- *We will work in partnership with other sectors in the pursuit of sustainable development.*

### b) Relevance to Agenda 21 and sustainable development

As part of the work programme to develop this strategy, Cabinet agreed that the principles of sustainable development should underpin all of the Government's economic, social and environmental policies.

### c) Targets

The Government is intending to link the vision and principles of the strategy to time-bound targets. Many of these goals have already been set in existing initiatives such as in the National Energy Efficiency and Conservation Strategy.

### d) Agencies responsible for monitoring and development

The Minister for the Environment is coordinating day to day work on behalf of the Prime Minister.

**e) Extent of implementation / reports on evaluation**

Cabinet has noted the need to have a strategy ready for the World Summit on Sustainable Development in September 2002. They are intending to release the draft by June 2002 and to finalise this by August 2002. The Government intends to undertake a 'targeted' consultation before the final strategy is released but they are also aware that concerns may be raised about a lack of participation.

**f) Linkages to other strategies**

The Government has already identified links between the strategy and:

- the Local Government Bill
- the New Zealand Biodiversity Strategy
- the National Energy Efficiency and Conservation Strategy
- the NZ Waste Strategy
- the Oceans Policy (under development)
- the New Zealand Transport Strategy (under development).

## 1.2 Local Government Act 1974 Review (in development)

**a) Purpose / Goals**

The Local Government Act 1974 is the main piece of legislation defining the power and responsibility of local authorities. A decision to review the Act, and other local government legislation, was made in March 2000. The Government's key objectives in developing a new Local Government Act have been to:

- express a coherent view on the role and purposes of local government
- shift from a detailed and prescriptive style of statute (that focuses councils on compliance with detailed legislative rules) to a more broadly empowering legislative framework that focuses councils on meeting the needs of their communities
- provide the necessary flexibility for councils to work cooperatively and collaboratively with other public bodies and private concerns with common interests in advancing community goals
- clarify the relationship between local government and the Treaty of Waitangi.

**b) Relevance to Agenda 21 and sustainable development**

According to the Department of Internal Affairs (2002), the proposed purpose for local government in the new Act is

*to enable local decision-making by and on behalf of citizens in their local communities to promote their social, economic, cultural and environmental well-being in the present and for the future... This purpose statement recognises that local government plays a key role in pursuing sustainable local development.*

**c) Extent of implementation / reports on evaluation**

The new Local Government Bill was introduced to Parliament in December 2001. Enactment of this bill is scheduled for mid-2002.

## 2. 'Environmental' strategies

### 2.1 Environment 2010 Strategy (1995 – now obsolete)

#### a) Purpose / Goals

This represented the first attempt by Government to take a strategic approach to all environmental issues. The aim of the strategy was to identify a common vision for the environment and to bring a consistent approach to the work programmes of central Government agencies involved in policies that affect the environment. Its vision was “a clean, healthy and unique environment, sustaining nature and people’s needs and aspirations” (MfE, 1995:9).

#### b) Relevance to Agenda 21 and sustainable development

The strategy noted that the “1992 Rio Earth Summit highlighted the need to fuse economic, social and environmental policies at local, national and international levels. Sustainability is a concept that all 180 nations of the world endorsed at Rio...it is the concept behind this Environment 2010 Strategy” (MfE, 1995:3).

#### c) Targets

The strategy noted that it was “a statement of broad strategic directions rather than specific Government policies” (MfE, 1995:2). It did not set many specific targets to be achieved. An ‘Environmental Management Agenda’ was developed instead, with goals to:

- integrate environmental, social and economic factors into the mainstream of decision making in all sectors, at all levels
- develop and maintain an effective, coherent body of law and practice for achieving efficient and sustainable management of the environment
- develop a range of policy tools, to be used within the framework of law, to achieve the desired environmental outcomes that most benefit society and the economy
- achieve a comprehensive and reliable information base on the environment which will aid informed and sound decisions on the protection and sustainable management of New Zealand's natural and physical resources
- encourage environmentally responsible behaviour and informed participation in decision making by promoting environmental education throughout the community
- ensure that people have the opportunity for effective participation in decision making that affects the environment.

#### d) Agencies responsible for monitoring and development

The Ministry for the Environment was the primary Government agency responsible for developing and reviewing the strategy.

#### e) Extent of implementation / reports on evaluation

Since the 1999 election of a Labour/Alliance Government, the strategy is no longer considered to be an active document (although it has not been officially abandoned). As such, there is no official overarching environmental policy direction that remains for all of Government.

#### f) Linkages to other strategies

The strategy was linked to social and economic strategies previously pursued by the National Government.

## 2.2 New Zealand Biodiversity Strategy (2000)

### a) Purpose / Goals

The purpose of this strategy is to “establish a strategic framework for action, to conserve and sustainably use and manage New Zealand’s biodiversity” (DoC & MfE, 2000:ii).

Specific goals are to:

- enhance community and individual understanding about biodiversity, and inform, motivate and support widespread and coordinated community action to conserve and sustainably use biodiversity; and enable communities and individuals to equitably share responsibility for, and benefits from, conserving and sustainably using New Zealand’s biodiversity, including the benefits from the use of indigenous genetic resources
- actively protect iwi and hapu interests in indigenous biodiversity, and build and strengthen partnerships between Government agencies and iwi and hapu in conserving and sustainably using indigenous biodiversity
- maintain and restore a full range of remaining natural habitats and ecosystems to a healthy functioning state, enhance critically scarce habitats, and sustain the more modified ecosystems in production and urban environments; and do what else is necessary to maintain and restore viable populations of all indigenous species and subspecies across their natural range and maintain their genetic diversity
- maintain the genetic resources of introduced species that are important for economic, biological and cultural reasons by conserving their genetic diversity.

### b) Relevance to Agenda 21 and sustainable development

‘Sustainable use’ is defined in the strategy as the “use of components of biological diversity in a way and at a rate that does not lead to the long-term decline of biological diversity, thereby maintaining its potential to meet the needs and aspirations of present and future generations” (DoC & MfE, 2000:142). This definition is taken from the Convention on Biological Diversity.

The strategy does not make any explicit reference to sustainable development principles. The single reference to “environmentally sustainable development” focuses on programmes in developing countries in the Asia-Pacific region.

### c) Targets

The strategy sets out a series of action plans to achieve the desired goals and objectives. It also notes the need to develop more defined targets for measuring progress.

### d) Agencies responsible for monitoring and development

The Minister of Conservation has overall responsibility for implementing the strategy in conjunction with local government and a team of Ministers. This team includes the Minister for the Environment, the Minister of Biosecurity and the Minister of Fisheries.

### e) Extent of implementation / reports on evaluation

The Department of Conservation, Ministry of Agriculture and Forestry and the Ministry for the Environment are leading the implementation of the strategy with a five-year \$187 million funding package. The Department of Conservation (2002) has published the first report which summarises achievements to date. The strategy will be reviewed in 2005 to consider its effectiveness.

**f) Linkages to other strategies**

The strategy identifies links with:

- the Sustainable Land Management Strategy
- the New Zealand Coastal Policy Statement
- the National Agenda for Sustainable Water Management (now obsolete).

Key references are also made to the need for better biosecurity management.

## 2.3 Biosecurity Strategy (in development)

**a) Purpose / Goals**

Development of this strategy is intended to:

- set an overall direction for biosecurity
- identify areas of priority for biosecurity programmes
- apply to primary production (agriculture, horticulture, forestry), public health, and indigenous terrestrial, marine, and freshwater environments
- provide guidance to all involved in biosecurity
- raise public awareness and understanding of biosecurity.

**b) Relevance to Agenda 21 and sustainable development**

The issues paper for development of the strategy (New Zealand Government, 2002a) makes no reference to sustainable development.

**c) Targets**

No targets have been set as this strategy is still under development.

**d) Agencies responsible for monitoring and development**

Development of the strategy is being coordinated by the Biosecurity Council, comprised of representatives from government departments with biosecurity interests, regional councils, the environmental sector and the primary production sector.

**e) Extent of implementation / reports on evaluation**

Development of the strategy is intended to be complete by December 2002.

**f) Linkages to other strategies**

The issues paper for the strategy identifies links with:

- the Biodiversity Strategy
- an Oceans Policy (also under development).

## 2.4 New Zealand Coastal Policy Statement (1994)

**a) Purpose / Goals**

The purpose of this statement is “to state policies in order to achieve the purpose of [the Resource Management Act] in relation to the coastal environment of New Zealand” (DoC, 1994:1).

**b) Relevance to Agenda 21 and sustainable development**

Although the statement does not explicitly refer to the principles of Agenda 21, it does identify general principles for the sustainable management of New Zealand's coastal environment. Specific matters of national importance are identified as:

- the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development
- the protection of outstanding natural features and landscapes from inappropriate subdivision, use and development
- the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna
- the maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers
- the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga (DoC, 1994:1).

**c) Targets**

The statement identifies very broad goals for the development of policies and plans but does not set any specific targets.

**d) Agencies responsible for monitoring and development**

The Minister of Conservation has responsibility for monitoring the effectiveness of the statement. Regional councils are also required to prepare coastal plans which are not inconsistent with the NZCPS.

The effectiveness of the statement will be reviewed by an independent party by 2003 (as mandated by the existing NZCPS).

**e) Extent of implementation / reports on evaluation**

The NZCPS was issued in 1994. To date, however, only six of the coastal plans prepared by local authorities have been finalised and approved by the Department of Conservation.

**f) Linkages to other strategies**

The statement does not make any linkages to related strategies.

## 2.5 Oceans Policy (in development)

**a) Purpose / Goals**

This policy will focus on managing the impact of human behaviour on the marine environment within the jurisdiction of New Zealand. Specific goals are to:

- identify New Zealanders' vision for their coasts, beaches and ocean, and what needs to be done to achieve that vision
- provide ways to successfully manage the impact of human activity on the marine environment
- address the interaction between land management and the status and quality of the marine environment and the inter-tidal zone
- consider management and policy issues associated with such areas

- provide ways to reconcile competing interests and conflicting goals in respect of management of the marine environment.

**b) Relevance to Agenda 21 and sustainable development**

Development of the policy is still underway. Nonetheless, one of its guiding principle (from the Rio Declaration on Environment and Development) is that "human beings are at the centre of concerns for sustainable development. They are entitled to a healthy and productive life in harmony with nature" (New Zealand Government, 2002d).

New Zealand has also entered into international agreements which entail:

- an obligation to protect and preserve the marine environment
- a commitment to an eco-system based approach to managing the use of natural resources
- a commitment to the precautionary approach to minimising risk to the environment
- a commitment to the concept of inter-generational equity
- accommodation of particular uses of the marine environment such as the laying of telecommunication cables, dumping of waste and free passage of sea lanes.

**c) Targets**

No targets have been set as this strategy is still under development.

**d) Agencies responsible for monitoring and development**

Policy development is being managed by the Department of Prime Minister and Cabinet. Sixteen central government agencies and local government are involved in this process.

**e) Extent of implementation / reports on evaluation**

The 'vision' of the policy was defined in September 2001. Policy analysis and development will continue until June 2003.

**f) Linkages to other strategies**

Although the policy is still under development, linkages have already been made with New Zealand's Biodiversity Strategy.

## 2.6 Fisheries Environmental Management Strategy (under development)

**a) Purpose / Goals**

This strategy is being developed to contribute to the strategic intent of the Ministry of Fisheries (MFish) to achieve "sustainable fisheries in a healthy aquatic ecosystem." It is intended to provide a vision and overall approach for MFish to align and improve its processes to meet fisheries-related environmental obligations in an effective and consistent manner.

**b) Relevance to Agenda 21 and sustainable development**

The strategy is being developed to manage the effects of fishing on the marine environment. It will outline methods to find an appropriate balance between protection and use of fisheries resources.

**c) Targets**

No targets have been set as this strategy is still under development.

**d) Agencies responsible for monitoring and development**

The Ministry of Fisheries is developing the strategy.

**e) Extent of implementation / reports on evaluation**

It is scheduled for completion and implementation in August 2002.

**f) Linkages to other strategies**

Linkages have already been made with:

- the Biodiversity Strategy
- the Biosecurity Strategy (under development)
- an Oceans Policy (also under development).

## 2.7 Learning to Care for Our Environment (1998)

**a) Purpose / Goals**

The purpose of this strategy is “to underline the importance placed by the Government and other parties on environmental education activities and to provide a framework for the promotion of these activities” (MfE, 1998:7).

Guiding objectives of the strategy are:

- awareness: to help people to understand the impacts of their activities on the environment and their responsibilities
- participation: to provide people with the capacity to be actively involved at all levels in helping resolve environmental problems
- attitudes and values: to help people acquire values of concern and responsibility for the environment and be motivated to care for the environment
- knowledge: to help people gain experience in and a basic understanding of the environment and human interaction within it
- skills: to help people acquire the skills to participate effectively in decision making that affects the environment and to play a part in identifying and solving environmental problems.

**b) Relevance to Agenda 21 and sustainable development**

The strategy notes that “moving towards the goal of sustainability requires fundamental changes in human attitudes and behaviour. Progress in this direction is thus critically dependant on education and public awareness” (MfE, 1998:6). It also suggests that environmental education can help achieve local implementation of Agenda 21.

**c) Targets**

Broad targets in the strategy are based around six priorities:

- encouraging the integration and coordination of environmental education activities
- evaluating and improving the effectiveness of environmental education activities in the transfer of knowledge and the implementation of policy
- maintaining and enhancing the capacity of tangata whenua to fulfill their responsibilities as kaitiaki
- incorporating the aims of environmental education across the school curriculum
- promoting environmental education in business education and training
- providing individuals and communities with the information and understanding to enable them to make environmentally sound decisions.

**d) Agencies responsible for monitoring and development**

The Ministry for the Environment developed the strategy and is responsible for monitoring in this area.

**e) Extent of implementation / reports on evaluation**

Implementation of the strategy is ongoing. Given the very broad objectives of the strategy, however, it may be difficult to measure its effectiveness.

**f) Linkages to other strategies**

Extensive links are made to the Environment 2010 Strategy (which is now considered obsolete).

## 2.8 National Energy Efficiency and Conservation Strategy (2001)

**a) Purpose / Goals**

This strategy superseded the Renewable Energy Policy Statement (1993) and the Energy Efficiency Strategy (1994). Its purpose “is to promote energy efficiency, energy conservation and renewable energy within the context of a sustainable energy future” (Energy Efficiency and Conservation Authority (EECA), 2002b:i).

The goals of this strategy are to:

- reduce CO2 emissions
- reduce local environmental impacts
- improve economic productivity
- promote industry development
- improve economic resilience
- improve health and welfare.

**b) Relevance to Agenda 21 and sustainable development**

Development of the strategy was a mandatory requirement of the Energy Efficiency and Conservation Act 2000. The strategy notes that “the key principles of the Act are those of sustainability and therefore the Strategy will be a key element of the Government’s wider sustainable development policy framework” (EECA, 2002b:27).

Section 6 of the Act also sets out four overarching sustainability principles to guide all people exercising responsibilities, powers or functions under the Act:

- the health and safety of people and communities, and their social, economic and cultural well-being
- the need to maintain and enhance the quality of the environment
- the reasonably foreseeable needs of future generations
- the principles of the Treaty of Waitangi.

**c) Targets**

The strategy has two key targets:

- an improvement in economy-wide energy efficiency of at least 20 percent by 2012
- an increase in renewable energy supply to provide a further 25-55PJ of consumer energy by 2012.

EECA released a consultation document in April 2002 that preferred an additional renewable energy supply target of 30PJ. The Government intends to set a final target and mechanism(s) to be used by July 2002.

The strategy also notes that targets are not mandatory requirements, but “something to aim for” (EECA, 2002b:5).

**d) Agencies responsible for monitoring and development**

The Energy Efficiency and Conservation Act 2000 established EECA as an autonomous Crown entity with responsibility for monitoring and developing the strategy.

**e) Extent of implementation / reports on evaluation**

The strategy was released in September 2001 and is in the early stages of implementation. It also notes that “a number of measures in the Strategy cannot be considered a commitment at this stage, either because they depend on other Government policy development, or because they require additional funding that will need confirmation through normal Government budget-setting processes” (EECA, 2002b:i).

**f) Linkages to other strategies**

The strategy highlights close links with:

- the Government’s climate change response
- the New Zealand Waste Strategy
- the New Zealand Transport Strategy (under development).

It also suggests that “it is intended that the Strategy be a core element within a wider sustainability framework provided by a New Zealand Sustainable Development Strategy which Government is preparing” (EECA, 2002b:i).

## 2.9 New Zealand Climate Change Programme (in development)

**a) Notes**

The Government is developing a policy package to reduce New Zealand's greenhouse gas emissions. The first round of consultation on ratification and policy options ended in late 2001. A second round of consultation on the preferred policy package began in April 2002. Implementation of a policy response is scheduled to take place in 2003.

Development of the programme has been undertaken by an interdepartmental team involving:

- the Department of Prime Minister and Cabinet
- Ministry for the Environment
- Ministry of Economic Development
- Ministry of Agriculture and Forestry
- Ministry of Research Science and Technology
- Ministry of Maori Development
- Ministry of Transport
- Department of Internal Affairs
- Treasury
- The Energy Efficiency and Conservation Authority.

The Government has already announced that the first stage of the programme will focus on energy efficiency measures. The Government also released a preferred policy package in April 2002. This made many linkages to:

- the National Energy Efficiency and Conservation Strategy
- the New Zealand Waste Strategy
- proposals for the New Zealand Transport Strategy.

## 2.10 Sustainable Land Management Strategy (1996)

### a) Purpose / Goals

The purpose of this strategy is “to enable land users, and those who provide support and services to land users, to work together more effectively” (MfE, 1996:3). It provides a national framework “and statement of what the Government intends to do to encourage environmental improvements on commercially-used land” (MfE, 1996:3). Its key principle is that the primary responsibility for achieving sustainable land management should rest with individual users.

### b) Relevance to Agenda 21 and sustainable development

The strategy suggests that many land management problems “are the result of the pursuit of economic and social goals without due regard to environmental needs” (MfE:1996:3). It highlights a need for much greater integration and cooperation in this area.

### c) Targets

A variety of ‘priorities for action’ are identified in the strategy. These are based around a set of ‘desired outcomes’ for:

- maintenance of the potential of New Zealand soils for a range of uses for present and future generations
- the adoption of land management skills and the application of appropriate technologies to enable individuals and communities to provide for their social and economic well-being
- the adoption of management practices that maintain or enhance the quality of groundwater resources, coastal waters and waterways regarding harmful micro organisms and other contaminants, suspended sediments and nutrients
- the avoidance, mitigation, and remediation of the impacts of land-related hazards, including flooding, subsidence and erosion
- the maintenance of catchments to provide high quality water resources for down-stream users and for users of coastal spaces (intertidal areas, seabed, water)
- the maintenance of cultural values associated with land and water, including the relationship of Maori and their traditions with their ancestral lands, water sites, waahi tapu, and other taonga
- the maintenance of aesthetic, ecological and conservation values related to land and water (MfE, 1996:5-6).

### d) Agencies responsible for monitoring and development

The Ministry for the Environment developed the strategy and has responsibility for monitoring.

### e) Extent of implementation / reports on evaluation

The strategy was reviewed in 1998 and it is still being implemented.

**f) Linkages to other strategies**

Key linkages are made with the Environment 2010 Strategy (now obsolete). It also identifies links with work being undertaken by the Ministry of Agriculture and Forestry.

## 2.11 National Land Transport Strategy (never developed)

**a) Notes**

Although regional land transport strategies have been in place since 1993, these have been prepared “without the benefit of a broad national policy framework setting out long-term policy direction” (Ministry of Transport (MoT), 1997:2). This strategy aimed to address that concern and to provide greater planning certainty for local and central government entities involved in land transport.

Among the visions of the strategy, it was noted that “sustainable management of the environmental effects relating to land transport”(MoT, 1997:5) should be considered. The strategy was never implemented, however, and there is no mandatory requirement for the Minister of Transport to request this. In the meantime, development of a more comprehensive New Zealand Transport Strategy began in 2001.

## 2.12 New Zealand Transport Strategy (in development)

**a) Purpose / Goals**

Although this strategy is under development, one of its key purposes is to provide a policy framework for a sustainable transport system. As noted in a Ministry of Transport (2000:1) discussion paper, “developing a transport policy framework that integrates environmental, economic and social goals is one of the major challenges in developing the NZTS. Transport policy development over recent years has addressed various aspects of sustainability through improving the economic, environmental and safety performance of the sector. The challenge now is to bring the three strands alongside each other in transport policy decision-making.”

**b) Relevance to Agenda 21 and sustainable development**

According to the Ministry of Transport (2001:1), “sustainable transport requires an understanding of how social, economic, cultural and environmental systems interact with one another, and how transport contributes or hinders these other systems.” The Ministry also state (*ibid.*:8) that

*sustainable transport describes a desired end point (outcome) for transport that is reached by using the concept of sustainable development. This outcome is one where transport not only has reduced its impact on the environment to a point where it does not affect the quality of the environment, but also provides the necessary levels of access and safety that maximise social participation and economic activity.*

**c) Targets**

No targets have been set as this strategy is still under development.

**d) Agencies responsible for monitoring and development**

The Ministry of Transport is the primary agency responsible for developing the strategy, in close association with other central and local government agencies.

**e) Extent of implementation / reports on evaluation**

Scoping for the strategy began in 2000 and development is still in process. No deadline has been announced for completion of this project.

**f) Linkages to other strategies**

The Minister of Transport has suggested that the strategy will be “based on the notion of sustainability and keyed into the broader work the Government is doing on that topic” (Gosche, 2001:1). An overview of the New Zealand transport system, published by the Ministry of Transport in 2001, also highlights links between transport and existing government strategies. These include:

- the Energy Efficiency and Conservation Strategy
- the New Zealand Health Strategy
- an Oceans policy (under development).

References are also made to broader issues in the areas of biodiversity, biosecurity, climate change, regional development and tourism. However, it remains to be seen how comprehensive the final Transport Strategy will be in terms of developing these linkages.

## 2.13 Hazardous Waste Management Programme (in development)

**a) Purpose / Goals**

This programme aims to improve hazardous waste management through guidelines and regulation. It is intended that “an integrated and cohesive national hazardous waste management policy which provides direction and leadership for the people regulating and managing hazardous waste” will be developed and implemented by 2005 (MfE, 2001b).

**b) Relevance to Agenda 21 and sustainable development**

The ways in which hazardous wastes are managed and disposed of has major implications for the environment and the social, cultural and economic wellbeing of New Zealanders.

**c) Targets**

The project plan for the programme (MfE, 2001b) identifies a variety of targets to be achieved. These are complemented by the following targets in the New Zealand Waste Strategy (MfE, 2002c:25):

- by December 2005, an integrated and comprehensive national hazardous waste management policy will be in place that covers reduction, transport, treatment and disposal of hazardous wastes to effectively manage risks to people and the environment
- by December 2004, hazardous wastes will be appropriately treated before disposal at licensed facilities, and current recovery and recycling rates will be established for a list of priority hazardous wastes
- recovery and recycling rates for priority hazardous waste will increase 20 percent by December 2012.

**d) Agencies responsible for monitoring and development**

The Ministry for the Environment is responsible for developing the programme.

**e) Extent of implementation / reports on evaluation**

Establishment of the programme began in 1997 and was scheduled for completion in 2000. Since then, the original three-year programme has been extended to 2005, its scope has been broadened and the Government has allocated additional funding in this area.

A draft Hazardous Waste Management Strategy was also intended for release for comment before the end of 2000. During that year, however, the Minister for the Environment and Local

Government New Zealand established a Waste Minimisation and Management Working Group to develop a National Waste Minimisation Strategy. As a result, the New Zealand Waste Strategy was released in 2002. Given the comprehensive nature of this strategy, it was decided that a separate hazardous waste strategy was not required.

The Parliamentary Commissioner for the Environment (1999a, 2001b) has released various progress reports to monitor the success of the programme.

**f) Linkages to other strategies**

The programme is closely linked with the New Zealand Waste Strategy.

## 2.14 New Zealand Waste Strategy (2002)

**a) Purpose / Goals**

The vision of the strategy is to move “towards zero waste and a sustainable New Zealand” (MfE, 2002c:19). It has three key goals:

- to lower waste’s costs and risks to society
- to reduce environmental damage from generation and disposal of waste
- to increase economic benefit by using material resources more efficiently.

**b) Relevance to Agenda 21 and sustainable development**

As noted in the introduction of the strategy (MfE, 2002c:3), “waste is a significant risk to human health and the environment, and tangible evidence that we are making inefficient use of resources. Reducing New Zealand’s waste is a cornerstone of government’s commitment to sustainable development.”

**c) Targets**

The strategy sets specific targets to be achieved from 2003 to 2010. However, it also notes that these have “been set according to available information, and should be considered goal statements rather than mandatory requirements” (MfE, 2002c:23). The Ministry for the Environment is intending to work with local government on more explicit guidelines for target setting and implementing waste indicators.

Targets are identified for:

1. **Waste minimisation**, with specific targets set for:
  - organic wastes
  - special wastes
  - construction and demolition wastes.
2. **Hazardous wastes**, with specific targets set for:
  - contaminated sites
  - organochlorines
  - trade wastes.
3. **Waste disposal.**

More detailed information is provided in section 3 of the strategy.

**d) Agencies responsible for monitoring and development**

Monitoring and evaluation of progress towards targets will be carried out by the Ministry for the Environment in collaboration with local government. A monitoring system is planned to be in place by February 2003 and an initial review of national targets is also scheduled for 2003.

**e) Extent of implementation / reports on evaluation**

The strategy was released in March 2002 and is still in the early stages of implementation. In addition, it notes that “many of the Strategy’s proposals need further consideration and consultation before policy decisions are made” (MfE, 2002c:4).

**f) Linkages to other strategies**

Links are made to the National Energy Efficiency and Conservation Strategy and the Hazardous Waste Management Programme. The strategy also notes the contribution it could make for meeting New Zealand’s obligations under the Kyoto Protocol and the Framework Convention on Climate Change.

## 2.15 National Agenda for Sustainable Water Management (obsolete)

**a) Notes**

The Ministry for the Environment began development of a long-term agenda for sustainable water management (NASWM) in 1996. Its purpose was to set priorities for managing water and assist the development of better tools to manage water under the Resource Management Act 1991.

A draft agenda was released in 1999 that identified a wide variety of desired outcomes to be achieved with associated actions to be taken by central and local government (MfE, 1999a). Close links were made with the Sustainable Land Management Strategy as well as the Biodiversity and (now obsolete) Environment 2010 strategies.

A number of amendments were made to the draft agenda but it is now considered obsolete. The Ministry for the Environment is coordinating ongoing work in this area (which includes development of a Water Allocation Programme).

## 3. ‘Social’ strategies

### 3.1 Local Environment (1996 – obsol

**a) Purpose / Goals**

The purpose of this issues-paper was to “recommend strategies to achieve the public health objective: To improve and protect the public health by developing strategies to maximise the positive effects of the local social and physical environment on health” (Public Health Commission (PHC), 1996: 6).

The paper included discussion of the functions and opportunities presented by:

- local government in public health
- the intersectoral World Health Organization Healthy Cities/Communities programme
- Agenda 21
- the Resource Management Act 1991.

**b) Relevance to Agenda 21 and sustainable development**

As noted in the document, “Health is a major component of the Agenda 21 process. The first principle of Agenda 21 in The Rio Declaration on Environment and Development is that ‘human beings are at the centre of concerns for sustainable development. They are entitled to a healthy and productive life in harmony with nature...’” (PHC, 1996:21).

**c) Targets**

The paper did not identify any targets. Among its proposals, however, it did recommend that “the PHC collaborates with the Ministry for the Environment, NZ Local Government Association, Department of Internal Affairs, Ministry of Health, Te Puni Kokiri, and other relevant government and non-government agencies and community groups to assess Agenda 21 health issues and the way they should be managed and promoted at the national and local level” (PHC, 1996:21). The Commission also advocated the need for environmental indicators.

**d) Agencies responsible for monitoring and development**

Key agencies identified for monitoring and developing recommendations in the report were the PHC, the Ministry of Health, Te Puni Kokiri and Regional Health Authorities.

**e) Extent of implementation / reports on evaluation**

The recommendations of this document were never officially implemented. The Public Health Commission was disestablished in the mid-1990s and its functions were taken over by the Ministry of Health.

**f) Linkages to other strategies**

While little attention was given to other strategies, the Commission did acknowledge the importance of intersectoral work in this area. They also stated that “the health sector, in isolation, has a limited ability to improve and protect public health and often the leading role is taken outside the health sector (PHC, 1996:7).

## 3.2 New Zealand Health Strategy (2002)

**a) Purpose / Goals**

This strategy “aims to ensure that health services are directed at those areas that will ensure the highest benefits for our population, focusing in particular on tackling inequalities in health” (Ministry of Health (MoH), 2002:1).

It also identifies seven fundamental principles to be reflected across the health sector:

- acknowledging the special relationship between Maori and the Crown under the Treaty of Waitangi
- good health and wellbeing for all New Zealanders throughout their lives
- an improvement in the health status of those currently disadvantaged
- collaborative health promotion and disease and injury prevention by all sectors
- timely and equitable access for all New Zealanders to a comprehensive range of health and disability services, regardless of ability to pay
- a high-performing system in which people have confidence
- active involvement of consumers and communities at all levels.

**b) Relevance to Agenda 21 and sustainable development**

In contrast to *The Local Environment* (identified above), this strategy does not make any reference to the principles of Agenda 21. Nonetheless, one of its goals is to ensure that a “healthy physical environment” is achieved (MoH, 2000:10). Objectives identified under this heading are:

- to support policies and develop strategies and services that ensure affordable, secure and safe housing for all
- to support policies that improve access to public transport
- to support policies that ensure access to an adequate supply of safe and nutritious food
- to support policies and develop strategies and services that ensure all people have access to safe water supplies and effective sanitation services.

**c) Targets**

No specific targets are identified, although 13 of the 61 objectives in the strategy have been chosen for implementation in the short to medium term.

**d) Agencies responsible for monitoring and development**

Under the New Zealand Public Health and Disability Act 2000, the Minister of Health is required to report annually on progress in implementing the New Zealand Health Strategy.

**e) Extent of implementation / reports on evaluation**

The first progress report on implementation of this strategy was published in December 2001. Implementation is an ongoing process that will add new components to the strategy. Thus, it is “intended to be a ‘living’ document...It will therefore be revised at intervals to take account of new changes and to incorporate additional specific strategies” (MoH, 2000:2)

**f) Linkages to other strategies**

This document is intended to provide an overarching strategy for the health sector in New Zealand. It is associated with other strategies in this sector that include:

- the New Zealand Disability Strategy
- a Child Health Strategy
- the National Mental Health Strategy
- a strategy addressing primary health.

The strategy also suggests (MoH, 2000:2) that

*the health sector contributes to important intersectoral strategies on issues such as road safety, environmental health, biosecurity, support for disadvantaged families, and youth suicide. This contribution will also fall under the umbrella of the New Zealand Health Strategy, and will continue to be extended and developed in association with other agencies.*

### 3.3 Employment Strategy (2000)

#### a) Purpose / Goals

This strategy seeks to “minimise persistent disadvantages in the labour market and maximise the number of jobs and the level of earnings for all” (New Zealand Government, 2002b:4).

The Employment Strategy has six major goals:

- ensuring macroeconomic policies enable sustained economic growth and its accompanying job creation
- promoting an ‘employment rich’ economy by removing barriers to employment growth
- developing a flexible, highly-skilled workforce
- developing strong communities
- improving participation in employment for Maori and Pacific people
- improving participation in employment for people with disabilities and other groups at risk of long-term unemployment.

#### b) Relevance to Agenda 21 and sustainable development

The principles of Agenda 21 recognise the need to promote employment opportunities. This strategy, however, does not consider any environmental issues associated with attempts to promote “sustained economic growth” (New Zealand Government, 2002b:4). The strategy only makes weak reference to “sustainable economic and social development” (*ibid.*).

#### c) Targets

The strategy identifies a variety of general targets and desired outcomes to be achieved.

#### d) Agencies responsible for monitoring and development

An Employment Strategy Senior Officials Group, under the leadership of the Department of Labour, has responsibility for implementing the strategy.

A monitoring regime has also been established to assess performance against the strategy. This has been designed to give greater prominence to employment issues that come before Cabinet. Major policy proposals that could impact on the Employment Strategy need to include a clear assessment of their expected effects on progress with this strategy.

#### e) Extent of implementation / reports on evaluation

The first report on progress to date was released in early 2002 (New Zealand Government, 2002b).

#### f) Linkages to other strategies

As the strategy report notes, “the government has adopted a number of integrated economic and social development strategies that provide for a broad range of policies” (New Zealand Government, 2002b:4). Explicit links are made to:

- an Adult Literacy Strategy
- a Disabilities Strategy
- the Early Childhood Education Strategy
- the Tertiary Education Strategy.

Close conceptual linkages are also made to the Innovative New Zealand Strategy. No links are made with any environmental strategies or considerations.

### 3.4 The Social Development Approach (2001)

#### a) Purpose / Goals

This document was published to provide a basis for further strategic social policy work by the Ministry of Social Development. Its purpose is to “set out a structured way of thinking about cross sectoral social policy” (Ministry of Social Policy (MSP), 2001b:1).

#### b) Relevance to Agenda 21 and sustainable development

In a related document, the Social Report (MSP, 2001a:5), the Minister of Social Services and Employment notes that the Government should not make “an artificial distinction between economic, social and environmental policy. For policies in all these areas are about building a better society, for now and into the future. We need to recognise these inter-relationships. A well-performing economy and a healthy environment are critical for delivering a fairer society...”

One of the ‘desired social outcomes’ of *The Social Development Approach* is identified as a “clean and healthy environment [which] is maintained, sustaining nature, and meeting the needs of people now and in the future” (MSP, 2001a:2). However, it does not make any more specific linkages with the principles of sustainable development.

#### c) Targets

No defined targets are set, as the aim of this document is “not to identify particular proposals for social policy, but rather, to describe a means by which such proposals should be identified” (MSP, 2001b:1).

#### d) Agencies responsible for monitoring and development

The Ministry for Social Development (MSD) is the key agency involved in developing policies in this area.

#### e) Extent of implementation / reports on evaluation

The MSD (formerly the Ministry of Social Policy) has established a regular reporting programme to assess key social, economic and environmental indicators. The intention of the first *Social Report* (MSP, 2001a) was to provide some indication of the level of social well-being in New Zealand. Although there is a section on ‘the environment’, however, this is limited to a very narrow focus on the use of indicators to measure air and water quality.

#### f) Linkages to other strategies

The framework for this strategy emphasises the way in which social policy analysis has historically “been organised around functional interventions such as economic, education, housing, and health policies. The balkanised nature of this policy advice risks poorly co-ordinated and integrated policy. Policy advisors may fail to analyse either the positive or negative effects of proposed policies in other sectors” (MSP, 2001a:1).

Despite this observation, little attention is given to environmental considerations in the document. For example, further economic growth is advocated to expand employment opportunities but the nature of that economic growth is not examined. The *Social Report* (MSP, 2001a:98) does note that “it is possible to achieve impressive economic growth in the short term at the expense of our long-term well-being if the consequences of that economic growth on our natural environment are ignored.” Nonetheless, no linkages are made to strategies in the environmental area.

### 3.5 Tertiary Education Strategy 2002-07 (in development)

#### a) Notes

A draft copy of this strategy was released in December 2001. Its purpose is to connect learning and research in the tertiary education system with economic and social development objectives. It is closely linked with conceptions of a 'knowledge economy' in which higher economic growth is advocated through innovation and the development of new technologies.

The strategy highlights a variety of environmental issues in the areas of biodiversity, biosecurity, transport and climate change. It identifies one strategic objective which is loosely related to sustainable development. This is to "increase the alignment of tertiary research with areas in which New Zealand can secure global competitive advantage and which are essential for national economic or social development, or environmental sustainability" (New Zealand Government, 2001:25).

The strategy also makes a very brief mention of the Centres of Research Excellence (CoRE) fund. This was established in 2001 to support research in New Zealand. Five Centres were selected in 2002 according to their potential to contribute to New Zealand's future development. The selection assessment for these centres was partly based on five strategic goals proposed for the tertiary sector by the Tertiary Education Advisory Commission. These goals were economic development; innovation; social development; environmental sustainability; and fulfilling the obligations of the Treaty of Waitangi.

## 4. 'Economic' strategies

### 4.1 Industry Development Strategy (2000)

#### a) Purpose / Goals

This strategy aims to "increase the international competitiveness of New Zealand's business environment in order to generate more wealth, create more jobs and promote New Zealand as an attractive place to invest and do business" (New Zealand Government, 2000a). Its objectives are to:

- make expertise and information available to improve industry performance and market prospects, and to provide access to key resources into the innovation process, such as capital
- catalyse investments and major events in New Zealand to exploit significant opportunities that do not come often
- develop effective partnerships between central and local government, industry organisations and individual enterprises
- to reduce costs and improve the effectiveness of government activity through better coordination between government agencies.

#### b) Relevance to Agenda 21 and sustainable development

This is a key economic strategy that argues industry development "is a key component of sustainable development and is complemented by a range of policies such as those relating to regional development, human capability, the regulation of business, the provision of infrastructure services and the protection and sustainable use of natural resources" (New Zealand Government, 2000a).

#### c) Targets

The only targets that are set in the strategy are for:

- 2000: establish Industry NZ, develop new initiatives, review the effectiveness of existing industry development programmes and improve coordination between programmes providers
- 2001: implement the outcomes of the review through an enhanced suite of industry development initiatives.

**d) Agencies responsible for monitoring and development**

Industry New Zealand is responsible for implementing and managing industry development initiatives.

**e) Extent of implementation / reports on evaluation**

Implementation began in 2000/2001.

**f) Linkages to other strategies**

Linkages are only made with the Regional Development Strategy. However, a wide range of government agencies (with environmental, social and economic policy responsibilities) were consulted prior to release of this strategy.

## 4.2 Regional Development Strategy (2000)

**a) Purpose / Goals**

The overall aim of this strategy is “to assist individuals, firms, industries and communities within regions to identify local opportunities, develop capability and capacity to respond to opportunities, and exploit opportunities” (New Zealand Government, 2000b).

**b) Relevance to Agenda 21 and sustainable development**

This is a key economic strategy that identifies a need to integrate economic aspirations with social and environmental needs and to consider long-term effects of development. According to the strategy, “regional development is about applying sustainable development on a regional scale” (New Zealand Government, 2000b).

**c) Targets**

The strategy does not identify any specific targets.

**d) Agencies responsible for monitoring and development**

The regional development programme associated with the strategy is being managed by Industry New Zealand.

**e) Extent of implementation / reports on evaluation**

Implementation of the strategy began in 2000.

**f) Linkages to other strategies**

Linkages are only made with the Industry Development Strategy. However, a wide range of government agencies (with environmental, social and economic policy responsibilities) were consulted prior to release of this strategy.

### 4.3 New Zealand Tourism Strategy 2010 (2001)

#### a) Purpose / Goals

The vision for tourism identified in this strategy is that “in 2010, visitors and their host communities understand and embrace the spirit of manaakitanga (hospitality) while New Zealanders’ environment and culture is conserved and sustained in the spirit of kaitiakitanga (guardianship) and tourism is a vibrant and significant contributor to the economic development of New Zealand” (Tourism Strategy Group (TSG), 2001:iii). The key aims of the strategy are to:

- align the interests and activities of all tourism industry players in government and in the private sector
- harness the collective energy and avoid duplication of effort
- provide clarity of purpose and direction for the sector.

Key goals in the environmental area are to:

- recognise the value of the natural environment and actively protect, support and promote its sustainability
- ensure Maori participate and are partners in the tourism sector and that the Maori culture and identity is protected
- proactively foster the recognition, understanding and appreciation of New Zealand’s built, historic, cultural and Maori heritage.

#### b) Relevance to Agenda 21 and sustainable development

Tourism plays a significant role within the New Zealand economy. As the strategy highlights, “increasing attention will need to be paid to environmental sustainability as domestic and international visitor numbers continue to grow” (TSG, 2001:27). The strategy also suggests that “sustainable development is critical to ensure the benefits of tourism will not be short-lived” (TSG, 2001:ii).

#### c) Targets

While the strategy highlights the importance of environmental and cultural aspects of sustainability, it does not identify any explicit targets to be achieved. Recommendations in the strategy are based around more general goals. These include objectives to:

- develop and promote resource use efficiency initiatives and environmental management systems to achieve agreed international benchmarks
- monitor and manage visitor impacts on the protected environment
- develop and maintain recreational services and facilities on conservation lands to support increased visitor growth without damaging the environment
- investigate options for carbon neutrality and resource use efficiency
- develop a tourism and environmental statement
- investigate the options for monitoring and minimising conflicts between tourism and the environment.

#### d) Agencies responsible for monitoring and development

The Ministry of Tourism is responsible for coordinating government work on tourism issues. The strategy also highlights the role of the Ministry to work with the Department of Conservation on tourism and conservation estate issues, Te Puni Kokiri on Maori development issues and Industry New Zealand on the wider economic context for tourism development.

**e) Extent of implementation / reports on evaluation**

Feedback is still being sought from within the tourism industry and among Maori and government agencies on ways to implement the strategy.

**f) Linkages to other strategies**

The strategy does not make any explicit linkages to other government strategies in this area. As noted above, however, the Ministry of Tourism is intending to work with other government departments such as the Department of Conservation and Te Puni Kokiri as well as Local Government New Zealand. The strategy also notes the need for more integrated management of tourism planning and development in New Zealand (TSG, 2001:28).

#### 4.4 Innovative New Zealand Strategy (2002)

**a) Purpose / Goals**

The primary objective of the strategy is to “return New Zealand’s per capita income to the top half of the OECD and to maintain that standing” (New Zealand Government, 2002c:12).

The strong economic focus of the strategy is evident in the statement that “it is clear... that internationally our economic performance has not kept pace with our social and environmental performance. The challenge for New Zealand now is to catch up in economic terms while ensuring that both this generation and future generations can benefit. We must grow more quickly than we have in the past” (New Zealand Government, 2002c:23).

**b) Relevance to Agenda 21 and sustainable development**

This strategy represents a key platform for fostering further economic growth in New Zealand. It also suggests that the “government does not believe we can put on hold social and environmental progress, and concentrate solely on economic growth. Implicit in the quality of the growth we are seeking will be integration of the economic, environmental and social pillars of sustainable development” (New Zealand Government, 2002c:12 ).

**c) Targets**

As noted, the objective of the strategy is to return New Zealand’s per capita income to the top half of the OECD. It does not specifically identify any other targets to be achieved.

**d) Agencies responsible for monitoring and development**

Monitoring of the strategy is planned to be led by a private sector-based advisory board. The Ministry for Economic Development will coordinate the development of further strategies in this area

**e) Extent of implementation / reports on evaluation**

The strategy was released in February 2002 and implementation is planned to occur at a number of levels. The approach to be taken will include:

- leadership by Ministers through all relevant portfolios to ensure the whole of government is working together
- developing specific strategies in various sectors, led by the private sector
- ensuring budget prioritisation so that the direction signalled in the strategy will be reflected in new spending decisions.

#### **f) Linkages to other strategies**

Brief links are made to a variety of other strategies, including:

- the Energy Efficiency and Conservation Strategy
- the New Zealand Waste Strategy
- a Biosecurity Strategy (under development)
- the Tertiary Education Strategy
- the Wood Processing Strategy
- a Biotechnology Strategy (under development).

The strategy also notes the ongoing development of social and environmental indicators to go alongside traditional economic indicators for measuring progress.

### 4.5 Biotechnology Strategy (in development)

#### **a) Notes**

In response to the recommendations of the Royal Commission on Genetic Modification, the Government announced in October 2001 that a Biotechnology Strategy would be developed. The purpose of this strategy is intended “to ensure that New Zealand keeps abreast of developments in biotechnology, with a mechanism to ensure ongoing balance between benefits and risks” (MfE, 2001f). The Ministry of Research, Science and Technology has been given the responsibility to develop this strategy.

### 4.6 Wood Processing Strategy (2002)

#### **a) Purpose / Goals**

This strategy is based on a partnership between the forestry industry, various regions, central government and unions. Its purpose is to significantly accelerate the development of the processing of logs and associated industries.

#### **b) Relevance to Agenda 21 and sustainable development**

Although the strategy does not specifically refer to the principles of sustainable development it is likely to have a significant economic, social and environmental impact. The strategy also highlights a need to achieve recognition for the sustainability of plantation forests.

#### **c) Targets**

Specific targets include:

- creating 20 percent more jobs associated with the industry by 2005
- processing half the additional available wood in New Zealand by 2015
- attracting at least \$3 billion in processing investment by 2010
- developing efficient, safe and competitive transport networks and infrastructure in new forest regions.

Environmental targets include:

- creating a world-class bio-security framework by 2003
- achieving international recognition of the sustainability of New Zealand’s plantation forests through third-party certification by 2003.

**d) Agencies responsible for monitoring and development**

The strategy has been developed by a steering group comprised of representatives from industry and local and central government. It is chaired by the Minister for Economic Development.

**e) Extent of implementation / reports on evaluation**

Implementation of the strategy began in late 2001. The steering group meets every two months and has working groups based around the areas of infrastructure; labour and skills; trade enhancement; research, science and technology; the Resource Management Act; trade access; investment; national certification; bio-security and climate change.

**f) Linkages to other strategies**

No linkages are made to other strategies. As noted above, however, working groups are involved with specific initiatives that include bio-security and climate change.

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