

## In Confidence

Office of the Minister of Health

Cabinet Business Committee

## Kia Manawanui Aotearoa: Long-term pathway to mental wellbeing

### Proposal

- 1 I am seeking Cabinet's agreement to *Kia Manawanui Aotearoa: Long-Term Pathway to Mental Wellbeing (Kia Manawanui)* and to its public release. *Kia Manawanui (Appendix A)* outlines how we will take a whole-of-government approach to promote, protect and strengthen mental wellbeing for all New Zealanders over the next ten years, building on our progress to date.

### Relation to Government Priorities

- 2 *Kia Manawanui* will guide delivery of the Government's priority to improve the mental wellbeing of New Zealanders and their whānau. It also aligns with the Government's priorities of accelerating our recovery from COVID-19 and laying the foundations for a better future. Child and youth mental health is an area of cooperation between the Green Party and Labour Party and the implementation of *Kia Manawanui* will help deliver on that agreement.

### Executive Summary

- 3 *Kia Manawanui* outlines the strategic direction and system-level actions needed to achieve a vision of pae ora (healthy futures), where mental wellbeing is promoted, protected and strengthened for all New Zealanders. It describes the transformation we are seeking in New Zealand's approach to mental wellbeing, in line with the changes called for in *He Ara Oranga: Report of the Government Inquiry into Mental Health and Addiction (He Ara Oranga)*.
- 4 The pathway describes our focus on mental wellbeing for all, and the work we are undertaking and will pursue in coming years, emphasising promotion, prevention and early intervention. Alongside the provision of mental health and addiction services and supports, *Kia Manawanui* encompasses our commitment to tackling the wider determinants of mental wellbeing through work across government.
- 5 We are already making good progress, particularly through the roll-out of our Budget 2019 investment which is providing new primary and community mental health and addiction services, targeted support for key populations, new suicide prevention initiatives, and actions to support mental wellbeing in such areas as housing, education, corrections and employment.

- 6 *Kia Manawanui* outlines guiding principles, focus areas and national-level actions that government will take in the short, medium and long-term. The actions – grouped within the system settings of leadership, policy, investment, information, technology and workforce – will serve as a guide to investment priorities and collective action at national, regional and local levels.
- 7 In setting the overarching direction, *Kia Manawanui* encourages all organisations, individuals, whānau and communities to consider their roles in supporting mental wellbeing. *Kia Manawanui*'s approach will enhance the ability of people and whānau to support their own and each other's mental wellbeing, and will see new, diverse and well-integrated avenues for support across sectors and the continuum of need.
- 8 *Kia Manawanui* builds on the framework and cross-government actions in our current short-term plan *Kia Kaha, Kia Māia, Kia Ora Aotearoa: COVID-19 Psychosocial and Mental Wellbeing Plan (Kia Kaha)* which was published last year. Its development has been informed by both national and targeted engagement, building on ongoing sector engagement since *He Ara Oranga*.
- 9 Subject to Cabinet's approval, *Kia Manawanui* will be publicly released as soon as possible. As a key next step, the Ministry of Health will undertake collaborative design of a national framework that will specify the core components of a transformed mental health and addiction system and service landscape. This will help shape the approach to mental health and addiction services within our future health and disability system and under the New Zealand Health Plan.
- 10 The directions of *Kia Manawanui* are consistent with the health and disability system reforms in emphasising equity; partnering with Māori; greater access to care in the community and early intervention services; person and whānau-centred care; and consistent, high-quality care everywhere.
- 11 Ongoing monitoring of the pathway's actions and associated outcomes will be designed in conjunction with the Mental Health and Wellbeing Commission. Progress will continue to be reported quarterly to the Cabinet Priorities Committee, with regular reporting to the Cabinet Social Wellbeing Committee via the Social Wellbeing Board. Further, one of the initial priorities for the Implementation Unit within the Department of the Prime Minister and Cabinet is an overview of the roll-out of the \$1.9 billion Budget 2019 cross-government mental wellbeing package.

## Background

- 12 *He Ara Oranga* emphasised that supporting mental wellbeing requires a whole-of-government approach that addresses the wider determinants of wellbeing, such as in the areas of social development, housing, employment, justice, and education. It also described the need to increase support for people with mild to moderate needs, address disparities experienced by Māori and other populations, provide a diverse and rich landscape of support, and work collaboratively across all parts of the system.

- 13 In May 2019, Cabinet agreed to the Government's response to *He Ara Oranga* including a vision for mental wellbeing where [CAB-19-MIN-0182]:
- 13.1 all New Zealanders will have more options for accessing the support they need, when and where they need it
  - 13.2 supports are designed in partnership with Māori, people with lived experience, Pacific peoples, children and young people, communities and whānau
  - 13.3 our future approach delivers for Māori and is grounded in a commitment to equity of outcomes.
- 14 Cabinet requested a report back with a long-term pathway to transform New Zealand's approach to mental wellbeing guided by *He Ara Oranga* [CAB-19-MIN-0182]. Cabinet consideration of the long-term pathway was deferred due to the priority focus on COVID-19 and the immediate need to support the psychological and social wellbeing of all New Zealanders during the pandemic. The Ministry of Health pivoted its focus to support the psychosocial response to COVID-19, while progress on wider mental wellbeing work also continued.
- 15 In 2020, the Ministry of Health focused on the development of a short-term plan and published *Kia Kaha*. That plan highlights key cross-government actions over 12–18 months and represents the first phase of a long-term pathway.

***Kia Manawanui* guides transformation and responds to stakeholder views**

- 16 Stakeholders have called strongly for a longer-term plan. I agree and consider a long-term pathway is crucial to guide future planning and investment decisions, as well as collaborative work across government and sectors. A long-term pathway will ensure actions are prioritised and sequenced in the order needed to achieve transformation.
- 17 Development of the pathway has been informed by a national engagement process involving online consultation, as well as direct discussions with other government agencies and a range of key organisations and people with lived experience of mental distress and addiction. This builds on the many voices captured in *He Ara Oranga* and many engagements undertaken since then.
- 18 The specific recommendations in *He Ara Oranga* are of considerable interest to many stakeholders. While the recommendations are an important starting place, *Kia Manawanui* provides a broader ten-year roadmap for transformation, in keeping with the Inquiry's intentions and drawing on the widely supported framework in *Kia Kaha*. An appendix to *Kia Manawanui* maps how the long-term pathway responds to the recommendations that the Government accepted, accepted in principle, or agreed to further consideration, and outlines progress in each area.

**Good progress has already been made in supporting mental wellbeing**

- 19 Through Budget 2019, the Government invested \$1.9 billion over four years in a cross-government mental wellbeing package. Approximately \$843 million over four years was allocated to Votes Social Development, Education, Housing and Urban Development, Corrections, Police, Justice, Courts, Defence Force and Internal Affairs to support addressing the social determinants of mental wellbeing.
- 20 Work across government to address the wider determinants of mental wellbeing is diverse, including addressing homelessness, financial hardship, care and protection, and employment needs (for instance, supporting disabled people and people with health conditions to gain and retrain for employment). Mental wellbeing needs are also being addressed through guidance for workplaces; programmes that encourage involvement in the outdoors, sport and arts; and a programme of work within the Corrections system.
- 21 The remaining approximately \$1.1 billion was allocated to Vote Health. Of this \$1.1 billion, approximately \$235 million was allocated for capital investment in mental health and addiction facilities, and approximately \$883 million was allocated for mental health and addiction services and system enablers.
- 22 The cornerstone of this package is our Vote Health investment of \$455 million over four years in Expanding Access and Choice of Primary Mental Health and Addiction Support to help build a missing component of the continuum of care for people with mild to moderate mental health and addiction needs. This initiative is rolling out services across the country over five years, including in general practices and kaupapa Māori, Pacific and youth settings.
- 23 **Appendix B** provides an overview of progress made with the Vote Health components of this package, through to 31 May 2021. Of the approximately \$353 million available for Vote Health mental health and addiction initiatives and enablers in 2019/20–2020/21, around \$295 million has been committed in contract and is expected to be spent by 30 June 2021, with approximately \$260 million of this already spent as at 31 May 2021.
- 24 Through this investment, we now have new primary mental health and addiction services in over 200 general practice sites. Population-focused initiatives include the roll-out of kaupapa Māori services and new supports for young people, Pacific peoples and rainbow communities. Programmes in schools and tertiary institutions are expanding, and additional services for parents with mental health and addiction issues are in place. New digital tools and campaigns have expanded the reach and range of support.
- 25 Relieving pressures on the mental health and addiction sector will take time, given challenges are long-standing and have been exacerbated by the COVID-19 pandemic. It requires development of new workforces, design and commissioning of new services, creation of infrastructure to support new ways of working, and work to build sector capacity – alongside important changes to embed the health and disability system reforms. However, current initiatives are already making a valuable difference in the lives of people and whānau.

- 26 **Appendix C** outlines the key milestones we expect to achieve throughout the remainder of the roll-out of the Vote Health Budget 2019 mental wellbeing package. Substantial, sustained investment will, however, be required to further address service and demand pressures and achieve transformation.
- 27 In addition to the progress we have made through our cross-government investment in mental wellbeing, we have established the Mental Health and Wellbeing Commission to provide independent, system-level oversight of mental health and wellbeing, and established a Suicide Prevention Office to strengthen leadership and drive efforts to prevent suicide.
- 28 Legislative changes to support transformation of New Zealand’s approach to mental wellbeing are also being progressed. This includes work underway to repeal and replace the Mental Health (Compulsory Assessment and Treatment) Act 1992 and to review substance addiction legislation, as well as a commitment to review aspects of the Sale and Supply of Liquor Act 2012.
- 29 This demonstrates the good progress we have already made in expanding access and choice of mental wellbeing support, a key intention of the Budget 2019 mental wellbeing package, and putting the foundations for change in place. We are on track to deliver on this substantial, multi-year transformation programme.

***Kia Manawanui* takes a whole-of-government approach to transform New Zealand’s approach to mental wellbeing**

- 30 *Kia Manawanui* means to be resolute, dedicated and unwavering, and follows on naturally from *Kia Kaha* by calling on all New Zealanders to remain committed to keeping each other safe and well.
- 31 *Kia Manawanui* is premised on the knowledge that mental wellbeing is fostered in our homes and communities, and can be influenced through many settings, such as schools, marae, workplaces, prisons and courtrooms. It is also influenced by factors such as social inclusion, freedom from violence and discrimination, cultural and spiritual wellbeing, and access to meaningful employment, adequate income, affordable and safe housing, and education.
- 32 This is why a whole-of-government approach to tackle these determinants and work collaboratively to improve mental wellbeing outcomes is so important. The commitment by agencies to the long-term work outlined in *Kia Manawanui* signals a collective effort to continue to drive progress towards more transformational change.

**The vision is of pae ora: healthy futures**

- 33 A central aspect of the long-term pathway is the Crown’s obligation to uphold Te Tiriti o Waitangi, and protect and promote Māori mental wellbeing and equity. This involves working in partnership with Māori, and ‘for Māori, by Māori’ approaches. In line with this, the vision *Kia Manawanui* strives for is pae ora (healthy futures) – an equitable and thriving Aotearoa in which mental wellbeing is promoted and protected for all New Zealanders.

- 34 Achieving pae ora will require changes across the mental health and addiction sector, across parts of government that influence mental wellbeing, and within communities. The vision of pae ora is part of a wider mental wellbeing framework that includes:
- 34.1 seven **guiding principles** that are reflected in all aspects of the long-term pathway, providing us with common values and a sense of direction to support collective transformation efforts. These principles are: Te Tiriti o Waitangi; equity; people and whānau at the centre; community focus; human rights; collaboration; and innovation
  - 34.2 five **focus areas and associated outcomes** that depict a broad view of mental wellbeing across the whole population, communities, whānau and individuals and call for a full continuum of responses – from addressing the wider determinants that impact mental wellbeing; to a focus on promoting mental wellbeing and building resilience across individuals, whānau and communities; to community-led, primary and specialist mental health and addiction services
  - 34.3 **short, medium and long-term actions** that the Government will commit to, grouped around the system settings and **enablers** of leadership, policy, investment, workforce, information and digital technology.
- 35 The mental wellbeing framework in *Kia Manawanui* emphasises the need for a holistic, population-based approach to supporting mental wellbeing. This means improving mental wellbeing outcomes for the whole population, while also addressing inequities that lead to disparities in mental wellbeing outcomes for specific population groups. Population health improvement, including addressing equity for Māori and other groups, is central to the Government’s wellbeing goals and achieving our vision of pae ora.

***Kia Manawanui* seeks long-term change through a programme of cross-government actions**

- 36 The short, medium and long-term actions in *Kia Manawanui* look across government and set out the direction of change that will be undertaken.
- 37 The actions cover the following areas:
- 37.1 strengthen **leadership** at national, regional and local levels, including through setting directions, monitoring and collaborative design – for example, by strengthening coordination of cross-government strategies and activities that contribute to mental wellbeing, and strengthening community capacity to lead initiatives
  - 37.2 implement **policies** that support mental wellbeing – for example, by progressing the repeal and replacement of the Mental Health (Compulsory Assessment and Treatment) Act 1992 to uphold a human rights-based approach, and strengthening a public health approach to regulation and enforcement in relation to alcohol and other drugs

- 37.3 enhance commissioning practices and **invest** in services and supports across the mental health and addiction sector, but also in areas that address key social determinants of wellbeing (such as housing, education, employment) – for example, by supporting kaupapa Māori approaches, and tailored wellbeing supports for populations with specific needs, such as those in the criminal justice system
- 37.4 support a diverse and skilled **workforce** to evolve, grow and reflect new models of support – for example, by increasing the range and numbers of mental health and addiction staff, and ensuring workforces such as teachers, police and correctional staff have appropriate and adequate knowledge of mental wellbeing
- 37.5 enhance **information** and data by collecting the right kinds of data and turning it into information that we can use to make the wellbeing system work better for people – for example, by working together to better understand the prevalence of mental distress across government portfolios
- 37.6 enhance digital **technology** and access to digitally, clinically and culturally safe mental wellbeing tools – for example, providing digital apps that enable access to support when and where people need it.

**Oversight and monitoring of the pathway will be key to ensuring progress**

- 38 During implementation of the wider health and disability system reforms and our continued roll-out of mental wellbeing supports and services, we will ensure that progress with *Kia Manawanui* is monitored and that we have the necessary governance, resourcing and tools to support its success.
- 39 Ongoing monitoring of the pathway's actions and associated outcomes will be designed in conjunction with the Mental Health and Wellbeing Commission, which has a key role in providing oversight of effectiveness, efficiency and adequacy of approaches to mental wellbeing, and in promoting alignment and collaboration with such entities as the new Māori Health Authority.
- 40 Alongside the Mental Health and Wellbeing Commission's focus on population-level outcomes and service-level performance, *Kia Manawanui* also signals examples of indicators of system change, which we can use to assess our progress towards a transformed system.
- 41 Built into *Kia Manawanui* is the understanding that this is an iterative process that should not be overly prescriptive. We will keep engaging, sharing insights and adapting as necessary in response to evolving evidence, changing needs of individuals, whānau and communities, and in response to future Government policy decisions in related areas, such as the Wai 2575 Health Services and Outcomes Kaupapa Inquiry.

- 42 In Cabinet's 2019 response to *He Ara Oranga*, the Social Wellbeing Board was directed to oversee coordination of cross-agency responses and the collective approach to longer-term action. It is expected that the Social Wellbeing Board's current oversight role will continue.
- 43 There will be two regular progress reporting avenues to Cabinet Committees for updates on cross-agency work to implement *Kia Manawanui*:
- 43.1 quarterly reporting to the Cabinet Priorities Committee on the cross-agency \$1.9 billion Budget 2019 package (the first report was considered on 22 June 2021)
- 43.2 the Social Wellbeing Board's regular reporting to the Social Wellbeing Committee.
- 44 Further, I note one of the initial priority programmes for the Implementation Unit within the Department of the Prime Minister and Cabinet is the \$1.9 billion Budget 2019 mental wellbeing package. The Implementation Unit will work closely with the Ministry of Health.

**Next steps for implementing *Kia Manawanui***

- 45 The health and disability system reforms outline significant changes in operating structures and approaches over the next 18 months, to ensure all New Zealanders get the services they need and to meet future challenges.
- 46 *Kia Manawanui* is well aligned with these directions, including in emphasising equity; partnering with Māori; greater access to care in the community and early intervention services; and person and whānau-centred care. Health New Zealand and the Māori Health Authority will have important roles in future support for mental wellbeing, including through development of a New Zealand Health Plan – a blueprint for the future health system.
- 47 The reforms provide an opportunity to set in place new structures and approaches that will support the envisaged mental wellbeing transformation, including through involvement of communities in local planning. As we progress, I expect action across government to become more coordinated and integrated, alongside collective effort from many kinds of organisations and by individuals, whānau and communities.
- 48 Ongoing engagement will be essential to ensure that our actions are grounded in an understanding of current and emerging needs and what is or is not working in our communities. To support ongoing progress, the directions indicated in *Kia Manawanui* will guide future investment decisions.

- 49 As a key next step, the Ministry of Health will undertake further sector and community engagement to develop a National Mental Health and Addiction System and Services Framework during 2021. This framework will specify the core components and services in a contemporary mental health and addiction system, as part of the reformed health system landscape. This will set expectations of what is delivered locally, regionally and nationally in the future.

### Financial Implications

- 50 This paper does not have immediate financial implications. The implementation of *Kia Manawanui* may have future financial implications which would be pursued through normal Budget processes.

### Legislative Implications

- 51 This paper does not have legislative implications. *Kia Manawanui*'s pathway includes actions related to work to improve the legislative and regulatory environment for mental wellbeing.

### Impact Analysis

- 52 The impact analysis requirements do not apply to this paper.

### Population Implications

- 53 *Kia Manawanui* is grounded in a population health approach and underpinned by a commitment to equity. It seeks to improve outcomes for all New Zealanders, while also addressing significant inequities in mental health, addiction and wellbeing outcomes experienced by Māori and other population groups.
- 54 *He Ara Oranga* noted that groups at-risk of poor mental health include Māori, Pacific peoples, refugees and migrants, rainbow communities, rural communities, disabled people, veterans, prisoners, young people, older people, children experiencing adverse childhood events, and children in State care. *Kia Manawanui* notes a number of additional at-risk populations.
- 55 *Kia Manawanui* complements other strategies and action plans for specific age groups and populations, many of which include actions that contribute to improving mental wellbeing. This includes, for example, the *Child and Youth Wellbeing Strategy*, *Whakamaua: Māori Health Action Plan 2020–2025*, *New Zealand Disability Strategy 2016-2026*, *Better Later Life – He Oranga Kaumātua 2019 to 2034*, the *Youth Plan 2020–2022*, and *Ola Manuia: Pacific Health and Wellbeing Action Plan 2020–2025*.

### Human Rights

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

## Consultation

- 57 The Ministry of Health prepared this paper in consultation with the Ministries of/for Business, Innovation and Employment, Culture and Heritage, Education, Housing and Urban Development, Justice, Pacific Peoples, Primary Industries, Social Development (including the Office for Disability Issues and Office of Youth Development) and Women; Ara Poutama Aotearoa – the Department of Corrections, the Department of Conservation; the New Zealand Police, Oranga Tamariki – Ministry for Children, Te Puni Kōkiri, the Accident Compensation Corporation, the Social Wellbeing Agency, Te Kawa Mataaho – Public Service Commission, the Department of the Prime Minister and Cabinet (including the Child Wellbeing Unit), the Department of Internal Affairs (including the Office of Ethnic Communities), Veterans’ Affairs, and the Treasury.
- 58 The Green Party was consulted on this paper and *Kia Manawanui* as it relates to the Cooperation Agreement. The Green Party welcomes *Kia Manawanui* which provides a long-term pathway to mental wellbeing in Aotearoa, and the measurable outcomes for this strategy that will follow from the Mental Health and Wellbeing Commission.

## Communications

- 59 Subject to Cabinet agreement, *Kia Manawanui* will be made publicly available as soon as possible on the Ministry of Health’s website, and I will issue a press release.

## Proactive Release

- 60 This paper will be proactively released as soon as possible following public release of *Kia Manawanui*, subject to redactions as appropriate under the Official Information Act 1982.

## Recommendations

The Minister of Health recommends that the Committee:

- 1 **note** that this paper fulfils the request from Cabinet to report back with a longer-term pathway to transform New Zealand’s approach to mental health and addiction [CAB-19-MIN-0182]
- 2 **note** that *Kia Manawanui Aotearoa: Long-term pathway for mental wellbeing* provides a long-term vision and cross-government actions for transformation of mental wellbeing in Aotearoa over the next ten years
- 3 **note** that *Kia Manawanui* builds on the 2020 *Kia Kaha, Kia Māia, Kia Ora Aotearoa: COVID-19 Psychosocial and Mental Wellbeing Plan* and is informed by wide stakeholder engagement

- 4 **note** the directions of *Kia Manawanui* are consistent with the health and disability system reforms' emphasis on equity; partnering with Māori; greater access to care in the community and early intervention services; person and whānau-centred care; and consistent, high-quality care everywhere
- 5 **note** that youth mental health is an area of cooperation under the Cooperation Agreement between the Labour Party and Green Party, and the Green Party supports *Kia Manawanui* and its vision for mental wellbeing in Aotearoa, but would welcome further work to integrate the pathway into existing and emerging mental health services and Budget 2019 funding with more specificity
- 6 **agree** to *Kia Manawanui* as the long-term pathway for transforming New Zealand's approach to mental wellbeing
- 7 **agree** to the public release of *Kia Manawanui* as soon as practicable following Cabinet agreement
- 8 **authorise** the Minister of Health to make technical and editorial changes to *Kia Manawanui* prior to public release
- 9 **note** that the Ministry of Health will undertake further collaborative engagement on a National Mental Health and Addiction System and Services Framework as a key action for achieving the vision of *Kia Manawanui*
- 10 **note** the programme of the Implementation Unit in the Department of the Prime Minister and Cabinet includes an initial priority focus on the roll-out of the \$1.9 billion Budget 2019 mental wellbeing package, which will be undertaken working closely with the Ministry of Health.

Authorised for lodgement

Hon Andrew Little

Minister of Health