In Confidence

Office of the Minister for Sport and Recreation
Cabinet Social Wellbeing Committee

A National Physical Activity and Play plan

Proposal

1. This paper seeks agreement to a physical activity and play¹ plan, developed by Sport New Zealand Ihi Aotearoa (Sport NZ) in conjunction with other government agencies, for use as a framework to guide cross-agency work relating to physical activity and play.

Relation to government priorities

- 2. Embedding an explicit focus on physical activity and play into existing work programmes will support existing government priorities to improve the mental and physical health of New Zealanders, reduce carbon emissions and build social cohesion. This work aligns with the government's objective to lay the foundations for a future where more New Zealanders, in particular more of those who are currently missing out, experience the wellbeing benefits of physical activity. These include improved health, economic, educational and environmental outcomes.
- 3. These proposals will also support the recovery from the impacts of the COVID-19 pandemic by helping to address inequities, exacerbated by COVID-19, that stop some population groups from achieving the wide range of wellbeing benefits associated with physical activity and play. These include, but are not limited to, disabled people, women and girls, people from lower socio-economic groups and Māori and Pacific people.

Executive Summary

- 4. The benefits of being physically active are numerous and well-evidenced. Physical activity and play provide many benefits to individual, whānau and community wellbeing. Benefits range from improved physical and mental health, and attendance and engagement at school, to improved social cohesion and stronger cultural and environmental connections.
- 5. Recently published research from a Social Return on Investment study shows a social return of \$2.12 for every \$1 spent in New Zealand on recreational physical activity². This is a conservative figure and the actual return, especially for those currently missing out, is likely to be higher.
- 6. Sport NZ and other agencies have worked together to develop a physical activity and play plan. This plan outlines opportunities for government agencies to focus on physical activity and play to achieve government priorities and deliver significant wellbeing benefits.
- 7. I seek your agreement that this plan be adopted as a framework to guide the work of government agencies in relation to physical activity and play. At a practical level this will involve collaboration by the relevant agencies to focus on physical activity and play as a way to:

¹ The term physical activity and play includes physical play, all forms of active recreation (e.g. tramping, dancing, exercising etc) and all forms of community sport.

² https://sportnz.org.nz/resources/social-return-on-investment-sroi-report/

- improve physical and mental health outcomes for New Zealanders
- improve school attendance and engagement
- improve the uptake of active transport in schools and communities.
- 8. Monitoring progress on these objectives will be underpinned by aligning existing measures and surveillance of participation in physical activity and play between agencies.
- 9. I will report back to Cabinet in May 2024 with a progress update and with advice on any further areas where an explicit focus on physical activity and play can help achieve government priorities.

There is strong evidence linking participation in physical activity with improved outcomes and better wellbeing ...

- 10. Participation in physical activity and play can help achieve many of the broader wellbeing outcomes that the government is seeking to achieve. For example, it can contribute to improved physical and mental health, improved attendance and engagement at school, mitigating the impact of climate change and achieving the goals of the Emissions Reduction Plan.
- 11. Currently, 58 percent of adults in Aotearoa New Zealand (NZ) meet Ministry of Health physical activity guidelines and 10.6 percent of deaths in NZ can be attributed to physical inactivity. Similarly, 58 percent of young people in NZ also meet current physical activity guidelines, but there is significant inequity according to gender, ethnicity, disability, and deprivation. Importantly, only 31 percent of young people in NZ use active transport to get to or from school. This led to NZ scoring poorly on an international report card for the physical activity participation of young people.³
- 12. The benefits of physical activity are well documented and relate to improved wellbeing across a range of areas (for example, physical activity can prevent or modify many potential health problems and increased physical activity can remove some of the strain on our overextended health system, workforce and services). Benefits can be seen in:4
 - Health:
 - physically active people have lower levels of non-communicable disease such as type 2 diabetes, cardiovascular disease and several cancers
 - o physical activity can reduce the risk of depression, anxiety, suicide and dementia
 - o more physically active young people have better physical and mental health
 - Education physically active children:
 - have better wellbeing in terms of cognitive and social development, engage more in the classroom and achieve better at school - in and out of the classroom (these benefits are particularly noticeable when physical activity and play takes place in natural outdoor settings).
 - Cultural capability and belonging physical activity can:
 - create opportunities for cultural expression and the celebration of diversity
 - remove barriers to exercise such as feelings of stigma and poor body image due to being overweight

³ Global Observatory for Physical Activity https://www.globalphysicalactivityobservatory.com/; https://www.globalphysicalactivityobservatory.com/;

⁴ https://sportnz.org.nz/resources/the-value-of-sport/

- o connect people with their communities and more broadly with a national identity
- enable people to interact and appreciate their surrounding environment and whenua.
- 13. Physical activity also supports a range of broader wellbeing outcomes such as subjective wellbeing, knowledge and skills, environmental quality and civic engagement. Recently published research from a study into the Social Return on Investment shows that recreational physical activity generates significant value for society across multiple wellbeing domains and outcomes. The study found that for every \$1 spent in New Zealand, there was a social return on investment of \$2.12.
- 14. Moreover, play is essential to child brain development, beginning in the first 1,000 days of a child's life and continuing through primary school and beyond. Play supports children to acquire lifelong physical and social skills, language and learning. Creating spaces and opportunities for children to play and be creative is a key outcome of the Government's Child and Youth Wellbeing Strategy which also has a focus on supporting child and youth mental wellbeing.

...and much good work is already underway across government to promote physical activity and play

- 15. The Healthy Active Learning (HAL) programme, and its culturally-distinctive Māori component, Tapuwaekura, which is underway in more than 900 primary and intermediate schools and kura across Aotearoa, is a joint initiative between Sport NZ, Te Whatu Ora Health New Zealand, and the Ministry of Education (MoE) that was funded in the 2019 Wellbeing Budget. The HAL programme supports schools and kura to create healthy and active learning environments and better connections to their local communities. Positive impacts are being seen in improving the wellbeing of tamariki and their communities and the programme is a good example of government agency collaboration delivering better outcomes than could be achieved through separate initiatives.
- 16. There is a growing cross-agency focus on promoting active transport as part of the Emissions Reduction Plan. Active transport has many benefits from reducing emissions and congestion to improving the physical and mental health of participants and strengthening social connections within local communities. This work includes initiatives led by Waka Kotahi such as implementing the Transport Choices package, reducing speed limits around schools and supporting local councils to implement Play Streets and School Streets.
- 17. Promising work is also underway with a number of other government agencies such as Accident Compensation Corporation, the Department of Corrections, New Zealand Police and Oranga Tamariki with initiatives seeking to use physical activity and play as a way to support better outcomes for tamariki and rangatahi. A focus on play is an area of recent growth, with Sport NZ releasing a Play Plan, Kia Hīanga, as well as making investments into a number of local councils to support an increased focus on play across council business.⁵

Coordinating cross-agency work under a physical activity and play plan will deliver more benefits faster and more efficiently

18. In late 2020 Sport NZ led a cross-sectoral project to identify a 'preferred future' for physical activity in Aotearoa⁶. This involved engaging widely with Māori and non-Māori stakeholders

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⁵ https://sportnz.org.nz/resources/kia-hianga-sport-nz-ihi-aotearoa-play-plan-2022-2025/

⁶ https://sportnz.org.nz/futures-thinking/the-preferred-future/

across the physical activity sector to envisage a better physical activity system. This 'preferred future' positions physical activity as a core part of our broader wellbeing agenda with all New Zealanders able to access opportunities to be physically active in ways that resonate with them.

- 19. Taking this 'preferred future' as its long-term strategic vision, a group of government agencies⁷ has developed a cross-agency physical activity and play plan that identifies thirteen focus areas for increasing physical activity and play for those who are least active (see Appendix 1).
- 20. The plan development has been guided by the World Health Organization's Global Action Plan on Physical Activity and a range of broader New Zealand strategic priorities such as improved health and wellbeing for disabled people (through the New Zealand Disability Strategy), the Child and Youth Wellbeing Strategy, and the reformed health system's stronger population health and prevention approach. The plan also aligns with Kia Manawanui Aotearoa Long-term pathway to mental wellbeing, and the All-of-Government Pacific Wellbeing Strategy, with the potential to make a meaningful contribution towards progressing Goal 3 of the latter: Resilient and Healthy Pacific Peoples.
- 21. A coordinated, national approach to promoting physical activity and play could improve a range of health, social, economic, and educational outcomes for all New Zealanders, especially those who are currently missing out. I therefore propose that this plan be adopted as the framework to guide government activity on physical activity and play.

The initial focus will be on how physical activity and play can support the delivery of key priorities in the health, education and transport portfolios

- 22. While the plan identifies opportunities across a wide range of areas, it is important to link work in the short term to existing government priorities. For that reason, I am proposing an initial focus on how physical activity and play promotion can support existing work programmes to improve:
 - physical and mental health outcomes
 - school attendance and engagement
 - the uptake of active transport in schools and communities.
- 23. Monitoring progress on these objectives will be underpinned by aligning the existing measures and surveillance of participation in physical activity and play across agencies.

Improving physical and mental health outcomes for New Zealanders

24. The recent health reforms provide an opportunity to integrate physical activity and play into the broader health system to support more New Zealanders to stay healthy, build resilience and wellbeing, and recover sooner when they are unwell.

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⁷ Agencies involved in this work have included Sport NZ, the Ministry of Health, the Department of Prime Minister and Cabinet, the Ministry of Education, Waka Kotahi, the Ministry of Transport, the Ministry of Housing and Urban Development, Oranga Tamariki, NZ Police, the Ministry for Social Development, the Office for Seniors, the Ministry for the Environment, the Department of Conservation, Kainga Ora, the Accident Compensation Corporation, the Ministry for Pacific Peoples and Herenga ā Nuku Aotearoa.

The Health Strategies under development should give explicit consideration to the role that physical activity can play in supporting health and wellbeing...

- 25. Under the Pae Ora Act 2022, the Minister of Health is responsible for the development of six population strategies that will guide the performance of health entities and the wider health system. The following strategies are currently being developed:
 - New Zealand Health Strategy
 - a Hauora Māori Strategy
 - a Pacific Health Strategy
 - a Health of Disabled People Strategy
 - a Women's Health Strategy
 - a Rural Health Strategy.
- 26. Through these strategies we can set an expectation that support for people to be physically active is integral to keeping people healthy and living enriching lives. Staying active will also support people to recover quicker when they are unwell while physical activity also has a key role to play in supporting the wellbeing of the health workforce. Sport NZ and the Ministry of Health (MoH) will work together to ensure that physical activity and play are represented in these strategies and the subsequent plans and guidance that will be developed to bring the strategies to life.

...while the refreshed Child and Youth Wellbeing Strategy provides an opportunity to use positive physical activity and play experiences to support child and youth mental wellbeing...

- 27. The Child and Youth Wellbeing Strategy was refreshed in 2022. One of the four priority areas for the refreshed strategy is the need to focus on supporting the mental wellbeing of our children and young people. Physical activity and play, particularly in nature, already plays a key role in this area by supporting the mental wellbeing of thousands of tamariki and rangatahi when they participate in physical activity and play.
- 28. The MoH is leading cross-agency work to deliver on this priority to support child and youth mental wellbeing. Sport NZ will support MoH to ensure that opportunities to embed support for rangatahi and tamariki to experience positive good-quality physical activity and play experiences are considered throughout this work.

...and more support could be provided to use physical activity to improve the wellbeing of the health workforce and its ability and confidence to promote physical activity

29. The health workforce forms an extremely large part of the public sector workforce (approximately 220,000 workers). Evidence indicates that health professionals who have experienced the health and wellbeing benefits of being active in their own daily life are far more likely to promote physical activity to their patients as part of holistic therapies. Supporting a more active health workforce can provide benefits by both improving the health and wellbeing of this significant workforce (and reducing carbon emissions), as well as increasing the likelihood of physical activity being promoted as part of the holistic support offered to patients.

⁸ https://pubmed.ncbi.nlm.nih.gov/31925974/, https://bmjopensem.bmj.com/content/6/1/e000761

30. Sport NZ, MoH, Te Whatu Ora and Te Aka Whai Ora will work together to explore what support could be provided to increase physical activity rates in the health workforce and options for increasing the health workforce's ability and confidence to promote physical activity.

A focus on physical activity and play can support increased attendance and engagement at school...

- 31. Opportunities to participate in sports and clubs at school can motivate many learners to attend, particularly for Māori learners, Pacific learners, and learners from low-decile schools. Making it safe and easy for tamariki and rangatahi to travel to and from school independently can also support increasing attendance and engagement, as well as achieving the two other focus areas of improving physical and mental health and supporting the uptake of active travel. Participation in physical activity and play in nature can be particularly beneficial as providing quality experiences for young people to connect with nature (including through physical activity and play) can improve achievement, behaviour and attendance at school⁹.
- 32. In June 2022 the Government released an Attendance and Engagement Strategy to ensure akonga are present, participating and progressing at school¹⁰. Sport NZ and MoE will explore opportunities under that Strategy to use physical activity and play to support improved attendance and engagement, such as by:
 - ensuring that the Regional Sports Trusts (RSTs) that manage the physical activity component of the Healthy Active Learning programme are connected with MoE Attendance and Engagement regional leads and relevant governance groups
 - accessing Sport NZ's Tū Manawa fund (administered by the RSTs) for projects or programmes that seek to use physical activity or sport to improve attendance and engagement at school
 - building on Sport NZ's new \$14 million investment into physical activity outcomes (including attendance and engagement) in 40 secondary schools/wharekura from the beginning of 2024
 - fostering relationships between professional sportsmen and sportswomen and schools, particularly those facing acute attendance and engagement challenges (e.g. school visits by the local Super Rugby team or ANZ Premiership Netball team).

...as well as support the uptake of active transport in local communities

Neighbourhood Play System assessments can provide a focus for locally led work to promote more play-friendly, physically active, and connected communities

- 33. Neighbourhood Play System (NPS) assessments are reports facilitated by Sport NZ and produced by local communities (often led by an RST or local council) identifying opportunities in the vicinity of a school (e.g. within a 500 metre or 1 km radius) to improve the physical activity of tamariki and rangatahi. They are developed in conjunction with tamariki and the local community, including whānau, local representatives of government agencies, local community groups and local council staff. Practical uses of NPS assessments include:
 - identifying barriers to active transport that can be addressed by local councils using Transport Choices funding (e.g. the lack of pedestrian or safe cycling infrastructure)

⁹ Children and Nature: A Systematic Review

¹⁰ Attendance and Engagement Strategy – Education in New Zealand

- identifying priorities for outdoor sport, play and recreation infrastructure upgrades (e.g. to parks, playgrounds etc)
- providing a focus for school policy changes to support active transport to/from school.
- 34. These assessments have already proved useful as a focal point for the creation of more people-friendly, urban environments that promote physical activity and play, in turn supporting the transition to low-carbon neighbourhoods. For example, in East Gore the Gore District Council and school have, based on an NPS assessment, committed to playground upgrades, new shade shelter and seating, a new basketball half-court and improvements to footpaths and wayfinding. Seven NPS assessments have been produced so far with a further 20 in development and an aspiration to produce an NPS for all 900 HAL schools/kura.¹¹
- 35. Sport NZ, Waka Kotahi, the Ministry of Transport, Ministry for the Environment, MoH, Te Whatu Ora, Te Aka Whai Ora, MoE and Kāinga Ora will explore how NPS assessments can be consistently integrated into local work to respond to climate change and support the transition to a low-carbon economy with a more active local population.

Opportunities for physical activity and play to reduce emissions and combat climate change under Emissions Reduction Plans will also be explored

- 36. There is the potential for physical activity and play to make an appreciable impact on emissions reduction. This can be achieved by:
 - Using a focus on physical activity and play in the implementation of the existing Emissions Reduction Plan (ERP) such as under:
 - Action 10.1.2 (Supporting people to walk, cycle and use public transport) which includes:
 - the development of national walking and cycling plans by Waka Kotahi (the potential for a more explicit endorsement of these plans by a broader set of Ministers than just the Minister of Transport is being explored)
 - setting targets for active travel to and from schools and exploring dedicated active transport funding and/or education programmes for schools
 - Action 3.1.1 Equipping all children and young people for the transition (which includes developing targeted resources, including teaching and learning resources, to reduce school emissions)
 - Using a focus on physical activity and play to develop actions for the next ERP by:
 - identifying further measures to increase the uptake of active transport and support people to be active in nature so they develop more pro-environmental behaviours and attitudes
 - leading the play, active recreation and sport sector to reduce the emissions that are connected with supporting people to be active (e.g. travel for weekend sporting fixtures).
- 37. Taking a joint approach to the development of the plans and initiatives for the next ERP will allow Sport NZ to ensure that the potential impact of proposed actions or initiatives on the

¹¹ The Neighbourhood Play System | Sport New Zealand - Ihi Aotearoa (sportnz.org.nz)

play, active recreation and sport sector are understood and that actions that are most likely to be effective can be prioritised.

Understanding the impact of these initiatives depends on consistent and reliable measures of physical activity and play participation across agencies

38. Current efforts to measure physical activity and play are inconsistent within and across agencies. Monitoring progress on the objectives outlined above will be underpinned by identifying and applying consistent and reliable measures of physical activity and play participation. This requires dedicated cross-agency collaboration and also presents an opportunity for improved efficiency and accuracy in understanding the physical activity and play participation of different communities across Aotearoa.

Financial Implications

39. This paper has no financial implications although some of the work referred to in this paper may result in requests for funding in future Budgets.

Legislative Implications

40. This paper has no legislative implications.

Impact Analysis

Regulatory Impact Statement

41. A Regulatory Impact Statement is not required for this paper as the proposals in this paper do not have any legislative or regulatory implications.

Population Implications

42. The proposals in this paper are likely to have a positive impact on many population groups by promoting increased physical activity. They are likely to have a particular impact on groups such as tamariki and rangatahi, and those with lower levels of participation such as disabled people (who make up 24 percent of the New Zealand population), Māori and Pacific peoples. Being physically active and fit also makes a positive contribution to the overall health and wellbeing of older people (those over 65 years who will make up over 21 percent of the population by 2034).

Human Rights

43. This paper may have a positive impact on human rights in terms of contributing to New Zealand's realisation of the United Nation Convention on the Rights of Persons with Disabilities (Article 25 – Health and Article 9 – Accessibility).

Consultation

44. The Ministry of Health, Te Whatu Ora, Te Aka Whai Ora, Whaikaha – Ministry of Disabled People, Ministry of Education, Accident Compensation Corporation, Ministry of Transport, Waka Kotahi, Kainga Ora, Treasury, Ministry for the Environment, Ministry of Culture and

Heritage, Ministry for Women, Te Puni Kokiri, Herenga ā Nuku Aotearoa, Ministry for Pacific Peoples and Office of Seniors were consulted in the development of this paper. The Department of Prime Minister and Cabinet were informed.

Communications

45. No media releases or public communications are planned in relation to the proposals in this paper.

Proactive Release

46. I intend to release this paper in full.

Recommendations

- 47. I recommend that the Committee:
 - note the strong evidence of the many benefits that physical activity and play can provide to individual, whānau and community wellbeing ranging from improved physical and mental health, and attendance and engagement at school, to improved social cohesion and stronger cultural connections;
 - 2 **note** that Sport NZ, in consultation with other agencies, has developed a national physical activity and play plan that sets out priority areas where agencies can work collaboratively to promote increased physical activity and play;
 - agree that this plan should be adopted to guide cross-agency work on physical activity and play with an initial focus on those areas where physical activity and play can support the delivery of existing government priorities including:
 - 3.1 improving physical and mental health outcomes for New Zealanders;
 - 3.2 improving school attendance and engagement; and
 - 3.3 improving the uptake of active transport in schools and communities;
 - 4 **note** that monitoring progress on these objectives will be underpinned by work to align the existing measures and surveillance of participation in physical activity and play across agencies;
 - agree that the Minister for Sport and Recreation, and other Ministers as appropriate, report to Cabinet in May 2024 with an update on progress in the three areas outlined in recommendation 3, and with advice on any further areas where an explicit focus on physical activity and play can support the achievement of government priorities.

Authorised for lodgement

Hon Grant Robertson

Minister for Sport and Recreation

Appendix 1 – Physical activity and play plan

Te Whāinga Matua (Vision): Physical Activity and Play everywhere, every day in Aotearoa

Taura Here (Strategic Outcomes): Weaving the strands of our vision together

Mana Taurite

A Just Society People in all their diversity ethnicities, ages, genders, abilities and economic circumstances – have equitable and inclusive access to opportunities to be active.

Mana Tangata

Empowered Communities Agents throughout the system (govt, iwi and Māori, community groups and businesses) work in partnership to achieve shared outcomes, and where funding is devolved within a high trust model to local communities who develop initiatives that work for them.

Mana Māori

Giving Effect to The Treaty Te Tiriti o Waitangi obligations are met, and Māori are empowered to bring Māori values to the table.

Oranga Taio, Oranga Tangata

Our Relationship with the Environment Concern for the health and wellbeing of

people is intrinsically linked to protection of the environment we live in, and environmental sustainability is factored into all financial and operating decisions.

Mauri Ora

Wellbeing

Physical activity is embedded as a key aspect of individual, whānau and community wellbeing.

Proposed actions that government agencies can tie together to achieve the future

- 1. Providing opportunities for the most 'inactive' in New Zealand to lead and participate in physical activity and play, regardless of background, ethnicity, age or circumstance.
- 2. Promoting the physical, social and economic benefits of physical activity and play to help New Zealanders achieve the potential of their capabilities and aspirations.
- 3. Review physical activity and play funding and make recommendations for a more sustainable, fit-for-purpose system to meet the needs of Tangata Whenua and Tangata Tiriti.

- 4. Strengthening locally led approaches that encourage physical activity and play by empowering whanau and community
 - work with local groups to understand what works in communities
 - enable marae initiatives and other kaupapa Māori approaches
 - work with Pacific churches and communities to promote physical activity and play amongst Pacific communities
 - support communities, schools and ECE centres to build on initiatives such as Healthy Active Learning
- 5. Partnering with organisations and groups representing all New Zealanders, especially 'inactive' populations, to help them achieve their wellbeing objectives through physical activity and play.

- governance group/s, responsible for governing the implementation of the action plan from both local and national levels. (e.g. creating healthy streets, connected walking and cycling networks, and urban form).
- 7. Ensuring that the partnership between Tangata Whenua and Tangata Tiriti is reflected in planning, implementing and monitoring of legislation, regulations and guidance (e.g. built and natural environment and transport systems), and that these systems promote physical activity and play.
- 8. Protecting tikanga, taonga and mātauranga Māori (Māori culture, heritage and language) in relation to physical activity and play policies, initiatives and commissioning.

- 6. Establishing bicultural leadership and 9. Promoting active transport and active lifestyles by connecting existing workstreams (policy statements, strategies, and programmes) in areas such as climate change, transport, urban development, and public health.
 - 10. Identifying and addressing legislative and regulatory constraints to active transport and active lifestyles at the central and local government level.
 - 11. Improving guidance on designing physical activity and play spaces to include consideration of child development, 'universal' accessibility, cultural identity including the significance of Te Taiao for tangata whenua.
- 12. Proactively growing the impact of physical activity participation in the workforce (for example by working with employers in both the public and private sectors, to grow opportunities for employees to be active and implementing a physical activity and play workforce development strategy).
- 13. Developing a knowledge and insights system for data and evidence about physical activity and play, to include:
 - identifying and implementing improvements to current data systems
 - creating an integrated and accessible database of public spaces for physical activity and play
- developing a national research and evaluation plan for physical activity and
- the promotion and sharing of physical activity and play data (by age, ethnicity and gender) and the importance of play for child brain development and the acquisition of life skills.

Underpinning principles weaved into each taura

A Just Society is:

- values-based and inclusive
- equitable, fair and affordable
- bi-cultural and multi-cultural
- gender neutral/gender free universally accessible
- cooperative and caring

Empowered Communities:

- are locally led and innovative
- behave as a dynamic network with integrated action across many agencies/communities/regions
- are collaborative and continuously learning and adapting to changing needs

Te whakamana i te tiriti: The principles of the Treaty of Waitangi are given effect through:

- Mana Ōrite partnership
- Mana Māori protection
- · Mana Taurite participation

Our relationship with the environment is:

- respectful with the unique natural environment of New Zealand (mountains, lakes, seas, native bush, fauna and flora) cared for and protected
- sustainable with natural resources (air, water, land) safeguarded and climate change adaptations and mitigations in place

Mauri Ora (an active soul is a healthy soul) and wellbeing will be achieved when:

- · we are fully engaged, active, strong and well
- physical activity and individual and community wellbeing is championed
- our everyday lifestyles consistently support physical activity