

Briefing

Health workforce strategic approach and work programme

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Security level:	IN CONFIDENCE	Health Report number:	H2023022157
To:	Hon Dr Ayesha Verrall, Minister of Health		
Copy to:	Hon Peeni Henare, Associate Minister of Health Hon Barbara Edmonds, Associate Minister of Health Hon Willow-Jean Prime, Associate Minister of Health		
Consulted:	Health New Zealand: <input checked="" type="checkbox"/> Māori Health Authority: <input checked="" type="checkbox"/>		

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Minister's office to complete:

- | | | |
|---|------------------------------------|--|
| <input type="checkbox"/> Approved | <input type="checkbox"/> Decline | <input type="checkbox"/> Noted |
| <input type="checkbox"/> Needs change | <input type="checkbox"/> Seen | <input type="checkbox"/> Overtaken by events |
| <input type="checkbox"/> See Minister's Notes | <input type="checkbox"/> Withdrawn | |

Comment:

Health workforce strategic approach and work programme

Security level: IN CONFIDENCE **Date:** 6 April 2023

To: Hon Dr Ayesha Verrall, Minister of Health

Purpose of report

1. This briefing provides you with an update on the health workforce strategic approach and work programme and seeks your agreement to the direction of the programme of work and to begin targeted engagement mid-2023.
2. This report discloses all relevant information and implications.

Summary

3. Pae ora (healthy futures), a holistic concept of health and wellbeing, grounded by Te Tiriti o Waitangi, is driving a change in how we approach health. Workforce is a key enabler to achieving pae ora (healthy futures) and we need to change the way we think about workforce issues and opportunities, to protect, promote and improve the health of all New Zealanders, and achieve equity in health outcomes.
4. The approach to workforce issues and workforce planning under the previous health system has not taken the systematic approach required to recognise the broad range of factors, stakeholders, power dynamics and contextual constraints that influence the workforce. There is need for new approaches to achieving health workforce outcomes planning that reflect health needs and the system directions set out in the Pae Ora (Healthy Futures) Act 2022 strategies.
5. To achieve our aspirations, we need to make meaningful change for the workforce and address workforce challenges, to value and support the wellbeing of the people who are our greatest asset and enabler to improving the health of New Zealanders.
6. To achieve our aspirations for the workforce, the future work programme needs to shift from planning for individual professional workforce groups, to utilising all of the workforce levers across the system.

Recommendations

We recommend you:

- | | Yes/No |
|---|---------------|
| a) Agree that our aspirations for the workforce are: | |
| • Availability - That there is sufficient availability to meet Māori and other population groups' and service needs | |
| • Accessibility - That our workforce is equitably accessible to provide choice and timely support for Māori and other population groups | |

- Responsiveness - That our workforce is culturally safe, representative of and acceptable to the community it serves, and flexible to meet the needs of individuals and their whānau
- Productivity - The workforce is motivated and empowered to deliver and achieve equitable health outcomes, in an environment of continuous improvement
- Quality - That our workforce delivers safe, effective and efficient care and are partners with Māori in providing the competencies and mātauranga Māori that is needed to achieve outcomes

b) **Agree** that our approach needs to change to: **Yes/No**

- recognise, value and enable the development of the diverse set of skills and capabilities required to deliver equitable outcomes, including for Māori
- honour our Māori-Crown partnership, and align, collaborate and be accountable for achieving health system goals
- provide an enabling, safe and resilient environment with the flexibility to ensure our workforce is supported and empowered to deliver care and adapt for the future

c) **Agree**, subject to your feedback, to develop a work programme that makes change across all levers in the system that play a role in workforce outcomes, to: **Yes/No**

- recognise and build skills and capabilities which are aligned to meet learner and system need
- value and nurture skills and capabilities in an enabling environment that is collaborative, with a culture of learning, free from discrimination
- defining system need and priorities recognises the necessary skills and capabilities to deliver whole pathways of care to achieve pae ora (healthy futures)
- ensure resourcing across the system is transparent and values the broad range of skills and capabilities required to achieve the objectives of pae ora (healthy futures)
- assure safety and consistency without restricting flexibility of how skills and capabilities are developed or utilised, enabling mobility and quality

d) **Agree** to officials providing further advice on the work programme to develop and engage on policy proposals alongside a report back on to Ministers in late April 2023 on the Pae Ora (Healthy Futures) Act strategies. **Yes/No**



Dr Diana Sarfati
Director-General of Health
 Date: 6 April 2023

Hon Dr Ayesha Verrall
Minister of Health
 Date:

Health workforce strategic approach and work programme

Background

1. You recently agreed to the Health Workforce Strategic Framework (the Strategic Framework) and for Manatū Hauora (the Ministry) to progress work developing key policy options within this framing [HR2022017735 refers].
2. The Strategic Framework outlined the priority workforce challenges, aspirations¹ and identified the workforce system levers² that can support us to achieve pae ora (healthy futures).
3. The workforce is the backbone of our health system, consisting of a wide range of highly skilled professionals who are dedicated to improving health outcomes for New Zealanders. They are our greatest asset and enabler to achieving transformational change and delivering on the health system's goal to achieve pae ora (healthy futures).
4. Our workforce system has enabled the development of high-quality clinical skills and capabilities across professions that are essential to the delivery of health services. However, we know there is systemic discrimination, poor workplace culture, chronic under-staffing and inability to fill roles across the health system.
5. This is putting the health workforce under pressure as seen in the increasing attrition rates, with some workers leaving due to burnout, moving into the private sector or overseas for better pay and conditions, or simply retiring. These challenges are not unique to New Zealand and reflect the workforce pressures experienced globally.
6. We need to shift our workforce system to ensure our workforce is valued and supported to deliver the health services our communities need to achieve pae ora (healthy futures).

Pae ora (healthy futures) has set the direction for the health system

7. Pae ora (healthy futures), as the defining concept of the Government's health reforms, is founded in the system's Te Tiriti obligations. An ongoing commitment to partnership between the Crown and Māori extends through development of the Pae Ora (Healthy Futures) Act 2022 strategies, workforce strategy, and subsequent work to give them effect (e.g. through the Government Policy Statement and next iteration of Te Pae Tata).
8. Pae ora (healthy futures) is a holistic concept of health and wellbeing that is grounded by Te Tiriti o Waitangi and recognises the interconnected elements of wai ora, healthy environments; whānau ora, healthy families; and mauri ora, healthy people.
9. You have received advice on the core direction for the Pae Ora (Healthy Futures) Act 2023 strategies which are required to set out workforce development and are expected to provide a direction for the health workforce [HR2023021686 refers].
10. Common themes from engagement across the strategies to date have emphasised the value of a culturally competent and representative workforce that is supported through

¹ Availability, accessibility, productivity, responsiveness, and quality

² Education, employment, commissioning, investment (use of resource), legislation

development and increased opportunities to entry. The below provides an indication of workforce needs across the Pae Ora (Healthy Futures) Act 2022 population health strategies:

- a. Hauora Māori Strategy: whānau Māori want to see support to increase the Māori workforce, leadership and decision-making, greater visibility of mātauranga Māori, and commitments to addressing racism and discrimination in the health system, leading to sustained system-wide transformation.
 - b. Pacific Health Strategy: People want to see people like themselves in the workforce, but very few have the option of seeing a Pacific healthcare worker or provider, particularly outside of the large regions. We need more Pacific people in leadership and governance roles. We also need to address racism and discrimination in the health system and ensure the non-Pacific workforce is trained in cultural safety.
 - c. Health of Disabled People Strategy: Increasing workforce capability and capacity in healthcare for disabled people and their whānau will improve health and wellbeing outcomes. This needs to include addressing racism, ableism and discrimination in the system.
 - d. Women's Health Strategy: Women are an essential and undervalued component of the health workforce. There is a need to support women, particularly women of colour, to train for health professions, and for greater value for women working in the health system. This includes taking a gendered view of employment to better support women
 - e. Rural Health Strategy: Rural training pathways for health workforce need to be expanded to maintain and grow rural workforce. Rural workforce needs to be supported to be flexible and adaptable, and work as integrated teams. There needs to be more focus and support on upskilling the rural workforce to cover broader health needs, and support links to specialist resources to support treatment options.
11. The focus on pae ora (healthy futures) is driving a change in how we approach and think about workforce issues and opportunities, to protect, promote and improve the health of all New Zealanders, and achieve equity in health outcomes.

Our aspirations for the future health workforce

12. The skills and capabilities required to achieve the health strategy objectives are broad and wide reaching, and should be purposefully developed, mobilised, and valued to fulfil the Crown's obligations under Te Tiriti o Waitangi and assure pae ora (healthy futures).
13. By establishing our aspirations for the workforce (Table 1), the Strategic Framework has identified the wide range of factors that are important to achieve pae ora (healthy futures). They reflect the voice of our communities, whānau and their needs and aspirations for wai ora, healthy environments; whānau ora, healthy families; and mauri ora, healthy people.

Table 1: Aspirations for the workforce

Availability	That there is sufficient availability to meet Māori and other population groups' and service needs.
Accessibility	That our workforce is equitably accessible to provide choice and timely support for Māori and other population groups.
Responsiveness	That our workforce is culturally safe, representative of and acceptable to the community it serves, and flexible to meet the needs of individuals and their whānau.
Productivity	The workforce is motivated and empowered to deliver and achieve equitable health outcomes, in an environment of continuous improvement.
Quality	That our workforce delivers safe, effective and efficient care and are partners with Māori in providing the competencies and mātauranga Māori that is needed to achieve outcomes.

14. Our approach to workforce needs to enable us to achieve these workforce ambitions so that the workforce is supported to achieve the health strategy objectives and pae ora (healthy futures) as shown in Appendix One.

Do you agree to the workforce aspirations or have any further comments?

Enabling the workforce to achieve pae ora (healthy futures) requires us to address workforce challenges

15. Through recent engagement [HR2022017109 refers], we identified that the workforce is under significant pressure. The key challenges experienced by the workforce informed the five priority workforce issues that are built into the Strategic Framework, and are listed below:
- Significant workforce shortages across a broad range of health professions and vacancies.
 - A health workforce which is not representative of the New Zealand population, with notable under-representation of Māori, disabled, and Pacific people.
 - Workforce wellbeing is at risk resulting in increasing attrition rates, workforce burnout, fatigue, emotional distress, and job dissatisfaction.
 - Workforce maldistribution, and inequitable access to health services resulting in disparities in health outcomes, this particularly impacts rural communities.
 - Inconsistent cultural and disability competency, limiting the ability to meet the needs of disabled, Māori, Pacific, ethnic, and gender diverse populations.
16. These issues, identified in our workforce engagement, reflect the same pressures that the workforce is experiencing globally. Many countries are working to address these issues by developing health workforce strategies that recognise the need for a multi-faceted approach.

17. The Ministry has been exploring what factors are contributing to the workforce challenges and preventing us from achieving the workforce aspirations.
18. There is clear evidence and agreement that the key contributors of workforce challenges sit across all of the workforce levers. However, stakeholders' views on the key contributing factors are not always aligned and there are some evidence gaps.
19. Te Whatu Ora and Te Aka Whai Ora have a programme of work that aims to relieve these pressures in the short term [HNZ00013831 refers]. However, we cannot rely on short-term initiatives as solutions. We need to find more sustainable, cost-effect solutions to build a resilient workforce system that empowers, values and promotes the workforce to achieve pae ora (healthy futures).

To address workforce challenges our approach needs to change

20. The current approach to addressing workforce issues and workforce planning often takes a narrow focus on addressing shortages in existing professions and models of care. It assumes that the shape of the future workforce is set and ignores the wide variety of factors that influence workforce outcomes:
 - a. need for new approaches that reflect community needs and the system directions set out in the Pae Ora (Healthy Futures) Act 2022 strategies;
 - b. the wide variety of contributing factors to our workforce priority issues (as identified in engagement).
21. The future work programme and priorities needs to shift from planning for individual professional workforce groups, to developing the whole of the health workforce to meet population health demands.
22. Our approach to the workforce needs to recognise the wide range of stakeholders, their influence and power dynamics, cultural and behavioural factors, contextual constraints like labour market supply, opportunities to introduce new roles, and the requirement for different models and pathways of care.
23. While the direction for the workforce is currently being developed by the Pae Ora (Healthy Futures) Act 2022 strategies, workforce engagement and analysis to date has indicated that our approach to workforce should:
 - a. recognise, value and enable the development of diverse sets of skills and capabilities required to deliver equitable outcomes, including for Māori
 - b. honour our Māori-Crown partnership, align, collaborate and be accountable for achieving health system goals
 - c. provide an enabling, safe and resilient environment with the flexibility to ensure our workforce is supported and empowered to deliver care.
24. The Strategic Framework highlighted the need to take a systematic approach to workforce that utilises the workforce levers (legislation, investment, commissioning, employment and education and training) concurrently to address priority issues and meet our aspirations.
25. Taking a systematic approach guided by pae ora (healthy futures) requires us to acknowledge that achieving optimal health and wellbeing for Māori requires Māori knowledge and leadership. Iwi and hapū should lead Māori Health development, which includes, but is not limited, to workforce.

26. We need to give meaningful effect to Te Tiriti o Waitangi and honour our Māori-Crown partnership, address the systemic cultural issues that impact the workforce. This includes addressing racism and discrimination at all levels, by embedding Ao Mai te Rā, and signals significant change across the policy settings that influence and shape our workforce.

Developing a programme of work to address challenges and achieve workforce aspirations

27. A change in approach will require us to develop a work programme that makes use of all levers in the system that play a role in workforce outcomes.
28. Officials have begun work, building off the Pae Ora (Healthy Futures) Act 2022 and workforce engagement to define the intent of the workforce levers, outline the policy work that would be required to achieve the intent and what these changes would mean for the workforce.
29. The intent for the workforce levers and an overview of the scope and breadth of the work programme is detailed below. We want to undertake targeted engagement to confirm the intents and understand how the Ministry, health entities and other workforce stakeholders could achieve them.

Education and Training

30. Education and training enable people to develop the knowledge, skills and capabilities needed to deliver health services. Education models, training pathways, requirements and associated costs across schooling, tertiary education, specialist training and professional development incentivise or discourage entry into the workforce, career progression and career changes.
31. We know that models of education available have disadvantaged Māori, Pacific, and people with disabilities. The inequitable barriers to access have contributed to under representation in the workforce. There are limited options that recognise prior learning or existing skills and capabilities, making it difficult to change careers and delaying entry into the workforce. Growing our own workforce takes time so our education and training should focus on developing the skills and capabilities for the future.
32. There has been greater emphasis on and more options to acquire technical clinical skills than for management, leadership and interpersonal skills that are also essential for effective service delivery. Health education and training could better recognise and enable the workforce to develop the breadth of skills and capabilities required to improve health outcomes.
33. Table 2 shows the work underway and further policy work required to refocus education and training to improve workforce outcomes.

Table 2. Education and training opportunities

Recognise and build skills and capabilities which are aligned to meet learner and system need	
<p>Training and education opportunities to make change:</p> <ul style="list-style-type: none"> • Establish framework for education, training and support that recognises the breadth of skills and capabilities required • Redesign education and training pathways and models that reflect learner and system needs • Enable commissioners, Iwi-Māori Partnership Boards, localities and other key participants (e.g. regulator) to be involved in specifying education and training requirements 	<p>What this will mean:</p> <ul style="list-style-type: none"> • There are a common set of health learning outcomes that will enable people to enter health education and move between study modes (e.g. online or in work) and between employers • People know what training and education is available and there is choice and flexibility of education and training (e.g. earn as you learn options) • Fewer financial barriers to entering and completing health education sees learners' transition into employment with reduced attrition in the education system • The shared skills across professions are recognised with shorter training programmes and transition times for the workforce wanting to change career paths (eg, a nurse training to be a midwife) • Providers offer training and education courses that develop the required breadth of skills and capabilities • There is greater support and development for current and aspiring Māori leaders in decision making roles • The voice of communities, whānau and people is reflected in the development of education and training
<p>Do you agree to the proposed opportunities?</p> <p>Do you have any comments or additional priorities in addition to those provided?</p>	

Employment

34. Employers create workplace cultures, and terms and conditions which determine how supportive, safe and enabling the working environment is.
35. New Zealand's health employment settings need to value all skills and capabilities within the health workforce (including the kaiāwhina and care and support workforce) and provide an enabling environment that is collaborative, has a culture of learning, and is free from discrimination.
36. Through our engagement the workforce highlighted that they are often working in pressured environments that are short staffed, under resourced with insufficient time for skill and career development. The workforce also highlighted the inconsistency in leadership and reported discrimination and bullying. Hierarchical and unsupportive

environments are putting significant pressure on the workforce, impacting their wellbeing, and driving attrition rates which contribute to workforce shortages.

37. The table 3 shows how we could shift employment settings to address the priority issues and enable and value the workforce.

Table 3. Employment opportunities

Value and nurture skills and capabilities in an enabling environment that is collaborative, with a culture of learning, free from discrimination	
<p>Employment opportunities to make change:</p> <ul style="list-style-type: none"> • Set expectations, provide support and strengthen accountability to ensure employment conditions are safe, supportive and promote wellbeing • Explore how to provide the flexibility and active learning culture which supports development of skills and capabilities • Create and provide visibility of career pathways and strengthen leadership development, particularly for Māori • Invest in workforce planning to support employers to recruit, value and develop the breadth of skills and capabilities required • Establish support for employers to continuously work to lift cultural and leadership capability 	<p>What this will mean:</p> <ul style="list-style-type: none"> • Employers embed anti-racism models providing safe and supportive environments for the workforce • Build a shared purpose and define the values of the health workforce • Employers can access and retain the skills and capabilities they need through pathways that allow the workforce to work and reside in New Zealand • There are opportunities in training and placements, personal development, career progression aligned to community needs • There are flexible employment models that ensure the workforce have the skills they need to perform their day-to-day tasks whilst having opportunities to develop. • Working environments are free from discrimination, motivating, and nurture collaboration • The workforce has the tools, feel supported, empowered and are enabled to deliver outcomes • Māori are encouraged to enter and stay in health careers • Increasing and supporting Māori leadership and decision-making • Are able to combine work, care and social responsibilities without being disadvantaged
<p>Do you agree to the proposed opportunities?</p> <p>Do you have any comments or additional priorities in addition to those provided?</p>	

Commissioning

38. Commissioning is the process of continuously identifying health needs, determining the desired outcomes and then funding and contracting services to deliver those outcomes. How and what services are commissioned influences the demand for certain skills and

capabilities, the way the workforce are expected to deliver care and what resources the workforce has to support service delivery.

39. Currently commissioning is focused on current professional scopes of practice, which can create challenges to how we utilise skills and capabilities. Short-term contracts with inflexible service specifications make it difficult for providers to use the workforce flexibly and prevents longer term workforce planning. This reduces a providers' ability to provide job security and contributes to maldistribution and poor workforce wellbeing.
40. When we define needs at a national level without the input of communities, regions and iwi, the services we commission may not incentivise or enable the workforce to deliver the models of care that meet the needs of all New Zealanders. There is an opportunity to commission health services differently, to recognise, value, and enable the breadth of skills and capabilities to be used in a way that meets community needs.
41. Table 4 shows the work underway and further policy work required to refocus investment to improve workforce outcomes.

Table 4. Commissioning opportunities

Defining system need and priorities recognises the necessary skills and capabilities to deliver whole pathways of care to achieve pae ora (healthy futures)	
<p>Commissioning opportunities to make change:</p> <ul style="list-style-type: none"> • establish community needs and recognise what skills and capabilities are required • Strengthen how community voice (through integrating Iwi-Māori Partnership Boards, Te Aka Whai Ora and localities, etc) informs workforce requirements • Understand how we can support commissioners, education providers, employers, and regulators to assure workforce conditions • Incentivising providers to meet community need and achieve health outcomes • Create longer term funding and contracting mechanisms with the flexibility for providers to support the workforce to deliver responsive care • Set expectations for information sharing and resources are aligned to achieve outcomes • Provide assurance and stability for providers to support and build skills and capabilities 	<p>What this will mean:</p> <ul style="list-style-type: none"> • Intentionally funding integrated, inter-disciplinary team-based care, aligned to local needs and emerging models of care • Clear understanding of health need and community • Allows providers the flexibility and choice to determine skills and capabilities they need to deliver positive outcomes for their communities • Mana Māori and mātauranga Māori is acknowledged as a professional skill set • Allows for inter-disciplinary teams-based care that utilises generalists, specialists, kaiāwhina and non-clinical roles in the most productive way • Ability to incentivise and remunerate ways of working to best meet community and patient needs • Information sharing across pathways of care • Longer term contracts to deliver outcomes
<p>Do you agree to the proposed opportunities?</p> <p>Do you have any comments or additional priorities in addition to those provided?</p>	

Investment (use of resources)

- 42. The rationale and approach to investment in workforce including digital and infrastructure resources impact the workforce aspirations referred to in table 1.
- 43. A key factor is setting remuneration expectations and determining access to other resources. We know that our workforce wants to be paid fairly and equitably for work done and that pay relativities play a significant part in workforce wellbeing. Investment approaches are making it difficult to attract health workers in some settings (eg, aged residential care and the funded sector) with remuneration being considered by many as being unresponsive to the high levels of contribution being made by experienced workers.
- 44. Workforce investment approaches have focussed on the supply and development with inconsistent investing in the models of care and digital resources required to enable the workforce to be responsive and productive.
- 45. Table 5 shows the work underway and further policy work required to refocus investment to improve workforce outcomes.

Table 5. Investment (use of resource) opportunities

Resourcing across the system is transparent and values the broad range skills and capabilities required to achieve the objectives of pae ora (healthy futures)	
<p>Investment (use of resource) opportunities to make change:</p> <ul style="list-style-type: none"> • Increasing the transparency and consistency of how we pay fairly and equitably for the skills and capabilities across the workforce (eg, establishing a single pay spine centred around skills rather than professions) • Define across all of government health workforce investment priorities determined by pae ora (healthy futures) and the Government Policy Statements • There is investment in the support, resources and tool required, e.g digital and information system, training and placements, personal development or developing new roles 	<p>What this will mean:</p> <ul style="list-style-type: none"> • Investment in workforce, infrastructure and services is all aligned to the priorities set by the GPS and health plan providing support to the workforce in priority areas to deliver care most effectively • Transparency and consistency of pay, pay progression and pay across the health system • People are paid fairly and equitably for the work they are doing including the cultural competence they bring to their role • Recognition of skills and capabilities gained throughout career and visibility of career pathways and pay • The workforce has the tools to work flexibly and efficiently across services and organisations productively e.g. information sharing tools
<p>Do you agree to the proposed opportunities?</p> <p>Do you have any comments or additional priorities in addition to those provided?</p>	

Legislation

- 46. Legislation provides for a range of roles, responsibilities, and duties on people, groups of people or organisations, as well as providing for offences, penalties and other forms of accountability to assure compliance. The legislative and regulatory framework affects the safety and flexibility of the workforce by setting controls on the supply, the activities that

can be performed and the parameters for accountability, including mechanisms to remove unsafe and incompetent workers.

47. Legislation could better enable safety while allowing flexibility and accountability across the workforce and workforce stakeholders. Additional mandate is needed to ensure all health stakeholders are accountable for achieving pae ora (healthy futures) and considering Te Tiriti when performing their functions. For example, responsible authorities are not Crown entities, nor are they defined in the Pae Ora (Healthy Futures) Act 2022 and do not necessarily have regard to government policy.
48. Cultural standards are inconsistent across professions and some stakeholders believe scopes of practice and the silos create barriers to inter-disciplinary and teams-based working. We know these issues with legislation are contributing to inconsistent cultural competency, poor wellbeing, and shortages in the workforce. While a review of the Health Practitioners Competence Assurance Act 2003 (the HPCA Act) is underway [HR2022016448 refers], wider legislation needs to be reviewed to ensure the legislation lever is not perpetuating the workforce challenges we have identified.
49. Table 6 shows the work underway and further policy work required to refocus legislation to improve workforce outcomes.

Table 6. Legislative opportunities

Assure safety and consistency without restricting flexibility of how skills and capabilities are developed or utilised, enabling mobility and quality	
<p>Legislative opportunities to make change:</p> <ul style="list-style-type: none"> • Amendment of the HPCA Act: <ul style="list-style-type: none"> o Ensuring regulation is proportionate and balances the level of risk with the need for flexibility o Ensure collaboration between professions and require more transparent decision making o Include Te Tiriti obligations to improve Hauora Māori outcomes o Improve timeliness of decision-making • Explore wider legislative change to support the workforce, including opportunities in the Health and Disability Commissioner Act 1994 	<p>What this will mean:</p> <ul style="list-style-type: none"> • Greater ability for roles to extend safely and for people to work to top of scope to respond to the needs of their communities • Stronger focus on cultural safety and equity • Transparency of RA decision making and better able to engage them in workforce activities • Right touch regulation that is more efficient and less costly with fewer barriers for registrants • Greater accountability for employers to provide safe working environments for the workforce
<p>Do you agree to the proposed opportunities?</p> <p>Do you have any comments or additional priorities in addition to those provided?</p>	

To enable shifts in the workforce system we need to work with stakeholders who hold responsibilities for the workforce levers

50. Some of the changes that need to be made cannot be delivered by the Ministry or other health entities alone. There are a wide range of actors, with varying degrees of formal and informal influence, who often have competing priorities, and at times have overlapping functions and responsibilities.
51. This creates complexity and contributes to the priority issues which are acting as a barrier for the workforce meeting our aspirations for the workforce. We need to strengthen the coordination and accountability across workforce stakeholders to ensure we value, support, and empower the workforce to achieve Pae Ora (Healthy Futures).
52. The structural changes of the health reforms and the introduction of the Government Policy Statement, Health Plan, and Pae Ora (Healthy Futures) Act 2022 strategies will support the alignment of some workforce actors and settings, particularly through the partnership between Te Aka Whai Ora and Te Whatu Ora. However, workforce settings span a range of other sectors and actors represent many different types of organisations, that are not all directly influenced by the health reforms.
53. We want to undertake targeted engagement with these stakeholders to test the workforce system shifts and seek further information to support the development of policy options required to implement these shifts. Gaining commitment from workforce stakeholders across the sector will be required so we can work together and drive the necessary shifts to the system.

Next steps

54. Subject to your agreement, officials will provide advice on the work programme to develop and engage on policy proposals alongside a report back on to Ministers in late April 2023 on the Pae Ora (Healthy Futures) Act strategies.

ENDS.

Appendix One: Draft Health Workforce Strategic Framework

Pae Ora (Healthy Futures)

Protect, promote, and improve the health of all New Zealanders

Achieve equity in health outcomes among New Zealand's population groups, including by striving to eliminate health disparities, in particular for Māori

Build towards Pae Ora (Healthy Futures) for all New Zealanders.

The New Zealand Health Strategy and the Hauora Māori Strategy vision for people, whānau and the health system

The way health services are designed and delivered will be driven by the voices of whānau	The health system will shift focus and resources towards keeping people well	Our health workforce will be valued and supported to their fullest potential	The health system will be more accessible and responsive for people	Wider services will support the wellbeing needs of people and whānau
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Our aspirations for the future health workforce reflect the vision, objectives, and direction for pae ora (healthy futures)

Availability	Accessibility	Responsiveness	Productivity	Quality
That there is sufficient availability to meet Māori and other population group and service needs.	That our workforce is equitably accessible to provide choice and timely support for Māori and other population groups.	That our workforce is culturally safe, representative of the community it serves, and flexible to meet the needs of individuals and their whānau.	The workforce is motivated and empowered to deliver equitable health outcomes, in an environment of continuous improvement	Our workforce delivers safe and effective care and are partners with Māori in providing the competencies and mātauranga Māori

The workforce aspirations reflect the voice of our communities, whānau and their needs and aspirations for wai ora, healthy environments; whānau ora, healthy families; and mauri ora, healthy people, the interconnected elements required to build towards pae ora (healthy futures).

The skills and capabilities required to achieve these objectives are broad and wide reaching, and should be purposefully developed, mobilised, and valued to meet assure the crown's obligations under Te Tiriti o Waitangi and assure pae ora (healthy futures).

To achieve our aspirations, we need make meaningful change for the workforce and address workforce challenges to value and support the wellbeing of the people who are our greatest asset and enabler to improving the health of New Zealanders

Challenges for the health workforce				
Significant workforce shortages across a broad range of health professions and vacancies.	Workforce wellbeing is at risk resulting in increasing attrition rates, workforce burnout, fatigue, emotional distress and job dissatisfaction.	Inconsistent cultural and disability competency, limiting the ability to meet the needs of disabled, Māori, Pacific, ethnic and gender diverse populations.	A health workforce which is not representative of the New Zealand population, with notable under-representation of Māori, disabled and Pacific people.	Workforce maldistribution, and inequitable access to health services resulting in disparities in health outcomes in particular rural settings.

To address the challenges our approach needs to change

We need to:	To enable:
Recognise, value and enable the development the diverse set of skills and capabilities required to deliver equitable outcomes, including for Māori.	<ul style="list-style-type: none"> People to develop the required breadth of skills and capabilities, particularly Mana Māori and mātauranga Māori, with recognition of experience and choice and support for learning and career progression Fair and equitable pay, with transparent and consistent remuneration and pay progression Greater ability for people to perform their roles safely, work to top of scope and respond to the needs of their communities. Thus, allowing inter-disciplinary care that utilises generalists, specialists, kaiāwhina and non-clinical roles in the most productive way A common set of health learning outcomes and shared skills across professions enabling movement into new roles and careers
Honour our Māori-Crown partnership, align, collaborate and be accountable to achieving health system goals	<ul style="list-style-type: none"> The voice of communities whānau and people to inform the development of service design and care pathways and education and training needs Māori leadership development and decision-making Information sharing and transparency of decision-making and accountabilities
Provide an enabling, safe and resilient environment to ensure our workforce is supported and empowered to deliver care.	<ul style="list-style-type: none"> Safe and empowering working and learning environments free from discrimination, for the breadth and interdependent skills and capabilities required to achieve outcomes Continuous improvement in delivery models that assures the workforce are supported and developed to meet community needs Access to the tools, support and training the workforce need to work flexibly and efficiently across services and feel supported and empowered to deliver outcomes

This change in approach will require us to develop a work programme that makes change across all levers in the system that play a role in workforce outcomes

Education and training recognises and builds skills and capabilities which are aligned to meet learner and system need	Employment settings value skills and capabilities with an enabling environment that is collaborative, with a culture of learning free from discrimination	Commissioning establishes system need and priorities and recognises the necessary skills and capabilities to deliver whole pathways of care	Investment across the system is transparent and values the broad range skills and capabilities required	Legislation assures safety and consistency without restricting flexibility of how skills and capabilities are developed or utilised, enabling mobility and quality
<ul style="list-style-type: none"> • Establish framework for education, training and support that recognises the breadth of skills and capabilities required • Redesign education and training pathways and models that reflect learner and system needs • Enabling commissioners including Iwi-Māori Partnership Boards, localities and other key participants (e.g. regulator) to be involved in specifying education and training requirements 	<ul style="list-style-type: none"> • Set expectations, provide support and strengthen accountability to ensure employment conditions are safe, supportive and promote wellbeing • Explore how to provide the flexibility and active learning culture which supports development of skills and capabilities • Create and provide visibility of career pathways and strengthen leadership development, particularly for Māori • Invest in workforce planning to support employers to recruit, value and develop the breadth of skills and capabilities required • Establish support for employers to continuously work to lift cultural and leadership capability 	<ul style="list-style-type: none"> • Establish community needs and recognise what skills and capabilities are required • Strengthen how community voice (through integrating Iwi-Māori Partnership Boards, Te Aka Whai Ora and localities, etc) informs workforce requirements • Understand how we can support commissioners, education providers, employers, and regulators to assure workforce aspirations • Incentivising providers to meet community need and achieve health outcomes • Create longer term funding and contracting mechanisms with the flexibility for providers to support the workforce to deliver responsive care • Set expectations for information sharing and resources are aligned to achieve outcomes • Provide assurance and stability for providers to support and build skills and capabilities 	<ul style="list-style-type: none"> • Increasing the transparency and consistency of how we pay fairly and equitably for the skills and capabilities across the workforce (eg, establishing a single pay spine centred around skills rather than professions) • Define cross all of government health workforce investment priorities determined by pae ora (healthy futures) and the Government Policy Statements • There is investment in the support, resources and tool required, e.g digital and information system, training and placements, personal development or developing new roles 	<ul style="list-style-type: none"> • Amendment of the HPCA Act <ul style="list-style-type: none"> o Ensuring regulation is proportionate and balances the level of risk with the need for flexibility o Ensure collaboration between professions and require more transparent decision making o Include Te Tiriti obligations to improve Hauora Māori outcomes o Improve timeliness of decision-making • Explore wider legislative change to support the workforce, including opportunities in the Health and Disability Commissioner Act 1994

PROACTIVE