

Budget Sensitive

Office of the Minister for Seniors

Chair, Cabinet Social Wellbeing Committee

## **Release of Better Later Life – He Oranga Kaumātua 2019 to 2034**

### **Proposal**

1. This paper seeks Cabinet approval to release the final strategy, Better Later Life – He Oranga Kaumātua 2019 to 2034 (the strategy).
2. I am also seeking Cabinet approval to establish governance arrangements for the strategy, including a Ministerial Steering Group to monitor progress and the implementation of the strategy, with two-yearly reviews on progress to Cabinet beginning in 2021.

### **Executive Summary**

3. In February 2018 Cabinet agreed to the development of a new strategy for New Zealand's ageing population [CAB-18-MIN-0039]. In May 2018, the Cabinet Social Wellbeing Committee agreed that a full public engagement process be followed to develop the strategy, with two phases of stakeholder engagement over the period June 2018 to February 2019 [SWC-18-MIN-0062]. In March 2019, the Cabinet Social Wellbeing Committee agreed to the release of the draft strategy for New Zealand's ageing population for a second phase of public consultation.
4. Officials have worked to refine the strategy based on the feedback from the 230 submissions received during the public consultation process, and ongoing cross-agency engagement. The strategy received a high level of support with most agreeing with the vision, principles and key areas for action. The strategy is now ready to be released (see attached strategy).
5. Over the next two years, officials will develop an overarching action plan to implement the strategy. The action plan will cover the period 2021 – 2024 and will detail which agency is responsible for each action. Officials are also working to develop a set of indicators to track progress from the launch of the strategy. It is intended that these indicators will be publicly available.
6. I am proposing a Ministerial Steering Group be established to monitor the strategy. If Cabinet agrees, I will establish the steering group with my colleagues whose portfolios align with the strategy's key areas for action. It is also intended that an Officials Steering Group will be established to support the Ministerial Steering Group which will meet regularly to manage implementation issues, identify and mitigate risks, and track progress. I propose that these arrangements will be supported by two-yearly reviews on progress to Cabinet, beginning in 2021.
7. A set of initial actions have been included in the strategy to maintain momentum across government. The initial actions are a mixture of activities that are already underway, some that have received Budget 2019 funding, and some being funded through baselines. An implementation plan for the initial actions is under development and will, if Cabinet agrees to

the establishment of the Ministerial Steering Group, be presented at the group's first meeting for approval.

8. To implement the strategy and make a significant impact, further funding will be required. This is likely to be sought through the usual budget processes and will depend on the nature of the actions agencies will be required to progress under the strategy. As this is a cross-agency strategy, I expect other agencies may also develop budget bids to progress their actions as required. This will provide Ministers an opportunity to make decisions around phasing and scaling.

### **The Office for Seniors conducted a consultation process on the draft Better Later Life strategy**

9. In February 2018 Cabinet agreed to the development of a new strategy for New Zealand's ageing population [CAB-18-MIN-0039]. The purpose of this strategy is to replace the New Zealand Positive Ageing Strategy 2001.
10. In May 2018 the Cabinet Social Wellbeing Committee agreed that:
  - a strategy be developed over the period June 2018 to March 2019
  - a full public engagement process be followed to develop the strategy, with two phases of stakeholder engagement over the period June 2018 to February 2019 to first assist with the development of, and then to refine, the strategy [SWC-18-MIN-0062].
11. In March 2019 the Cabinet Social Wellbeing Committee agreed to the release of the draft strategy for New Zealand's ageing population for a second phase of public consultation [SWC-19-MIN-0012].
12. The second phase of public consultation took place between April and early June 2019. The Office for Seniors received 230 submissions, many of which were from organisations and community groups representing their wider membership. Responses on the draft strategy were more targeted than those received during the broader initial consultation period in mid-2018. The draft strategy received a high level of support, with most submitters supporting the vision and agreeing with the principles and key areas for action. A summary of submissions has been published and is available on the SuperSeniors website<sup>1</sup>.
13. Of the submissions received, 88.5% supported the vision of the strategy, and 90.4% agreed with the five principles. For the key areas for action, 93.6% agreed to financial and economic security, 92.4% to improving access to health and social services, 92.1% to providing housing choices and options, and 92.5% to providing accessible built environments.

### **The strategy has been revised based on public feedback and cross agency engagement, with the vision, guiding principles and key areas for action remaining largely the same**

14. Officials have worked to refine the strategy based on the feedback received during the second phase of public consultation, and ongoing cross-agency engagement. Most changes to the strategy have been minor changes to wording and the language used. Overall, submitters supported the contents and approach taken in the strategy.
15. The strategy aligns with other government strategies including the New Zealand Carers' Strategy 2008, Healthy Ageing Strategy 2016, New Zealand Disability Strategy 2016 and

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1 <http://www.superseniors.msd.govt.nz/about-superseniors/ageing-population/index.html>

Employment Strategy 2019. The development of the strategy has also considered broader government and international frameworks including the Treasury's Living Standards Framework, the United Nations Sustainable Development Goals and the World Health Organization's Priorities for a Decade of Action on Healthy Ageing (2020-2030).

*The strategy is designed around an overarching vision and five guiding principles*

16. The vision and the guiding principles have remained the same following the public consultation and cross-agency engagement.

*There are five key areas for action that set out what we need to do to achieve good outcomes for older New Zealanders*

17. Though the five key areas for action remain essentially the same, the wording of some of these has been adjusted slightly to reflect feedback received during the public consultation. The new wording is:

- Achieving financial security and economic participation
- Promoting healthy ageing and improving access to services
- Creating diverse housing choices and options
- Enhancing opportunities for participation and social connection
- Making environments accessible

#### **A set of initial actions has been developed to maintain momentum across government**

18. In the draft strategy these were referred to as 'possible initial priorities'. People indicated in their feedback that they did not understand what these were, so we have changed the title to 'initial actions' to clarify their purpose.

19. The initial actions are a mixture of activities that are already underway and some that have received Budget 2019 funding or are being funded through baseline. They align with each of the five key areas for action listed in paragraph 17.

20. Some of the initial actions focus on people facing challenging situations, such as people subject to elder abuse, people with insecure rental tenure, and people who are socially isolated. Several actions have broader benefits for all New Zealanders as we age, such as continuing to implement the Age-friendly Aotearoa programme and promoting positive attitudes to older people. The full list of initial actions can be found on pages 39 - 40 of the strategy (see attached strategy).

#### **People also wanted to know how the strategy would be implemented, governed and monitored**

##### *Implementation planning*

21. The successful implementation of the strategy relies not only on government agencies but on local government, non-government organisations and community groups, communities, whānau and individuals to take action to achieve outcomes for older New Zealanders.

22. The Office for Seniors has been meeting with relevant agencies to scope what is required to deliver each 'initial action' detailed in the initial actions section above. Some of these actions,

such as further enhancing the SuperGold Card to deliver additional benefits, are already well underway. Others, such as providing guidance to employers to support older workers have had funding confirmed (in this case within baselines) and will be delivered in 2019. Other actions, such as establishing a cross-government working group to identify and progress opportunities to improve housing options for people as they age, will require research, planning and to have funding allocated.

23. An implementation plan for these initial actions is under development.
24. Over the next two years, we will develop an overarching action plan to implement the strategy. The action plan will cover the period 2021 – 2024 and will detail which agency is responsible for each action.

#### *Governance and accountability*

25. Submitters raised the importance of having clear governance and accountability arrangements for the strategy to ensure that progress is made. I am proposing that a Ministerial Steering Group be established to monitor the strategy. If Cabinet agrees, I will establish a steering group of my colleagues whose portfolios align with the key areas for action. The steering group would be similar to the Ministerial Leadership Group on Disability which meets six-monthly to monitor progress of agencies' contributions to the Disability Strategy 2016.
26. In addition to this, it is proposed that there will be an Officials Steering Group, which will meet regularly to manage implementation issues, identify and mitigate risks and track progress. This group will be established and co-ordinated by the Office for Seniors.
27. I propose that these arrangements will be supported by two-yearly reviews on progress to Cabinet, beginning in 2021. This would provide an opportunity for Cabinet to bring strategic oversight to the Strategy, and to track progress without necessarily driving performance. It would allow strategic trade offs to be made, and for amendments to the strategy as a result.

#### *Monitoring and evaluation*

28. We are working to develop a set of indicators to start tracking progress from the launch of the strategy. It is intended that the indicators will be publicly available. These indicators will be used to monitor both the initial actions and the 'what we want to achieve' elements of the strategy (page 22-29 of the attached strategy).
29. Some of the measures are still being developed. Where possible, the indicators will be produced using the following age groups: 50-64, 65-74, 75-84 and 85+, and by ethnicity, gender, region and socioeconomic status/deprivation.
30. The indicators will align where possible with Stats NZ's Indicators Aotearoa New Zealand, the Treasury's Living Standards Framework, and System Level Measures in the health system, and the indicators developed by the Ministry of Health for the Healthy Ageing Strategy 2016.

#### **Consultation**

31. Consultation has been undertaken with the Ministries of: Social Development, Business, Innovation and Employment, Justice, Education, Housing and Urban Development, Health, Transport, and Foreign Affairs and Trade; the Ministries for: the Environment, Women, Pacific Peoples, and Primary Industries; the Departments of: Corrections, and Internal

Affairs; the Office for Disability Issues; Inland Revenue; Te Puni Kōkiri; New Zealand Transport Agency; the Office of Ethnic Communities; the New Zealand Police; Veterans' Affairs; Accident Compensation Corporation; the Treasury; Stats NZ; the State Services Commission; the Tertiary Education Commission; and Housing New Zealand Corporation.

32. The Department of the Prime Minister and Cabinet has been informed.

### **Financial Implications**

33. Although the strategy has no immediate financial implications, submitters raised questions about how the strategy would be funded. They felt it was important for the strategy to clearly state its funding arrangements, as these will be key to achieving the vision.
34. As mentioned in paragraph 19, the strategy highlights a set of initial actions which are a mixture of activities that are already underway and some that have received Budget 2019 funding or are being funded through baseline.
35. To implement the strategy and make a significant impact, further funding will be required. This is likely to be sought through the usual budget processes and will depend on the nature of the actions agencies will be required to progress under the strategy. As this is a cross-agency strategy, I expect other agencies may also develop budget bids to progress their actions as required. This will provide Ministers an opportunity to make decisions around phasing and scaling.

### **Legislative Implications**

36. There are no legislative implications arising from this paper.

### **Impact Analysis**

37. A regulatory impact assessment is not required.

### **Human Rights**

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

### **Commitment to Māori**

39. We have engaged with Māori throughout the development of the strategy and this will continue through the development of the action plan and implementation of the strategy.
40. We recognise the importance of paying particular attention to the interests of Māori and being guided by the principles of Te Tiriti o Waitangi as the founding document of our country. We will work with iwi, hapū, whānau and kaumātua to ensure that these principles guide the implementation of the strategy, and that the needs and aspirations of kaumātua are reflected.

### **Gender Implications**

41. People have different experiences of ageing based on their gender. Women make up a larger proportion of the population aged 65+, and older women are more likely than older

men to live with some form of disability. Women are at higher risk of poverty in later life for a number of reasons, including:

- greater participation in unpaid work (such as parenting, caring and volunteering) than paid work throughout their lives
- the gender pay gap
- the need to make savings last longer due to longer life expectancy

42. Women can be penalised again in later life when attitudes about women are compounded with ageism, racism, and other forms of discrimination. Women are an increasingly diverse group, and these differences include changing family structures, greater ethnic diversity, and greater time in the paid workforce. The strategy has considered gender to ensure the needs of older women, men and gender diverse people are met.

### Disability Perspective

43. As age increases so does the likelihood of living with a long-term health condition or disability requiring ongoing support. The 2013 Disability Survey found that nearly 60 percent of people aged over 65 have some form of disability. People with life long disabilities are living longer.
44. The strategy complements the New Zealand Disability Strategy 2016, and the Office for Seniors will work with the Office for Disability Issues to ensure that when the strategy is implemented it aligns with the objectives of the New Zealand Disability Strategy and the accessibility work programme [CAB-18-MIN-0591].

### Publicity

45. I will host a launch event for the strategy. The Office for Seniors will use their communications channels including social media and the SuperSeniors newsletter and website to promote the launch and raise awareness of the strategy. The Office for Seniors will manage stakeholder and media enquiries in co-ordination with my office.

### Proactive Release

46. I intend to proactively release this paper following the release of the strategy. At this stage, the planned date for release of the strategy falls within the 30-day period for proactive release. If the release of the strategy is delayed, it would also be necessary to delay the release of the Cabinet paper.

### Recommendations

The Minister for Seniors recommends that the Committee:

1. **note** that following the recent consultation on the draft strategy, Better Later Life – He Oranga Kaumātua 2019 to 2034, officials have refined the strategy and it will be ready for release in late 2019
2. **agree** to the release of the attached final strategy, Better Later Life – He Oranga Kaumātua 2019 to 2034, in late 2019

3. **authorise** the Minister for Seniors to make minor editorial, design and formatting changes to the strategy as required prior to its public release
4. **agree** to the establishment of a Ministerial Steering Group to monitor progress on the strategy
5. **agree** that the Minister for Seniors will provide two-yearly reviews on progress on the strategy to the Cabinet Social Wellbeing Committee beginning in 2021
6. **note** that the Office for Seniors will establish an Officials Steering Group to manage implementation issues, identify and mitigate risks and track progress on the strategy
7. **note** that funding is likely to be sought through the usual budget processes to support the implementation of the strategy. Other agencies may also develop budget bids depending on the nature of the actions they will be required to progress under the strategy
8. **note** that agencies will need to consider how actions within their portfolios under the strategy will be funded
9. **note** that the Minister for Seniors will report back to the Cabinet Social Wellbeing Committee by November 2020 to provide an update on the development of the action plan and indicators.

Authorised for lodgement

Hon Tracey Martin

Minister for Seniors