

## Report

 Date:
 18 October 2019
 Security Level: IN CONFIDENCE

 To:
 Hon Tracey Martin, Minister for Seniors

### Initial indicators for Better Later Life - He Oranga Kaumātua 2019 to 2034

#### **Purpose of the report**

1 This report provides you with a high-level overview of the proposed approach for developing initial indicators for the new strategy *Better Later Life* - *He Oranga Kaumātua 2019 to 2034 (Better Later Life* strategy).

#### **Recommended actions**

It is recommended that you:

1 agree to the proposed approach to the initial indicators

agree/disagree

- 2 **note** that we will provide you with the indicator documents prior to release
- 3 **note** that we are preparing a Budget 2020 *Better Later Life* initiative to help resource the implementation of the strategy by the Office for Seniors, part of which would go towards further development of the indicators.

Diane Turner Director Office for Seniors Date

Hon Tracey Martin Minister for Seniors Date

#### Background

- 2 The *Better Later Life* strategy will be launched on 1 November 2019. It outlines what we want to achieve (outcomes), what needs to happen to achieve them, and some initial actions under each of five key areas for action:
  - 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.
- 3 The strategy says that the Office for Seniors will develop an action plan over the next two years and an outcomes framework to measure progress. Baseline data to help support this work will be available in early 2020, with the first report on progress on the outcomes being reported in 2023.
- 4 In September 2019, you advised Cabinet Social Wellbeing Committee that we are working to develop indicators to monitor both the initial actions and the outcomes in the strategy. You also indicated that you will provide an update on the development of the action plan and indicators by November 2020 [SWC-19-SUB-0131 refers].
- 5 This report provides advice on the proposed initial indicators to track progress on achieving the outcomes of the strategy.

## We propose to base the outcomes and indicator framework on the strategy

- 6 The initial indicators will focus on tracking the outcomes the strategy is seeking over time. There are outcomes identified under each of the key areas for action.
- 7 As actions are developed to achieve the "what needs to happen" statements, we will also develop monitoring indicators for the actions. This will include looking at the logic for how the actions contribute to what needs to happen and in turn the outcomes we want to achieve.

# We have worked with other agencies to develop a list of proposed indicators

#### The proposed initial indicators are designed to track the outcomes

- 8 Appendix 1 contains the draft list of proposed initial indicators for each of the outcomes in the strategy. It includes the proposed indicator name, description and source.
- 9 The initial indicators are aiming to track the outcomes. The indicators will become more valuable over time, helping us to detect trends and track progress on improving outcomes for older people as we implement the strategy.

#### The indicators align with other indicator collections where appropriate

- 10 Where we could find a relevant and suitable in dicator to track the strategy outcomes, we have used indicators from Statistics NZ's (Stats NZ's) *Indicators Aotearoa New Zealand* (IANZ) and/or Treasury's *Living Standards* (LS) *dashboard.*
- 11 Both Stats NZ and Treasury have indicated that more development work is needed on their indicators. They have undertaken to work with each other to align their frameworks and indicators and both have indicated that further work is needed to better reflect Te Ao Māori perspectives. Many of the IANZ indicators are yet to be developed. Treasury has also indicated more work is needed on key aspects such as children's wellbeing and New Zealand cultural identity.
- 12 We have also looked at the core indicators recommended by the World Health Organization for the Age-friendly Cities programme, previous Positive Ageing

Strategy indicators, the Social Report 2016, the Whānau Ora outcomes framework and indicators, and other, subject matter-specific indicator collections.

13 There are also several relevant collections of subject matter-specific indicators currently under development or to be developed. These include indicators for health system outcomes, the Healthy Ageing Strategy, the Carers' Strategy Action Plan, the Digital Inclusion Outcomes Framework and housing high-level outcomes. As these are developed, we will work with the people developing them to align the *Better Later Lives* indicators where appropriate.

We have identified gaps where indicators need to be developed

- 14 We could not find existing data to track all the outcomes of the strategy.
- 15 We will work with other agencies to develop indicators to fill the gaps. This includes feeding into a process led by the Minister of Statistics and Stats NZ to identify and prioritise gaps in the data system as a whole.

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#### **Next steps**

- 22 We propose to release the initial indicators in November 2019. We will provide you with the indicator documents before we release them on the Super Seniors website.
- 23 Following the initial release, we will consider feedback on the proposed initial indicators and continue to develop the indicators as outlined above.
- 24 We will continue to progress the proposed Better Later Life bid for Budget 2020.

Initial indicators for Better Later Life - He Oranga Kaumatua 2019 to 2034



## Key area: Achieving financial security and economic participation

What we want to achieve (outcomes) <sup>1</sup>	What needs to happen (to achieve the outcome) <sup>2</sup>	Initial indicators	Description	Source
All people have sufficient income, assets and other support to enjoy an adequate standard	cient income, ts and other ort to enjoy an juate standard ing as they	Low incomes (after housing costs) Desired direction for the percentage on low incomes is down.	Percentage under 50% (& 60%) median income after deducting housing costs.	MSD's 2019 Household Incomes Report (forthcoming) will contain data up to June 2018 year. Uses data from the Household Economic Survey (HES)
of living as they age.		Material hardship Desired direction is down.	Percentage in material hardship - in a household that is missing out on a handful of things that could be expected in a typical household. (DEP-17 measure).	MSD's 2019 Household Incomes Report (forthcoming) will contain data up to June 2018 year. Uses data from the Household Economic Survey (HES)
		Net worth for those aged 50-64 Desired direction is up.	This indicator shows the median net worth of New Zealanders aged 50-64. It takes into account their assets (such as property and superannuation schemes) and debts (such as mortgages).	Stats NZ, <i>Household net worth statistics</i> release, contains data for year ended June 2015 and 2018.

<sup>&</sup>lt;sup>1</sup> These outcomes are copied directly from the strategy.

<sup>&</sup>lt;sup>2</sup> What needs to happen is also copied directly from the strategy. It is provided for context; there are not indicators for all of these statements.



## **S** Key area: Achieving financial security and economic participation

What we want to achieve (outcomes) <sup>1</sup>	What needs to happen (to achieve the outcome) <sup>2</sup>	Initial indicators	Description	Source	
		KiwiSaver contributors Desired direction is up	Number of active/provisional KiwiSaver members aged 50- 64.	https://www.kiwisaver.govt.nz Annual data published from June 2009 - June 2019	
New Zealand is financially prepared for an ageing	<ul> <li>Central and local government undertake timely planning to respond to the financial and economic impacts of an ageing population.</li> </ul>	Central government preparedness for an ageing population	Gap - to be developed		
population.		Local government preparedness for ageing population	Gap - to be developed		
Older workers are treated fairly, recognised for contributing expertise and	• Employers consider and respond to the impacts of the ageing workforce on their business and future workforce needs.	Perception that older workers are valued and treated fairly	Gap - to be developed		
skills, and have access to training and upskilling.	s to training pskilling.	Proxy indicator – job satisfaction Desired direction is up	Percentage of employed people satisfied or very satisfied in their main job	Stats NZ, General Social Survey (GSS)/ years ended March 2014, 2016, 2018.	
		Business policies and strategies (to be developed)	Percentage of businesses that put in place policies and strategies to cater for an ageing workforce		
	learning and development regardless of age.	Engagement in training, study <i>Desired direction is up</i>		Stats NZ, HLFS Survey of Working Life supplement, collected March 2008 quarter, December 2012 quarter, December 2018 quarter	



## **S** Key area: Achieving financial security and economic participation

What we want to achieve (outcomes) <sup>1</sup>	What needs to happen (to achieve the outcome) <sup>2</sup>	Initial indicators	Description	Source
				Customised HLFS study data for ages 15-24, 25-49, 50+ and total, years ended June 2017 to 2019
As people age, they can work if they wish or need to.	<ul> <li>Ageism, discrimination, negative stereotypes and attitudes towards older workers are confronted.</li> </ul>	Employment rate Desired direction for those who want or need to work is up	Percentage who are employed for 1 or more hours per week	Stats NZ, Household Labour Force Survey (HLFS)
	Older workers who are looking for work, wanting to be self-employed or need to upskill or retrain are supported.	Underutilisation Desired direction is down.	Percentage in the extended labour force who are unemployed, underemployed, want job but not currently looking, looking as able to start work within the next month	HLFS customised data by broad age group
		Unemployment rate Desired direction is down.	Percentage who are unemployed, available for work and actively seeking work	HLFS
		Long-term unemployment rate Desired direction is down.	Percentage of unemployed people who have been unemployed for more than a year	HLFS customised data, years ended June 2017 to 2019 (discontinuity in 2016)
Those who cannot work up to the age of NZ Super entitlement due to	<ul> <li>Financial assistance is available to help with basic needs for those who</li> </ul>	Benefit payments Jobseekers H& D and Supported Living Payment		MSD, administrative data



## Key area: Achieving financial security and economic participation

What we want to achieve (outcomes) <sup>1</sup>	What needs to happen (to achieve the outcome) <sup>2</sup>	Initial indicators	Description	Source
their health or a disability are provided with	cannot work, and those who need it are getting it.	Coverage of support for those who cannot work	Gap – to be developed	
support.		Material wellbeing of people aged 50-64 who can't work due to health and disabîlity	Gap - to be developed	



# Key area: Promoting healthy ageing and improving access to services

Outcomes	What needs to happen	<b>Proposed indicators</b>	Description	Source
People enter later life as fit and healthy as possible.	<ul> <li>People stay as fit and healthy as they can throughout their lives.</li> <li>People recognise and understand that all of the key areas for action in this strategy impact on</li> </ul>	Current smokers Desired direction is down.	Percentage of people who smoke at least monthly and have smoked more than 100 cigarettes in their whole life.	Ministry of Health, NZ Health Survey (NZHS), Year ended June 2012- 2018.
	health outcomes for older people.	Nutrition (fruit and veg) Desired direction is up	Percentage of people who meet vegetable and fruit intake guidelines (currently 3+ servings of vegetables and 2+ servings of fruit per day)	NZHS, year ended June 2012-2018.
		Hazardous drinking Desired direction is down.	Percentage of people who are hazardous drinkers. 'Hazardous drinking' refers to an established alcohol drinking pattern that carries a risk of harming the drinker's physical or mental health or having harmful social effects on the drinker or others.	NZHS, year ended June 2016-2018
		Physical activity Desired direction is up	Percentage of people who did at least 2.5 hours of activity in the past week, spread out over the week	NZHS, year ended June 2012-2018.
		Serious injury prevalence Desired direction is down.	Prevalence of serious injuries in New Zealand per 100,000 people. The term 'serious injuries' includes fatal injuries and non-fatal injuries (people who are admitted to hospital with a 6.9% or greater probability of death).	Stats NZ, Serious injury outcome indicators, fatal + non-fatal on NZ.Stat database
		Health expectancy and total life expectancy at	Health expectancy at age 65 is the average number of years a person aged 65 can expect to live without requiring	The Global Burden of Disease Study (GBD)



Outcomes	What needs to happen	<b>Proposed indicators</b>	Description	Source
		age 65 Desired direction is up	assistance with everyday activities. Life expectancy is the average number of years a person aged 65 can expect to live.	
People have equitable access to the health and social services and the support they need to live and age well.	<ul> <li>Continued implementation of the Healthy Ageing Strategy 2016, the New Zealand Disability Strategy 2016 and the Carers' Strategy Action Plan.</li> <li>Access to health (including mental health) and social services for vulnerable population groups is improved.</li> <li>Government and social sector agencies and communities work together to improve access and co-ordinate assistance for socially isolated and other vulnerable</li> </ul>	Unmet need for primary health care Desired direction is down.	Percentage who experienced one or more of the following types of unmet need for primary health care in the past 12 months: •Unmet need for a GP due to cost •Unmet need for an after-hours medical centre due to cost •Unmet need for a GP due to lack of transport •Unmet need for an after-hours medical centre due to lack of transport •Inmet need for an after-hours medical centre due to lack of transport •Inability to get an appointment at their usual medical centre within 24 hours.	NZHS, year ended June 2012-2018.
	<ul> <li>older people.</li> <li>Initiatives are developed that better address the physical and social determinants of health.</li> </ul>	Health equity	Gap - IANZ indicator to be developed	
	• The needs of older people are addressed when social services are designed and delivered.	Access to social services	Gap - To be developed	
	• Diversity is explicitly recognised, and sufficient flexibility is built			



## Key area: Promoting healthy ageing and improving access to services

Outcomes	What needs to happen	<b>Proposed indicators</b>	Description	Source
	into the design of services to allow for this.			
A whānau-centred approach is taken to the design and delivery of health and social services.	<ul> <li>Those designing and delivering services recognise the importance of co-design, and include a whānau-centred partnership approach, while not losing an individual's view.</li> </ul>	Access to whānau- centred services for Māori and Pacific peoples. Māori and Pacific peoples' uptake of whānau-centred service delivery to meet health and social support needs.	Gap - To be developed	

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Outcomes	What needs to happen	ating diverse hous Proposed indicators	ing choices and options Description	Source
People can age in a place they call home, safely and, where possible, independently.	<ul> <li>A variety of functional and affordable housing is available with good access to public transport and services to accommodate the diversity of people as they age.</li> <li>The benefits of universal design<sup>3</sup> are considered in new builds so housing is accessible, safe and functional for all life stages.</li> </ul>	Homelessness Desired direction is down.	Gap - IANZ indicator to be developed	
	<ul> <li>Tools are available to help us consider housing options as we age.</li> <li>There is sufficient public and community housing suitable for older people, with appropriate support.</li> </ul>	Housing affordability (IANZ name) Desired direction for the indicator is down. We want affordability to improve.	Percentage of people who live in a household spending 30 percent or more of its disposable income on housing costs (including rates, mortgage, rent, dwelling insurance)	MSD's 2019 Household Incomes Report. Annual data year ended June 1988-2018.
	• Effective support is provided for older people who are	Housing quality	Gap - IANZ indicator to be developed	
	experiencing or at risk of homelessness.	Warm and dry housing (interim indicator)	Percentage of adults reporting that the property they live in is warm and dry	Stats NZ, customised data from Household Economic Survey.

<sup>&</sup>lt;sup>3</sup> Universal design is about producing environments that are accessible to all people of all abilities, at any stage of life.

what no	eeds to happen	Proposed indicators	Description	Source
	adequate protections for older tenants.	Availability of suitable housing	Gap - To be developed	
in the desi	liversity is considered sign and provision of	Security of tenure	Gap - To be developed	
housing.		Mortgage-free home ownership Desired direction is up	Percentage who own their own home with and without a mortgage	MSD's 2019 Household Incomes Report (forthcoming) will contain data up to June 2018 year Uses data from the Household Economic Sur (HES)

Key area: Enhancing opportunities for participation and social conne	ction
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	Supporting people to pa	rticipate in their com	nmunity	
Outcomes	What needs to happen	Proposed indicators	Description	Source
As we age, we remain socially connected and actively participate in our communities.	<ul> <li>People are supported to plan for their later years from as early as possible – thinking about what they want to do, the activities that could help build and maintain their social connections and transitioning</li> </ul>	Contact with family/whānau and friends Desired direction is up	Gap - IANZ indicator to be developed	
	<ul> <li>between work and leaving the workforce.</li> <li>Uptake of Age friendly Aotearoa New Zealand, which includes a focus on social connection and participation, is increased.</li> <li>The value of volunteering, networking and paid work for people as they age is promoted.</li> <li>Increase the accessibility of the built environment for older people with disabilities to help them participate in</li> </ul>	Contact with friends (interim indicator) Desired direction is up	Percentage who had face to face contact with friends who do not live with them at least once a week	GSS
		Volunteering rate (IANZ indicator) <i>Desired direction is</i> up	Percentage who reported having done voluntary work for at least one organisation or directly for a person from another household in previous four weeks	GSS, year ended March 2016 only
	society (New Zealand Disability Strategy 2016).	Engagement in traditional cultural activities (IANZ indicator) Desired direction is up	Percentage of people who engaged in traditional cultural activities during the last 4 weeks	GSS, year ended March 2016 only
Reduced loneliness amongst older people.	<ul> <li>Raise awareness of the impact of loneliness and social isolation on older people and encourage communities to address these.</li> </ul>	Loneliness (IANZ indicator supplemented by InterRai)	Percentage of people in private dwellings who reported feeling lonely at least some of the time and	GSS, years ended March 2014, 2016, 2018.

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	Supporting people to participate in their community							
Outcomes		What needs to happen	Proposed indicators	Description	Source			
		<ul> <li>Take a joined-up approach across government and social sectors to co- ordinate assistance to socially isolated and other vulnerable older people (Healthy Ageing Strategy 2016).</li> <li>Loneliness is addressed earlier in a person's lifetime, so they have the necessary tools to live a better life as they age.</li> <li>Community environments are designed to make it easy for older people to be socially connected.</li> </ul>	Desired direction is down.	Percentage of people in aged residential care who say or indicate that they feel lonely	InterRai assessments for those in aged residential care (not in GSS)			
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Initial indicators for Better Later Life - He Oranga Kaumatua 2019 to 2034

	Key area: Enhancing opportunities for participation and social connection Valuing and respecting and decision-making						
Outcomes	What needs to happen	Proposed indicators	Description	Source			
All older people are respected and valued.	<ul> <li>New Zealand society values older people and recognises their lifetime of contribution.</li> </ul>	Older people feel respected and valued	To be developed				
	<ul> <li>Positive attitudes and imagery of older people are promoted.</li> <li>Ageism is confronted and addressed.</li> </ul>	Experience of discrimination (IANZ indicator) Desired direction is down.	Percentage who reported having been subject to discrimination including racism, sexism, ageism	GSS, years ended March 2014, 2016, 2018.			
Everyone has opportunities to contribute to society regardless of age.	<ul> <li>Older people from different groups (eg, different cultural and interest groups) are engaged with to enable them to contribute to decisions. (check whether it should say "to decision")</li> </ul>	Intergenerational knowledge transfer	IANZ indicator to be developed				
		Sense of purpose Desired direction is up.	Percentage who rated their sense of purpose at 7 or higher, where 0 is not at all satisfied and 10 is completely satisfied	GSS, years ended March 2014, 2016, 2018.			
People are supported to make choices and have the	• People are treated with dignity and as individuals. Professionals take	Locus of control Desired direction is up	IANZ indicator to be developed				
right to make decisions about their lives as they age.	<ul> <li>the time to explain clearly to older people what is going on, as soon as practicable.</li> <li>People understand their rights and are empowered to make their own</li> </ul>	Enduring Power of Attorney held by people receiving InterRai assessments Desired direction is up	Percentage of people receiving InterRai assessments who have an EPA.	InterRAI data			
	<ul> <li>decisions.</li> <li>Those who need support to communicate or make decisions receive it in an appropriate way at</li> </ul>	Enduring Power of Attorney (broader population)	Gap - to be developed				

	Valuing and respecting and decision-making
Outcomes	What needs to happen         Proposed indicators         Description         Source
	the right time (New Zealand Disability Strategy 2016).
	<ul> <li>The uptake of mechanisms such as enduring power of attorney are increased so people's interests are safeguarded should they lose the capacity to make decisions.</li> </ul>
	<ul> <li>Implementation of The Advance Care Planning Strategy, which encourages people and health professionals to talk about advance</li> </ul>



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Key area: Enhancing opportunities for participation and social connection						
	Safety, including freedo	m from elder abuse a	and neglect			
Outcomes	What needs to happen	Proposed indicators	Description	Source		
As people age, they feel and are safe.	<ul> <li>Communities are supported to provide safe environments and to work proactively with older people to address safety concerns.</li> </ul>	Perceived safety (alone out at night) (IANZ indicator) Desired direction is up	Percentage who feel safe or very safe walking alone in their neighbourhood at night	GSS, years ended March 2014, 2016, 2018.		
		Perceived safety (alone at home at night) Desired direction is up	Percentage who feel safe or very safe at home by themselves at night	GSS, years ended March 2014, 2016, 2018.		
		Victim of crime (IANZ "victimisation" indicator) Desired direction is down.	Percentage who had a crime committed against them in the last 12 months	Ministry of Justice, NZ Crime and Safety Survey/ Cycle 1 (March - September 2018)		
The prevalence of elder abuse and neglect is reduced, and those who experience abuse are identifying and eliminating	Elder abuse rate Desired direction is down.	Gap - to be developed				
well supported.``	<ul> <li>elder abuse and neglect is created.</li> <li>Awareness of the risk factors and occurrence of elder abuse</li> </ul>	Interim indicator - Family violence (IANZ indicator) Desired direction is down.	Percentage who were victims of family violence (including elder abuse) in the last 12 months.	Ministry of Justice, NZ Crime and Safety Survey/ Cycle 1 (March - September 2018)		

Key area: Enhancing opportunities for participation and social connection							
	Safety, including freedo	om from elder abuse a	and neglect				
Outcomes	What needs to happen	Proposed indicators	Description	Source			
	<ul> <li>and neglect is known and understood.</li> <li>Those who experience elder abuse and neglect get the support/professional training they need.</li> </ul>	Elder abuse victims well supported	Gap - to be developed				

### Key area: Enhancing opportunities for participation and social connection

	Digital inclusion						
Outcomes	What needs to happen	Proposed indicators	Description	Source			
As people age, they safely use technology to improve their lives.	<ul> <li>Innovative technological solutions help older people, and digital design that addresses their needs is encouraged.</li> </ul>	Digital inclusion	Gap - to be developed				
		Cyber crime Desired direction is down.	Percentage of people who experienced cybercrime	Ministry of Justice, NZ Crime and Safety Survey			
		Perceived safety of online transactions Desired direction is up	Percentage of people feeling safe or very safe when using the internet for online transactions	GSS			
People who do not use technology can still access the services they need.	<ul> <li>Different ways of accessing government services that meet the needs of all older people (eg, face-to-face and online) are considered.</li> </ul>	Gap – to be developed					

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# Key area: Enhancing opportunities for participation and social connection

	Responding to change								
Outcomes	What needs to happen	<b>Proposed indicators</b>	Description	Source					
People can successfully transition through and adapt to life changes.	<ul> <li>Awareness is raised of ways of adapting to change for older people.</li> </ul>	Gap – to be developed							
	<ul> <li>Preparing for expected/likely changes to people as they age is promoted.</li> </ul>								
	The benefits of social connection are known and understood.								
	Older people are supported to make their own decisions.								
	Opportunities to master new activities and encourage and support lifelong learning are								
	provided.								



Key area: Making environments accessible							
	Age-friendly enviro	onments and communitie	es /				
Outcomes	What needs to happen	Proposed indicators	Description	Source			
New Zealand communities, facilities, places and spaces are age-friendly and	Continue the implementation of the Age friendly Aotearoa/New Zealand.	Access to natural spaces	Gap - IANZ indicator to be developed				
accessible.		Access to essential services	Gap - To be developed				
		Access to networks	Gap - To be developed				
		Perceived age- friendliness of local community	Gap - To be developed				



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Key area: Making environments accessible

		Transport		
Outcomes	What needs to happen	Proposed indicators	Description	Source
As we age, we can easily and safely get to where we want to go.	<ul> <li>The public transport network is improved so it better meets the needs of older people.</li> </ul>	Neighbourhood walkability	Gap – to be developed	To be developed
	<ul> <li>Footpaths, cycle lanes and crossings are designed and maintained so they are safe for all to use and encourage walking and cycling.</li> </ul>	Accessibility of public transportation vehicles Desired direction is up	Percentage of buses and trains with accessibility features – ramps, spaces for wheelchairs etc	Requested from NZTA
	Transport options are available so older people can move around, irrespective of where they live or any disability issues they may have.	Perceived accessibility of public transport	Gap - To be developed	
		Beneficial journeys not taken Desired direction is down.	Percentage who had journey/s in the last week that would have been beneficial, but they couldn't undertake for some reason	NZTA Customer Monitor
		Interim indicator - Unmet need for GP due to lack of transport Desired direction is down.	Unmet need for GP services due to lack of transport is defined for adults (aged 15+ years) as having had a medical problem but not visiting a GP due to lack of transport, in the past 12 months	NZ Health Survey

Outcomes	What needs to happen	Proposed indicators	Description	Source
		Transport volumes	Time spent (or distance as appropriate) travelling by mode etc	New Zealand Household Travel Survey (new time series from ~July 2018 onwards)
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