

Chair, Cabinet Social Wellbeing Committee

Development of a new Strategy for New Zealand's older population

Proposal

- 1 This paper outlines the work planned to develop a new Strategy for New Zealand's older population (the new Strategy). The paper seeks your agreement to:
 - release the attached discussion document, to provide the basis for a public conversation on what is important for older New Zealanders, which will be used to inform a new Strategy
 - the engagement approach for starting a national conversation about the new Strategy.

Executive Summary

- 2 While the current New Zealand Positive Ageing Strategy (NZPAS), launched in 2001, has raised awareness of issues faced by older people, much has changed since the NZPAS was released. Population ageing is transforming the demographic make-up of New Zealand, along with other significant developments over the past 17 years, such as technological change, evolving government priorities and emerging international trends.
- 3 It is therefore timely to develop a new Strategy for older people that reflects this new context. Accordingly, in February 2018, Cabinet agreed to the development of a new Strategy for New Zealand's older population during 2018 [CAB-18-MIN-0039 refers].
- 4 The purpose of the new Strategy will be to create a common platform to support central government, local government, non-government organisations, businesses and communities to work together to achieve better outcomes for older New Zealanders. An action plan will be developed to support the new Strategy.
- 5 The new Strategy should align with the wider objectives of the Government, and complement and build on other strategies relevant to older New Zealanders, such as the *Healthy Ageing Strategy* (2016), the *New Zealand Carers' Strategy* (2008) and the *New Zealand Disability Strategy* (2016).
- 6 To optimise the relevance of the new Strategy, engagement will be carried out with older New Zealanders and the next generation of older New Zealanders, their families, whānau and aiga, and across a diverse range of communities. A full public engagement process will be undertaken, using a multi-pronged approach to promote participation among the widest possible number of New Zealanders.
- 7 I propose two phases of stakeholder engagement over the period June 2018 to February 2019 to first assist the development of, and then to help refine, the draft Strategy.
- 8 A draft discussion document for the initial round of public engagement is attached to this paper. If the Committee agrees, the discussion document will be publicly released in June 2018 and provide the basis for the initial engagement process.
- 9 The draft discussion document outlines the current landscape and provides high-level content on some of the issues facing older people. It also highlights future challenges and opportunities based around key themes that will affect older people. It is not intended to be a complete analysis of all the issues. Scenarios and questions are included under each theme to prompt discussion and feedback.

- 10 The discussion document will be supplemented by a range of resources to support the engagement process. Resources will include a toolkit to support people to have community and whānau-based conversations, and short fact sheets on key topics. Online tools will include content on the SuperSeniors website and on social media.

Background

- 11 The NZPAS was launched in April 2001, by the then Minister for Senior Citizens. It sets out a framework within which all policy with implications for older people can be commonly understood and developed. The vision of the 2001 NZPAS is for a society: “where people can age positively throughout their lives, and where older people are highly valued and recognised as an integral part of families and communities”.
- 12 The NZPAS features a list of 10 goals under which objectives to improve older people’s wellbeing should be considered when developing policy or initiatives affecting older people. In the time since it was launched, it has increased the awareness of decision makers in central and local government of the need to take into account issues faced by older people in the development and implementation of policy.
- 13 The NZPAS was ground-breaking in 2001 as the first whole-of-government strategy to be developed. However, much has changed over the 17 years since the NZPAS was released. Population ageing and increasing ethnic diversity is transforming the demographic make-up of New Zealand. Technology has made huge advances and is embedded in most of our lifestyles. The changing nature of work is increasing the need for lifelong/continuous learning.
- 14 This has resulted in a situation where the NZPAS no longer fully aligns with the current and expected trends and issues facing older people. Some of the original positive ageing goals, particularly around income, health and housing, need to be revisited. Key factors in people’s lives, such as employment and housing insecurity, are not fully captured or addressed at present.
- 15 In February 2018, Cabinet:
 - noted the briefing from the Minister for Seniors on the issues concerning the New Zealand Positive Ageing Strategy, which was developed in 2001, and the need for the Strategy to be updated
 - agreed to the development of a new Strategy for New Zealand's older population during 2018/2019
 - noted the Minister for Seniors’ intent to submit a paper to the Cabinet Social Wellbeing Committee in May 2018 seeking agreement to a consultation plan and to the release of a public discussion document on the development of a new Strategy [CAB-18-MIN-0039 refers].

What will be the purpose of a new Strategy?

- 16 The new Strategy will continue to provide a common platform to support central government, local government, and non-government organisations, businesses and communities to more easily work together to achieve better outcomes for older New Zealanders. An action plan will be developed to support the new Strategy, together with robust reporting across the lifespan of the new Strategy.
- 17 To ensure its future relevance, the new Strategy will need to consider the aspirations of older New Zealanders and future older generations, and the realities of ongoing demographic and societal change. It will also need to align with the wider objectives of government, taking into account other complementary strategies that impact on older people.
- 18 At this stage, I envisage that the new Strategy will have two main components:

- *a vision statement* – this will outline an overarching direction underpinning the new Strategy; it will need to be shared and understood by stakeholders and broad enough to encompass a variety of perspectives
 - *strategic, outcome-focused goals to contribute towards achieving the vision* – these goals would lay out the priority areas necessary to achieve the vision, encompassing the key challenges and opportunities.
- 19 Once the new Strategy is finalised, I propose to develop an action plan with specific objectives to improve outcomes for older people. The action plan will drive the implementation of the new Strategy over the medium term, and will specify work items and which agencies will lead the work. I propose to report back to the Cabinet Social Wellbeing Committee on the process for the development of the action plan.

Inclusive engagement will shape the new Strategy

- 20 As Minister for Seniors, I will lead a national conversation to provide the starting point towards the development of the new Strategy. This conversation will identify the needs and aspirations of older New Zealanders now and into the future. It will identify the barriers and opportunities to be addressed to advance the wellbeing of older people in New Zealand and promote their contribution. To enable this conversation, I propose to undertake a public engagement process across New Zealand.
- 21 To optimise the relevance of the new Strategy, it is important that we engage with a wide range of people, groups and organisations, including:
- people who are 65 years and older, their families, whānau, and aiga
 - people who are the “next” older New Zealanders: people aged 40 to 65, their families, whānau and aiga
 - representatives of networks of older New Zealanders, nationally, regionally and locally
 - iwi
 - Pacific communities
 - diverse communities
 - age-friendly cities and communities
 - employers and employer representatives
 - local government leaders
 - business leaders
 - community leaders
 - academics and researchers.
- 22 The Ministry of Social Development project team is being supported by a group of external stakeholders to help facilitate engagement.
- 23 I will work with you and our other government colleagues to encourage leadership from key stakeholders in the community, business and other networks. Evidence and research will also be key to shaping the new Strategy.

I propose two phases of stakeholder engagement in order to develop, and then refine, the new Strategy

- 24 The timeline for the development of a new Strategy will be from June 2018 and finalised in May 2019. I propose two phases of stakeholder engagement, over the period from June

2018 to February 2019, to first assist the development of, and then to help refine the draft Strategy. The plan for engagement and the key stages are outlined in the table below.

Table 1: Timeline for development of the new Strategy

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| <p><i>June 2018 to early August 2018</i></p> | <p>Public release of the discussion document and the first phase of engagement, to include leaders of older people’s organisations, diverse communities, families, whānau and aiga, with the aim of enabling them to initiate engagement on the issues in the discussion document with their networks.</p> <p>Hui, workshops and sector-led engagement, seeking feedback on the current and future needs and priorities for older people. The conversations may be online, in existing networks, within families, and in a range of regional workshops.</p> <p>Feedback will be sought via a range of resources, including a toolkit to support community and whānau-based conversations, online tools and social media.</p> <p>We will also engage experts in the field of ageing to provide input into the draft new Strategy.</p> |
| <p><i>August 2018 to October 2018</i></p> | <p>Analysis of engagement feedback and development of draft new Strategy.</p> |
| <p><i>November 2018</i></p> | <p>Report back to the Cabinet Social Wellbeing Committee, seeking agreement for the release of the draft new Strategy for public engagement.</p> |
| <p><i>December 2018 to February 2019</i></p> | <p>Second phase of engagement.</p> <p>Distribution of draft new Strategy to stakeholders.</p> <p>Engagement and feedback on the draft new Strategy.</p> |
| <p><i>May 2019</i></p> | <p>Finalisation of new Strategy.</p> <p>Cabinet agreement to public release of the new Strategy and the process for the development of an action plan for the new Strategy.</p> |

A discussion document will provide the basis for the engagement process

- 25 The attached discussion document will provide the basis for the engagement process. It will be supplemented by a range of resources, including a toolkit to support people to have community and whānau-based conversations, and short fact sheets on key topics. Online tools will include content on the SuperSeniors website and on social media.
- 26 The discussion document outlines the current landscape for older people. It highlights some of the key future opportunities and challenges, in order to stimulate public conversation. Scenarios and questions are included under the identified themes to prompt discussion and feedback.
- 27 The following headings highlight key sections of the document.
 - **What are we doing and what else is going on?** This looks at how the new Strategy will fit with and complement other strategies and work streams underway.
 - **Overseas experiences.** This notes that, while we can learn from other countries facing similar issues, we need to need to understand what is relevant to us and our unique cultural setting.
 - **Looking at the numbers.** This covers some key possible future challenges and opportunities, based on current evidence and statistical projections, including:

- *ageing and health* – while life expectancy is increasing, future New Zealanders are likely to live a larger percentage of their older years with a long-term health condition or disability
 - *different family structures* – changes to family structure are affecting the way older people live
 - *increasing cultural diversity* – the numbers of older Māori, Pacific peoples, Asian and other ethnicities in New Zealand are projected to increase significantly
 - *contributing to society* – older people are likely to make an increasingly significant contribution to society, the community and the economy
 - *work* – the number of older people continuing to work, either out of choice or necessity, is projected to continue increasing
 - *housing* – older people are currently more likely than other age groups to own their homes, but an increasing proportion of seniors are spending more than 30 percent of their income on housing, and fewer seniors will own their own homes in the future
 - *retirement income* – while today's older New Zealanders have lower rates of material hardship than other age groups, in the future there may be higher numbers of older people requiring more financial support
 - *cities and regions* – the average age of people in our larger cities will remain younger than the national average, and towns are more likely than rural centres to have a higher proportion of people aged 65 and over.
- **Let's start a conversation.** This section considers future projections for older people. It guides the public through selected highlights of some future opportunities and challenges that we have heard are affecting people's lives as they age. It is intended as a snapshot to start the conversation, and is not an analysis of all the issues.
 - the face of 'older' New Zealand is changing
 - being respected, being connected
 - the potential of digital technology
 - life can change unexpectedly
 - employment
 - preparing for the future
 - being safe and feeling supported
 - a place to call home.

28 Feedback generated through the first phase of public engagement – based on the discussion document, and supplementary resources – will provide information to help inform a draft of the new Strategy. During the engagement phases, we will be clear that, while all stakeholder feedback will be carefully considered, not every individual suggestion or idea will be reflected in the final version of the new Strategy.

29 I propose to report back to the Cabinet Social Wellbeing Committee by the end of November 2018, to seek agreement for the public release of the draft of the new Strategy and the second phase of public engagement over the period December 2018 to February 2019.

The new Strategy will complement other government strategies

- 30 There are several strategies that seek to address issues that affect older people and their whānau as well as a range of cross-agency work streams that are relevant to older New Zealanders:
- established strategies of major relevance include the *Healthy Ageing Strategy* (2016), the *New Zealand Carers' Strategy* (2008), and the *New Zealand Disability Strategy* (2016)
 - other work streams underway include housing, employment, mental wellbeing, social wellbeing, family violence and digital inclusion among many others.
- 31 The majority of the established strategies (or, in some cases, the action plans that sit under them) have been shaped by relatively recent stakeholder feedback. For this reason, I do not intend for the new Strategy to revisit the key themes and priorities outlined in these other strategies. Rather, the aim will be to give a broad perspective across all the issues faced by current and future older New Zealanders, highlighting in particular the range of areas not covered as extensively by existing strategies or work streams, and identifying overarching/unifying themes. Where appropriate, findings from the development of the new Strategy may provide important input into existing work streams that affect older people.
- 32 I propose that the new Strategy for older New Zealanders will draw on the established themes and priorities identified in the *Healthy Ageing Strategy* and the *New Zealand Disability Strategy*, particularly in relation to health and disability issues for older people. This will link them more broadly with other issues that affect older people's wellbeing (for example income support, housing and transport).
- 33 Consultation may be taking place on the action plans for the *New Zealand Disability Strategy* and the *New Zealand Carers' Strategy* at the same time as engagement planned for the new Strategy. There may also be public engagement on other work streams relevant to older people taking place this year. We will explore opportunities to coordinate across these engagement processes, where appropriate, in order to maximise the value of public engagement and to minimise consultation fatigue in the community.
- 34 Local government has used the 2001 NZPAS to inform their own strategies and plans so they can make a difference in people's lives. The development of a new Strategy for New Zealand's older population will be an important consideration in the development of their long-term plans. This will also be consistent with the Government's recent decision to pass legislation to restore the promotion of the social, economic, environmental and cultural wellbeing of communities in the *Local Government Act 2002* [DEV-18-MIN-0023 refers]. We will work with Local Government New Zealand and local authorities to enable long-term plans to take the new Strategy into account.

Consultation

- 35 The Ministries of Health, Education, Justice, Transport, Pacific people, Youth Development, Women, and Business, Innovation and Employment have been consulted on the proposals in this paper, along with Te Puni Kōkiri, the Office for Disability Issues, the New Zealand Transport Agency, the Department of Internal Affairs, Housing New Zealand Corporation, Veterans' Affairs, the Accident Compensation Corporation, the Treasury, and the Department of Prime Minister and Cabinet.

Financial Implications

- 36 There are no direct financial implications arising from this paper. The costs of the engagement process and any other costs associated with the development of the new Strategy will be met within baseline.

Human Rights

37 The proposals in this paper are consistent with the *New Zealand Bill of Rights Act 1990* and the *Human Rights Act 1993*.

Legislative Implications

38 There are no legislative implications arising from this paper.

Regulatory Impact Analysis

39 A regulatory impact analysis is not required.

Gender Implications

40 Women historically have had a longer life expectancy than men. They also have lower workforce participation and lower retirement savings. While male longevity is increasing faster than female longevity, women will continue to make up a greater proportion of the older population. As a result, older women stand to benefit particularly from policy initiatives that benefit older New Zealanders.

Disability Perspective

41 Disability increases with age and the number of people experiencing some form of disability is expected to grow by around 60 percent as New Zealand's population ages over the next forty years. The issues facing older people who experience a disability or have a chronic health condition will be important considerations in the development of the new Strategy. The Office for Disability Issues will provide input on disability issues which affect older people and ensure that the new Strategy aligns with the objectives of the *New Zealand Disability Strategy* (2016).

Publicity

42 In April 2018, I announced that the Government has agreed to develop a new strategy for older New Zealanders and that public consultation on this will begin in June 2018. I propose a proactive and transparent approach to assist in managing interest from stakeholders and the media in the development of the new Strategy. In line with this approach, I will make this paper and the discussion document, once finalised, publicly available online.

43 The Office for Seniors (MSD) will manage stakeholder and media enquiries, and public announcements on the development of the new Strategy, in co-ordination with my office.

Recommendations

44 It is recommended that the Committee:

1 **note** that, on 12 February 2018, Cabinet:

1.1 agreed to the development of a new Strategy for New Zealand's older population (the new Strategy) during 2018

1.2 noted that the Minister for Seniors would report to the Cabinet Social Wellbeing Committee in May 2018, seeking agreement to a consultation plan and to the release of a public discussion document on the development of the Strategy [CAB-18-MIN-0039 refers]

- 2 **note** that the purpose of the new Strategy will be to provide a common platform from which central and local government agencies and communities can develop and implement initiatives affecting New Zealand's current and future older population
- 3 **agree** that:
 - 3.1 a new Strategy be developed over the period June 2018 to March 2019
 - 3.2 a full public engagement process be followed to develop the new Strategy, with two phases of stakeholder engagement over the period June 2018 to February 2019 to first assist the development of, and then to help refine, the new Strategy
- 4 **note** that a draft discussion document is attached for the proposed initial round of public engagement on the new Strategy:
 - 4.1 the discussion document will provide the basis for the engagement process, to initiate and support conversations, and to help identify what should be included in the new Strategy
 - 4.2 it will be the foundation document from which a range of engagement resources will be developed to generate feedback – for example, toolkits for network-led conversations
 - 4.3 the discussion document highlights some of the issues, future challenges and opportunities facing older people, based around key themes. It includes questions as well as scenarios to stimulate conversation and to encourage stakeholder feedback
- 5 **agree** to the public release of this paper and discussion document in June 2018
- 6 **authorise** the Minister for Seniors to make minor editorial, design and formatting changes (including adding infographics) to the discussion document and finalise the engagement plan, as required, prior to its public release
- 7 **note** that the Minister for Seniors will report back to the Cabinet Social Wellbeing Committee:
 - 7.1 by November 2018 to seek its agreement to the public release of a first draft of the new Strategy, to enable a second phase of targeted stakeholder engagement to be carried out from December 2018 to February 2019
 - 7.2 by May 2019, to seek its agreement to the finalisation and launch of the new Strategy and to the process for the development of an action plan for the new Strategy.

Authorised for lodgement

Hon Tracey Martin

Minister for Seniors