

Memorandum

Toothbrush / Toothpaste implementation

Date due to MO: N/A **Action required by:** N/A

Security level: IN CONFIDENCE **Health Report number:** 20212238

To: Hon Andrew Little, Minister of Health

Contact for telephone discussion

Name	Position	Telephone
Deborah Woodley	Deputy Director-General, Population Health and Prevention	s 9(2)(a)
Barbara Burt	Manager, Oral Health	s 9(2)(a)

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 Withdrawn | |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:

Action for Private Secretaries

Forward a copy of the report to:

Date dispatched to MO:

- Rt Hon Jacinda Ardern, Minister for Child Poverty Reduction
- Hon Peeni Henare, Associate Minister of Health
- Hon Ayesha Verrall, Associate Minister of Health
- Hon Aupito William Sio, Associate Minister of Health

The Ministry of Health has not forwarded a copy of the report.

Toothbrush / Toothpaste implementation

Purpose of report

1. To provide an overview of the Toothbrush / Toothpaste Initiative (the Initiative) and present options for highlighting the Initiative. This report discloses all relevant information.

Background / context

2. The distribution of free toothbrushes and fluoride toothpaste to preschool children and their whānau (the Initiative) is included in the Child Youth and Wellbeing Strategy. The Initiative is also included on the Child and Youth Wellbeing Strategy Tracker, which notes implementation is to begin in December 2021.
3. The Initiative is part of the Oral Health Promotion Initiative (OHPI), which aims to promote behaviours to support better oral health outcomes for children and/or adolescents into adulthood and later life. The OHPI has been informed by two strategic scoping reports and includes information that provides the foundation for the Initiative.
4. The first phase of the OHPI was the 'baby teeth matter' social marketing campaign led by Te Hiringa Hauora (Health Promotion Agency). It featured the 'tooth fairy' television advertisement, which ran in 2016, 2017, 2019 and 2021.
5. An independent evaluation of the social marketing campaign found that it resulted in significant improvements in tooth-brushing behaviour. Thirty one percent of parents and caregivers who saw the advertisement reported having made changes to their child's toothbrushing in the past month.
6. The Initiative is the second phase of the OHPI. Evidence suggests toothbrushing behaviours of young children are strongly influenced by those of their whānau. The Initiative aims to resource good whānau toothbrushing practice.
7. In the wider context of the OHPI, there has been the major reinvestment in the Community Oral Health Service in 2007, district health boards (DHBs) are reaching more children and achieving better outcomes for them. For example, between 2007 and 2019 the proportion of pre-school children enrolled in the service more than doubled from 43 percent to 93 percent. A further example is that the proportion of children caries-free at age 5 increased from 51 percent to 59 percent (for Māori from 29 percent to 41 percent caries-free, and for Pacific from 29 percent to 34 percent).
8. There are still disparities in oral health outcomes, particularly for Māori, Pacific and children of low-income whānau. The Initiative has a strong focus on equitable outcomes for these population groups. The Initiative is a priority for the Minister of Child Poverty Reduction. It strongly aligns too with the Government's equity and child wellbeing priorities. The Initiative sits alongside other current oral health initiatives, the most significant of which is to increase community water fluoridation coverage to improve oral health outcomes for all, and to increase equity of these outcomes.

Initiative Outcome

9. The overall desired outcomes for the Initiative are increased:
 - a. twice daily tooth brushing by preschool children with fluoride toothpaste
 - b. child and whānau engagement with oral health services.

Implementing the Initiative

Target groups

10. All pre-schoolers and their whānau are eligible to receive the toothbrush and toothpaste products, but at a scale and intensity that is proportionate to their need (proportionate universalism). All pre-schoolers are eligible to receive the products once.
11. Preschool children from Māori, Pacific and low income whānau are the priority groups for the Initiative. They experience significantly poorer oral health outcomes than the general population from childhood through to adulthood. These groups will receive more products through various means (see service providers section below).

Service providers

12. The products will be distributed systematically through Well Child Tamariki Ora (WCTO). This aligns with the recommendations from the recent review of WCTO, which noted that WCTO providers be utilised as a network to distribute free toothbrushes and toothpaste to children and whānau to improve oral health. The Ministry proposes that providers under the WCTO programme give the products to eligible whānau during the following checks.

Check	Who is eligible
5-7 month	All groups (universal provision)
9-12-month	Targeted provision for the priority groups
15-18-month	Targeted provision for the priority groups

13. The Ministry proposes that some Māori Health, Pacific Health, Whānau Ora and Outreach Immunisation Services also provide products when they connect with whānau. These providers will distribute products in accordance with their judgement based on whānau need. The aim of this is to engage with whānau that are not currently being reached by WCTO providers.

Whānau toothbrush and toothpaste packs

14. Pre-schoolers and their whānau will receive packs of toothbrushes and fluoride toothpaste (whānau packs) from the providers. The aim is that whānau packs will include enough toothbrushes and toothpaste (adult and child) for the whānau living in their home.
15. The whānau packs will be put in a paper bag and given to whānau. The paper bag will be sealed with a sticker developed specifically for the Initiative.
16. To further support the Initiative the Ministry has commissioned Te Hiringa Hauora (Health Promotion Agency) to:

- a. develop magnets that provide oral health tips for pre-schoolers and their whānau to be included in the whānau packs
- b. undertake another advertising flight of the successful 'tooth fairy' campaign in early 2022 (depending on available funding).

The products

17. The Ministry contracted NZ Health Partnerships (NZHP) to manage the competitive procurement process required to supply the toothbrushes and fluoride toothpaste, and to distribute them. Colgate-Palmolive and Diplomat (Oral B) are the successful suppliers, and USL is the successful distributor.
18. The Ministry will purchase equal numbers of toothbrushes and tubes of toothpaste from each supplier.
19. NZHP has been contracted to continue purchasing the products and to manage the contracts with Colgate-Palmolive and Diplomat. It will also manage the contract with USL.

Evaluation

20. The Ministry has commissioned a Kaupapa Māori evaluation provider, Research Evaluation Consultancy Limited, to gather insights and assess whether implementation of the Initiative is achieving the expected outcomes. These insights will inform ongoing development and refinement of the Initiative. The intention is that first year of delivery will be a 'discovery year'.

Planned costs

21. \$2.5 million per annum has been allocated to the Initiative. The table below notes the activities and approximate costs for the Initiative.

Description	Approximate cost (per annum)
Purchasing toothbrushes / toothpaste	\$1,144,000
Distribution of toothbrushes / toothpaste	\$250,000
Evaluation	\$300,000
Social marketing / collateral	\$439,000
Contract management (NZHP)	\$170,000
Procurement management (NZHP)	\$197,000
Total	\$2,500,000

Equity

22. Māori, Pacific and low income whānau are the priority groups for the Initiative. The intention is that they have opportunities to receive the products several times. Evidence suggests a targeted provision of fluoride toothpaste and toothbrushes in early life can reduce decay at age five, including amongst children who are at risk of high decay.

Highlighting the Initiative

23. WCTO providers will start implementing the Initiative from mid-December 2021. The remaining providers will phase implementation over time.

24. The Ministry recommends that your office liaise with the Office of the Minister for Child Poverty Reduction regarding opportunities to highlight the initiative.
25. You could highlight the Initiative at one of the following times:
 - a. mid-December 2021
 - b. from March 2022.
26. Highlighting the Initiative from March 2022 would provide a better opportunity to show the Initiative in action compared to highlighting the Initiative in mid-December. From March 2022, the Initiative would be well established across most providers. The Ministry would also be able to provide more detail on the progress of the Initiative, and possibly include stories from providers and whānau.
27. The Ministry has identified two options on how the Initiative could be announced:
 - a. in person within the community of the priority groups, alongside the providers (COVID-19 restrictions permitting)
 - b. through social media (via a Facebook video post, twitter etc).
28. The Ministry is developing a stakeholder engagement and communications plan that will include further details to highlight the Initiative.

Next steps

29. The Ministry is continuing its work to ensure the products are ready to be distributed and providers are in place from mid-December 2021.

Recommendations

We recommend you:

- a) **Note** that from mid-December 2021, pre-schoolers and their whānau, particularly those who are Māori, Pacific or have a low income, will have opportunities to receive packs of toothbrushes and toothpaste.
- b) **Note** your office may wish to liaise with the Office of the Minister for Child Poverty Reduction about opportunities to highlight the Initiative.



Deborah Woodley
Deputy Director-General
Population Health and Prevention
Date:



Hon Minister Andrew Little
Minister of Health
Date: 5/12/21

Memo

Toothbrush / toothpaste delivery model

Date:	30 November 2021
To:	Deborah Woodley, Deputy Director-General, Population Health and Prevention
From:	Vi Vu, Senior Advisor, Oral Health
Copy to:	Jane Chambers, Group Manager, Population Health Programmes Barbara Burt, Manager, Oral Health Karin Zentveld, Project Manager, Oral Health
For your:	Approval

Purpose of report

1. To approve the delivery model for the free toothbrush and fluoride toothpaste Initiative.

Background and context

2. The distribution of free toothbrushes and fluoride toothpaste to preschool children and their whānau (the Initiative) is included in the Child Youth and Wellbeing Strategy. The Initiative is on the Child and Youth Wellbeing Strategy Tracker, which notes implementation is to begin in December 2021.
3. The Initiative is part of the Oral Health Promotion Initiative (OHPI), which aims to promote behaviours to support better oral health outcomes for children and/or adolescents into adulthood and later life. The OHPI has been informed by two strategic scoping reports and includes information that provides the foundation for the Initiative.
4. The Initiative is the second phase of the OHPI. Evidence suggests toothbrushing behaviours of young children are strongly influenced by those of their whānau. The Initiative aims to resource good whānau toothbrushing practice.
5. The Initiative is a priority for the Minister of Child Poverty Reduction. It strongly aligns with the Government's equity and child wellbeing priorities.

Initiative Outcome

6. The overall desired outcomes for this Initiative are increased:
 - a. twice daily tooth brushing by preschool children with fluoride toothpaste
 - b. child and whānau engagement with oral health services.

Service start date

- The Initiative will begin in mid-December 2021 with providers who are ready to distribute the products. The remaining providers will start implementing the Initiative in early 2022.

Delivery model

Target groups

- All pre-schoolers and their whānau are eligible for the products, but with a scale and intensity that is proportionate to their need (proportionate universalism). All pre-schoolers are eligible to receive the products once.
- Preschool children from Māori, Pacific and low income whānau are the priority groups for the Initiative. They experience significantly poorer oral health outcomes than the general population from childhood through to adulthood. These groups will receive more products through various means (see service providers section below).

Service providers

- The products will be distributed systematically through Well Child Tamariki Ora (WCTO). This aligns with the recommendations from the recent review of WCTO, which noted that WCTO providers be utilised as a network to distribute free toothbrushes and toothpaste to children and whānau to improve oral health. The Ministry of Health (the Ministry) proposes that providers under the WCTO programme give the products to eligible whānau during the following checks.

Check	Who is eligible
5–7 month	All groups (universal provision)
9–12 month	Targeted provision for the priority groups
15–18 month	Targeted provision for the priority groups

- If a child does not attend any of the above checks under the WCTO programme, they may be eligible for products at the 2–3-year check.
- Māori Health, Pacific Health, Whānau Ora and Outreach Immunisation services will provide products when they connect with pre-schoolers and their whānau. These providers will give products at their discretion based on whānau need. The Ministry will seek a high-level service plan from these providers. It will detail how they plan to offer the products, including the approximate number of products required for the first year. The Ministry acknowledges the providers working in these communities are best placed to develop an approach suitable to their communities.
- If there are requests from other providers outside of WCTO, Māori Health, Pacific Health, Whānau Ora and Outreach Immunisation providers who want to distribute the products, the Ministry will consider them after the first year of delivery.

Whānau toothbrush and toothpaste packs

14. Pre-schoolers and their whānau will receive packs of toothbrushes and fluoride toothpaste (whānau packs) from the providers. The aim is that whānau packs will include enough toothbrushes and toothpaste (adult and child) for the whānau living in their home.
15. The whānau packs will be put in a paper bag and given to whānau. The paper bag will be sealed with a sticker developed specifically for the Initiative.
16. To further support the Initiative, the Ministry are commissioning Te Hiringa Haoura (Health Promotion Agency) to:
 - a. develop magnets that provide oral health tips for pre-schoolers and their whānau to be included in the whānau packs
 - b. develop collateral specific to the needs of our priority groups
 - c. undertake another advertising flight of the successful 'tooth fairy' campaign in early 2022 (depending on available funding).

Evaluation

17. The Ministry has commissioned a Kaupapa Māori evaluation provider, Research Evaluation Consultancy Limited, to gather insights and assess whether implementation of the Initiative is achieving the expected outcomes. These insights will inform ongoing development and refinement of the Initiative. The intention is that first year of delivery will be a 'discovery year'.

The products

18. The Ministry contracted NZ Health Partnerships (NZHP) to manage the competitive procurement process required to supply the toothbrushes and fluoride toothpaste, and to distribute them. Colgate-Palmolive and Diplomat (Oral B) are the successful suppliers and USL is the successful distributor.
19. The Ministry via NZHP will purchase equal numbers of toothbrushes and toothpaste from Colgate-Palmolive and Diplomat (Oral B). In year one, we will fund 800,000 toothbrushes and 400,000 tubes of toothpaste. This is to ensure we are well placed to give the products to everyone who needs it, in case of an initial high demand.
20. The Ministry anticipates approximately 543,000 toothbrushes and 272,000 tubes of toothpaste will be needed each year under the WCTO programme. We anticipate the remaining products will be for providers outside of the WCTO programme.
21. Any remaining products will be used the following year. We will fund a lesser amount accordingly. The volume of product will be agreed in May of each year.
22. NZHP have been contracted to purchase toothbrushes and toothpaste, including delivering the products to the service providers for two financial years with two single years right of renewal.

Reporting

23. The Ministry will receive monthly reporting from NZHP (who will collate information from the various providers). It will include (but is not limited to):
 - a. stock levels (collateral, toothbrushes, toothpaste etc)
 - b. how many toothbrushes and toothpaste were dispatched to each provider
 - c. a high-level summary financial report
 - d. any risks or emergent issues, including steps to resolve.
24. The Ministry will work with the evaluators to identify what reporting can be obtained from the service providers (eg, WCTO providers). It is likely to include a survey and stocktake of toothbrushes and toothpaste twice a year. In addition to this, anecdotal feedback will be gathered and is likely to be undertaken through focus groups and interviews.

Costs

25. The Business Case and funding of \$2.5 million was approved by the Population Health and Prevention Business Board on 23 June 2021.
26. The table below notes the activities and approximate costs for the Initiative.

Description	Approximate cost (per annum)
Purchasing toothbrushes / toothpaste	\$1,144,000
Distribution of toothbrushes / toothpaste	\$250,000
Evaluation	\$300,000
Social marketing / collateral	\$439,000
Contract management (NZHP)	\$170,000
Procurement management (NZHP)	\$197,000
Total	\$2,500,000

Recommendations

It is recommended that you:

1.	agree	to the delivery model for the toothbrush and toothpaste Initiative	<input checked="" type="radio"/> Yes/No
2.	note	implementation of the Toothbrush and Toothpaste Initiative will begin in mid-December 2021 and will be phased over time.	

Signature *D Woodley*
Deborah Woodley
Deputy Director-General
Population Health and Prevention

Date: *1/12/21*

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