



Proactive Release

The following document has been proactively released by the Department of the Prime Minister and Cabinet (DPMC), on behalf of Rt Hon Christopher Luxon, Prime Minister:

Briefing to the Incoming Prime Minister

The following document has been included in this release:

Title of paper: Briefing to the Incoming Prime Minister

Some parts of this information release would not be appropriate to release and, if requested, would be withheld under the Official Information Act 1982 (the Act). Where this is the case, the relevant section of the Act that would apply has been identified. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

Key to redaction codes:

- section 9(2)(a), to protect the privacy of individuals
- section 9(2)(f)(iv), to maintain the confidentiality of advice tendered by or to Ministers and officials
- section 9(2)(g)(ii), to prevent improper pressure or harassment



Briefing to the Incoming Prime Minister

Date

27 November 2023

Priority

Routine

Security classification

~~Budget Sensitive~~

Introduction

Congratulations, and welcome to your new role as Prime Minister.

As Prime Minister you are the head of executive government, the Chair of Cabinet, the principal advisor to the Sovereign and the Sovereign's representative, and the responsible Minister for the Department of the Prime Minister and Cabinet (DPMC). DPMC supports you in all these roles.

This briefing sets out:

- DPMC's roles and responsibilities, and how we can support you, and
- key areas of focus requiring consideration within the next 100 days.

It also addresses your role as the responsible Minister for DPMC, and sets out:

- our organisational structure
- DPMC's funding, and
- the other Ministers and portfolios we currently support.

We look forward to supporting you to drive the Government's work programme. Our Chief Executive, Rebecca Kitteridge, will meet with you early on to discuss your priorities and how we can best support you.

Glossary

Acronyms commonly used in your portfolio include:

DPMC	The Department of the Prime Minister and Cabinet
FOSAL	Future of severely affected locations
NEMA	The National Emergency Management Agency
ODESC	Officials' Committee for Domestic and External Security Coordination
PAG	Policy Advisory Group

DPMC's roles and responsibilities

DPMC is here to support you to achieve your priorities. We do this through providing advice on the range of policy issues facing the government, supporting the effective functioning of executive government, and stewarding and coordinating the national security and risk systems.

DPMC's roles are:

1. supporting you to achieve your priorities, and to drive the government's work programme
2. ensuring effective constitutional government, and
3. supporting you on national security and crises.

These roles support us in progressing our three long-term outcomes:

- Outcome 1: The Government is supported to shape and deliver its priorities
- Outcome 2: Aotearoa New Zealand's institutions of executive government are trusted, effective and enhance our nation's interests, and
- Outcome 3: People living in Aotearoa New Zealand are, and feel, resilient safe and secure.

Supporting you to achieve your priorities and to drive the government's work programme

Providing expert policy advice and coordinating the policy agenda

DPMC's position at the heart of central government allows us to help you keep a firm hold on policy matters that you consider to be high priority. From this vantage point, we can monitor progress and support you to 'unstick' any system issues.

The Policy Advisory Group (PAG) links with agencies and sectors across the public service to give you comprehensive policy advice and a 'helicopter view' of how the public service is progressing the Government's priorities. The PAG advisors will support you in your interactions with Ministers, help you identify and progress strategic opportunities, and give you expert advice on issues and how to resolve them.

PAG also hosts the Policy Project, which helps to build a high-performing policy system that supports good decision-making. The Policy Project is championed and jointly funded by

agencies with policy functions. It supports agencies to build their capability in substantive policy development, including supporting with Long-term Insights Briefings¹.

Supporting the implementation of the government's agenda

The Implementation Unit (IU) was established in June 2021, initially for a period of two years until 30 June 2023. Following an external review, funding was confirmed in Budget 2023 for a further two years to 30 June 2025. The IU works closely with agencies to ensure that priority projects selected by Ministers are on track to deliver the intended benefits within the proposed timeframes. If required, the IU will work with the responsible Minister and agency to identify what needs to be done to bring the project back on track, and follow up to ensure that identified actions are taken.

The IU most recently reported to the Minister of Finance. You can delegate responsibility to another Minister, or the IU could report to you as Prime Minister. In other countries with an IU or equivalent unit, the Responsible Minister is generally the head of government.

Maintaining a view on medium- and long-term cross-agency issues

The Strategy Unit delivers analysis and advice to the Prime Minister on medium- to long-term strategic issues. The Unit's projects seek to answer questions about where New Zealand's strategic challenges intersect with the Prime Minister's shorter-term interests, priorities, and tactical concerns.

Supporting you to ensure effective constitutional government

Providing advice and support on constitutional and procedural matters

The Cabinet Office provides secretariat services to Cabinet and Cabinet committee meetings, and constitutional, policy and procedural advice to you, the Governor-General, and Ministers. The Clerk of the Executive Council (who is also the Secretary of the Cabinet) is directly responsible to you and the Governor-General for supporting the Executive Council and providing advice, as necessary, on constitutional matters.

Supporting you in your role as Chair of Cabinet

As the head of executive government, you determine the title and scope of each ministerial portfolio (including the Leader of the House) and determine portfolio allocations and ministerial rankings. The Cabinet Office supports you in making these decisions and arranges the appointment ceremony of new Ministers.

Once Ministers have been appointed, the Cabinet Office ensures that they understand their roles, and helps them to identify and put arrangements in place to manage any conflicts of interest.

¹ These briefings are required every three years under the Public Service Act 2020.

As the Chair of Cabinet, you lead the meetings, approve the agendas and are the custodian of Cabinet procedure. The Cabinet Office supports you in this role. The Secretary of the Cabinet is responsible to you as the Chair of Cabinet for the impartial recording of Cabinet decisions and for the development and administration of Cabinet processes. As Prime Minister, you also determine the structure, terms of reference, and membership of Cabinet committees.

The first item of Cabinet business is to endorse the Cabinet Manual as the basis on which to operate. The Cabinet Manual 2023 is the authoritative guide to central government decision-making for Ministers, their offices, and those working within government. It documents the Executive's view of how it functions and the main conventions that operate within government.

The Legislation Coordinator based in Cabinet Office supports the Leader of the House and the Cabinet Legislation Committee (LEG) in the arrangement and oversight of House business for the remainder of the Parliamentary term. During the first 100 days, this will include confirming which current bills will continue to progress, or which may be useful vehicles for your immediate priorities, and supporting the office of the Leader of the House in developing good processes while managing the Government's first legislative sprint.

Before the end of the year, the Legislation Coordinator also calls for legislation bids for the 2024 Legislation Programme, which will establish a foundation for managing the government's longer-term legislative priorities for this term of Parliament beyond the first 100 days.

Supporting your engagement with the Sovereign

The Clerk of the Executive Council advises you on New Zealand's relationship with our Head of State, King Charles III, King of New Zealand. This includes support for the constitutional and personal relationship of the King with the people of New Zealand, your audiences with the King and members of the Royal family, and Royal visits to New Zealand.

Supporting your engagement with the Governor-General

Government House supports the Governor-General to carry out the functions of the office. The Governor-General undertakes roles in four areas of activity: constitutional, ceremonial, international, and community leadership. DPMC provides support, including planning and organising all official engagements and functions, and ensures that the Governor-General is well supported in all settings.

The Governor-General, Rt Hon Dame Cindy Kiro, has a strategy based on four priorities: Taiao (stewardship of the natural world), Mohio (expertise, knowledge and understanding), Kotahitanga (celebration of diversity and commonality), and Oranga (wellbeing for all). At the request of the Prime Minister, the Governor-General undertakes a programme of international travel, representing New Zealand in the Head of State role.

Cabinet Office and Government House will support you to engage with the Governor-General through formal meetings, as your schedule allows. You may also choose to communicate informally. You will meet the Governor-General from time to time at important ceremonial and State events, such as the swearing-in ceremonies for new Ministers.

Supporting you on national security and crises

A key responsibility of any government is to ensure the security and territorial integrity of the nation, including protecting the institutions that sustain confidence, good governance, and prosperity.

The Chief Executive of DPMC is the lead official for national security and crisis response and as Chair of the Officials' Committee for Domestic and External Security Coordination (ODESC). The Prime Minister is the lead decision-maker in the ODESC system, supported by the DPMC Chief Executive as Chair. ODESC is New Zealand's strategic crisis management mechanism. It is responsible for providing strategic direction, coordinating the all-of-government response, providing impartial support, directing resources, and ensuring that risks, implications, and mitigations across agencies are understood and addressed.

We refer to the ODESC system as being 'activated' when coordination is underway. We will supply you with a separate briefing on other current and potential activations. The Chair of ODESC will inform you whenever the ODESC itself (CE-level) is to be convened.

Outside of formal activation, DPMC works with agencies to enhance their readiness capabilities, to potentially minimise consequences and ensure more effective responses. This includes DPMC membership in the Hazard Review Board and the National Security Board.

Because of the fundamental importance and sensitivity of national security, the Prime Minister has always had primary portfolio responsibility for national security and intelligence. DPMC is preparing a separate Briefing to the Incoming Minister for National Security and Intelligence, which will outline these issues in more depth.

We support you as the Responsible Minister for DPMC

In addition to the support we provide for you as the Prime Minister, we also support you as the **Responsible Minister for the department**. In this role, you are responsible for Vote Prime Minister and Cabinet, and accountable to Parliament for the department's overall performance. In undertaking this role, we will engage with you on budget preparation and setting our strategic direction, as well as in meeting other Public Finance Act 1989 reporting and accountability requirements.

DPMC administers the Vote and all of its appropriations, some of which you hold responsibility for, and also supports a range of portfolios for you and your Ministerial colleagues through its various business units. Information about the portfolios we support for you and your colleagues is described in more detail in Appendix A.

More detail about the department and the Vote is provided on pages 8-15.

Immediate priorities and decisions

This section outlines the immediate priorities and decisions that will be required early in the term, in relation to your role as Prime Minister and Responsible Minister for DPMC.

There are some areas of focus in the immediate future.

- The Chief Executive and Deputy Chief Executive, Policy will discuss your policy and departmental priorities with you to support you in your delivery in the first 100 days.
- The *Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain on 15 March 2019* made recommendations relating to institutional and ministerial arrangements for national security. These decisions were deferred prior to the election. We will discuss your priorities in relation to this with you.
- Initiating the process to appoint a new Prime Minister's Chief Science Advisor (Professor Dame Juliet Gerrard's term finishes mid-2024).
- There are some immediate national security roles that you as Prime Minister will need to fulfil in the first 100 days. The National Security Group will brief you separately on these.

About us

This section tells you a bit more about DPMC, what we do, who we are, and how we are funded.

What we do

DPMC's purpose is to advance an ambitious, resilient and well-governed Aotearoa New Zealand. We do this in a wide variety of ways. We lead, advise, steward and deliver activities across the public sector, and provide specific advice and support to the Governor-General, Prime Minister, Cabinet, and our portfolio Ministers. As one of the three central agencies, we also play a role in leading and coordinating public service agencies.

Other Ministers that DPMC supports

In addition to supporting you, DPMC supports the following portfolio Ministers:

- Minister for National Security and Intelligence (through the National Security Group), and
- Minister for Emergency Management and Recovery (through the functional Chief Executive, Cyclone Recovery² and the Cyclone Recovery Unit, and through the National Emergency Management Agency (NEMA) and its Chief Executive).

DPMC also supports Ministers to whom you allocate responsibility for functions delivered by DPMC. These include:

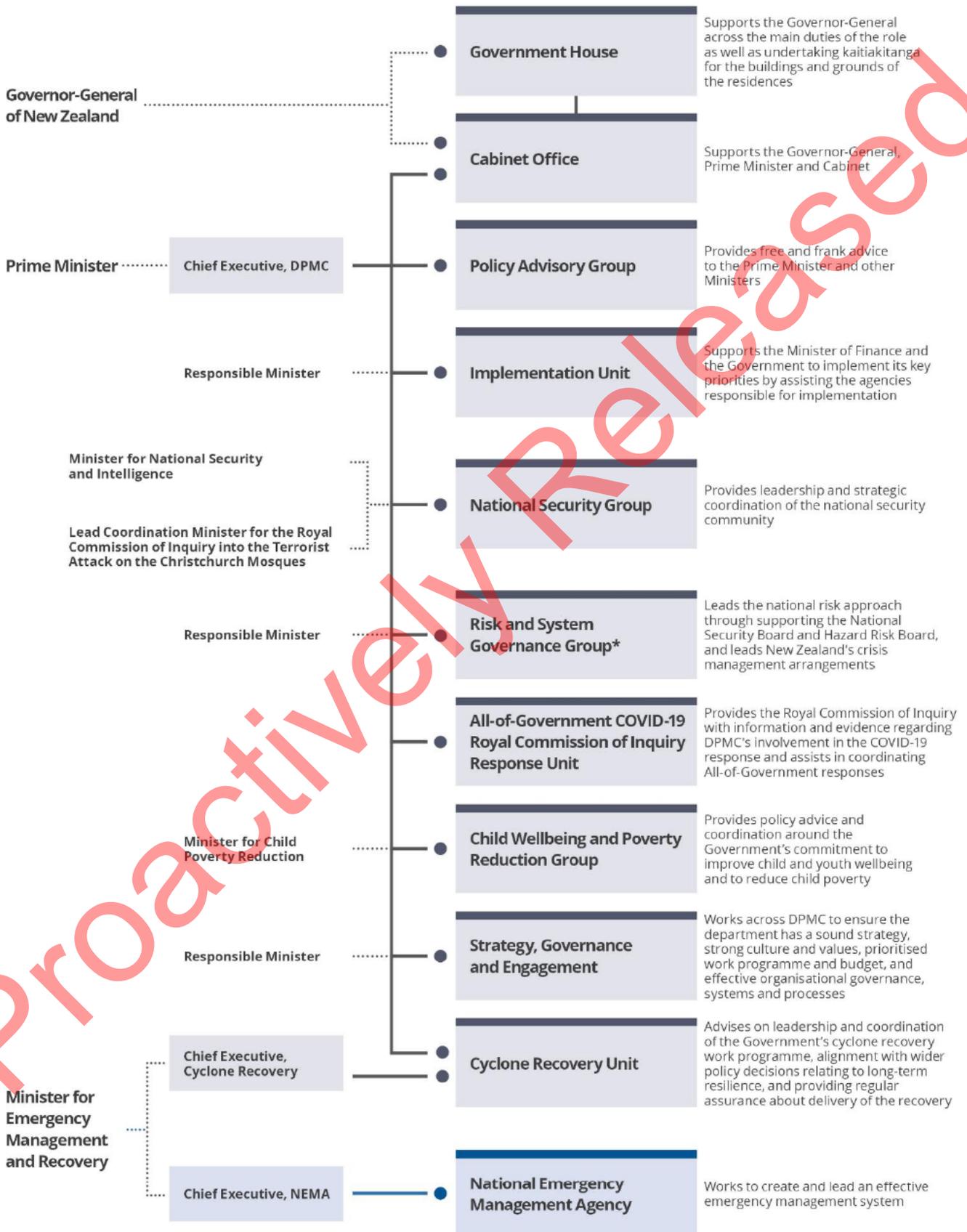
- Lead Coordination Minister for the Royal Commission of Inquiry into the Terrorist Attack on the Christchurch Mosques (through the National Security Group)
- Minister for Child Poverty Reduction (through the Child Wellbeing and Poverty Reduction Group)
- Minister with responsibility for delivery oversight (through the Implementation Unit)
- Minister with responsibility for matters related to cyber security policy (through the National Security Group), and
- Minister with responsibility for matters related to Greater Christchurch regeneration (through the Strategy, Governance and Engagement Group).

The support that DPMC provides to these Ministers is outlined briefly in **Appendix A**. Once you have determined your Ministerial portfolios and responsibilities, and the new Ministers have their warrants, respective Ministers will receive their own briefings from these functions.

² A functional Chief Executive is a role appointed by the Public Services Commissioner under the Public Service Act 2020. DPMC is the host agency for the functional Chief Executive, Cyclone Recovery who reports directly to the Responsible Minister.

Who we are

Our structure



* From 4 December 2023

Our Executive Leadership Team



Chief Executive, DPMC
Rebecca Kitteridge

s9(2)(g)(ii) _____



Deputy Chief Executive, Policy
Janine Smith

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**Chief Adviser to the
Chief Executive, DPMC**
Oliver Vallins

s9(2)(g)(ii) _____



**Secretary of the Cabinet,
Clerk of the Executive Council**
Rachel Hayward

s9(2)(g)(ii) _____



**Acting Deputy Chief Executive,
National Security**
Julian Grey

s9(2)(g)(ii) _____



**Executive Director,
Implementation Unit**
Stephen Crombie

s9(2)(g)(ii) _____



**Executive Director,
Strategy, Governance and
Engagement
Child Wellbeing and Poverty
Reduction**
Clare Ward

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Cyclone Recovery



**Chief Executive,
Cyclone Recovery**
Katrina Casey

s9(2)(g)(ii) _____



**Director, Office of the Chief
Executive, Cyclone Recovery**
Hamish Rogers

s9(2)(g)(ii) _____

National Emergency Management Agency



Chief Executive, NEMA
Dave Gawn

s9(2)(g)(ii) _____



**Deputy Chief Executive,
Emergency Management**
John Price

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Our people

DPMC together with NEMA has 438 staff, primarily in Wellington, with some staff located in Auckland and Christchurch. We have nine business groups (one of which is led by the functional Chief Executive, Cyclone Recovery) and host one departmental agency, NEMA.

Our staff numbers by group are set out below. These numbers are as at 30 September 2023 and include permanent and fixed-term staff, as well as people seconded into DPMC and NEMA from other agencies.

• Government House	31
• Cabinet Office	24
• Policy Advisory Group (also includes Policy Project, Strategy Unit and Christchurch Call)	31
• Implementation Unit	3
• National Security Group	115
• All of Government COVID-19 Royal Commission of Inquiry Team	5
• Child Wellbeing and Poverty Reduction Group	10
• Strategy, Governance and Engagement Group and Office of the Chief Executive	32
• Cyclone Recovery Unit	24
• National Emergency Management Agency	163

As from 4 December 2023, the existing National Security Group will be replaced by two groups:

- the National Security Group which will provide strategic leadership regarding national security and will deliver on DPMC's national security accountabilities, and
- the Risk and System Governance Group which will provide leadership of DPMC's risk and system governance accountabilities.

How we are funded

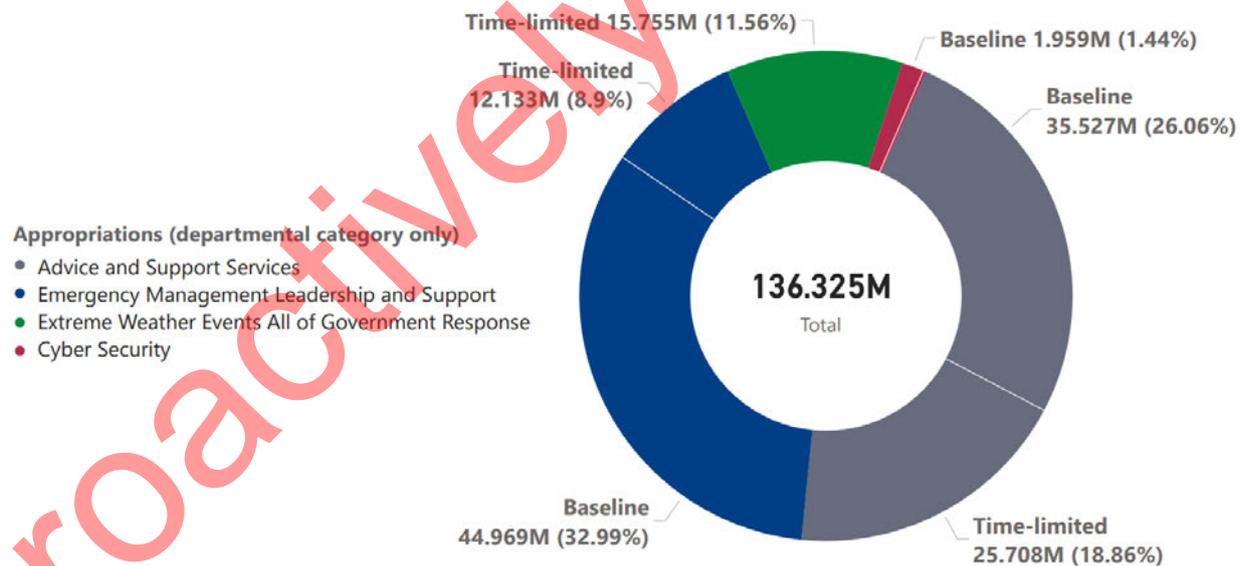
We are funded through and administer Vote Prime Minister and Cabinet. As Prime Minister, you are the Responsible Minister for the Vote. We take a whole-of-department approach to financial management, moving funding across work programmes as priorities change. As a departmental agency hosted by DPMC, NEMA is also funded from this Vote, as is the functional Chief Executive, Cyclone Recovery.

In 2023/24 Vote Prime Minister and Cabinet is made up of departmental, non-departmental and multi-category appropriations³ (MCAs) and Permanent Legislative Authorities (PLAs). Including the October 2023 Baseline Update, this consists of:

- \$136.325 million for departmental expenditure (including both departmental appropriations and departmental categories within MCAs)
- \$1,260.379 million for non-departmental expenditure (including both non-departmental appropriations and non-departmental categories within MCAs), and
- \$7.731 million for PLAs.

Departmental funding

In 2023/24, departmental activity is funded through four appropriations, as outlined below.



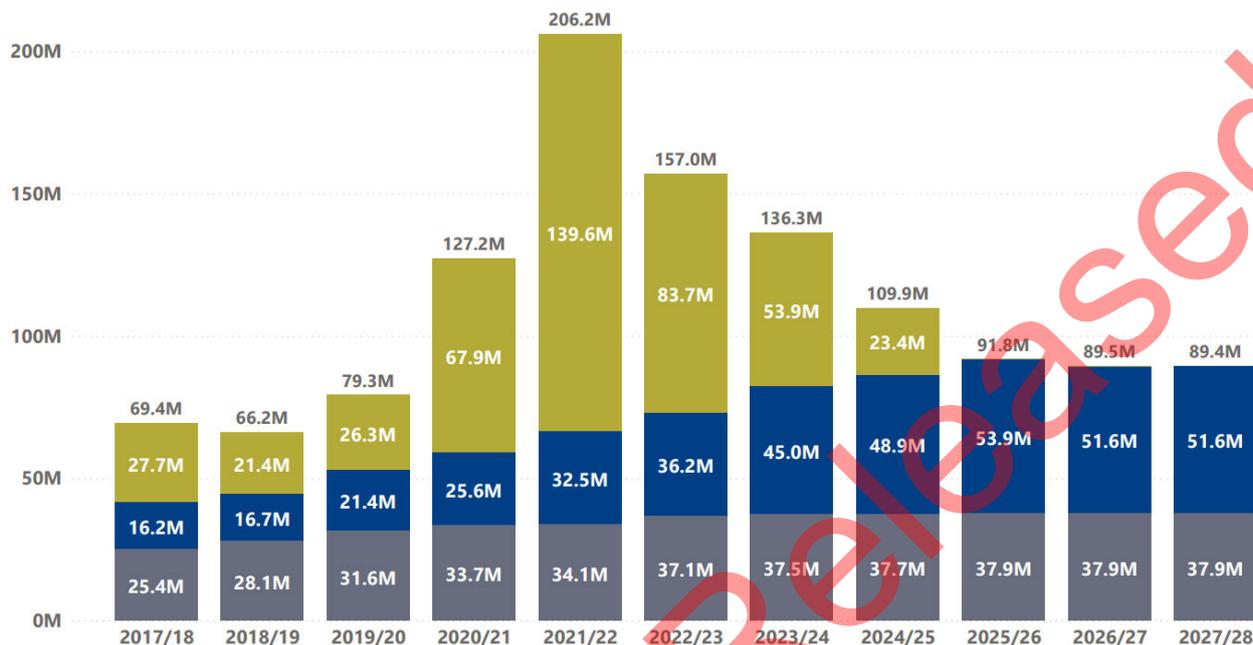
For the 2023/24 year, 39.5% of this departmental funding relates to short term functions with all time-limited funding ceasing by the end of 2024/25.

³ MCAs consist of two or more categories of output expenses (which can be departmental or non-departmental), other expenses (which can be departmental or non-departmental) and capital expenditure (which can only be non-departmental). The following tables exclude capital appropriations.

The graph below shows changes in departmental appropriations from 2017/18 to 2027/28.

Departmental

● DPMC Baseline ● NEMA Baseline ● Time-limited



This graph shows that:

- Between 2021/22 and 2023/24, overall departmental funding reduced by a third (by \$69.8 million), with a further 33% reduction of \$44.5 million between 2023/24 and 2025/26.
- The 2025/26 year in the graph represents the underlying on-going departmental baseline for DPMC, and the 2026/27 year for NEMA, after funding for short-term functions has ceased.
- The baseline for the core DPMC departmental appropriations increased from 2017/18 to 2023/24 by \$12 million or 47%. This is primarily due to new funding to support new functions taken on by DPMC such as Child Poverty and Wellbeing, the Strategy Unit and national security capability and capacity changes.
- The majority of baseline growth has been in emergency management departmental appropriations. These increased from 2017/18 to 2023/24 by \$28.7 million or 177%. This is primarily due to new funding to support both the tsunami monitoring and detection network for New Zealand and Pacific realms which was implemented during this period; and the establishment of NEMA as a departmental agency hosted by DPMC and the expanded functions of this agency as compared to its predecessor agency.
- There is a significant level of fluctuation in DPMC overall funding as time-limited functions such as Cyclone Recovery, Health and Disability Reform Transition, and All of Government COVID-19 Response come into the department and then go. Managing the implementation and disestablishment of these functions places pressures on other areas of DPMC and leaves legacy costs that DPMC must support (e.g. Official Information Act and Ministerial responses, and information and records management).

Non-departmental funding

We also support a range of other non-departmental (Crown) appropriations and permanent legislative authorities (PLAs). Crown expenditure administered through these appropriations covers areas such as:

- remuneration for the Governor-General, funding for the vice-regal programme of activity, and travel outside of New Zealand
- funding for the Centre of Excellence for Preventing and Countering Violent Extremism
- remuneration of Commissioners of Intelligence Warrants
- reimbursing local authorities for meeting expenses incurred in connection with an emergency as authorised by section 115A of the Civil Defence Emergency Management Act 2002, and
- grants and other payments to regional and local support structures to support recovery from the sequence of 2023 North Island weather events.

The baseline for non-departmental appropriations is largely driven by emergency management appropriations. Time-limited funding has generally related to one-off additional funding for grants to local authorities following emergency events.

Non-departmental funding⁴ is shown in the graph below:

Non-Departmental with PLA

● DPMC Baseline ● NEMA Baseline ● PLA ● Time-limited



⁴ Includes October 2023 Baseline Update and non-departmental capital appropriations.

From 2023/24 time-limited funding dominates following significant recent multi-year funding decisions relating to the North Island severe weather events to be reflected in the Supplementary Estimates of Appropriations 2023/24.

Included within the October 2023 Baseline Update is the establishment of the following Multi-Year Appropriations (MYA):

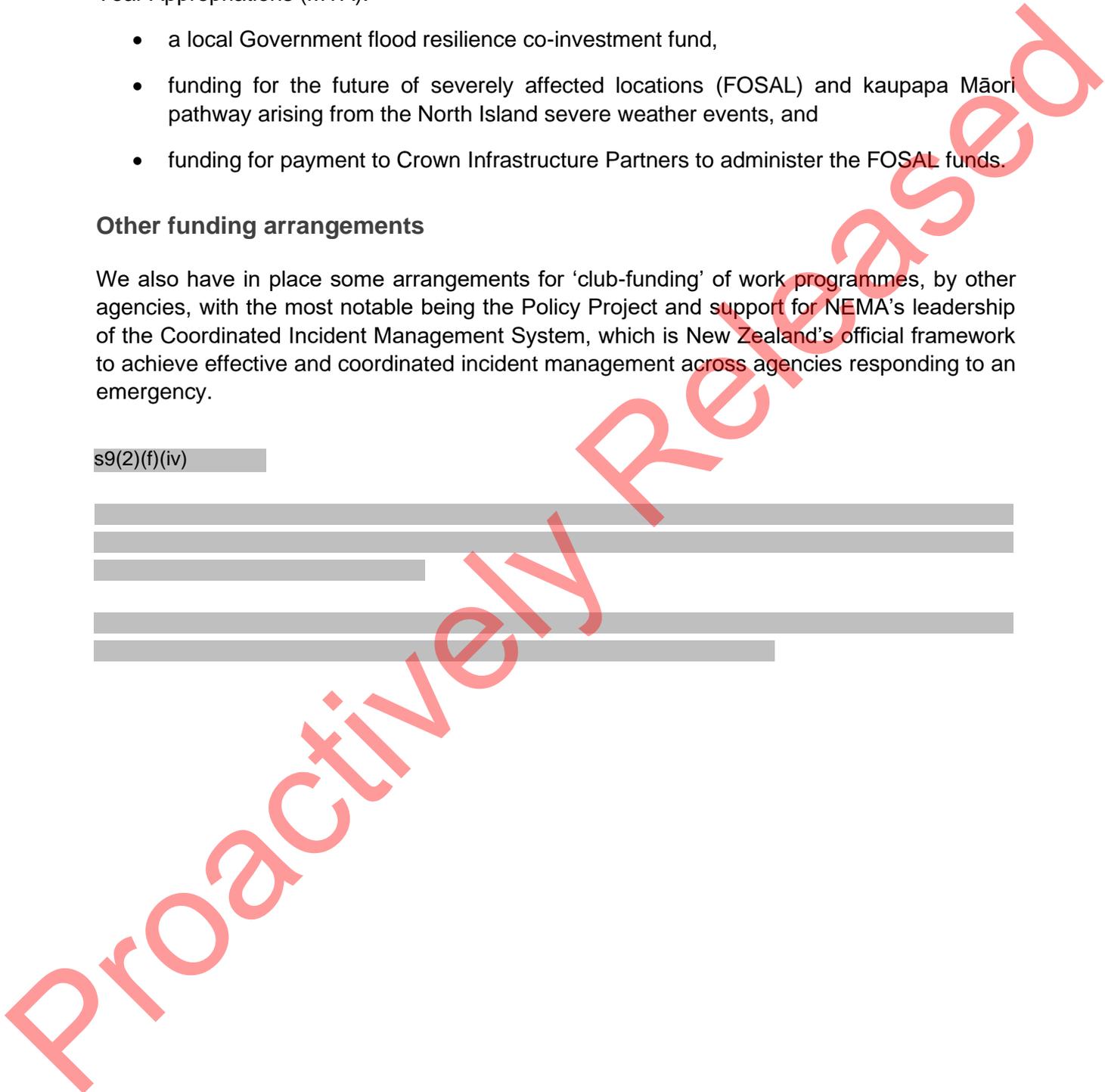
- a local Government flood resilience co-investment fund,
- funding for the future of severely affected locations (FOSAL) and kaupapa Māori pathway arising from the North Island severe weather events, and
- funding for payment to Crown Infrastructure Partners to administer the FOSAL funds.

Other funding arrangements

We also have in place some arrangements for ‘club-funding’ of work programmes, by other agencies, with the most notable being the Policy Project and support for NEMA’s leadership of the Coordinated Incident Management System, which is New Zealand’s official framework to achieve effective and coordinated incident management across agencies responding to an emergency.

s9(2)(f)(iv) [Redacted]

[Redacted]



Appendix A: Support for other portfolios

National Security and Intelligence (mix of permanent and time-limited funding)

Through its National Security Group (NSG), DPMC provides leadership and strategic coordination across New Zealand's national security community. This includes the provision of policy advice, independent intelligence assessments, strategic co-ordination of key issues in the National Security Strategy for which DPMC is responsible, as well as governance support for the collectives of Chief Executives that make up ODESC, the National Security Board and the Hazard Risk Board. It also co-ordinates the National Risk Approach. Funding for this portfolio sits within your Advice and Support Multi-Category Appropriation.

Royal Commission's Report into the Terrorist Attack on the Christchurch Mosques (funded to June 2024)

Responsibility for delivering the government's response to the recommendations of the Royal Commission's Report into the Terrorist Attack on the Christchurch Mosques has been allocated to a Lead Coordination Minister. DPMC will continue to support the Lead Coordination Minister to oversee the delivery of the work programme in response to those recommendations.

Cyber security policy

DPMC provides advice and support on matters relating to cyber security policy. Recently this work has been allocated to a portfolio Minister who in this capacity also assumes responsibility for the Cyber Security appropriation. In parallel, the Prime Minister's Special Representative on Cyber and Digital will support you to advance addressing online content and digital challenges both here and overseas.

Child Poverty Reduction (permanent funding)

The Child Wellbeing and Poverty Reduction Group is responsible for providing leadership and stewardship on child poverty and child wellbeing. This includes developing evidence-based advice, working with other agencies to achieve targets, and engaging across the system to develop a sense of joint ownership. This function has reported to a Minister for Child Poverty Reduction who is also responsible for the Child and Youth Wellbeing Strategy.

Greater Christchurch regeneration (funded from baseline)

As part of the wind-down of the Crown's role in the regeneration of Greater Christchurch most residual functions were transferred from DPMC to a range of other agencies. DPMC retained responsibility for functions under the Christ Church Cathedral Reinstatement Act 2017. Under the Act, you may authorise a Minister to administer the Act, or they may do so under a warrant. Since 2020, DPMC has supported the Associate Minister of Finance in this role.

Cyclone Recovery (funded to June 2025)

DPMC currently hosts the functional Chief Executive, Cyclone Recovery who leads the government's recovery programme for the 2023 North Island extreme weather events. The Cyclone Recovery Unit assists the Chief Executive, Cyclone Recovery to coordinate cross-government policy and implementation, and engagement with stakeholders (communities, iwi, business, local government, and regional groups). The functional Chief Executive will report to the Minister for Emergency Management and Recovery who is responsible for Extreme Weather Events appropriations within the Vote.

Emergency Management (permanent funding)

Emergency management is everyone's responsibility. NEMA's role as steward for the emergency management system means working with others to build a safe and resilient New Zealand. NEMA's role is both preventative (supporting communities to reduce the impact of and prepare for emergencies before they happen), and reactive (support with response and recovery after the fact). NEMA is a departmental agency hosted by DPMC. NEMA has its own Chief Executive and portfolio Minister, the Minister for Emergency Management and Recovery, who is also the appropriation Minister for a Multi-Category Appropriation and non-departmental appropriation within the Vote.

Other activities funded from Vote PMC

Input to the COVID-19 Lessons Learned inquiry (funded to June 2024)

The Royal Commission's purpose is to strengthen New Zealand's preparedness for, and response to, future pandemics by identifying lessons from our response to COVID-19. DPMC hosts a unit that facilitates DPMC's input to the Royal Commission and provides an all-of-government co-ordination function. The Royal Commission is due to report back by 30 September 2024.

Prime Minister's Chief Science Adviser (permanent funding)

Through the PAG, DPMC works closely with the Prime Minister's Chief Science Adviser. The s9(2)(f)(iv), s9(2)(a)

Christchurch Call (funded to June 2024)

The Christchurch Call Unit supports you to advance initiatives and priorities under the Christchurch Call. The Call is an action plan comprising twenty-four voluntary commitments agreed by governments and technology companies to eliminate terrorist and violent extremist content online. This unit is currently funded until June 2024 with funding for the Prime Minister's Special Envoy to 31 December 2023.