

# Draft Carers' Strategy Action Plan

Discussion Document

**November 2025** 



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# We are seeking feedback on the draft Carers' Strategy Action Plan

#### Summary

The Ministry of Social Development (MSD) is seeking feedback on the draft Carers' Strategy Action Plan (Action Plan), which sets out government actions to support family, whānau, aiga or individual carers.

This discussion document outlines the draft Action Plan, which has been developed through engagement with:

- · government agencies partnered to the New Zealand Carers' Strategy
- the NZ Carers Alliance (the Carers Alliance), a collective of over 60 charitable and nongovernmental organisations concerned with the needs of family, whānau, and aiga carers
- the Carers' Strategy Advisory Group, which includes representatives from the Carers Alliance and non-governmental organisations that work with and represent carers.

#### How to use this document

This discussion document explains why we are consulting with you and describes the new draft Action Plan. The full text of the draft Action Plan is attached in a table at **Appendix 1**. It includes questions you might want to answer if you choose to provide a submission. You can choose which questions to answer, and you do not have to answer all questions.

Once feedback has been considered, MSD will finalise the draft Action Plan with a proposed launch date of 2026.



#### Questions to help guide your submission:

- **1.** What do you think about the change to a 'rolling' Action Plan to improve outcomes for carers over the short- and long-term?
- **2.** Do you think the set of immediate deliverables are an appropriate first step towards achieving the Action Plan outcomes? How could we make this more effective for you?
- **3.** How can government work with communities to implement the Action Plan in the short, medium and long term?
- **4.** Is there anything else that agencies should consider when implementing current actions to ensure what is delivered meets the needs of family, whānau, aiga and individual carers?
- **5.** Many of these actions are intended to form the basis for future actions. What should we consider as we review and form future actions?

#### Have your say

Consultation will run from 17 November 2025 until 12 February 2026.

Your feedback on the draft Action Plan is important. It will help inform priorities and potential actions that make a difference for carers in the short, medium, and long term.

Involvement of carers, representative organisations and wider stakeholders across New Zealand, both in this consultation and throughout the rolling Action Plan, will be key to ensure that the Action Plan reflects your voices.

There are multiple channels to provide feedback to ensure that consultation is accessible to all parts of the community. You are welcome to provide feedback through one or more of the following channels.

#### **Submissions**

You can send a submission by:

- · email or a scanned version of your submission to CAPsubmissions@msd.govt.nz
- · mail to:

Carers Strategy Action Plan Consultation
Ministry of Social Development
PO Box 1556
Wellington 6140
New Zealand

#### Survey

You can fill out a survey hosted on MSD's survey page.

#### **Engagement sessions**

You can attend an engagement session. Dates and how to register for these engagement sessions are outlined and updated on MSD's consultation page. We are running two different types of engagement sessions:

- **Community workshops** Carers Alliance, community leaders and existing community groups will run local, in-person, community workshops to ensure consultation engages with a broad range of population groups and types of carers.
- Online workshops MSD will run public online sessions to meet the needs of carers who
  cannot attend in person or prefer to engage online. These forums will be held at various
  times of day, including in the evening to allow those who have work/school commitments
  to attend.

#### **Next steps**

A summary of engagement will be published on MSD's consultation page. All responses will be anonymised, but a list of submitters may be provided. See further details on the use and release of this information at **Appendix 1**.

#### Introduction

#### Who are carers?

Carers are family, whānau, aiga, and individuals, who provide care for someone close to them who needs additional assistance with their everyday living because of a disability, health condition, illness, or injury. Carers are often loved ones, grandparents, children, neighbours, and friends, who perform a range of roles such as support for daily living, personal care, finances, preparing meals, household chores, providing transport, or providing cultural or emotional support.

The term 'carer' is used in this document in line with the New Zealand Carers' Strategy and international examples. Words such as 'supporter' or 'manaakitanga' may better describe how people see caring as a natural part of what they do for the people they love.

Almost 500,000 people identified as providing informal or unpaid care in Census 2023.

Although the number is likely much higher as many do not recognise themselves as a 'carer' but may at times need access to targeted carer support. Caring can happen at any time in a person's life, such as when a carer is in school, employment, or retirement.

#### Carers may be:

- · caring full-time, part-time, or at different points throughout life
- · caring for one or multiple people
- · caring alone, or as part of a family/whānau or care team.



#### Caring includes providing additional support, where necessary, to:

- · older people
- disabled people, tangata whaikaha
- people with health conditions or rare disorders
- neurodiverse people
- · medically fragile children and young people
- · injured people
- people with mental health conditions and/or addictions, tangata whaiora
- people receiving palliative care.

Caring in Aotearoa New Zealand is deeply diverse, shaped by cultural values, family and whānau structures, and community expectations. There are many approaches to caring:

- Te ao Māori models of care, such as manaakitanga and whanaungatanga, can emphasise care through the importance of family relationships and Hauora.
- Many Pacific and Asian communities prioritise intergenerational family care, especially through a deep value and respect for elders.

Cultural perspectives and experiences also influence how caring is understood, how carers identify, the services and supports they need, and where they seek help.



#### Census 2023 found, of people providing unpaid care:

- ~16.7% are Māori
- ~7.6% are Pacific people
- ~ 8.1% are Asian
- ~61% are women.

Māori, Pacific Peoples, Asian carers and young carers are likely to be underrepresented in statistics on caring. Research on the Growing Up in New Zealand cohort found (Yao et al., 2023):

- one in five 12-year-olds have provided unpaid care to someone older than them
- Māori and Pacific Carers are more likely to be young carers, providing high intensity care to their families or households especially in areas of high social deprivation.

#### Carers are playing more vital roles as new pressures emerge

Carers provide invaluable support to New Zealanders, enabling people to live fuller lives within their homes, cultures and communities. This often leads to better wellbeing for people receiving care – reducing the need for hospitalisation or residential care placements and allowing people to live at home and in the community for longer.

As New Zealand's population grows older and people live longer with more complex health needs, carers will play increasingly important roles in caring for and supporting people.

Despite many not being paid for their work, carers also provide a significant economic contribution, which was estimated to be \$17.6 billion per year in 2022 (Heyes & Grimmond, 2022) and is expected to rise.

## The New Zealand Carers' Strategy

# The New Zealand Carers' Strategy was launched to support, value and recognise carers

The New Zealand Carers' Strategy (the Carers' Strategy) was launched in 2008 in partnership with the NZ Carers Alliance.

The Carers' Strategy's vision is to ensure that: "New Zealand Aotearoa is a society that values individuals, families, whānau or aiga who support others who need help with their everyday living."



#### The Carers' Strategy principles are to:

- recognise diversity
- be proactive
- · enable carers
- be inclusive.

To date, the Carers' Strategy has been implemented through three multi-year Action Plans. These time-limited Action Plans contained actions that the Government would take to address key priorities identified by carers and government agencies. The latest Action Plan, Mahi Aroha Carers' Strategy Action Plan 2019-2023 (Mahi Aroha), expired in 2023.

Overall progress in implementing previous Action Plans, particularly for Mahi Aroha commitments, has been slow. Some challenges have worsened due to various issues, including the impact of COVID-19 on increasing carer distress (Schluter et al., 2022), and high inflation affecting affordability.

The Carers' Strategy vision for carers cannot happen through government action alone. Support, value and recognition of carers is needed at all levels – across government services and supports; businesses and employers; national and community organisations; families, whānau, aiga, communities, iwi and hapū and all New Zealanders.

# Working to develop a new Action Plan

#### **Engagement to date**

Since the start of 2025, multiple partners and stakeholders have been involved in the development of a new draft Action Plan to implement the Carers' Strategy and better respond to ongoing and new challenges for carers.

These partners and stakeholders include:

- Government agencies that are partners to the Carers' Strategy and have been directly involved in the formulation of proposals and advice.
- The Carers Alliance, which has provided advice and recommendations in the shaping of the outcomes, objectives, and directions of the draft Action Plan.
- The Carers' Strategy Advisory Group, which was established in May 2025 to provide expertise, knowledge, and advice in the development of the draft Action Plan.

Development has also drawn on engagement, evidence, and insights since the launch of the Carers' Strategy in 2008. This includes:

- · drawing on the principles of the Carers' Strategy
- · learnings from the previous multi-year Action Plans
- research and data, including the State of Caring in Aotearoa (Synergia, 2022), a review
  of data sources relating to individual, family, whānau and aiga carers in Aotearoa
  New Zealand (Underwood et al., 2025), and the Pacific Economy Research Report on
  Unpaid Work and Volunteering in Aotearoa (Rohorua et al., 2021)
- community consultation on areas that affect carers, including changes to Disability Support Services (DSS) and the Royal Commission of Inquiry into Abuse in Care.

# A new draft Action Plan has been developed

#### Establishing a new 'rolling' Action Plan

The Action Plan sets out ambitious outcomes to make a difference for carers over the long term in its new form as a 'rolling' Action Plan.

Unlike previous Action Plans, which applied for 3-5 years with a set end date, the proposed 'rolling' Action Plan is ongoing, flexible and outlines key actions over time.

The Action Plan in its new form will be a 'living' document. It establishes key priorities and ambitious outcomes, with actions and immediate deliverables underneath. As the Action Plan progresses, content can be reviewed on a regular basis to ensure the Action Plan is able to adapt as priorities and circumstances change, while staying on track to make a difference for carers over the long term.

#### The Action Plan recognises the realities of caring

The State of Caring survey 2021, undertaken by the Carers Alliance and Carers New Zealand, found that carers have a strong commitment to caring, often prioritising the wellbeing of those they care for while navigating limited support for their own health and wellbeing. Experiences of poor mental health, burnout, loneliness and isolation are common, and many carers struggle to find or access appropriate support. Carers invest significant time and energy into their roles, leaving little time to balance opportunities for paid work or learning, parenting or family responsibilities, or navigating their own health, disability or ageing.

#### What the Action Plan seeks to achieve

To work to achieve better outcomes for carers, the Action Plan aims to:

- Address longstanding, systemic challenges, while building momentum through support for carers right now.
- Ensure decisions and actions are informed by strong evidence to inform future work.
- · Prioritise the voices and experiences of carers in decisions about them.
- Focus on ambitious long-term outcomes to guide government agencies and partnerships.
- Ensure supports and services are tailored to specific groups, for example young or older carers, Māori and Pacific carers, women carers, carers in rural areas, working aged carers, and carers who provide care for those with complex conditions such as dementia.

#### These aspirations will be progressed through a staged approach

- Providing a long-term framework to guide government agencies' actions and partnerships.
- Including milestones for short and long-term progress to achieve outcomes.
- Building greater flexibility to better recognise the diversity of carers and care work.
- Strengthening the knowledge and evidence base, prioritizing laying the evidence foundation to inform future decisions and actions.
- **Valuing long-term partnerships** between government agencies, the Carers Alliance, and community organisations that represent carers.



#### **Consultation question:**

A 'rolling' Action Plan means that the Action Plan has no set end date. Actions will be updated as needed.

**1.** What do you think about the change to a 'rolling' Action Plan to improve outcomes for carers over the short- and long-term?

# The draft Action Plan focuses on three priority areas

The draft Action Plan focuses on three priority areas which have been developed in consultation with the Carers' Alliance and Carers' Advisory Group as key areas for focus to make a difference for carers in the long term: **Recognition and Appreciation, Health and Wellbeing,** and **Financial Security**.

Within these priority areas, actions and immediate deliverables will be regularly reviewed to ensure alignment with Ministerial and Government priorities and to make sure that we are moving towards an enabling future for carers.

To respond to the distinct diversity of carers and caring, actions and immediate deliverables are designed to:

- · be tailored to different agency roles, population groups and responsibilities
- · be responsive to specific groups at different ages, transitions or life stages
- · reflect varied communication needs.

#### **Recognition and Appreciation**

Carers play a vital role in supporting the wellbeing of others, yet many feel their roles as carers are not valued, and that they have 'no voice'. A consistent theme raised by carers is the need for greater recognition, value, and acknowledgement of the work they do.

Ensuring carers are recognised and appreciated not only affirms their contribution but also strengthens their sense of voice, inclusion and belonging – key elements in building greater support for carers and care work.



**Outcome:** Carers are valued and the support they require is recognised and protected.

#### Immediate deliverables:

- launch a national Carers' Appreciation Day
- consider how cultural safety can be better integrated into the delivery and promotion of existing services for carers
- explore targeted approaches for improving service access and navigation for carers.

#### Health and Wellbeing

Carers play a vital role in supporting families, whānau, aiga, and communities, but often face challenges accessing the right support at the right time and place.

Strengthening early, targeted assistance and expanding flexible respite and break options would help carers maintain their own health and wellbeing while recognising the importance of caring relationships to the wellbeing of people receiving care, their households and wider New Zealanders.



**Outcome:** Health and wellbeing outcomes are equitable between carers and non-carers.

#### Immediate deliverables:

- promote the availability, diversity, flexibility and importance of respite and break options for carers, and what these mean for carers
- establish a national picture and assess current levels of available respite services and options
- expand community pathways to better support frontline professionals (e.g., GPs, Needs Assessment Services Coordinators (NASCs)) to refer carers to appropriate supports and networks.

#### **Financial Security**

Carers frequently balance caring with other responsibilities, including paid work and learning, but they can face significant barriers, including limited time, energy and resources. The financial impacts of caring are significant: carers often face restrictions on their ability to undertake paid work due to their responsibilities, and many incur costs for necessary supports that are not always covered by existing entitlements.

This priority area focuses on supporting carers' financial stability and their opportunities for paid work or learning, through strengthening recognition of caring skills, flexibility, and access to financial support where appropriate.



**Outcome:** More responsive financial supports and improved educational and employment pathways to enable carers to meet their needs and plan for the future.

#### Immediate deliverables:

- develop a picture of available financial assistance, focusing on levels of support and coverage and analysis on any gaps and inconsistencies
- map out the potential pathways available to different carers, family, whānau, and aiga
- develop an understanding of the supports provided by employers to carers to inform potential government actions.



#### **Consultation questions:**

- **2.** Do you think the set of immediate deliverables are an appropriate first step towards achieving the Action Plan outcomes? How could we make these more effective for you?
- **3.** How can government work with communities to implement the Action Plan in the short, medium and long term?

### **Ensuring the Action Plan works**

#### **Data and Information**

A separate priority on Data and Information is in the draft Action Plan. A strong monitoring and reporting framework will be developed to support implementation efforts and ongoing measurement of progress against the outcomes.

A critical component to this is strengthening the data and evidence on carers, including their interactions with government, which will:

- improve understanding of what works for different carer groups and how to improve support
- · enable better tracking of progress against the desired outcomes
- inform on changes to carers' wellbeing while recognising carers' insights into their strengths, challenges, and needs, in a mana-enhancing way.



**Outcome:** Improved monitoring and data collection.

#### Immediate deliverables:

- · develop a monitoring and reporting framework
- develop a government data and evidence strategy.

#### Governance and oversight

Options for a governance structure to oversee the Action Plan's progress and implement a review cycle will be developed over the coming months.

This will include further details on:

- · how the Action Plan will be implemented
- · administration and future priority setting for the rolling Action Plan
- intersections between the Action Plan and, if applicable, other work such as care safety.



#### **Consultation questions:**

- **4.** Is there anything else that agencies should consider when implementing current actions to ensure what is delivered meets the needs of family, whānau, aiga and individual carers?
- **5.** Many of these actions are intended to form the basis for future actions. What should we consider as we review and form future actions?

### References

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- Stats NZ. (2023). 2023 Census. [Dataset] [Unpaid care MSD] MSD.
- Synergia. (2022). The State of Caring in Aotearoa: A report for Carers NZ and the Carers Alliance. THE STATE OF CARING IN AOTEAROA
- Underwood, L., Boven, N., & Milne, B. (2025). Review of data sources relating to individual, family, whānau and aiga carers in Aotearoa New Zealand. Compass Research Centre. University of Auckland.
- Yao, E. S., Evans, R. J., Bullen, P. (2023). Young Carers in the Growing Up in New Zealand Cohort at 12-Years: MSD Bespoke Report. MSD.

# Appendix 1: Draft Carers' Strategy Action Plan A3

# Recognition and Appreciation: Carers are valued and the support they require is recognised and protected

Action name	Current State	Future State	Immediate Deliverables
Public awareness and outreach	People providing care do not always recognise themselves as carers and may miss out on support.  Public awareness of caring work could be improved. Frontline staff and government agencies may not always recognise carers as a client group needing support.	Greater public awareness and improved recognition of diverse family, whānau, aiga, and individual carers and their contributions, including people who provide care but do not identify as carers.  Frontline staff and agencies have greater awareness of carers as a client group potentially in need of support.	Launch a National Carers Appreciation Day in 2026.
Culturally safe and relevant services	Existing services may not be culturally targeted or relevant for all groups of carers.	Targeted and culturally appropriate services are provided to different carer groups, which enable cultural safety.  Culturally appropriate descriptions of carers and caring are promoted and used in government services and communications.	Consider how cultural safety, including te ao Māori considerations, can be better integrated into the delivery and promotion of existing services for carers, family, whānau, and aiga.  For example, through engaging with Māori, Pacific, and other ethnic communities to improve our understanding of concepts of caring and consider how cultural safety can be better integrated into services for carers.
Services are accessible and easy to navigate	Feedback has emphasised a need for more proactive government services to support carers.  There is a need for services to be easier to find and navigate, both for carers and the frontline staff who support them, and for better information on services which carers, family, whānau, and aiga are eligible for.	Carers, family, whānau, aiga, and frontline staff can easily access clear, local and national information on supports and services available.  Government programmes and services are easy to navigate, and frontline staff proactively support carers, family, whānau, and aiga to navigate these, including health and wellbeing and financial supports.	<ul> <li>Explore targeted approaches for improving service access and navigation for carers.</li> <li>Explore the development of a website, revised Carers Guide or other portal to improve navigation of government-funded supports and services, and enable frontline staff to better engage with carers, family, whānau, and aiga and support them to access services.</li> <li>Identify and consider options to build on existing local, regional and community information, where applicable.</li> </ul>

# Health and Wellbeing: Health and wellbeing outcomes are equitable between carers and non-carers

Action name	Current State	Future State	Immediate Deliverables
Respite and taking a break from caring	Carers face barriers to accessing support with limited break options available at the right time, region or place.  Many carers feel the current respite system is "broken" and not meeting their needs.  Respite options are typically geared toward aged care systems, services and residences and not always suitable for children or people with complex needs.	Respite and break options are more available to carers, including in-home, out-of-home, emergency, informal, and planned short and long-term options for respite.  Carers and care recipients are supported to have breaks and better pathways to services and supports that are flexible, age-appropriate, culturally responsive, and reflect their choices and needs.	<ul> <li>National outreach to promote the availability, diversity, flexibility and importance of respite and break options for carers, and what these mean for carers, by developing:</li> <li>a range of examples of 'respite', taking a break, and family/whānau/aiga-centred care in carers' own words to demonstrate the importance of taking a break from caring</li> <li>a series of personal journeys or pathways to show how different carers use, navigate, and experience respite.</li> <li>Establish a national picture and assess current levels of available respite services and break options.</li> <li>Potential focus: older peoples, people with long-term chronic conditions, palliative care, medically fragile children, disabled people, young carers, mental health and addictions, injury, rural and remote areas, kaupapa Māori options, and respite and break alternatives.</li> </ul>
Carers' needs are considered early and fully	Carers face multiple complicated and sometimes 'siloed' or fragmented systems to access support.  Frontline staff, agencies and care assessments do not always provide targeted early assistance or pathways that prioritise the importance of caring to family and community wellbeing.	Targeted and culturally appropriate assistance supports the diversity of carers and care needs.  Agencies and frontline staff provide proactive early support to carers, including through the health and disability workforce, care assessments, social services, learning and educational environments.	<ul> <li>Expand community pathways to better support frontline professionals to direct and refer carers, family, whānau, and aiga to appropriate, tailored, culturally appropriate, regional and community-level supports and networks (e.g., GPs, NASCs).</li> <li>Building on existing and new approaches, such as targeted carer assessments through Disability Support Services (DSS) and Whānau Ora, this will include strengthening community pathways and tools to help frontline staff identify and connect carers with local, tailored, and culturally appropriate supports.</li> </ul>

# **Financial Security:** More responsive financial supports and improved educational and employment pathways to enable carers to meet their needs and plan for the future

Action name	Current State	Future State	Immediate Deliverables
Financial wellbeing	Many carers report they are struggling financially and face material hardship due to their caring work.	Financial supports are more responsive to carers' needs and situations and are fiscally sustainable.	Develop a picture of available financial assistance for carers, focusing on levels of support and coverage and including analysis on any gaps and inconsistencies.
	Some carers feel they are missing out on financial support. Navigating the current system of financial supports with complex requirements across multiple agencies and organisations is difficult.		<ul> <li>The assessment would provide the evidence base for the development of a range of options to improve financial support for carers.</li> </ul>
Carers' needs are considered early and fully		Carers have clear pathways to and from caring and receive appropriate targeted	Map out the potential pathways available to different carers, family, whānau, and aiga.
	which could contribute to their long-term financial security.	supports for training, learning and recognition of their skills throughout their caring journey.	This could include consideration of a suite of targeted supports for training, learning and recognition of their skills gained throughout their
	Many carers also have skills developed as part of their caring responsibilities that		caring journey.
are not formally recognised.  While paid work, or education leading to paid work, is not appropriate for all carers and should not be an expectation, enabling clear pathways to and from caring could provide additional options for carers to support their financial security.	Carers are supported to pursue their chosen employment and education opportunities to support their financial security during and after caring.	Develop an understanding of the supports provided by employers to carers to inform potential government actions, to ensure:	
		awareness and visibility of carers in paid employment	
		<ul> <li>flexibility for carers to manage their caring responsibilities and paid work</li> </ul>	
		• increased visibility and uptake of employers' support programmes	
		<ul> <li>recognition of existing supports and the work already completed by non-government agencies</li> </ul>	

# Data and Information: Improved monitoring of the Action Plan and carer data collection to inform services and supports over time

Action name	Current State	Future State	Immediate Deliverables
Monitoring and reporting	Previous Action Plans did not include a monitoring and reporting framework to measure progress and ensure accountability.	The rolling Carers' Strategy Action Plan is informed by a monitoring and reporting framework linked directly to progress against outcomes.	<b>Develop a monitoring and reporting framework,</b> which includes identification of core indicators, for the success of the rolling Action Plan with a core focus on measuring progress against outcomes.
Improved data collection	There is a need for a consistent government evidence base on carer demographics and needs, to improve	An overarching government data and evidence strategy for carers is developed and implemented.	Develop a government data and evidence strategy for carers, with the aim of building a consistent evidence base on carer demographics and needs to improve services available over time. This could include:
	services and supports over time.  With the discontinuation of the Census, information on carers will soon rely on administrative data capture, which may not be consistently collected.	With the discontinuation of the Census, information on carers will soon rely on administrative data capture, which may consistent government evidence base on	<ul> <li>reflecting the Crown's obligations through te Tiriti o Waitangi/the Treaty of Waitangi, for example through the Māori Data Governance Model</li> <li>exploring the development and use of a specific carers' marker in administrative data.</li> </ul>

### **Appendix 2**

#### Use and release of information

Information provided through this consultation will help us develop advice to Ministers and finalise the Action Plan in 2026.

It is important that you understand that people can request access to submissions under the Official Information Act 1982. Please make it clear in the beginning of your submission if you do not want your submission to be released, which parts you do not want released and why. We may get in touch with you if there is an Official Information Act request. If you have any questions about this, please contact CAPsubmissions@msd.govt.nz

#### **Private information**

The Privacy Act 2020 establishes certain principles with respect to the collection, use and disclosure of information about individuals by various agencies, including MSD. Any personal information you supply to MSD through making a submission will only be used for the purpose of assisting in the development of advice in relation to this consultation, for contacting you about your submission, or to advise you of the outcome of the consultation, including any next steps. We may also use personal information you supply through a submission for other reasons permitted under the Privacy Act (e.g. with your consent, for a directly related purpose, or where the law permits or requires it). Please clearly indicate in your submission if you do not wish your name, or any other personal information, to be included in any summary of submissions that MSD may publish.

We will only retain personal information as long as it is required for the purposes for which the information may lawfully be used. Where any information provided (which may include personal information) constitutes public records, it will be retained to the extent required by the Public Records Act 2005. We may also be required to disclose information under the Official Information Act, to a Parliamentary Select Committee or Parliament in response to a Parliamentary Question. You have rights of access to and correction of your personal information which can be found on the MSD website.



