

Briefing

Introduction to nutrition and physical activity

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То:	Hon Matt Doocey, Associate Minister of Health		
Copy to:	Hon Dr Shane Reti, Minister of Health		
Consulted:	Health New Zealand: \Box	Māori Health Authority: 🗆	

Contact for telephone discussion

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Minister's office to complete:

	□ Decline	□ Noted
□ Needs change	□ Seen	\Box Overtaken by events
□ See Minister's Notes	□ Withdrawn	
Comment:		

Introduction to nutrition and physical activity

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Purpose of report

- 1. This briefing responds to your request for introductory information on your health portfolio delegations of nutrition and physical activity. It builds on the information provided to you in the 29 February 2024 Weekly Report.
- 2. This information is intended to inform a discussion between you and Ministry of Health officials, scheduled for 18 March.

Summary

- 3. Nutrition and physical activity are important determinants of health and wellbeing. They are also significant drivers of health inequities for Māori, Pacific Peoples, and low income whānau and communities.
- 4. Nutrition and physical activity are 2 of the 5 modifiable health risk factors that have been identified as priorities by the Minister of Health.
- 5. Good nutrition and physical activity are influenced by a broad range of system factors, including economic, trade, environmental, international, and commercial influences. Therefore, the responsibilities for policy and interventions that impact on nutrition and physical activity are shared across multiple government departments and ministerial portfolios.
- 6. There are substantial opportunities to improve nutrition and physical activity in New Zealand.

Recommendations

We recommend you:

- a) **Note** that nutrition and physical activity is a complex delegation requiring Noted cross-agency collaboration.
- b) **Note** that the Minister of Health has asked officials to provide advice on a Noted non-communicable disease prevention plan, covering 5 modifiable risk factors, including nutrition and physical activity.

Dr Andrew Old Deputy Director-General **Public Health Agency | Te Pou Hauora Tūmatanui** Date: 12 March 2024 Hon Matt Doocey
Associate Minister of Health

Date:

Nutrition and Physical Activity Portfolios

Background

- 1. Nutrition and physical activity are important modifiable risk factors for health outcomes. Good nutrition and being physically active can each reduce the risk of developing longterm conditions such as obesity, type 2 diabetes, cardiovascular disease, stroke, several types of cancer, and some mental illness. In some cases, good nutrition and/or physical activity can help in the management of these conditions, and recovery from illness or injury.
- 2. Dietary risks are responsible for an estimated 8.5% of health loss in New Zealand, through both disability and premature death. Physical activity and inactivity account for an estimated 1% of health loss in New Zealand. The effects of poor nutrition and physical activity represent a significant cost to government through health interventions and have a negative impact on workforce productivity. It has been estimated that direct healthcare costs of treating diseases attributed to excess body weight are around \$2 billion a year. Indirect costs are estimated to cost a further 7 to 9 billion dollars, equivalent to \$2,000 per New Zealander per year.
- 3. Māori, Pacific Peoples, people with disabilities, and people living in the most deprived neighbourhoods are disproportionately impacted by unhealthy environments and face additional barriers to maintaining a healthy diet and staying physically active. These barriers include food insecurity, poor urban design, inequitable access to quality housing, community safety, lifestyle factors associated with longer working hours, and prohibitive participation costs for sport.
- 4. There is scope to improve nutrition and physical activity in New Zealand. In 2022/23 there was a significant decline in our physical activity rate with 46.5% of adults meeting the recommended 2.5 hours of moderate intensity activity per week (down from 51.3% in 2021/22). Fourteen percent of adults are physically inactive (less than 30 minutes of physical activity in the past week).
- 5. Our current understanding of nutrition in the New Zealand population is limited. A stand-alone survey on nutrition was last conducted for adults in 2008/09 and for children in 2002/03, and the need for up-to-date information on dietary intake and nutritional status is well known and acknowledged across the health and primary industries sectors.
- 6. There is growing international evidence on how to improve food and active environments. A suite of interventions is required, including both regulatory and nonregulatory approaches. While there are many promising initiatives in New Zealand, we are falling behind other countries internationally in taking strong action in this space.
- 7. Increasingly, Māori are developing approaches and activities towards environmental sustainability and food production, guided by mātauranga Māori. This includes initiatives to build Māori food sovereignty (that is, the right to determine where and what to produce, how it is grown, and what is eaten), through māra kai and kaupapa Māori agriculture and horticulture. These approaches have potential to provide innovative solutions to national and international food security challenges now and in the future. Furthermore, these approaches are generally built and managed locally, consistent with

the Minister of Health's commitment to delivering services and outcomes closer to home and hapū.

8. There are broad system factors that influence nutrition and physical activity. Our social, economic, and physical environments make it hard for some communities to live healthy lives. As such, opportunities to improve population nutrition and physical activity fall across a number of government portfolios, making a cross-government approach important to maximise population health gain. Responsibility for different aspects of the system sit across different government departments or agencies, or within trans-Tasman agreements. Ensuring health is a key consideration in all decisions that impact the food and active environment can help to ensure unintended consequences and worsening of existing inequities are avoided.

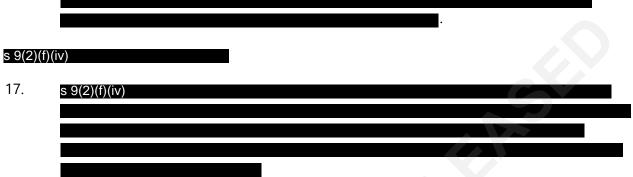
Cross-government opportunities for nutrition and physical activity

- 9. The Ministry of Health (the Ministry) provides advice to the Government on nutrition and physical activity for healthy New Zealanders. It ensures that population-level nutrition and physical activity recommendations have a sound evidence base.
- 10. The Ministry works across government, including with Health New Zealand, Te Aka Whai Ora, the Ministry for Primary Industries (MPI), Food Standards Australia New Zealand (FSANZ), the Ministry of Education (MoE), Sport New Zealand (Sport NZ), non-governmental organisations (NGOs), international governments, and academics on nutrition and physical activity issues.
- 11. An overview of ministerial portfolios with relevance to the nutrition and physical activity is included in Appendix 1.
- 12. There are opportunities for strong action to improve nutrition and food environments. Programmes such as the healthy lunches in schools programme (Ka Ora, Ka Ako), the Health Star Rating system, and voluntary reformulation initiatives are already in place. There are additional opportunities for regulatory action, such as restricting marketing of unhealthy foods to children, applying an industry levy to sugar including/or sugarsweetened beverages, subsidies on fruit and vegetables, and mandatory food reformulation.
- 13. Measures to improve nutrition and address food insecurity and poverty need to go hand in hand. People on low incomes, who are disproportionately Māori and Pacific Peoples, cannot consume healthy diets if their incomes, housing, or time poverty do not allow them to purchase, store, and prepare healthy meals, or access health care.
- 14. A focus on nutrition will have significant co-benefits for your youth, mental health, and eating disorder ministerial portfolios, for example ensuring children are better protected from commercial influences.
- 15. There are opportunities to improve physical activity rates, reduce sedentary time, and improve sleep which align with your other ministerial portfolios, particularly transport (active transport), ACC (injury prevention for example for falls, and accidents due to fatigue/poor sleep), youth and mental health (embedding physical activity promotion within the child and youth mental health system). Cross-agency collaboration will be required to explore these options.

Upcoming milestones

Non-communicable disease prevention plan

16. On 21 February 2024, the Minister of Health met with leaders from across the health system for a deep dive discussion on public health priorities. The Minister of Health has asked for a non-communicable disease prevention plan, with a focus on 5 modifiable risk factors: physical activity; nutrition; alcohol; smoking; and social/environmental connections. **§ 9(2)(f)(iv)**



Upcoming report on the New Zealand food system

18. A report from the Public Health Advisory Committee (PHAC) on our food system is due to be sent to the Minister of Health this month. The PHAC is an independent expert advisory committee established under the Pae Ora (Healthy Futures) Act 2022. The PHAC looks at the long-term public health challenges facing New Zealand and advises on innovative and practical solutions. Over the last year, the PHAC has taken a broad look at our food system and how it might be strengthened to improve health and social outcomes.

Current and anticipated risks

National nutrition survey investment gap

- Our current understanding of nutrition and food systems and environments in New Zealand is limited and outdated. From 2021 to 2023, the Ministry commissioned development of a national nutrition survey tool at a cost of \$1 million. This survey tool is now ready to use, but additional funding is required for its implementation.
- 20. Effective monitoring and evaluation of food and nutrition intake by New Zealanders is necessary to help guide policy decisions and make meaningful impacts on reducing diet-related chronic conditions. Baseline and longitudinal data are needed to monitor the impact of actions to strengthen food environments. Data and evidence enable us to design policies, programmes, and health promotion activities that are equitable and effective.

21. s 9(2)(f)(iv)

22. s 9(2)(f)(iv)

Fiscal challenges to government-funded initiatives that address food insecurity

- 23. Food insecurity (that is, not having access to sufficient, affordable, and nutritious food) is a significant barrier to improving nutrition and overall health in New Zealand. Rising food prices, exacerbated by the rising cost of living, are a significant barrier to healthy eating for New Zealanders. Communities are struggling to access affordable, healthy foods, with almost a third of Māori and Pacific children living in a food insecure household.
- 24. We are concerned that government funding of initiatives to improve food security (such as the healthy school lunch programme and the Food Secure Communities fund) may be significantly reduced at a time when many individuals and families are struggling to meet their food needs. This creates a risk to population health.
- 25. The government-funded healthy school lunch programme, Ka Ora, Ka Ako is under review ahead of Budget 24. Programme evaluations have demonstrated that students receiving the free school lunch have improved nutritional intake, greater health-related quality of life, and improved mental wellbeing. In addition, the programme reduces food costs for families and has provided local employment opportunities. We are also aware that the Ministry for Social Development's Food Secure Communities fund, which was set up as part of the COVID-19 response, is seeing a gradual reduction in its budget.
- 26. The funding for such initiatives is unlikely to come from Vote Health, but these initiatives carry important implications for population health. If funding for these initiatives is reduced, it is likely that costs will fall on the health and mental health systems due to poorer outcomes.

No lead agency for food security or food system strategy

- 27. The responsibility for food and the food system is shared across multiple government agencies. As a result, there is no lead agency for food security and national food strategy. Ensuring equitable access to a sufficient, affordable, and nutritious food system has far reaching benefits across a number of ministerial portfolios.
- 28. As detailed in Appendix 1, the number of agencies and Ministers with an interest in the food system is vast, but without a clearly designated lead agency there is a risk that focus on food security and a national food system strategy is diluted or lost.

Challenges to increasing physical activity through active transport

29. New Zealanders spend an average of an hour a day travelling between destinations, making it a core part of daily life for most New Zealanders. Active transport (walking and cycling for transport) is a major way that New Zealanders can meet physical activity guidelines in our busy lives. Active transport also contributes to reduced air pollution and carbon emissions, making it an important part of climate change efforts.

- 30. Supporting more people to use active transport requires well-designed urban environments and transport systems, with safe and convenient walking and cycling routes supported by accessible, affordable public transport links.
- 31. The draft Government Policy Statement (GPS) on Land Transport 2024 indicates significantly decreased investment in active transport infrastructure. We are concerned that deprioritising active transport investment will further accelerate decreases in physical activity rates and contribute to further health loss.

FSANZ Act Review

- 32. The Food Standards Australia New Zealand (FSANZ) Act is Australian legislation and underpins the Australia New Zealand Food Regulation System. Further information about the Australia New Zealand Food Regulation System is included in Appendix 2.
- 33. A review of the FSANZ Act is being led by the Australian Government Department of Health and Aged Care in partnership with MPI. The FSANZ Act review is a comprehensive examination of the effectiveness of the FSANZ Act and the associated operations and responsibilities of FSANZ.
- 34. The review commenced in July 2020, and through this work, 27 reform concepts have been proposed. An impact analysis outlining the costs and benefits of the proposed concepts is currently being consulted on. The current consultation document has not considered/assessed the cost to governments, the health system and consumers from the long-term health impacts linked to food. **s** 9(2)(g)()
- 35. The PHA is preparing a submission on the impact of the proposed reform concepts on public health. Protecting public health and safety is the primary objective of the FSANZ Act.
- 36. s 9(2)(f)(iv)

Health Star Rating system changes

- 37. The Health Star Rating system is a voluntary interpretive front of pack labelling system that provides simple, at-a-glance nutritional information for consumers to compare packaged foods. The World Health Organization recommends these labelling systems to promote healthier diets. The system aims to assist consumers to make informed food purchases and healthier eating choices consistent with the Australia and New Zealand dietary guidelines. It also aims to incentivise manufacturers to improve the healthiness of products.
- 38. The future of the Health Star Rating system will be discussed at the first 2024 trans-Tasman Food Ministers Meeting, scheduled for May 2024. The Minister for Food Safety will represent New Zealand at that meeting. It is anticipated that consideration will be given to mandating the system.

39. s 9(2)(j), s 9(2)(g)(i)

s 9(2)(j), s 9(2)(g)(i)

. Further information

regarding the Australia New Zealand Food system, including the Food Ministers Meeting is included in Appendix 2.

Current initiatives

Steering group on healthy food environments

- 40. The PHA in its system stewardship role has established a cross-health system Steering Group on Healthy Food Environments. The Steering Group involves leaders from the Ministry of Health, Health New Zealand, Te Aka Whai Ora and the Cancer Control Agency. The role of the Steering Group is to provide leadership, strategic direction and accountability of a shared healthy food environments work programme for the health sector.
- 41. The Steering Group has identified the following areas of focus:
 - a. increasing food security
 - b. improving food quality
 - c. increasing Health's influence on food policy across government
 - d. building health enabling environments
 - e. ensuring communities can access mana enhancing nutrition support.
- 42. To support this work, the PHA is developing a baseline report and monitoring framework for food environments.

43. s 9(2)(f)(iv)

Support to cross-agency led initiatives and policy work

- 44. The PHA supports cross-agency and community-led actions to address the wider determinants of good nutrition, including food security and Māori food sovereignty. In 2024, the PHA is providing secretariat support for the Cross-Agency Food Systems Hui. This hui brings together government agencies to collaborate and share expertise on food system issues.
- 45. The PHA works with MPI to take regulatory and non-regulatory action to build healthier food environments. **s 9(2)(f)(iv)**
- 46. The PHA supports cross-government actions to increase physical activity. A cross-agency national physical activity and play plan led by Sport NZ was published in 2022, setting out 13 focus areas for increasing physical activity. Further detail of this plan is included in Appendix 4.

- 47. The PHA supports relevant agencies to build physical environments that enable increased physical activity, such as by improving housing and urban design (with the Ministry of Housing and Urban Development) and supporting active transport (with the New Zealand Transport Agency Waka Kotahi). The PHA co-partners with Sport NZ and the Ministry of Education in the schools-based Healthy Active Learning programme.
- 48. There are opportunities to strengthen our focus on nutrition and physical activity, including strengthened leadership and co-ordination across the new health system and better embedding nutrition and physical activity promotion and support within the primary care and mental health care systems.

Next steps

- 49. Officials will meet with you on 18 March to discuss the content of this briefing.
- 50. Officials can provide more detailed cross-agency advice on regulatory and nonregulatory opportunities to improve nutrition and physical activity at your request.

ENDS.

Appendix 1: Ministerial portfolios relevant to nutrition and physical activity

Nutrition and Food Environments

Portfolio	Lead Organisation	Minister and Associate Ministers
Food Safety	Ministry for Primary Industries	Hon Andrew Hoggard
Biosecurity	Ministry for Primary Industries	Hon Andrew Hoggard
Agriculture	Ministry for Primary Industries	Hon Todd McClay Hon Nicola Grigg, Associate Minister Hon Mark Patterson, Associate Minister
Oceans and Fisheries	Ministry for Primary Industries	Hon Shane Jones
Environment	Ministry for Environment	Hon Penny Simmonds
Climate Change	Ministry of Foreign Affairs, and Trade	Hon Simon Watts Hon Nicola Willis, Associate Minister
Nutrition	Ministry of Health	Hon Dr Shane Reti
Mental Health		Hon Matt Doocey, Associate Minister
Social Development	Ministry of Social Development	Hon Louise Upston
Māori Development	Te Puni Kōkiri	Hon Tama Potaka,
Improving outcomes for Pacific Peoples	Ministry for Pacific Peoples	Hon Dr Shane Reti
Child Poverty Reduction	Department for the Prime Minister and Cabinet Office	Hon Louise Upston
Education (school lunches)	Ministry of Education	Hon Erica Stanford, Hon David Seymour, Associate Minister
Economic Development	Ministry of Business, Innovation and Employment	Hon Melissa Lee

Ministry of Foreign Affairs, and Trade	Hon Todd McClay Hon Nicola Grigg
Ministry of Business, Innovation and Employment	Hon Andrew Bayly
Ministry for Culture and Heritage	Hon Paul Goldsmith
Treasury	Hon Nicola Willis Hon David Seymour, Associate Minister Hon Shane Jones, Associate Minister Hon Chris Bishop, Associate Minister
Inland Revenue	Hon Simon Watts
·	
	Trade Ministry of Business, Innovation and Employment Ministry for Culture and Heritage Treasury

Physical Activity

Portfolio	Lead Organisation	Minister	
Education (School sports/physical activity)	Ministry of Education	Hon Erica Stanford Hon David Seymour, Associate Minister	
Sport and Recreation	Sport NZ	Hon Chris Bishop	
Transport (Active transport)	Waka Kotahi	Hon Simeon Brown Hon Matt Doocey, Associate Minister	
Physical activity	Ministry of Health	Hon Dr Shane Reti, Minister of Health Hon Matt Doocey, Associate Minister	
Mental health	Ministry of Health	Hon Matt Doocey,	
Environment	Ministry for Environment	Hon Penny Simmonds	
Environment	Department of Conservation	Hon Tama Potaka	
Urban development	Ministry of Housing and Urban Development	Hon Chris Bishop Hon Tama Potaka, Associate Minister	
Climate Change	Ministry of Foreign Affairs, and Trade	Hon Simon Watts Hon Nicola Willis, Associate Minister	
Māori Development	Te Puni Kōkiri	Hon Tama Potaka,	

Health system roles and responsibilities

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Appendix 2: Australia New Zealand Food Regulation System

- 1. New Zealand has a joint food regulation system with Australia. The Australia New Zealand Food Regulation System (the Joint System) is a unique system emerging from a trans-Tasman commitment to a single economic market.
- 2. The food regulation system is made up of the laws, policies, standards, and processes that we use to make sure our food is safe to eat. Food laws cover food safety, labelling, composition and food handling requirements.
- 3. There are 3 key priorities for the food regulation system:
 - a. reduce foodborne illness
 - b. reduce chronic disease related to overweight and obesity
 - c. maintain a strong and agile food regulation system.
- 4. The Ministry for Primary Industries (MPI) is the agency responsible for food policy and leads New Zealand's engagement in the joint food system with Australia.
- 5. The Food Ministers' Meeting members are the decision makers in the joint food system, and are responsible for setting food policy direction, and approving food standards. The Food Ministers' Meeting is made up of Ministers responsible for food regulation from the Australian Commonwealth, States and Territories, and New Zealand. Hon Andrew Hoggard, as Minister for Food Safety, represents New Zealand at this forum.
- 6. Each of the 10 Governments at this meeting have one vote. s 9(2)(f)(iv)
- 7. The Food Regulation Standing Committee (FRSC) supports the Food Ministers' Meeting by developing policy advice. There are 2 MPI officials on FRSC.
- 8. Food Standards Australia New Zealand (FSANZ) is the independent standard-setting agency responsible for developing and reviewing food standards. These are set out in the Australia New Zealand Food Standards Code (the Code). The Code provides a common set of food composition and labelling rules agreed between New Zealand and Australia. MPI is responsible for enforcing food standards and other food related legislation in New Zealand.



Appendix 4: Physical activity and play plan

Те	Whāinga Matua (Vision):	Physical Activity and P	lay everywhere, every day	in Aotearoa
	Taura Here (Strategi	c Outcomes): Weaving the	e strands of our vision togeth	er
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 o individual, whānau and community wellbeing.
	Proposed actions the	at government agencies can	tie together to achieve the future	
 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. Promoting the physical, social and economic benefits of physical activity and play to help New Zealanders achieve the potential of their capabilities and aspirations. 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. 	 Strengthening locally led approaches that encourage physical activity and play by empowering whanau and community to: 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 Partnering with organisations and groups representing all New Zealanders, especially 'inactive' populations, to help them achieve their wellbeing objectives through physical activity and play. 	 Establishing bicultural leadership and 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). 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. Protecting tikanga, taonga and mătauranga Măori (Măori culture, heritage and language) in relation to physical activity and play policies, initiatives and commissioning. 	 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 health (including public health and mental health via Kia Manawanui). Identifying and addressing legislative and regulatory constraints to active transport and active lifestyles at the central and local government level. 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. 	 Proactively growing the impact of physical activity participation in the workforce (for example by working with employers in bot the public and private sectors, to grow opportunities for employees to be active and implementing a physical activity and play workforce development strategy). 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 play the promotion and sharing of physical activity and gender) and the importance of plaf for child brain development and the acquisition of life skills.
A lust Cosista in		Underpinning principles weaved in		Mauri Oro (an antino and in a basility or in
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 Örite – 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

Minister's Notes