



Proactive Release

The following document has been proactively released by the Department of the Prime Minister and Cabinet (DPMC), and the Child Wellbeing and Poverty Reduction Group (CWPRG) on behalf of Hon Jan Tinetti, Minister for Child Poverty Reduction:

Proactive Release: First 1000 days - Potential budget 2023 priorities

The following document has been included in this release:

- **Title of paper:** Briefing: First 1000 days - Potential budget 2023 priorities (DPMC-2022/23-183)

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- S9(2)(a) protect the privacy of natural persons, including that of deceased natural persons;
- S9(2)(f)(iv) maintain the constitutional convention protecting the confidentiality of advice tendered by Ministers and officials.

Briefing

FIRST 1000 DAYS - POTENTIAL BUDGET 2023 PRIORITIES

To: Child and Youth Wellbeing Strategy Ministers

From: Rt Hon Jacinda Ardern, Minister for Child Poverty Reduction

Date 12/09/2022

Security Level

~~BUDGET SENSITIVE~~

Purpose

1. This paper:
 - asks that you note priorities for a Budget 2023 package focused on lifting child and whānau wellbeing outcomes in the first 1000 days of a child's life (one of the four priorities in the Child and Youth Wellbeing Strategy)
 - asks that you note the Budget 2023 Strategy will impact on final framing, and inclusion, of initiatives in any first 1000 days-focused package
 - sets out expectations around the approach to developing any future budget bids on the first 1000 days
 - asks that you note the contribution that key social sector work programmes will make to the first 1000 days priority, in addition to the Budget 2023 package proposed in this paper.

Executive Summary

2. The importance of the first 1000 days in the life of a child in determining their future wellbeing has long been understood and its importance is a shared value across diverse cultures. Considerable evidence already exists about the types of approaches and responses that are most likely to make a difference in the first 1000 days to lay strong foundations for future wellbeing.
3. In June 2022 Child and Youth Wellbeing Strategy (CYWS) Ministers agreed to three objectives for the first 1000 days:
 - nurturing, safe environments for healthy brain, immune system, and emotional growth
 - high levels of maternal and whānau wellbeing and empowered whānau and families
 - holistic intergenerational wellbeing solutions delivered by communities.
4. With these objectives in mind, in June 2022 CYWS Ministers asked for further advice on seven initiatives proposed in the June briefing that agencies had identified when asked to consider adding a first 1000 days focus to existing work programmes.
5. This paper also includes analysis of these initiatives, as well as two additional initiatives. It suggests two potential options at varying levels of investment in these initiatives.

6. Agencies have now undertaken further analysis of the nine initiatives, having developed criteria to assess whether they are likely to contribute positively to the first 1000 days of a child, their whānau and/or community.
7. Four of the proposals – expansion of SmartStart, expansion of Social and Emotional Learning pilots, extending Ngā Tini Whetū for one year ~~s9(2)(f)(iv)~~ – would be suitable for inclusion in a first 1000 days budget package.
8. Three of the proposals (by the Ministry of Health) would not be suitable for inclusion and two housing-related proposals (Ministry of Housing and Urban Development and Ministry of Social Development) are being considered through other Budget bids.
9. In keeping with the Budget guidelines, it is expected that, for any future Budget bids on the first 1000 days, Ministers will:
 - identify cost pressures that relate to child wellbeing
 - identify savings or areas that could be reprioritised to a possible first 1000 days package
 - set out any trade-offs in investment priorities for the first 1000 days, and identify ways these could be addressed
 - have a clear rationale for what should continue and what should not
10. Any future Budget bid would also be expected to consider manifesto commitments.
11. There is considerable other work underway that will also contribute to the first 1000 days, including work that is likely to be considered under the Working for Families review. This briefing does not provide further advice on these programmes.
12. As part of ongoing work under the Child and Youth Wellbeing Strategy, there may be future opportunities to further transform, extend or expand initiatives that are focused on improving child and whānau wellbeing in the first 1000 days of a child's life.

Recommendations

It is recommended that you:

1. **note** that following direction from Child and Youth Wellbeing Strategy Ministers at the June 2022 meeting, agencies have considered potential priorities that could be progressed as part of a Budget 2023 package focused on the first 1000 days
2. **note** the Budget 2023 Strategy will impact on final framing, and inclusion, of initiatives in a first 1000 days-focused package
3. **note** that the recommendations in this paper mean that each Minister will be expected to prioritise any first 1000 days initiatives in their respective Budget 2023 packages
4. **note** the contribution that key social sector work programmes will make to the first 1000 days priority, in addition to the Budget 2023 package proposed in this paper


5. **note** four initiatives will be progressed as part of a potential Budget 2023 package focused on the first 1000 days:

- 5.1. expand SmartStart at a cost of \$7.5m in year one, and \$3.0m in outyears
- 5.2. expand social and emotional learning pilots, focusing on the first 1000 days (Incredible Beginnings or other programme with similar objectives) (cost to be confirmed, likely to be less than \$1.0m per year)
- 5.3. support whānau wellbeing by continuing Ngā Tini Whetū, or similar early support, for two years at a total cost of \$26.3m

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- 6. **note** that, based on advice from agencies, officials do not recommend progressing a further five initiatives for inclusion in a potential Budget 2023 package focused on the first 1000 days
- 7. **note** that, in keeping with the Budget guidelines, for any future budget bid on the first 1000 days, Ministers will be expected to identify cost pressures that relate to child wellbeing and identify savings and areas for potential re-prioritisation
- 8. **note** that, as lead agency for the first 1000 days, the Department of the Prime Minister and Cabinet will continue to coordinate cross-agency advice on a potential first 1000 days package in Budget 2023; and will work with agencies, partners and stakeholders to develop a high-level implementation roadmap for the first 1000 days by December 2022.


 Rt Hon Jacinda Ardern
 Minister for Child Poverty Reduction
 11/9/22

Background

13. Over the past 12 months, at the CYWS Ministers, considerable work has been undertaken across a number of agencies and with communities to progress the shared objective of improving child and whānau outcomes in the first 1000 days of a child's life (the period of conception to two years).
14. The importance of the first 1000 days in determining a person's future wellbeing has long been understood and its importance is a shared value across diverse cultures. Considerable evidence already exists about the types of approaches and responses that are most likely to make a difference in the first 1000 days to lay strong foundations for future wellbeing.
15. The recent statutory review of the Strategy confirmed the first 1000 days of a child's life as one of four policy priority areas to support child and youth wellbeing outcomes.
16. In June 2022, CYWS Ministers agreed to three objectives¹ for the first 1000 days: (1) nurturing, safe environments for healthy brain, immune system, and emotional growth; (2) high levels of maternal and whānau mental wellbeing and empowered whānau and families; and (3) holistic intergenerational wellbeing solutions delivered by communities.
17. With these objectives in mind, in June 2022 CYWS Ministers asked for further advice on seven initiatives identified in the June briefing, and for advice on potential budget packages reflecting varying levels of investment.
18. In response to the direction provided by CYWS Ministers, agencies have:
 - developed further advice on the seven initiatives in the June paper, including providing costings where appropriate
 - developed advice on two additional initiatives that could be included in a first 1000 days package
 - developed initial advice on approaches to a Budget 2023 package, at varying levels of investment. This includes one option that was not included in the June 2022 paper but is considered important to the first 1000 days.
19. This paper provides advice on potential investment in a package focused on the first 1000 days. It is not focused on proposals that would directly increase income or improve childcare or early learning settings, as any such funding proposals will be addressed through separate workstreams (eg, Working for Families and Childcare Assistance).

The first 1000 days are critical in many ways

20. The importance of the first 1000 days in a child's life is widely acknowledged as being of paramount importance, with research finding that:
 - the first 1000 days is a period of high motivation and aspiration for whānau and therefore a critical time to build confidence, knowledge and connections
 - during the first 1000 days, the foundation of the set of cognitive skills that include flexible thinking, the ability to regulate one's attentional focus and one's emotions, and future-oriented behaviour develop
 - the state of a mother's health and wellbeing, nutrition and stress levels is the single biggest predictor of future health for her baby and will have significant intergenerational

¹ The objectives have subsequently been re-ordered to reflect the different "layers" – child, whānau and community, for clarity's sake.

outcomes.² Poor maternal mental health and stress in pregnancy adversely affects child brain development and function. Mental wellbeing relies on nurturing and physically safe environments and on a range of culturally grounded, affirming, and non-judgemental supports being readily available and accessible before, during and after pregnancy

- warm, responsive parenting provides the foundation for early childhood development, including rich early brain development and self-regulation
- strong and positive whānau relational health is an important protective factor for children in their first 1000 days. Supporting parents and whānau in ways that promote positive connections - such as holistic, strengths-based approaches and reduce the experiences of cumulative stress - will have a direct impact on babies' development³
- nurturing and safe physical environments are critical for healthy physical and emotional growth. Having quality time, housing, food, financial security, and choice and stability of childcare all help to reduce stress for parents and whānau. Access to te taiao (the natural world) also improves mental health and wellbeing, reduces stress and anxiety, and strengthens the immune system⁴
- informal and formal support networks, including between older and younger generations, can make a valuable and significant contribution to raising mokupuna, relieve pressure on parents and reduce household stress
- recognising the impact of intergenerational trauma on what happens in the first 1000 days is critical to enable and support whānau healing and positive relationships
- strengths-based kaupapa Māori approaches that draw from traditional mātauranga Māori, complemented by Western knowledge systems about what works and makes the most positive impact in the first 1000 days, are most effective in supporting whānau and pēpi to thrive.

The child, whānau, community and wider society are intrinsically connected

21. There is a complex network of relationships and connections that impact on a child's wellbeing and development. Support is needed on each of these levels. The World Health Organisation's 'nurturing care' framework⁵ describes five components of early childhood development – good health, adequate nutrition, responsive caregiving, security and safety, and opportunities for early learning. These components transcend cultures, although look different in different cultural contexts.
22. The figure below (which is part of the CYWS) was adapted from Uri Bronfenbrenner's ecological model of child development (1977). It shows the different "layers" or "levels" that sit around a child and support child and whānau wellbeing.

² Gluckman, P., Low, F., Poullon R., (2021), Intergenerational Disadvantage: Why Maternal Health Matters.

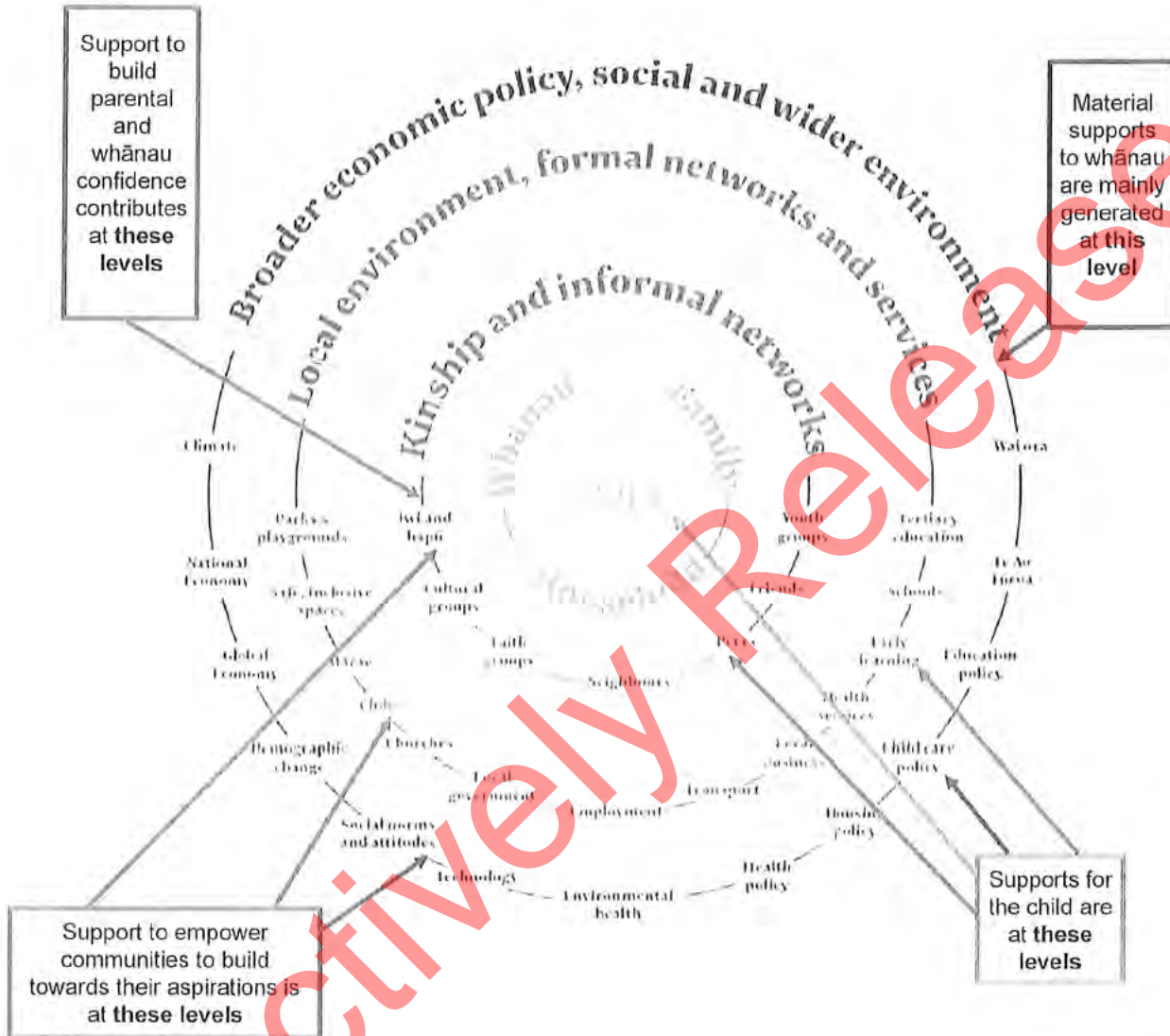
³ Helen Clark Foundation (2022), Āhurulia Te Rito: It Takes a Village:

https://helencClark.foundation/app/uploads/2022/04/HCF_Ahurulia_Te_Rito_It_Takes_a_Village_policy_summary_web.pdf

⁴ Cormack, R., (2017) *Does Access to Green Space Impact the Mental Well-being of Children: A Systematic Review*, Journal of Pediatric Nursing V37, 3-7.

⁵ Child Health and Development (who.int): <https://www.who.int/teams/maternal-newborn-child-adolescent-health-and-ageing/child-health/nurturing-care#:~:text=The%20Nurturing%20Care%20Framework%20is, support%20the%20nurturing%20care%20agenda.>

Figure 1: The child, whānau and community ecosystem



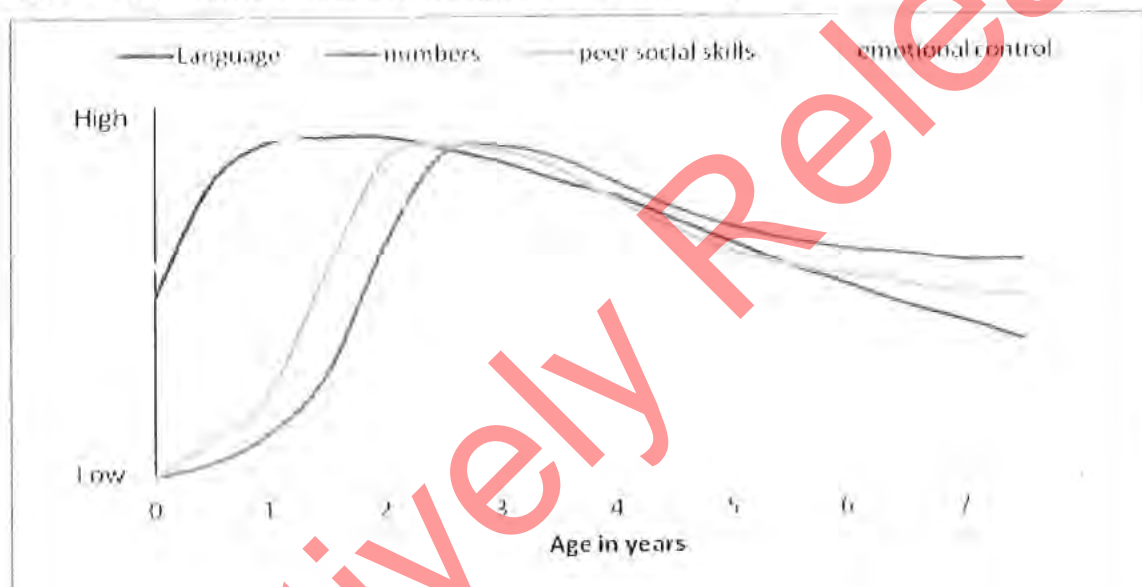
23. Recognising these connections, a holistic and coordinated approach is required to optimise the wellbeing of young children and their whānau, in the context of their communities.

24. Cross-agency coordination and alignment is central to this, and is recognised across a broad range of social sector initiatives, work programmes and approaches as being a key driver of progress.

Investment should be different at different points in the first 1000 days

25. Understanding how a child's brain develops at different stages provides a useful starting point for determining when different interventions are likely to be most beneficial. This in turn can help inform effective investment decisions.
26. Research shows that a child's brain develops faster in the first two to three years than at any other time in their life. These early years are also a critical period of adaptability and responsiveness to interventions.
27. Providing the right supports in the early years also has wider impacts in the long term for families and communities⁶. Focusing on the needs of the child, Figure 2 below shows four key areas of brain development in the early years: language, numbers, peer social skills and emotional control, with different areas important at different developmental stages.⁷

Figure 2: Key areas of child brain development from ages 0-8 years



28. For maximum impact, investment in the early years should focus on a range of developmental areas: in the first year, language development and emotional control are the most important, and between the ages of two and three, numbers and peer social skills are of increasing importance.
29. By the end of the second year of a child's life, all four of these areas are highly important.
30. This has implications for the nature and combination of investment that is likely to have the most impact in the first 1000 days, from the perspective of the child's brain development.

⁶ Investing in early childhood development essential to helping more children and communities thrive, new Lancet Series finds (unicef.org)

⁷ www.oecd.org/education/school/48980282.pdf (source: Council for Early Childhood Development 2010)

Investing in the first 1000 days

31. Investing in the first 1000 days has benefits that extend across the whole of society and help enable children to reach their full potential. The science and economics are clearly on the side of investing in the first 1000 days of a child's life, starting with a woman's pregnancy. If we don't do this, children fall behind long before they set foot in school and suffer a lifetime of disadvantage.⁸
32. Because different areas of child wellbeing and different aspects of children's lives are frequently interconnected, children need consistent support across all domains if they are to see real changes to their life experiences and outcomes.⁹
33. Ongoing investment is already being made in New Zealand across a range of activities that impact on the first 1000 days, including housing, maternal health and early childhood education but there is no current package of investment focused *specifically* on the first 1000 days.

The New Zealand context – where are we now and what more is needed?

34. The table overleaf provides an overview of the types of interventions and approaches that are likely to have a positive impact on wellbeing in the first 1000 days, mapped to the objectives that have been agreed by Ministers. Current New Zealand examples are included, and gaps are identified.
35. Supporting children in their social and emotional learning (SEL) in all settings is a critical role for parents, whānau, communities and wider society.
36. This approach recognises that the child is at the centre of everything that happens in the first 1000 days and there needs to be an explicit focus on meeting the child's developmental needs, as this provides a strong foundation for future wellbeing.

⁸ Investing in early childhood development essential to helping more children and communities thrive, new Lancet Series finds (unicef.org): [Investing in early childhood development essential to helping more children and communities thrive, new Lancet Series finds \(unicef.org\)](#)

⁹ Starting unequal: How's life for disadvantaged children? (oecd.org): <https://www.oecd.org/wise/Starting-unequal-How-is-life-for-disadvantaged-children-Policy-Insights-July-2022.pdf>

Table 1: Interventions and approaches in the first 1000 days mapped to the three objectives agreed by Ministers

Objective	What types of supports would this include? (NB this is an indicative list only)	Examples in the New Zealand context (NB this is an indicative list only)	What are examples of opportunities for further work? (NB this list is not exhaustive)
1. Nurturing, safe environments for healthy brain, immune system and emotional growth (reduced stressors, ensuring whānau have adequate family time and resources for housing, food and financial security and choice and stability of childcare)	Initiatives focused on improving the living conditions in which children are born and raised. Measures to increase family income; improve the supply of affordable housing; support access to quality of work; reduce violence in the home; support good nutrition before conception, during pregnancy, and after birth; provide access to high-quality, accessible, and affordable early childhood education and care, with a focus on building self-control and self-regulation.	Measures to: <ul style="list-style-type: none"> • tackle child poverty (eg, Families Package, Working for Families) • improve the affordability and quality of housing • improve the quality of, and access to work (eg, active labour market policies, paid parental leave, childcare assistance) • reduce family violence (Te Aorerekura); and • provide high-quality early childhood education, including the Early Learning Action Plan and initiatives such as the Social and Emotional Learning Pilots (Incredible Beginnings). 	Continued (expanded) investment in: <ul style="list-style-type: none"> • increasing income adequacy • increasing the supply of affordable housing • supporting access to quality work (eg, through the provision of affordable, accessible childcare) • reducing family violence and sexual violence • ensuring access to high-quality early learning opportunities, including and increasing the number of early learning settings delivering SEL initiatives.
2. High levels of maternal and whānau wellbeing during pregnancy and post birth (support for maternal and wider whānau mental wellbeing, building parental capacity and confidence, strengthening informal support networks and cultural connection)	Initiatives focused on reducing stressors, particularly during pregnancy. Children's environments during the first 1000 days are provided by the families and communities within which they live. A wide range of interventions from family planning services, pregnancy and parenting education to individual therapy and intensive home visits can enhance parents' ability to provide the best environment for their children. Initiatives that promote widespread awareness and understanding among parents, caregivers, whānau, communities, service providers and policy makers of the significance of the first 1000 days are also important. Cultural identity is central to te ao Māori views of health and wellbeing and is a key component of wellbeing and community connectedness for parents of any ethnicity. This requires initiatives that support the development of whānau ora and the provision of services that are culturally appropriate and inclusive. Specialist workforce training that enables and supports maternal and whānau wellbeing in the first 1000 days is critical.	Initiatives such as those listed under objective 1. Policies and approaches that support whānau wellbeing (eg, Whānau Ora and Ngā Tini Whetū and Community Connectors). Universal health care services (eg, Well Child Tamariki Ora, health screening); and targeted services (eg, WCTO enhanced support pilots, Family Start). Antenatal and postnatal services and support, pregnancy and parenting education, information, services, and support programmes. Specialist maternal and infant mental health and addition services. The Maternity Action Plan, which includes initiatives to strengthen national and local maternity quality and safety programmes, support workforce sustainability and better support women and whānau. Tākai (led by Oranga Tamariki) – Tākai involves both investment in local community initiatives and the development and maintenance of culturally responsive parenting resources that increase the confidence, capacity and knowledge of whānau supporters, with a focus on whānau with children under five years old.	A moderate amount of additional funding could build on both the current investment in early intervention supports, as well as the initial Budget 2022 investment in specialist services. Provision of culturally appropriate and accessible information about what's important in the first 1000 days and the services available S9(2)(f)(iv) , SmartStart). Applying Whānau Ora as an early intervention approach for child wellbeing (eg, Ngā Tini Whetū). Continued development of the continuum of mental health and addiction supports and services and of the early years workforce (including non-health workers such as Whānau Ora staff and Community Connectors).
3. Holistic intergenerational wellbeing solutions delivered by communities (providing resource, place and space for whānau and communities to come together and build towards their aspirations)	Initiatives that tap into the expertise of communities and support placed-based approaches that put people in the lead. Working in partnership to ensure that services are delivered effectively; environment of continuous improvement by filling gaps in research and supporting to identify, test, adopt and spread what works.	Social Sector Commissioning (led by the Ministry of Social Development). Community Connectors employed by NGOs addressing immediate challenges to family and whānau wellbeing and supporting people into longer-term support where necessary (including connecting whānau to Whānau Ora for longer-term, goal-orientated support). Kahu Taurima – Maternal and early years work programme led by Health New Zealand, Māori Health Authority and the Ministry of Health. Whai Kainga Whai Oranga – supporting the development of papakāinga on whenua Māori. Oranga Tamariki Future Direction – development of new operating model where Oranga Tamariki is an enabler and coordinator for Māori and communities, to empower them to put in place the support solutions and services they know will work for their people. As part of their Enabling Communities approach, Oranga Tamariki are putting in place resources and support for Māori and communities to develop prevention and early support solutions.	Enabling Communities approaches, with support from Regional Public Service Leads, enable and coordinate agency service offerings as Māori and communities develop their own models of prevention and early intervention support for tamariki, rangatahi and whānau. Further work needed to identify how to build experience, capability and evidence to support Whānau Ora as a model across government, increasing capability for government agencies to work with Whānau Ora. 500 existing Community Connectors are only funded through to June 2023. Advice will be provided to Ministers in September 2022 on the ongoing role (ie, this paper does not propose including this initiative in a Budget 2023 package focused on the first 1000 days).

There is already considerable work underway that contributes to the first 1000 days

37. As the table above shows, there is a range of work already underway that contributes to the objectives identified by Ministers for the first 1000 days. The focus is broad and touches on all first 1000 days objectives.
38. Some current initiatives we identified sit across multiple objectives. For example, social and emotional learning (SEL) for the under twos is critical for wellbeing. In terms of the objectives that have been identified for the first 1000 days, SEL of young children is supported by the provision of material supports that reduce stressors and create stable, calm home environments, and it is also strengthened by good maternal mental wellbeing.
39. There are, however, some gaps in the system of supports that, if addressed, could help to accelerate progress towards the objectives of the first 1000 days. These include gaps in the availability of services, gaps in government agencies' capacity and capability, and gaps in trained workforce across a range of areas that relate to the first 1000 days. The table identified some potential opportunities for further work and areas for investment.
40. Some of these gaps are being addressed through other means (eg, Kahu Taurima, some workforce development investment, and Te Puni Kōkiri-led work to build networks and capacity across government for whānau-centred, community-led approaches).
41. Officials are proposing that others be addressed through a first 1000 days Budget 2023 package.

Potential investment priorities for a Budget 2023 first 1000 days package

42. In June 2022, Ministers commissioned further advice on an initial suite of seven initiatives that could help progress the first 1000 days priority – recognising that, to warrant inclusion in a first 1000 days package of investment, initiatives would need to demonstrate a clear link with evidence-based factors that provide the greatest contribution to enhancing outcomes for the first 1000 days.
43. The seven initiatives, with lead agencies, are listed below. These are grouped according to the most relevant first 1000 days objective.

Objective 1: Nurturing, safe environments and reduced stressors

- i. focusing on families with young children as a priority cohort as part of the emergency housing system reset and redesign (Ministry of Housing and Urban Development and Ministry of Social Development)
- ii. options to increase investments in papakāinga developments (Ministry of Housing and Urban Development and Te Puni Kōkiri)
- iii. options for wider or universal provision of wahakura/pēpi pods in New Zealand (Ministry of Health)

Objective 2: High levels of maternal and whānau wellbeing

- i. enhancements of SmartStart to function as a “digital front door” for parenting information and integrated online early years services and supports (Department of Internal Affairs)
- ii. extending Whānau Ora with a focus on supporting maternal mental wellbeing in the first 1000 days (Te Puni Kōkiri)
- iii. enhancing the continuum of maternal mental health supports (Ministry of Health)

Objective 3: Inter-generational wellbeing solutions delivered by communities

- i. options for extending community-led planning and innovation approaches to enhance child and youth wellbeing (no lead agency).

44. In June 2022, Ministers also asked about the potential role of the SEL Pilots (being led by the Ministry of Education); this paper provides further information (under objective 1) on possible ways that aspects of these pilots could be expanded to increase the focus on the first 1000 days.

s9(2)(f)(iv)

Initiatives would need to meet a threshold for inclusion in a first 1000 days Budget 2023 package

46. In assessing these potential initiatives for the first 1000 days, officials have considered how the proposal:

- directly supports the child's social and emotional learning and development, and/or
- enhances maternal wellbeing, and/or
- builds parental and whānau capability and confidence, and/or
- builds strong inter-generational relationships, and wider networks, needed to support parents and whānau.

47. Where appropriate officials have also considered whether the initiative:

- takes a whānau-centred approach to access to, and delivery of, services
- takes a strengths-based kaupapa Māori approach that draws from traditional mātauranga Māori, complemented by Western knowledge systems.

It is also important to understand the scale, likely impacts and value for money of each initiative

48. Officials developed the following criteria to apply when determining what should be included in budget packages of medium and high ambition (to enable "ranking" of relative strengths and likely impacts of each initiative):

Criterion	Question
Readiness	Is the initiative ready to be implemented?
Impact	How long before the impact of the initiative will be experienced by those intended to benefit from the initiative?
	What is the level of confidence that the intended impact will be achieved?
Catalyst for change/ empowers whānau	Does the initiative drive changes to how government works and enhance the role of whānau, hapū, iwi and communities?
Targeted	Does the initiative address clear areas of need?
	Does it support those experiencing the greatest inequities?
Scale of cost	What is the cost of the initiative?

49. A brief summary of each initiative is included below, including the type of initiative, its likely impact, how much funding is being sought and our assessment of whether or not it should be included in a Budget 2023 package focused on the first 1000 days.
50. **Appendix 1** provides a summary of these proposals and maps them to the assessment criteria at paragraphs 46-48.

Focusing on families with young children as a priority cohort, as part of the emergency housing system reset and redesign (Ministry of Housing and Urban Development and Te Puni Kōkiri)

What is the proposal?

51. Officials are developing final advice on the emergency housing reset and redesign and will provide this advice to Ministers Woods and Sepuloni in October 2022.

How does it relate to the first 1000 days objectives?

52. As directed by CYWS Ministers in June, the advice will include a specific assessment of how the options and proposals identified will contribute to the first 1000 days priority under the CYWS.

What is the assessment?

53. Accordingly, the Ministry of Housing and Urban Development and the Ministry of Social Development are **not seeking further funding as part of the first 1000 days package**. Decisions about further funding will be made when Ministers have considered the final advice on the emergency housing reset and redesign.

Options to increase investments in papakāinga developments (Ministry of Housing and Urban Development)

What is the proposal?

54. Consider expanding the papakāinga programme to have a more explicit focus on the first 1000 days objectives.

How does it relate to the first 1000 days objectives?

55. The papakāinga programme allows whānau/hapū/hapori to decide their focus and priorities for housing. This may include a focus on the first 1000 days, but it could equally focus on housing for kaumātua. There are also a number of features of the programme that could constrain its expansion (eg, access to whānau land, relevant planning permission) that additional funding cannot address and limit the impact it can make on housing challenges faced by whānau.

What is the assessment?

56. It is **not proposed to seek further funding** for the programme as part of a Budget 2023 package focused on the first 1000 days. As directed by Ministers, any future advice on this programme will consider a specific assessment of how these options contribute to the first 1000 days objective.

Options for wider or universal provision of wahakura/pēpi pods in New Zealand (Ministry of Health)

What is the proposal?

57. Consider expanding the provision of wahakura/pēpi pods (safe sleep baskets/beds).

How does it relate to the first 1000 days objectives?

58. Pēpi pods support safe sleeping environments for babies. District Health Boards previously received funding for around 8,500 pēpi pods and as part of Kaha Taurima. Health agencies are considering options to re-focus the provision of the pods away from the prevention of Sudden Unexplained Death in Infancy (SUDI), towards holistic and celebratory support of the arrival of a pēpi.

What is the assessment?

59. The Ministry of Health has identified that it would seek further funding for the programme and make any changes to the policy settings guiding provision of wahakura/pēpi pods within the work programme planned in response to the recently released evaluation of the National SUDI prevention programme. The recommendations from that evaluation seek to embed provision of wahakura/pēpi pods within other services and support as part of Kahu Taurima.
60. Te Puni Kōkiri has advised that for Budget 2023 it is focused on Whānau Ora and whānau-centred approaches, including holistic programmes where providers and whānau can decide and be supported to meet more specific needs, which may include wahakura. It supports wahakura being available to those whānau and families what would like it for their baby and that provision be based on need and the aspirations of each whānau and family. It does not, therefore, intend to seek funding for wahakura in Budget 2023.
61. The Ministry of Health do not advise expanding the provision of pēpi pods at this time and therefore do not propose including a bid in a first 1000 days package.

Expansion of first 1000 days-focused element of Social and Emotional Learning Pilots (Ministry of Education)

What is the proposal?

62. Given its relevance to the first 1000 days (although noting it is not exclusively or even mainly focused on this), officials have considered how SEL pilots currently underway (and funded until 30 June 2023 through Vote Education) could be included in a first 1000 days package in Budget 2023.

How does it relate to the first 1000 days objectives?

63. Incredible Beginnings (focused on one-five-year-olds) is one of three elements of the SEL pilots and the only one of the three that connects with the first 1000 days. It trains teachers in early learning settings in language delays. The programme was delivered in four regions in 2021/22 (Auckland, Hawkes Bay, Wellington, Nelson) and will be delivered in an additional region (Christchurch) during 2022/23. There are 16 programmes delivered in 160 centres and the budget for 2022/23 is \$900k. Incredible Beginnings is currently funded internally by the Ministry of Education (MoE) as a budget bid (Budget 2022) for secure funding to support the initiative was unsuccessful. The Ministry does not have the ability to fund this work beyond 30 June 2023.
64. A process evaluation of Incredible Beginnings is being completed and will be available in September 2022. The refresh of the NZ Curriculum provides the opportunity to integrate key competencies for SEL (Managing Self; Relating to Others) into all areas of the curriculum through the new bi-cultural and inclusive framework and the integration of Key Competencies into learning areas. This will happen progressively through to 2023.
65. ENGAGE is another one of the three elements of the SEL pilots. It is a programme primarily delivered to three-seven year olds (so, not to children in their first 1000 days). It is a structured, play-based intervention that aims to improve the ability of young children to self-regulate by using common childhood games. The ENGAGE games focus on improving four key areas of self-regulation: self-regulation, hyperactivity, aggression, attention problems and executive

function (working memory, self-control, flexible thinking) difficulties. It is currently delivered in three regions - Auckland, Otago/Southland and Bay of Plenty and is funded up to June 2023. Methodist Mission South holds the exclusive license from the University of Otago to deliver ENGAGE.

What is the assessment?

66. Incredible Beginnings is the only programme of the three included in the SEL pilots that is delivered to children in their first 1000 days (it is for one-five year olds), which makes it the logical programme of the three to expand under a first 1000 days package. However, it is based on a programme from the United States and has not been developed with a specific focus on cultural content. For this reason, it is not seen as a programme that is easily adapted to a New Zealand context/kaupapa Māori approach.
67. ENGAGE is a New Zealand programme that can be adapted to different cultural contexts and worldviews more easily than Incredible Beginnings. However, at present the programme is focused on the 3-8 year age group (and therefore, unless adapted for this age group, would not be in scope of a package focused on the first 1000 days). s9(2)(f)(iv)
68. MoE have indicated they could explore both of these options in more detail as part of further work on a Budget 2023 bid focused on the first 1000 days.
69. It is recommended that an expansion of social emotional learning pilots, focusing on the first 1000 days, be included in a first 1000 days package for Budget 2023.

Enhancements of SmartStart to function as a “digital front door” for parenting information and integrated online early years services and supports (Department of Internal Affairs)

What is the proposal?

70. SmartStart is a trusted government brand that supplies safe and trusted information and services to New Zealand families. It is an existing service, used by 99% of parents to register the birth of their child and 94% of parents to apply for Best Start payments.
71. It is currently only funded to run the existing integrated services programme. This proposal is to expand it further, based on users and agency feedback. Officials have identified that no new capital funding will be required to enhance the SmartStart platform but one-off operational funding of \$7.5m in year one will be required to build the enhanced system and content platform and funding of \$3.0m in outyears will be required to manage SmartStart content (including developing culturally appropriate and responsive content).

How does it relate to the first 1000 days objectives?

72. SmartStart is an online platform that parents are very familiar with, that allows them to register the birth of their baby, apply for Best Start payments, get an Inland Revenue number, update their current Ministry of Social Development information to include a new baby and find out what they are entitled to by way of financial assistance. Parents will also soon be able to apply for the Childcare Subsidy through SmartStart. It also provides information relating to birth and bringing up children until age six, such as health and education information.
73. It has the potential to become a key resource for agencies to support their work to improve wellbeing outcomes for families and whānau. Social sector agencies can support the Department of Internal Affairs (DIA) to expand the range of content available on SmartStart and to work directly with potential users to understand their priorities for new content.

What is the assessment?

74. The SmartStart platform was built over six years ago. A number of enhancements have been made since then. As the number of services provided by SmartStart have grown it has become harder to join up services and deliver customer-focused features. A more robust platform for SmartStart is required so it can operate as a clear entry point for parents, and those supporting parents, to access support and information and connect with relevant services.
75. The capacity to support further content will also allow SmartStart to expand its audiences beyond parents, to all of those with a role in supporting parents and young children.
76. SmartStart is being translated into Te Reo Māori in stages. In future DIA are planning to be able to provide content in other languages eg, Samoan and Cantonese. DIA are also planning to develop content and identify services that are targeted to specific cultural needs.
77. Connecting SmartStart with existing channels that are trusted and used by key population groups would also enhance the contribution of SmartStart to improve outcomes for families and whānau and this can be supported by the social sector agencies working with DIA to develop new content.
78. The **first phase** is proposed to expand the content available in SmartStart by re-platforming through a technical and content review (this has not been completed since 2016 when the service went live). This will allow for new functionality such as establishing a SmartStart phone app allowing easier access to the site.
79. The **second phase** will include integrating two previously deleted Tākai apps - Tiny Adventures and Skip Tips -, into SmartStart as they are no longer supported by Oranga Tamariki due to a lack of funding to maintain them. Tiny Adventures and Skip Tip apps help parents keep children active and give parents coping mechanisms for when they are under stress. Feedback from parents received by Oranga Tamariki indicate that the apps are missed and were very useful and well used resources, in particular during COVID-19 Alert Levels 3 and 4.
80. In subsequent years, the plan would be to work with relevant agencies, parents, and whānau to identify further parent and child services that can be built into SmartStart to improve wellbeing outcomes and be culturally responsive for families and whānau raising children in their first 1000 days.

Vision for SmartStart

81. If funded, there are many opportunities to grow its utility. SmartStart could be a single-entry point which can be personalised to a parent and their child/ren for all baby and child related information and services. Parents could access SmartStart for a variety of services relating to their child, whether it be applying for financial assistance, receiving notifications, educational, health and social services.
82. We **recommend including this proposal** in a first 1000 days Budget 2023 bid.

Extending Ngā Tini Whetū with a focus on supporting maternal mental wellbeing in the first 1000 days (Te Puni Kōkiri)

What is the proposal?

83. This initiative seeks to extend Ngā Tini Whetū (a whānau-centred early intervention prototype designed to strengthen families and improve the safety and wellbeing of children) to support whānau raising children in their first 1000 days. There are two different options under this proposal.
84. Under option 1, the priority is to secure sustainable funding for the existing Ngā Tini Whetū initiative in Te Ika a Maui (this currently supports 800 whānau). The cost of this is \$21.1m a

year (\$26,500 per whānau), which to date has been sourced from cross-agency investment by Te Puni Kōkiri, the Accident Compensation Corporation (ACC) and Oranga Tamariki.

85. Currently, Te Puni Kōkiri has \$7.95m funding per year for Ngā Tini Whetū secured until 2025/26. To sustain the current programme in the current financial year, ACC has committed \$5m and Oranga Tamariki has committed \$2m. Discussions are ongoing around meeting the shortfall for the current financial year (to ensure continuity in supports provided through the programme) and additional funding will be required to extend the programme for further years.
86. The outcome of these discussions will influence the composition of multi-agency investment for sustaining Ngā Tini Whetū in 2023/24 and 2024/25. Sustainable funding for 2023/24 and 2024/25 will be \$42.2m in total, with \$26.3m sought through Budget 2023 (or other funding avenues) to extend the programme for two years.
87. Under option 2, the proposal is to seek \$259.72m over four years for the three Whānau Ora Commissioning Agencies. This would support strengthening the infrastructure and operations of the Whānau Ora Commissioning Agencies and provider networks, including building a sustainable workforce, and funding to expand early support beyond Ngā Tini Whetū, and provide ongoing support to approximately 9,250 additional whānau year on year. Note that this would likely be part of a wider Whānau Ora budget bid.
88. This work would be further enhanced with buy-in from other government agencies.

How does it relate to the first 1000 days objectives?

89. This proposal relates to objectives 1, 2 and 3 as it will help support maternal and whānau mental wellbeing, reduce household stressors, and help build and strengthen the system of social supports for the child.
90. The Whānau Ora model (of which Ngā Tini Whetū is a part) allows whānau to determine their own priorities and not all will identify the first 1000 days as a priority. So while new investment in Whānau Ora may not have a direct focus on the first 1000 days, the impacts on the wellbeing outcomes of families and whānau with very young children will likely be positive. Likewise, while it is not explicitly focused on maternal mental wellbeing, it will likely contribute to that outcome.
91. There may be opportunities to focus more specifically on the first 1000 days should expansion funding be received.

What is the assessment?

92. The current Ngā Tini Whetū programme is operating with fixed-term funding. Its final evaluation is due in February 2023. An early review in 2021 found that it is a "landmark two-year prototype for government agencies that has the potential to achieve positive outcomes for whānau and tamariki by changing the way that government agencies and Crown entities collaborate and partner with kaupapa Māori organisations and commissioning models".
93. Given the timeframe for the evaluation, of the programme, **it is proposed that the remaining \$26.3m of funding required to retain Ngā Tini Whetū in its current form for two years be included** in a first 1000 days Budget 2023 bid, and, subject to the findings of the Evaluation, a bid potentially be developed to expand the programme further in Budget 2024.

Enhancing the continuum of maternal mental health supports (Ministry of Health)

What is the proposal?

66. Maternal mental wellbeing is a core part of both the early years and mental health and addiction systems and there is work in progress to consider improvements to the continuum of care and expanding access and choice of primary mental health and addiction supports.

How does it relate to the first 1000 days objectives?

67. Maternal mental health in the first 1000 days is one of the three objectives agreed by Ministers.

What is the assessment?

s9(2)(f)(iv)

s9(2)(f)(iv)

s9(2)(f)(iv)

Proactively Released

Options for extending community-led planning and innovation approaches to enhance child and youth wellbeing (no lead agency)

What is the proposal?

76. Objective 3 for the first 1000 days focuses on communities delivering their own solutions in ways that reflect their cultural beliefs and practices and by creating spaces and places where communities can build towards their aspirations. The June paper advised that officials would explore combining existing efforts (eg, Kahu Taurima, Tākai) and collectively support community-led first 1000 days child and whānau regional wellbeing planning, commissioning, and innovation.

How does it relate to the first 1000 days objectives?

77. There is much work already underway to realise this goal and to test new approaches to locality planning, testing of prototypes and alignment of major government strategies at the local level. Efforts are also underway to better understand the learning opportunities that this extensive mix of work presents for government and communities. The Regional Public Service Commissioner model is already in place and is creating opportunities for communities to lead and for government to better align its engagement and service delivery at the local level.

What is the assessment?

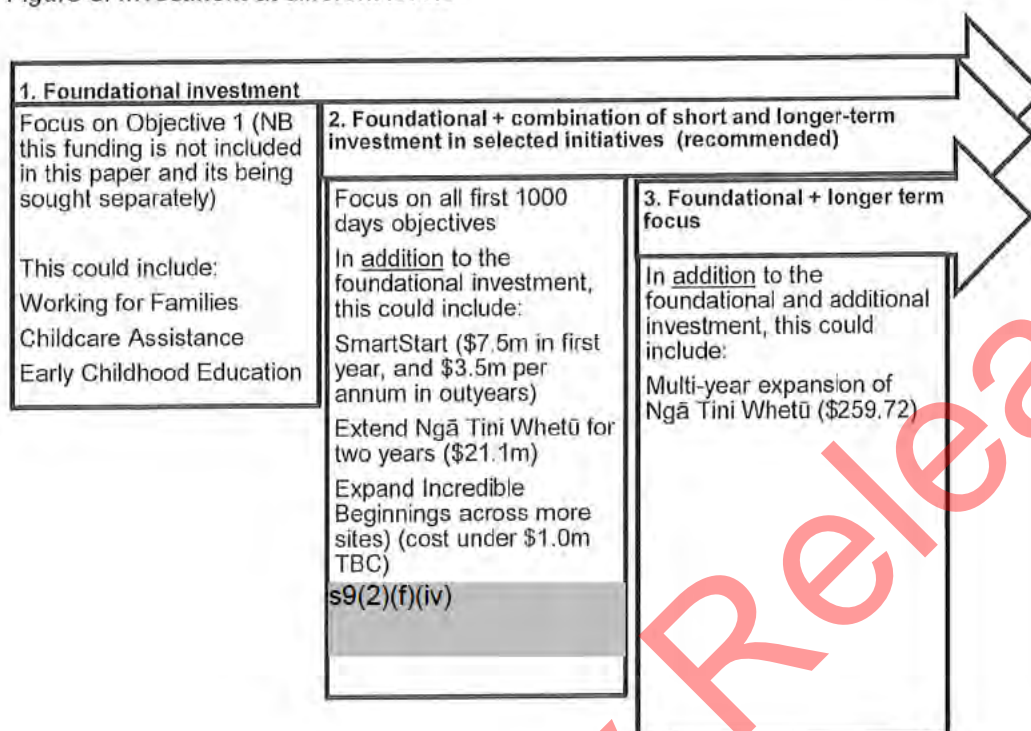
78. All these programmes are at an early stage in their implementation and many local communities have yet to complete their planning processes to identify the priorities they want to be the focus of the programmes. These offer opportunities for agencies to learn and refine how they work with communities and in localities as they progress work to achieve the objectives for the first 1000 days. When more is known about what works and where there are gaps or opportunities to fully embed these approaches, we will be in a better position to develop future budget bids for Ministers to consider.

79. Officials are **not proposing** that work on extending community-led planning be included in a first 1000 days budget package for Budget 2023.

Officials have developed high level advice on options for varying levels of investment

80. Based on the above analysis, officials have developed advice on three broad approaches to a Budget 2023 package focused on the first 1000 days, requiring different levels of investment. These approaches are outlined in the figure below.

Figure 3: Investment at different levels



81. A summary of the recommended options for a first 1000 days package is provided in Table 4 below:

Table 4: Summary of recommended options

Initiative	Funding per year (\$m)			
	2023/24	2024/25	2025/26	2026/27
SmartStart expansion	\$7.5	\$3.5	\$3.5	\$3.5
Social and Emotional Learning pilots expansion (indicative cost; number of years to be confirmed)	\$1.0	\$1.0	\$1.0	\$1.0
Ngā Tini Whetū extension	\$13.15	\$13.15	-	-
Total	\$22.85	\$19.925	\$6.675	\$6.675

Te Tiriti o Waitangi considerations and Te Ao Māori perspective

82. Working in partnership to give effect to Te Tiriti o Waitangi is central to the implementation of the Child and Youth Wellbeing Strategy.
83. The three objectives for the first 1000 days that were agreed by CYWS Ministers recognise that putting Te Ao Māori perspectives at the centre of service design and delivery, and

empowering whānau, hapū and communities to build towards their aspirations, will help improve outcomes for children in their first 1000 days and lay the foundations for their futures.

84. Many of the proposals in this paper are initiatives that focus on whānau-centred approaches and meeting the needs and preferences of Māori. They build on work already underway to improve equity of outcomes across Aotearoa.

Financial implications

85. This paper includes a potential Budget 2023 package focused on the first 1000 days. It builds on initial advice on seven potential initiatives that could be included in such a package. It is intended to prompt discussion among CYWS Ministers on 13 September 2022.
86. We note that the 2023 Budget Strategy will impact on final framing, and inclusion, of initiatives in a first 1000 days-focused Budget 2023 package.
87. In keeping with the Budget guidelines, it is expected that, for any future budget bid on the first 1000 days, Ministers will:
- identify cost pressures that relate to child wellbeing
 - identify savings or areas that could be reprioritised to a possible first 1000 days package
 - set out any trade-offs in investment priorities for the first 1000 days, and identify ways these could be addressed
 - have a clear rationale for what should continue and what should not
88. Any future budget bids would also be expected to consider manifesto commitments.

Next steps

89. Child and Youth Wellbeing Strategy Ministers will meet to discuss this advice on 13 September 2022.
90. Based on feedback from this meeting, and decisions on the Budget 2023 Strategy, advice on the proposed package will be finalised in October/November 2022.
91. Agencies will be developing their respective Budget 2023 bids over the coming months. Any decisions about the configuration and scope of a first 1000 days budget bid will need to take into account how specific components of the bid relate to, and/or are reflected in, agency bids.
92. Subject to Ministerial feedback on this paper, officials will seek input from the Social Wellbeing Board in the development of a first 1000 days package at their September/October meetings.
93. As lead agency for first 1000 days, DPMC will continue to coordinate cross-agency advice on a potential first 1000 days package in Budget 2023.
94. DPMC will work with agencies, partners and stakeholders to develop a high-level implementation roadmap for the first 1000 days by December 2022.

Appendices:	Title	Security classification
Appendix 1:	Table of potential first 1000 days Budget 2023 initiatives	Budget sensitive

Appendix 1: Table of potential First 1000 Days Budget 2023 initiatives

Objective	Initiative and description	Amount	Assessment of availability to be included in a first 1000 days package						Assessment of proposal				
			Supports children's social and emotional learning	Enhances maternal mental wellbeing	Builds parental/whānau confidence	Builds inter-generational relationships and wider networks	Takes whānau-centred approach	Takes āwhiri/whānau/āwhiri/āwhiri approach	Readiness	Data/val for change/empowers whānau	Targets to greatest need	Scale of cost	
1. Nurturing, safe environments and reduced stressors	Initiatives to reduce stressors <ul style="list-style-type: none"> Working for Families Early Learning and Care, including the Ministry of Social Development Childcare Assistance review 	Not assessed for inclusion here - these initiatives are being considered through separate Budget bid	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	Emergency housing re-set and re-design Focusing on families with young children as a priority cohort as part of the emergency housing re-set and re-design	Not assessed for inclusion here - these initiatives are being considered through separate Budget bid	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	Expanding Papakāinga The papakāinga programme allows whānau/hapū/hapori to decide their focus and priorities for housing.	Not assessed for inclusion here - not being addressed through this package	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	Expanding the provision of Wahakura/Pepe Pods Pepe pods provide safe sleeping environments for babies.	Not recommended for inclusion in Budget 2023 package	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	Expanding Social and Emotional Learning Pilots Possible expansion of: <ul style="list-style-type: none"> Incredible Beginnings (beyond current 16 sites) ENGAGE S9(2)(f)(iv) 	To be confirmed (less than \$1.0m per annum)	✓✓✓	✓	✓✓✓	✓✓	✓	✓	✓✓	✓✓✓	✓	Low (\$)	
2. High levels of maternal and whānau wellbeing	Increasing the provision of parenting information and building the potential for integrated online services by expanding SmartStart (Vote Internal Affairs - DIA) SmartStart is an online platform providing services for parents. This proposal seeks to enhance the platform to allow it to support a wider and more diverse range of information and to connect with other and trusted channels for key populations. A priority for content will be to integrate resources developed as part of Takai that are no longer available online but for which there continues to be demand. The cost to build/develop the following into SmartStart is for: <ul style="list-style-type: none"> Technical re-platform Content re-platform (including user testing + additional relevant information e.g. OT services, TPK, Justice etc) Building an 'app' skin for downloading from PlayStore or AppStore Build Takai relevant apps into SmartStart 	Year 2023/24 - \$7.5m (in addition to current budget to support and maintain) \$3.0m in outyears (cost to build and develop SmartStart platform and build Takai into SmartStart Year 24/24 - in addition to current budget to support and maintain)	✓	✓	✓✓	✓	✓✓	✓	✓✓	✓✓	✓	Low (\$)	
	Support whānau wellbeing through the extension of Ngā Tini Whetū (Vote Maori Development - TPK) This initiative seeks to extend Whānau Ora to support whānau raising children in their first 1000 days. The priority is to secure sustainable funding for the existing Ngā Tini Whetū initiative in Te Ika a Maui (this currently supports 800 whānau). Further funding would be needed to expand Ngā Tini Whetū or similar early support, whānau-centred initiatives to additional whānau, or to begin a new prototype in Te Wai Pounamu.	Moderate cost option (recommended) \$26.3m in 2023/24 – the remaining funding needed to continue existing Ngā Tini Whetū programme for 2 years (noting that Te Puni Kōkiri has already secured \$7.95m from Budget 2022 per year). Note that two years of funding is suggested to ensure that providers have the funding stability to enable them to plan strategically and secure sustainable workforce. High cost option Extend Whānau Ora to support to an additional approximately 9,250 whānau, with a focus on the first 1000 days. Budget 23 \$259.72m over four years: \$166.52m over four years for the three Whānau Ora commissioning agencies – support for an additional approximately 9,250 whānau per year. \$93.2m over four years for early support expansion and infrastructure investment (this includes \$62.2m over four years for the expansion of early support beyond Ngā Tini Whetū and \$31m over four years to build a more sustainable workforce for whānau centred practice in the community sector.	Unclear	✓✓	✓	✓✓	✓✓✓	✓✓✓	✓✓	✓✓✓	✓✓	Option 1 Moderate (\$\$) Option 2 High (\$\$\$)	



Objective	Initiative and description	Amount	Assessment of suitability to be included in a first 1000 days package						Assessment of proposal				
			Supports children's social, emotional, learning	Enhances maternal mental wellbeing	Builds parent/whānau confidence	Builds inter-generational relationships and wider networks	Takes whānau-centred approach	Takes strength-based/kāroia/whānau approach	Readiness	Get/set for change /empowers whānau	Targeted to greatest need	Scale of cost	
	s9(2)(f)(iv)												
3. Inter-generational wellbeing solutions delivered by communities	Kahu Taurima (early years prototypes) Social sector commissioning	Not being addressed through this package	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

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