

Statement of Intent

1 July 2025 - 30 June 2029

Presented to the House of Representatives pursuant to section 149 of the Crown Entities Act 2004

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New Zealand Infrastructure Commission, Te Waihanga

Statement of Intent 2025 to 2029

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Introduction

This Statement of Intent outlines who the Commission is, what we do, what we plan to achieve, and how we will do it.

Pursuant to the Crown Entities Act 2004, it sets out the objectives and intentions of The Commission for the period 1 July 2025 to 30 June 2029.

Statement of responsibility

Tauākī haepapa

The Crown Entities Act 2004 requires the Commission to produce this Statement of Intent. Our functions and strategic outcomes, which this document describes, are consistent with the New Zealand Infrastructure Commission/Te Waihanga Act 2019.

This Statement of Intent covers the period between 1 July 2025 and 30 June 2029.



Raveen Jaduram
FEngNZ, CMIInstD

Board Chair

11 June 2025



Suzanne Tindal
FCPA, MAICD,
CFInstD

Deputy Chair

11 June 2025



Left to right: **Raveen Jaduram** Board Chair, **Sue Tindal** Deputy Chair/Chair of Audit and Risk Committee, **Maurice Davis** Director, **Sina Cotter Tait** Director, **Geoff Hunt** Director, **Stephen Selwood** Director, **Tim Brown** Director

Board Chair's foreword

Te kupu takamua a te heamana o te poari

New Zealand's infrastructure networks support and connect us in our daily lives, at home, at work and at play. They are our drinking water and wastewater, transport and power networks, our schools and hospitals. We become acutely aware if they fail or fall short of expectations.

Looking after these networks means ongoing maintenance and additions and requires a long-term network and system view. New Zealand's spending on infrastructure is average for a high-income country, but the value we get from this investment is far less than most. This must improve.

The New Zealand Infrastructure Commission/Te Waihanga (the Commission) is an independent key advisor to government on infrastructure, and proactively prioritises long-term infrastructure strategy and planning.

Since our first Infrastructure Strategy was published in 2022, we are now developing a National Infrastructure Plan (the Plan) and an Infrastructure Priorities Programme (the Programme) for implementation. The Programme is an independent and standardised process to identify proposals and projects that will meet New Zealand's strategic objectives, and represent good value-for-money for the investment made.

Recent institutional changes and adjustment of roles has occurred within the government infrastructure sector, with the creation of two entities: the National Infrastructure Funding and Financing Company Ltd (NIFF, who lead on private finance for New Zealand infrastructure), and Crown Infrastructure Delivery (CID, who provide support to the delivery of infrastructure projects).

As a result, the Commission has reorganised itself to lean more heavily into its system role and core functions, focusing on:

- providing independent advice to government
- developing long-term strategic advice and taking an influencing system leadership role within the infrastructure investment system.

Operationally, this means proactively identifying and progressing matters that will drive improvement in the system, including:

- infrastructure needs analysis that successive Governments can use to inform their spending strategies
- guidance to support agencies' long-term planning and asset management
- delivering an ongoing programme of project reviews and lessons learned that will help improve our ability to deliver projects.

There are significant needs ahead: a wall of renewals across all our public infrastructure networks; preparing our infrastructure for future demographic, population and climate changes; and the knowledge that doing this the way we currently do will be unaffordable. New Zealand must be more efficient and effective in planning and delivering public infrastructure.

The Plan and the Programme are influential vital system tools that successive Governments can use to guide them in such decision-making. The Commission's system role and focus will support the sector to become better stewards of all our infrastructure, ensuring New Zealanders can be confident they have the infrastructure they need to support our way of life.

Our strategic contribution to New Zealand

Who we are

Ko wai mātou

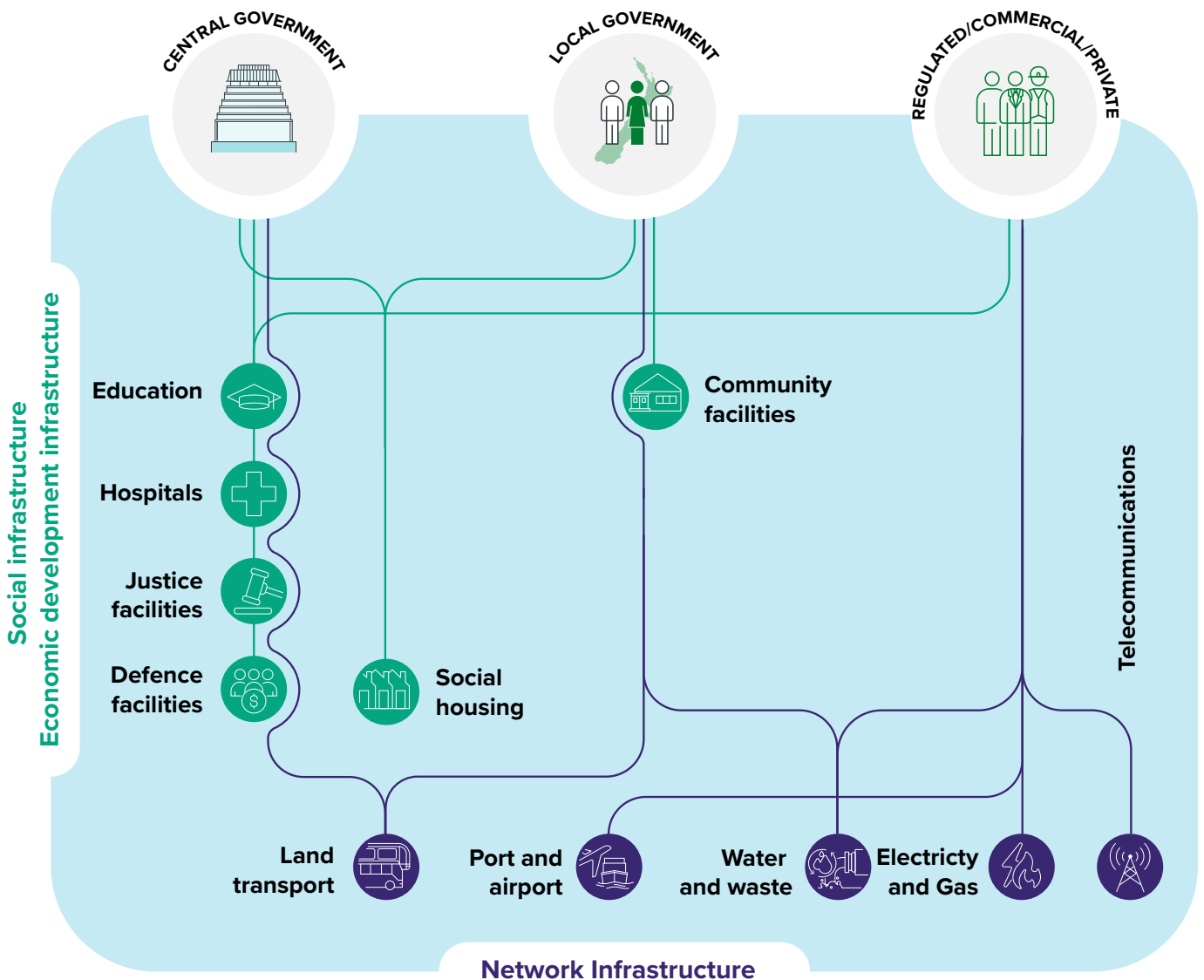
Established in September 2019 as an Autonomous Crown Entity, the Commission is the Government's independent advisor on infrastructure. We are focused on improving the infrastructure system to help lift the country's performance and improve the wellbeing of all New Zealanders.

Infrastructure is a broad term used to cover layers of connected systems and networks and

covers the networks that provide our water and wastewater, internet, energy, and roads, as well as our hospitals, ports and airports, schools, prisons, and much more. Infrastructure is provided by both central and local government, as well as regulated entities (like electricity companies) and the private sector.

What is infrastructure?

Examples of major types of infrastructure



Infrastructure networks are a work in progress.

Infrastructure lasts a long time. Pipes that carry water to homes are designed to last generations. Some road tunnels in our cities have stood in the same place for almost 100 years. New infrastructure assets are extensions of networks that have been built up over generations. Individual pieces of infrastructure last a long time, but it is our networks that are most enduring. And while they are enduring, they are never static. They are constantly being added to, improved, or repurposed to meet the needs of current and future populations.

99% of the infrastructure we will need over the next 30 years already exists.

Previous generations invested heavily in the infrastructure that we now benefit from. Ninety percent of our infrastructure was built in the last 70 years and around 50% in the last 30 years.

Our infrastructure system supports almost everything we do, and this means the decisions we make about it affect us all.

Because of the long life, size and complexity of our infrastructure system, these decisions can also have an impact for decades, even centuries, and involve millions or billions of dollars. The Commission helps government and others to shape this system, to grow wellbeing and drive a strong economy.

Meaning of Te Waihanga

Our full legislative name is the New Zealand Infrastructure Commission/Te Waihanga. In te reo Māori, waihanga means a cornerstone, or to make, create, develop, build, construct, or generate. The name Te Waihanga describes our commitment to shaping New Zealand's future through infrastructure planning and investment.



Our vision

Infrastructure for a thriving New Zealand



Our purpose

To improve all New Zealanders' lives through better infrastructure

Functions

The New Zealand Infrastructure Commission/Te Waihanga Act 2019 ('the Act'), along with the guidance in Cabinet Circular CO(23)9, outlines the functions of the Commission that guide our work ¹.

These functions are broad. They range from: being a system leader, to advising on projects, to understanding infrastructure needs, to identifying opportunities to improve the system and delivering strategy reports.

Not only are our functions broad, but the infrastructure system is also broad – with multiple

¹ Cabinet took decisions in November 2024 on establishing a National Infrastructure Agency which amended the functions of the commission along with a number of other infrastructure sector entities. Updates to the Commission's functions were reflected in the New Zealand Infrastructure Commission/Te Waihanga Amendment Bill introduced on 19 May 2025, which is progressing through the House. This SOI is based on the Commission's updated functions as reflected in the Amendment Bill.

infrastructure sectors, multiple models for delivery and supply in each sector and a complex matrix of regulation that governs the system.

With this in mind, the Commission has arranged its work into four Output Classes which collectively reflect our key functions in the Act:

1. Strategy and planning

- Provide independent and strategic direction and advise on sector/system-wide policy issues and implications.
- Deliver five-yearly strategy reports.

2. Information, insights and advice

- Provide information, research, insights and advice on infrastructure needs, priorities, projects, Pipeline, efficient delivery, ability to meet expectations.
- Provide second opinion policy advice.
- Provide other reports as directed by the Minister.

3. Engagement and influence

- Co-ordinate, develop and promote broad public agreement and long-term consensus on an approach to infrastructure that improves the wellbeing of New Zealanders and has regard to long-term trends.

4. Investment and system capability

- Provide guidance, coordination and advice on infrastructure system performance, pipeline and projects.
- Fulfil system leader role for infrastructure under CO23(9). Promote project, people and system capability.

These Output Classes not only reflect our functions and contain our priority deliverables. They also provide a connection between our legislative function and the Commission's Strategic Objectives ² listed below. This structure is reflected in our Performance Framework.

Strategic Intentions of the Commission

The Commission seeks to deliver a positive

change in the way New Zealand plans, invests in, funds, delivers and manages infrastructure. To achieve this, we are focused on developing and leading a transparent and evidence-based approach that supports central and local government and the private sector to collectively plan and deliver infrastructure that improves the wellbeing of all New Zealanders. To do this effectively, the Commission needs to influence change through others.

The Commission was established in 2019 and for the first five years we focused on:

- developing a rigorous evidence base to support decision-making
- building trust and respect with central and local government and the private sector
- engaging with the public
- developing our first 30-year Strategy and initiating work on our second strategy report, the National Infrastructure Plan.

With the benefit of this work, we are increasing our strategic objective focus on influencing change in the infrastructure system ³ in order to:

- build on the evidence base established in the Strategy and National Infrastructure Plan to better understand long-term infrastructure needs and their drivers
- ensure effective prioritisation of infrastructure investment
- provide cross-system insights on project delivery which support projects being delivered on time and on budget more often
- support improvements to frameworks and processes within the investment management system
- support asset owners to get more from existing infrastructure
- develop and improve sector capability for project and programme delivery.

The complexity of infrastructure in New Zealand means that there is considerable work that needs to be done by many parties to achieve these desired outcomes. While we cannot achieve these outcomes alone, the strategic objectives

² This reflects the Crown Entities Act 2004 requirement in Section 141(2)(b) to set out an entity's Strategic Objectives/Intentions

³ This reflects the Crown Entities Act 2004 requirement in Section 141(1) to set out an entity's Strategic Objectives/Intentions.

we are prioritising will help make positive change.

1. Strategy and planning

Developing the National Infrastructure Plan and future strategy reports

The Commission published *Rautaki Hanganga o Aotearoa*, New Zealand's first infrastructure strategy ('the Strategy') in May 2022. The Strategy identified the challenges facing the sector, made 68 recommendations to address these challenges and outlines three transformational areas for infrastructure that will have the greatest impact.

Building on the direction set in the Strategy, we have pivoted towards the development of the National Infrastructure Plan (the Plan), which will be delivered as our second strategy report as mandated under the Act in 2025.

The Plan will lay out an approach to how we can invest in our infrastructure to meet our long-term needs and community expectations. Consistent with our legislated role, the Plan will be the Commission's advice to Government. It will distinguish between our role as an advisor, and others' roles as decision-makers. It will provide information, findings, and recommendations that can be used to improve decision-making, and seeks to address the following questions:

- what is needed and what should New Zealand be spending over the next 30 years?
- what is the planned investment over the next 10 years?
- what is the gap between the long-term infrastructure need and planned investment, and how do we address that gap?

The draft Plan issued for consultation in June 2025 provides, and is expected to periodically update the following:

- **Forward guidance:** The forecast level and mix of investment that New Zealand is likely to need over the next 30 years. This comprises our advice to decision-makers seeking to understand and plan for future investment demands.
- **Operating environment:** This section includes key findings and (as needed) recommendations about how to address issues that affect investment across central government, local government, and commercial infrastructure.

- **How government invests:** This section includes key findings and (as needed) recommendations about how to improve central government's capability to plan, fund, and deliver investment and asset management.

- **Upcoming choices:** The draft Plan includes an 'investment menu' of projects that are expected to come forward for decisions in the future. This will include our assessment of readiness for investment, if available. We expect to update this information between the draft and final Plans, and then on an ongoing basis.

- **Sector issues:** Lastly, the draft Plan provides sector-level analysis to understand investment needs and challenges in different areas. This will summarise current issues, the investment outlook, and key opportunities.

Delivery of the Plan is a significant undertaking and has absorbed the majority of the Commission's resources in FY2025. Public and Ministerial consultation, the Government response to the Plan, and setting ourselves up to track and monitor its impact and implementation will continue to occupy our work well into FY2026.

Thereafter, the Act requires us to provide a strategy report at least every five years. Our planned work and resourcing model will ensure that we maintain capacity and capability to finalise the Plan and continue to produce strategy reports on a standing basis, including the following core elements and drawing on our wider research, analytical and system outputs.

Progress towards the next strategy report following the Plan will be reflected in our annual Statements of Performance Expectations.

National Infrastructure Pipeline

The National Infrastructure Pipeline (the Pipeline) is New Zealand's national dataset of infrastructure initiatives, providing transparency on investments and activity to maintain, renew, and improve the infrastructure we all rely on. This information has been provided by the respective infrastructure entities and includes thousands of projects and programmes at various stages of planning, commitment, and delivery.

The Pipeline forms an important evidence base to inform decision-making and support a coordinated approach to infrastructure delivery across sectors, regions, and markets.

Insights from the Pipeline enable government, infrastructure providers, the construction market, and others to understand investment options (and opportunity costs), competing demand for construction resources and workforce, and constraints or opportunities in the market. This understanding is fundamental to promoting efficient investment in infrastructure and supporting decisions on investment prioritisation, sequencing, resource allocation.

The Pipeline also informs policy development and the Commission's advice on improvements to the wider infrastructure system. Regular submissions and data from central government, local government and private sector organisations involved in providing infrastructure services support the Pipeline programme by outlining the current state of their infrastructure project activity and investment intentions. We are looking to grow the number of contributing agencies and new contributors to increase the breadth and frequency of information – building towards a complete view of planned infrastructure.

Infrastructure Needs Analysis

In our forward-looking Infrastructure Needs Analysis, we set out the forecast level and mix of investment New Zealand is likely to need over the next 30 years, broken down by sector and including new builds, maintenance and renewal/ replacement of existing infrastructure. This comprises our advice to decision-makers seeking to understand and plan for future investment demands.

We will undertake periodic updates to our Infrastructure Needs Analysis, to provide ongoing 'forward guidance' on what level of investment is affordable and what mix of investment will best meet our long-term demands for infrastructure.

Strategy report production, tracking and monitoring the implementation of strategy report recommendations

Producing a five-yearly strategy report with a 30-year time horizon is a significant undertaking, involving the coordination, consolidation and drafting of multiple workstreams of analysis and advice. This programme of work draws together core activities under this output, as well as activity in other functional areas which is oriented towards the production of future strategy

reports and the efficient delivery of our ongoing independent advice (such as the Programme, Policy and System Reform advice, and ongoing research and analytical outputs - see next sections).

In order to know that our advice is having impact, and to better inform the development of future strategy products, we will continue to report on progress against the Strategy, as well as the recommendations made in the Plan, and the Government responses to both. This ongoing monitoring will identify actions that are working well, areas of potential risk, actions that are not progressing as planned, and opportunities for improvement and areas of focus in future strategy reports.

2. Information, insights and advice

Growing the data and evidence base

A strong evidence base is critical to our success, underpinning our advice on the infrastructure system and how it needs to evolve. However, information maturity across the infrastructure system is generally poor. The Commission has responded by progressively building a suite of internal policies, relationships, digital systems, and data infrastructure to strengthen our capabilities and grow the evidence base for the sector.

As an Autonomous Crown Entity with lean resources, our investment in efficient and automated systems supports us to engage and gather information from across the wider system and provide value back to stakeholders through the creation of tailored intelligence and insights. We contribute to lifting digital and data system capability across New Zealand through our work to promote information standards and transparency.

As our evidence base evolves it is supporting development of consensus on infrastructure priorities, and identification of systemic issues and opportunities to improve delivery performance and investment efficiency. It will inform decisions by infrastructure providers, the construction industry, and our partners across government focused infrastructure-enabling workstreams. These include consenting, procurement, financing, regulatory change, and labour market and workforce planning.

Research Insights

In the first five years since establishment, the Commission has produced numerous 'deep dive' research reports to build our understanding of infrastructure needs and priorities. These have covered areas such as:

- the drivers of infrastructure demand - *Paying it forward: Understanding our long-term infrastructure needs (2024)*
- funding and financing - *Is local government debt constrained? A review of local government financing tools (2023)*
- funding and financing - *Buying time: toll roads, congestion charges, and transport investment (2024)*
- construction costs – *Inflation: What are the implications for civil construction? (2022)*
- construction costs - *Why do construction input costs change? (2023).*

With this strong foundation contributing to both Rautaki Hanganga o Aotearoa, The New Zealand Infrastructure Strategy and the National Infrastructure Plan, future research activity will be geared towards building on this evidence base and contributing to the production of future strategy reports.

The Commission will continue to undertake proactive research to build our understanding of the functioning of the infrastructure system. Our research outputs will focus on issues related to the Infrastructure Strategy and National Infrastructure Plan, to help build the evidence from which recommendations are made, and our understanding of long-term infrastructure needs. This supports our ability to make strategy report recommendations, exploring the impact of uncertainty for infrastructure providers, and our ability to provide second opinion policy advice.

Areas of potential future focus during 2025-2029 include deeper analysis into the drivers of future infrastructure investments and benchmarking our infrastructure against other countries.

Policy advice

As the Government's independent advisor on infrastructure policy, the Commission advises on policy matters that systemically impact infrastructure provision.

During 2025-2029 we will:

- engage early with government agencies on their policy development, drawing on our research findings and recommendations from the Plan where appropriate, to advise on the **practical implications of proposed policy on the infrastructure sector.**
- provide robust advice to the Minister for Infrastructure and others, both directly and jointly with lead agencies, on **emerging policy matters that impact the infrastructure system.**
- continue to provide advice and support on **resource management reform and long-term spatial planning**, to promote and support settings that allow infrastructure to deliver on Government objectives, including economic growth, additional housing, emissions reduction and increased resilience.
- support policy settings that better enable **infrastructure resilience**, including adaptation to climate change, risk management, asset management, emergency management and recovery.
- draw on our research to provide advice on **system settings that improve infrastructure pricing, funding and financing.**
- provide advice on **cross-sectoral policy and regulatory settings** including the local government portfolio, economic regulation, regional development, asset management and others.
- support **sector-specific policy development** including transport, energy, three waters, telecommunications, building and construction sectors to achieve Government's wider economic, social, cultural, and environmental objectives.

3. Engagement and influence

The Commission, as an Autonomous Crown Entity, has no direct powers and does not directly deliver infrastructure projects. The Government is under no obligation to implement the Commission's recommendations. However, it is required to table in Parliament and formally respond to strategy reports. Therefore, we rely solely on the power of our evidence and data, and the communication of our ideas and reports to influence and shape policy.

It is not enough for the Commission to simply produce high quality reports. The analyses and commentary in our work needs to be disseminated, understood and influence policy

and other behaviours so that, in the long-term New Zealand gets the infrastructure it needs to be productive, and the wellbeing of all New Zealanders is improved. We will continue to work collaboratively to provide support to government agencies who are developing policy advice that relates to infrastructure, and to those delivering infrastructure projects. We will strike a balance between expressing our independent views and maintaining influence with decision-makers.

The Commission actively engages with stakeholders on our priority issues. We also share our research and highlight critical issues through a range of channels. These include our website, social media, a monthly newsletter as well as podcasts and webinars. We speak and make presentations at events, and we are regularly contacted by media for comment on infrastructure issues.

The Commission delivers an annual infrastructure symposium which brings infrastructure leaders and decision makers together to discuss critical issues for New Zealand's infrastructure system. Speakers at previous events have included Commission staff as well as experts from both New Zealand and overseas.

4. Investment and system capability

Monitoring the performance of our infrastructure and infrastructure project delivery

Information is the foundation for good decision-making and helps to achieve broad consensus on infrastructure issues. The Commission monitors how infrastructure is delivering for New Zealanders based on how much we pay for it, the service we receive, and the trade-offs we make.

This performance reporting is supported with insights on project delivery or how infrastructure services are maintained, expanded, or improved. Investment in benchmarking and international measures is expected to add important context and value to this monitoring over time. The Commission takes a leadership role within the sector promoting standardisation, efficiency, and availability of quality and timely information to support monitoring and inform prioritisation and decisions.

The Commission acts as a system leader in the Investment Management System, working with its counterparts across government (notably in finance, investment, and procurement) to improve capability, prioritisation, and performance.

We maintain advisory and observer roles on some critical projects across both planning and delivery which assists to inform our system leadership role within the Investment Management System, the Treasury's Capital Panel, Quarterly Investment Reporting and investment proposal assessments within the annual Budget process.

We facilitate and publish project reviews alongside best practice guidance and case studies to highlight how public sector project delivery can be improved ⁴. We leverage this insight to provide strategic advice on projects to the Treasury and the Government.

Developing public sector project leadership capability

Public sector project leaders require specific strategic and leadership capabilities to manage the increasing complexity of major projects, while also building teams with greater diversity of experience and backgrounds. A key priority is lifting infrastructure project leadership capability within the public sector.

The Commission is committed to supporting the growth of leadership capability and contributing to the development of the profession of infrastructure project leadership within the public sector. We also encourage better engagement with private sector contractors to achieve better outcomes in the delivery of government funded projects.

This includes providing opportunities to build the capability of emerging and current public sector infrastructure leaders through such targeted development initiatives as short courses, Infrastructure Leadership Network events, and system-level guidance that supports better recruitment, development, and performance of project leaders.

Infrastructure Priorities Programme

Consistent with our statutory function to provide advice on infrastructure priorities, The Commission has established an Infrastructure Priorities Programme (the Programme). The Programme is a process of structured, independent reviews of unfunded local, central and private sector project proposals in various stages of planning, with Cabinet encouraging central government and local authorities to apply. It will culminate in a list of nationally important projects with readiness / quality assessments, indicating which options are more likely to represent good choices and which need more

⁴ Reviews can be seen on the Commission website: <https://tewaihang.govt.nz/our-work/reviews>

work. This list will be a key input into the Plan, and will support longer-term planning, inform the Government's budget, increase certainty for suppliers, and enable capacity to be built in the right sectors.

Our operating context

The Commission is well established as an influential cross-system advisor to Government focusing on whole-of-infrastructure system advice and long-term infrastructure strategy and planning. This includes the provision of strategy reports and advice and the development of broad public agreement on a long-term approach to infrastructure as mandated in our governing legislation (New Zealand Infrastructure Commission/Te Waihanga Act 2019).

Our work programme to deliver on our legislated functions is also evolving in response to the requirements of Cabinet Office circular CO(23)9: Investment Management and Asset Performance in Departments and Other Entities, which defines us as a 'system leader' for infrastructure. This includes the development of guidance and standards, building of system capability, and supporting the Treasury in the design and implementation of the investment management system as it relates to infrastructure to give effect to system strategies and deliver New Zealand's long-term investment requirements.

Our focus in these areas has further sharpened since decisions on establishing a national infrastructure agency (National Infrastructure Funding and Financing) and associated refinements to system roles and responsibilities, took effect in December 2024.

The infrastructure system has significant demand for investment but is fiscally constrained. Our products provide investment advice to improve cost efficiencies and demonstrate how value to meet the outcome of 'improving prosperity of all New Zealanders' can be achieved.

Development of the Plan provides independent advice on the needs for infrastructure over the next 30 years. Significant engagement with the infrastructure sector was taken as part of that development, and emerging conclusions and themes from the Plan on infrastructure sector needs, gaps, and current challenges, included:

- the Plan provides a summary of forward guidance relating to sectors, funding sources, drivers, investment trajectory, as well as information on workforce requirements, barriers and opportunities.
- the Plan delivers findings and recommendations but does not determine the absolute amount we should appropriately invest in infrastructure, or investment levels in certain sectors – this will be the subject of investment decisions by successive governments.
- New Zealand has relatively high investment levels relative to OECD...but demographic trends - in particular our aging population - will have a significant impact on our investment needs and trajectory over the 30-year timeframe of the Plan.
- feedback from sector stakeholders highlighted a desire to improve long-term, strategic, and effective infrastructure planning, supported by credible funding and financing.
- infrastructure serves different needs in different places. We face choices and trade-offs.
- political contestability about infrastructure investment can reflect broader social disagreement about needs and priorities.
- unanimous agreement on all aspects of infrastructure investment is unlikely, but with the right conditions in place it is possible to achieve sustained agreement on most spend, by paying close attention to affordability, balance, deliverability, and transparency.

The Plan sets out the level and mix of investment New Zealand is likely to need over the next 30

years, alongside system and sector changes that are likely to be needed to meet those needs.

While unanimous agreement on all aspects of infrastructure is unlikely, the mechanisms provided by the New Zealand Infrastructure Commission/Te Waihanga Act 2019 for a government response to the plan and subsequent monitoring of that response, will, alongside our ongoing advice on forward investment needs, the pipeline and investment ready infrastructure priorities help bring the Plan into tangible actions.

We see opportunities to deepen our system leadership role in the future by:

- providing ongoing forward guidance to the Government and agencies on infrastructure investment needs, enabling more meaningful long-term planning and fiscal forecasting
- developing stronger and more consistent requirements, transparency and better processes for overseeing and reviewing key investment planning and asset management activities, to improve outcomes
- building transparency over project quality and readiness in infrastructure planning stages, to improve project evaluation, selection and delivery.

We are continuing to proactively identify and build on areas where additional value from our work can be achieved. We see particular opportunities to support the Investment Management System, greater data integration and help to build capability across the sector to improve infrastructure outcomes achieved by the public sector.

Who we work with – roles and responsibilities

We work with a wide range of stakeholders across central and local government and the infrastructure sector to influence the outcomes we seek for the sector.

The table below summarises the respective roles and responsibilities of central government infrastructure agencies. The Commission works closely with these agencies to drive the Government's priorities in the infrastructure sector.

In addition to these, there are a number of other organisations who have roles in the infrastructure system. For example, Invest New Zealand is the dedicated agency for facilitating foreign direct investment, while Infrastructure New Zealand is the infrastructure association funded by members engaged in best practice development, research, advocacy, and public and private sector collaboration.

We have relationships with many industry bodies such as the Master Builders Association, Civil Contractors Association, Āpōpō ⁵, and Infrastructure New Zealand.

⁵ Āpōpō - Infrastructure Asset Management Professionals Inc



The Treasury – Te Tai Ōhanga is the Government's lead economic and financial advisor, and is also the primary advisor to the Minister for Infrastructure. The Treasury provides advice to both the Minister for Infrastructure and the Minister of Finance on infrastructure issues, primarily:

- The performance of the stock of physical assets that underpin the functioning of the economy, specifically network and utility systems such as transport, water, communications and energy
- The quality of investment in, and long-run management of, key infrastructure (including areas of large capital expenditure) such as schools, hospitals and prisons, and
- As primary advisor for the infrastructure portfolio, the Treasury also leads advice on the funding and financing of infrastructure, including PPP policy. The Treasury also monitors the performance of the three other Government infrastructure agencies: NIFFCo, the New Zealand Infrastructure Commission, and CID.

The Treasury, Te Tai Ōhanga

The Commission works closely with the Treasury to support them in their role. This includes reviewing investment proposals at an early stage to ensure risks are well understood, participating in Gateway Reviews as a system lead for infrastructure investments, and providing advice more generally regarding revenue, funding and investment processes for public infrastructure. This includes a system role in reviewing relevant frameworks and guidance such as the Better Business Case and Gateway frameworks.



The New Zealand Infrastructure Commission, Te Waihanga, seeks to deliver a positive change in New Zealand's planning and delivery of infrastructure, its systems and settings. It is an independent advisor to government on infrastructure, prioritising long-term infrastructure strategy and planning.

- Developing a National Infrastructure Plan, including the Infrastructure Priorities Programme, which sets the direction for the next 30 years.
- Providing independent advice on complex project delivery that is applicable to the wider sector and reviewing infrastructure projects where additional advice is needed.
- Managing the Infrastructure Pipeline, which provides a national view of current or planned infrastructure projects.
- Providing independent strategic policy advice on infrastructure issues.



National Infrastructure Funding and Financing Limited (NIFFCo) is the Government's investor shopfront for public infrastructure and the centre of expertise on the funding and financing of New Zealand infrastructure.

NIFFCo supports Government infrastructure policy objectives by:

- Providing specialised expertise in Public Private Partnerships (PPPs) and capital markets, building the Crown's internal capability and ensuring consistency and development of long-term relationships with the market.
- Providing agencies with financial and commercial support and expertise when developing business cases and procuring large scale projects that may benefit from private finance or the use of a PPP model.
- Receiving and evaluating market-led proposals on behalf of the Crown, in line with guidance.
- Connecting overseas investors and lenders into New Zealand's infrastructure pipeline.
- Continuing to deliver on their existing programmes of work, including to facilitate transactions under the Infrastructure Funding and Financing Act and to manage several Crown infrastructure funds.

The Treasury also monitors the performance of the three other Government infrastructure agencies: National Infrastructure Funding and Financing, the New Zealand Infrastructure Commission, and Crown Infrastructure Delivery Ltd.

National Infrastructure Funding and Financing

National Infrastructure Funding and Financing was established on 1 December 2024 and is the government's investor shopfront for public infrastructure and the centre of expertise on private finance for New Zealand infrastructure.



Crown Infrastructure Delivery Ltd (CID) leads the safe, efficient and cost-effective delivery of quality infrastructure projects for Crown organisations.

Working on a cost-recovery fee for service basis, CID provides a full suite of project delivery. Services include monitoring and contract management through to the design and construction phases and everything else needed to successfully deliver infrastructure projects.

- Delivering quality infrastructure projects in partnership with government agencies and entities.
- Providing a full suite of expert project delivery and project management services nationwide.
- Creating efficiencies for Crown organisations when dealing with the construction sector, utilising CID experience, expertise and established and familiar contracting processes.

Crown Infrastructure Delivery

Crown Infrastructure Delivery leads the safe, efficient and cost-effective delivery of quality infrastructure projects for Crown organisations. Working on a cost-recovery fee for service basis, Crown Infrastructure Delivery provides a full suite of project delivery. Services include monitoring and contract management through to the design and construction phases and everything else needed to successfully deliver infrastructure projects.

New functions, roles and responsibilities are being embedded

In November 2024 Cabinet established National Infrastructure Funding and Financing, and agreed that the Treasury should review the Infrastructure Commission in three years' time alongside National Infrastructure Funding and Financing and Rau Paenga (now Crown Infrastructure Delivery), including a review of system performance, entity form, and progress towards sustainable cost-recovery.

Our work in the period until the review in 2027 will be focused on demonstrating progress against this directive and consolidating our role in the infrastructure system. We will work constructively with the shareholder representative and with other infrastructure sector agencies including the Treasury to embed the new system arrangements and ensure that the Minister is provided with joined-up advice and information.

Policy agencies

The Commission works collaboratively with ministries developing policy advice on infrastructure matters with a focus on ensuring the strategic direction outlined in Rautaki Hanganga o Aotearoa and subsequent strategy reports such as the National Infrastructure Plan is translated into meaningful action.

We work with lead policy agencies such as the Ministry for the Environment, Ministry of Business, Innovation and Employment, Department of Internal Affairs and others to influence and shape the development and implementation of government policy to improve infrastructure provision. We do this by providing an independent, cross-sectoral view, using evidence from our research and analysis reports,

and knowledge of the infrastructure sector to provide insights.

Delivery agencies

The Commission has an aspiration for the New Zealand government to become a centre of excellence in infrastructure delivery. We provide strategic advice to the government and the Treasury on the delivery of some of New Zealand's most complex and high-risk infrastructure projects. We engage with agencies on many of the most challenging projects to draw both insight from and maintain oversight of delivery issues and to inform our advice.

Regulators

The Commission works with regulators such as the Commerce Commission; Taumata Arowai; the Electricity Authority; Ministry of Business, Innovation and Employment; and Regional Councils to ensure that regulatory settings are fit for purpose and that networks or assets with monopoly characteristics emulate competitive markets as closely as possible to ensure infrastructure services are priced fairly and deliver the expected level of service to New Zealanders.

We also support the important work of the Office of the Auditor General (OAG) to promote transparency, trust and value for money in infrastructure investments and decision-making. While not a regulator, the OAG has a very important role to play, particularly at a time when megaprojects are starting to dominate infrastructure investment making transparency, disclosure and value for money more important than in recent decades.

We work with the Treasury and the Public Service Commission to support performance and accountability improvements across government and to improve governance and efficient and effective use of tax-payer funds.

Measuring our performance: Our performance framework

The Commission seeks to deliver a positive change in New Zealand's planning and delivery of infrastructure, its systems and settings. Measuring and reporting our progress towards the outcomes we are seeking to impact is fundamental to our continued success.

While we are focused on developing and leading a transparent and evidenced-based approach that supports central and local government and the private sector to collectively plan and deliver infrastructure that improves the wellbeing of all New Zealanders, there are two challenges we face in measuring our performance.

Firstly, it is difficult to attribute changes to the infrastructure system directly to our performance - we are one of many players who contribute to the changes. There is a huge amount of work that needs to be done by many parties to achieve the desired changes. However, the Commission is clear that as a system leader and the Government's independent infrastructure advisor we need to show leadership and be the change agents to lift the delivery and performance of infrastructure in New Zealand.

The second challenge is that many of the outcomes that the Commission is seeking to impact will take a number of years to show up. For example, changes to the resource management framework should enable infrastructure projects to be delivered on time and on budget more often. However, it is most likely that the positive impact of these changes will show up on projects that are yet to start, meaning the positive impact is unlikely to be seen for some years.

Despite these challenges, the Commission wants to maintain its ambition in terms of the outcomes it is seeking to impact.

Performance measure reporting

The way we address these challenges in our performance measures is to:

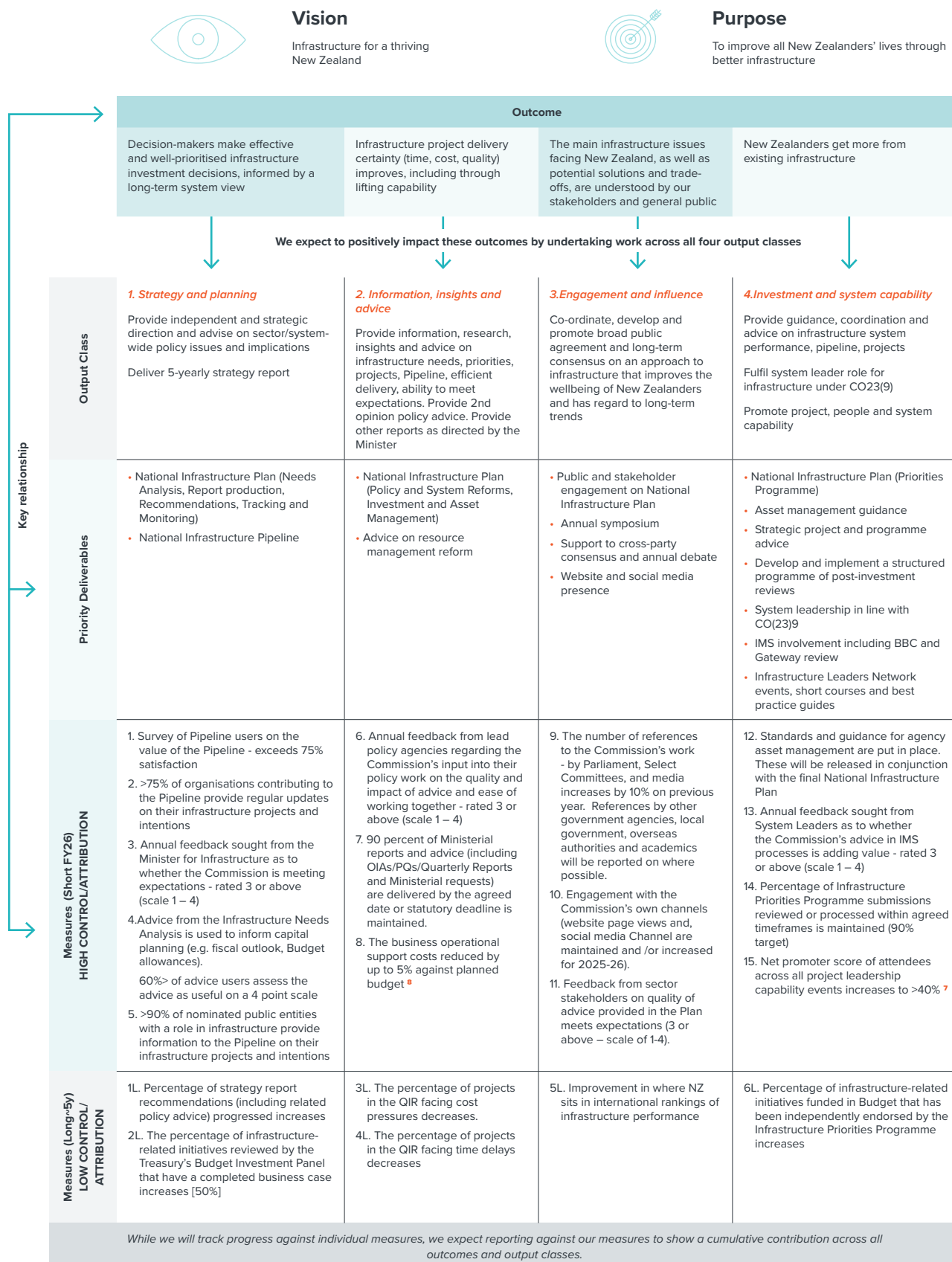
- include both short and long-term measures - we expect progress against the long-term measures to take a number of years to show up in a meaningful way but would like to continue to track progress.
- include specific targets, where possible – for each measure we have a planned indicator to demonstrate the result of the measure ⁶, and these will be refined over time. These show our level of success in implementing our priority deliverables.

In general, our short-term performance measures reflect the quality of our advice and outputs and sit within our direct control or influence. Our long-term measures reflect our aspiration for the impact we are seeking to have on the system over time, while acknowledging that our degree of direct control or influence over these outcomes may be more limited. We will:

- continue to measure the quality of our advice and how our advice is being received.
- be clear on the priority deliverables that we will work on this year that will positively impact the outcomes.
- include descriptors of progress to track progress against the measures.

⁶ A general mix of surveys, information from partner sources, international ranking information, the Treasury's Quarterly Investment Reporting, website figures, media monitoring, product timing, and cost comparisons.

Figure 1 below illustrates our performance framework and how we expect to make a difference to the infrastructure system in New Zealand and the services it provides.



⁷ NPS measures how likely an attendee is to recommend a course to others. >30% is considered 'good' – customers are generally happy, >50% is 'excellent', strong customer loyalty.

⁸ The operational costs included are: subscriptions, accounting, rent, ICT service and support, software expertise, telecommunications, website costs, cleaning and Insurance

Organisational health and capability

Governance

The New Zealand Infrastructure Commission/ Te Waihanga Act 2019 provides the Commission with a framework for its strategic objectives, governance and accountability of its decisions, alongside the Crown Entities Act 2004.

While the Commission is an independent advisor to Government, we also note the requirement in the Crown Entities Act 2004 to 'have regard' to government policy when directed by the Minister, to give effect to whole-of-government directions.

We have followed best practice Crown entity governance examples from the Public Service Commission – Te Kawa Mataaho to develop appropriate governance and operational policies including a Board charter which is reviewed annually and established the Risk and Assurance Committee in January 2020.

Values

- Free thinking/Whakaaro nui
- Courageous/Māia
- Trustworthy/Pono
- Empathetic/Ngākau aroha.

Our people and capabilities

We are proud to have world-leading people in our organisation who are based in Wellington and Auckland, allowing us to collaborate across Aotearoa.

The Commission values working with its people to create a good environment. Our People Strategy has a strong focus on staff engagement and development and supporting diversity, inclusion and cultural competency.

At the beginning of 2025 we undertook a realignment of our organisational structure. The key drivers for change were the need to align ourselves with our core deliverables and to ensure we operate in a financially sustainable way, within our appropriated operating budget and in line with the Minister's expectations. We are now working to embed the new structure with decisions having been communicated to our people in February 2025.

People Strategy

Our People Strategy was developed in 2022 and sets out how we will make our organisation an 'Employer of Choice', given that our people are fundamental to delivering on our purpose, 'transforming infrastructure for all New Zealanders'.

The People Strategy:

- maps out our people priorities to attract, retain, engage and support our people to bring their 'best-self' to work
- draws on feedback from our people, our leadership team and our board
- is intended to be 'fit for purpose' given the size and focus of our organisation, but also grounded in people 'best practice', reflecting, in part, our responsibilities as an Autonomous Crown Entity
- gets us closer to making our People Vision a reality.

Our People Vision is for the Commission to be a capable, healthy and inclusive community where everyone can meaningfully contribute to a culture of excellence that has the trust and confidence of our stakeholders.

The People Strategy included five focus areas or pillars to guide us in achieving our People Vision:

1. We attract and retain capable people
2. We are committed to developing great leaders
3. We build capability and support performance
4. We are connected and care for our people
5. Our diversity and inclusion enable us to improve the lives of all New Zealanders.

The five pillars are built on a foundation of robust people systems, policies and procedures.

We had an aspirational 24 key actions in our People Strategy, and report the progress of these through the Annual Report. The People Strategy is a living document. As the people priorities at the Commission shift and respond to the needs of our stakeholders, we will continually review, adjust and report over its lifecycle.

Kia Toipoto

At the Commission, we work to offer our people a capable, healthy, and inclusive community where everyone can contribute meaningfully to a culture of excellence so that we have the trust and confidence of our stakeholders. We have a commitment to being a being a good employer with equal employment opportunities⁸ and ensure we comply with this and the Public Service Kia Toipoto Pay Gap Action Plan

As part of our commitment to the Public Service Kia Toipoto Pay Gap Action Plan, we originally published our action plan on 31 March 2023, and this was updated on 30 April 2024. We are committed to continuing to build a great place for our people to work and will continue to review and update our plans on a regular basis.

How we are funded

The Commission supports the Government in the effective and efficient management of public resources.

We are committed to the sound financial management of the budget allocated to us and to clearly and transparently demonstrate value for money in the way it is used.

Appropriation

Ongoing funding for the Commission was established in Budget 2019 as a Non-Departmental appropriation within Vote Finance (administered by the Treasury, also the monitoring agency):

Appropriation ⁹	2023/24 (\$M)	2024/25 & Outyears (\$M)
Non-Departmental Output Expense: Independent Infrastructure Advice & Oversight	13.875	12.973

Other statutory requirements

The Commission is accountable to Parliament and to the public for its use of public resources. Everyone who pays taxes or rates has a right to know that the money is being spent wisely and, in the way, the Commission said it would be spent. Under the Public Audit Act 2001, the Controller and Auditor-General is the auditor of The Commission. Audit New Zealand carries out an annual audit of the Commission on behalf of the Auditor-General.

Public sector audits have a broader scope than private sector audits. As such the annual audit provides taxpayers assurance that there is appropriate reporting on how the Commission spends public money (financial statements) and fairly reflects on the Outcomes the Commission said it would deliver (non-financial statements).

The Commission is subject to New Zealand laws including the Official Information Act 1982, Public Records Act 2005, Public Service Act 2020, Crown Entities Act 2004, Public Finance Act 1989 and the Ombudsmen Act 1975.

Reporting

The Minister can direct the Commission to provide them with a report on any matter relating to infrastructure, noting the scope and requirements for consultation as well as a deadline.

In deciding whether to do so and in specifying the terms of the direction, the Minister must have regard to the impact that the direction will or likely to have on the Commission’s ability to manage its functions and operations. The Commission must publish such a report as soon as possible after providing it to the Minister.

The Commission must prepare a draft 30-year strategy report at least every five years for the Minister to review and respond to before they present a final report to Parliament. The next report will be delivered in late 2025, and will be followed by a Government response.

All other reporting to the Minister occurs in line with the Public Service Commission – Te Kawa Mataaho guidelines and the Treasury Owners’ Expectations for Crown Entities. This reporting includes the preparation of an annual Statement of Performance Expectations, a Statement of Intent and an Annual Report.

⁹ Appropriations reduced in 2023/24 by 6.5%. Appropriations have not been reviewed since the Commission was established in 2019.

