



Working alongside tāngata whai ora and whānau with complex needs

Engagement summary, April 2026

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Background

This paper presents key findings from focus groups and a literature scan undertaken to better understand the learning and development needs of support workers responding to the complex needs of tāngata whai ora and whānau. Findings will inform development of a new learning resource for support workers by Te Pou.

Support workers play an active part in people's recovery by listening and providing support and practical assistance before, during, and after receiving mental health or addiction treatment. Support workers make up one-third of the overall mental health and addiction workforce.¹ This encompasses the peer, whānau, and cultural support workforce.

While NGOs employ many support workers (about two-thirds), there is an increasing number employed by Health New Zealand | Te Whatu Ora services. Feedback from support workers and employers over the past few years have highlighted the need for more training and guidance on responding to increasing workforce demand and complexity of support work.

To better understand support workers' learning and development needs, we conducted online focus groups in November 2025 with managers of mental health and addiction NGOs, team leaders of support workers, and learning and development leads. In the focus groups, we heard from 11 stakeholders from NGO community and residential services, including one participant from a peer-led organisation and one from a kaupapa Māori organisation. Participants provided insights into what complex needs means for their service, their biggest challenges related to complex needs, the knowledge and skills required by support workers, as well as the learning formats or resources that would be useful for support workers.

Te Pou thanks the stakeholders who participated in these focus groups.

A note on language and terminology

For the purposes of this paper, complex needs or complexity refers to the interaction of multiple factors that can influence individual wellbeing and access to quality support, as well as the depth and breadth of support required.²⁻⁶ This includes a range of health/medical, social, service and system factors that contribute to wellbeing and quality of life. Complexity is more than just experiencing multiple challenges; it's about how those challenges interact and make it harder for tāngata whai ora and whānau to access the support they need.²⁻⁶

While this paper uses the term 'complex needs', it is important to acknowledge that it does not align with strengths-based language as it does not reflect the complexity that stems from systems and the wider environment. All people are complex, as well as support work. So, it may be useful to consider more strengths-based terms such as 'people facing adversity' or shift the focus to 'holistic wellbeing'.

Key findings

Findings from the focus groups and literature scan are summarised below.

Health and social needs are increasing in Aotearoa

Local data and research indicate that health and social challenges are becoming more common among the population, which may be contributing to more complex needs and demand for health services.

In Aotearoa, the mental health and addiction sector is responding to an ageing and growing population as well as increasing numbers of children and young people who are needing support.⁷ The population has faced numerous challenges over the last decade, including the Christchurch mosque shooting, COVID-19 pandemic, natural disasters, and cost-of-living crisis.

Population surveys in recent years have shown significant increases in self-reported levels of psychological distress and symptoms of anxiety and depression.^{8,9} Unmet need for mental health and addiction services in the general population has significantly increased (from 7.4 percent in 2022/23 to 10.7 percent in 2023/24).^{8,10} This means more people are experiencing barriers to accessing services and not receiving the support they need. Māori, Pasifika, and disabled adults are disproportionately affected by unmet needs, highlighting the importance of addressing systemic inequities for priority populations.^{8,9}

Mental health and addiction services are supporting people with higher needs. For example, tāngata whai ora arriving at Health New Zealand community mental health services appear to be experiencing higher needs in recent years related to delusions and hallucinations (18 percent in 2018 compared to 24 percent in 2024) and activities of daily living (20 percent in 2018 compared to 26 percent in 2024).^a Activities of daily living include self-care (such as eating, washing, and toileting) and ability to perform complex skills (such as occupational and recreational activities or organising accommodation and household activities).¹¹

Meanwhile, physical health problems are increasing and disproportionately impacting on Māori, Pasifika, and disabled people.^{8,12} Rates of obesity, Type 2 diabetes, and polypharmacy are increasing, especially among younger people.^{8,12,13} However, the cost and wait time barriers to accessing primary health care have increased and are making it harder for people to address their physical health needs.⁸

In the wider socioeconomic context, unemployment rates and material hardship (going without essential items) have risen, the price of healthy foods has increased at a higher rate than incomes, renters' wellbeing are being negatively impacted by rising house prices, and more people are living without shelter or in temporary accommodation.¹⁴⁻¹⁷ Based on population surveys, whānau wellbeing has remained relatively steady but social cohesion and connectedness appear to be declining and experiences of discrimination are increasing.¹⁸

The increasing complexity of tāngata whai ora and whānau needs is putting pressure on support workers

Focus group participants acknowledged complexity as the current norm in support work. Support workers often work alongside tāngata whai ora and whānau who are experiencing a range of complex health and social needs. In particular, participants have observed increasing needs around co-occurring mental health, addiction, physical health problems, trauma, neurodiversity, and cognitive impairment, as well as social challenges such as housing instability and people financially struggling to make ends meet. At the same time, the sector is shifting towards a more holistic paradigm with a broader understanding of mental wellbeing that aims to address the social determinants of health.¹⁹ As a result, the expectations of support workers' mahi has become wider and more complex over time.

a Based on clinician ratings on Health of the Nation Outcome Scale (HoNOS) scale 10: problems with activities of daily living, recorded at time of admission to the service. Percentages in the clinical range (score of 2 - mild to 4 - severe). HoNOS dashboard accessed 29/01/26.

“People coming into the service with unmet mental health needs, unmet physical needs and a range of challenges around child protection, addiction, homelessness, all of those social factors, and that’s becoming more prevalent. And has become more prevalent for the last few years.” – **NGO manager, team leader, or learning and development lead**

“Our team of support workers are no longer just giving medications or taking people to appointments. They advocate to [Ministry of Social Development], they sit in the clinical reviews, they support people into employment, they apply for social housing and all that. So, the need for upscaling kaimahi and the expectations has grown significantly.” – **NGO manager, team leader, or learning and development lead.**

We heard this increasing complexity is putting pressure on support workers as they are being expected to do more to support tāngata whai ora and whānau. Participants’ biggest workforce development challenges related to complex needs include:

- › limited training options for support workers
- › risk of burnout and working outside of support work role and responsibilities
- › lack of clinical guidance and support
- › lack of collaboration between services
- › being a small service with few support workers (eg single staffed services)
- › system and funding barriers (further described in a later section).

Learning and development need to keep up with the increasing complexity and pressures on support workers

Developing support workforce capability is a key strategy for responding to complex health and social needs.³ In Aotearoa, this includes cultural competency, understanding health equity, and the social determinants of health.^{20,21} However, focus group participants are concerned that workforce development and training opportunities are not keeping up with the growing expectations being placed on support workers.

“We are trying to do what we can with [training], but the level of complexity just outshines what we’ve been able to provide.” – **NGO manager, team leader, or learning and development lead**

Support workers vary in their qualifications and experience. The Certificate in Health and Wellbeing (Advanced Care and Support) (Level 4) provides support workers with the foundational knowledge and skills required for the role. However, there are concerns that some support workers are studying for this certification and working concurrently, meaning they are working alongside tāngata whai ora whilst having very little training or knowledge of mental health, addiction, and complex needs. This increases the risks for both support workers and tāngata whai ora.

Services are needing to provide additional training beyond the Level 4 certification to help support workers understand the range of health and social needs that are commonly seen in their area of work. Some participants have found it helpful to review and identify the training needs and gaps among their support workers to help understand what learning opportunities they need to provide.

“Our organisation has done a really thorough job of our training practice review. They did it last year and so they have looked into our core trainings and looking to bring in Mental Health First Aid as one of the core trainings, it wasn’t at first. They also are looking at providing safe practises and responding to some behavioural concerns. [...] Big task to differentiate what sort of skills they are required to be able to work in in a certain area.” – **NGO manager, team leader, or learning and development lead**

Whanaungatanga is essential for holistic and integrated support

We heard from participants that whanaungatanga is essential when supporting tāngata whai ora and whānau. This includes initiating conversations with tāngata whai ora and whānau about their health and social needs, supporting people to set their wellbeing goals, and understanding what actions can help support different types of goals. For example, talking with tāngata whai ora about physical health and exercise, and understanding that small actions such as helping someone walk to the bus stop and back can count towards working on their goals.

Skills that support whanaungatanga are in line with Keeping it Real | Kia Pono te Tika and competencies for integrated care.²² Similarly, the tools and approaches used by health coaches were seen by participants as potentially useful for support workers too, such as motivational interviewing, trauma-informed approaches, simple screening tools, and collaborating with local services. Participants explained that while support workers are not clinicians, such standardised tools and approaches can equip them to better support people’s needs.

“Their primary driver should be relationship [...] giving them permission to just hold space and hang out with people and figure out what that is in a proactive way like we don’t want them just having cups of tea and coffee and nice conversations. But there’s an art of a yarn where you start to get to know a person and then you unravel that complexity using things like [...] person-centred, support system, and community. If we give them those frames of reference, hopefully that can build out.” – **NGO manager, team leader, or learning and development lead**

Moreover, cultural understanding and safety are necessary for achieving equitable outcomes for Māori and Pasifika communities who face additional challenges due to systemic inequities.²⁰ Participants highlighted knowledge of different cultural understandings that define more mainstream experiences (such as hearing voices) in ways that relate to tikanga, kawa and Māori purakau. Models and tools such as Te Whare Tapa Whā and Hua Oranga can support cultural responsiveness.^{23,24}

Support workers would benefit from knowledge and skills around recognising and responding to health and social needs

Participants emphasised that support workers would benefit from having general knowledge and a frame of reference to understand the range of health and social needs they are seeing in their mahi. Having access to general knowledge about health and social needs, terminology, and screening tools is seen as helpful for reducing the perceived complexity and risks in support work.

“Sometimes understanding what is going on for somebody in terms of whether it be their physical health or their mental health is quite difficult for support workers. They don’t necessarily have that understanding around what someone’s experiencing, they don’t know what context to put that in. They just see somebody maybe behaving in a certain way or interacting in a certain way, and they don’t really have anything to pin that on.” – **NGO manager, team leader, or learning and development lead.**

For support workers who are new to the sector, this includes general knowledge and understanding of mental health and addiction provided in courses such as MH101, Addiction 101, and Mental Health First Aid. Other examples from participants include having a base level of knowledge and understanding to recognise trauma, neurodiversity, disability, cognitive impairment, disordered eating, and child protection. Simple screening tools were seen as potentially useful for helping support workers recognise the need for clinical support and referral. For example, screening tools for identifying early warning signs that tāngata whai ora wellbeing is declining. Moreover, participants emphasised the importance of understanding what health and social needs can look like for different age groups, such as children, adolescents, adults, and older people.

The knowledge and skills that would be useful for support workers who are supporting tāngata whai ora and whānau with complex needs are summarised below.



Safety and wellbeing are becoming more important for support workers

As the expectations to respond to complex needs grow, support workers are at greater risk of being negatively impacted personally and professionally.³ This means it is essential to prioritise the workforce’s wellbeing, safety, and resiliency.^{3,21} Participants emphasised the need for support workers to engage in self-care and continuous learning and development, as well as knowing how to reflect and process their own experiences and who they can reach out to for support.

“We see very passionate, committed, loyal kaimahi. But there is also the risk of burnout. There’s also the risk of practising out of scope because there’s that complexity of need.” – **NGO manager, team leader, or learning and development lead**

“[Self-care] is a massive gap and we expect a lot from support workers and we expect more and more [...] registered health professionals get external supervision, but support workers don’t have access to that.” – **NGO manager, team leader, or learning and development lead**

Participants were concerned about the wellbeing of support workers and the risk of burnout. We heard concerns that support workers may be emotionally affected (such as risk of secondary or vicarious trauma) when working alongside tāngata whai ora and whānau experiencing the ongoing impacts of trauma. In particular, support workers with their own trauma history may require additional support from their organisation.

There are safety concerns that support workers are often having to work outside of their role and responsibilities to support tāngata whai ora and whānau with health and social needs, without clinical guidance or support from other services. Navigating the professional boundaries of the role is especially challenging since there is no clear scope of practice for support workers. Participants also highlighted a need for training around professional boundaries, situational awareness, de-escalation, self-defence, and debriefing to keep support workers safe when challenging situations occur.

“We’ve got services that are single staffed being required to take more complex needs. And so, we are actually putting our kaimahi at risk when they don’t have any clinical support either, so we hear a lot of that.” – **NGO manager, team leader, or learning and development lead**

“We just talked about all those social issues and complexity. Well, we don’t get all that information at the referral stage [...] it’s such a risk and you know some of it’s like that natural intuition about knowing what to do if they see an unsafe situation.” – **NGO manager, team leader, or learning and development lead**

System and funding barriers make it more challenging to respond to health and social needs

In Aotearoa, responding effectively to complex needs requires an integrated, multi-disciplinary, holistic, and culturally competent health and social care system.^{20,21} However, we heard from participants that system and funding barriers are their biggest challenges, as it can make it more difficult to respond to the needs of tāngata whai ora and whānau.

Healthcare complexity has been labelled as a ‘wicked problem’, meaning it is difficult to understand and solve.³ Local community organisations indicate funding has not kept up with the growing demand for services and the increasing complexity in the lives of tāngata whai ora, whānau, and kaimahi.²⁵

Participants described competitive and siloed funding structures that do not reflect complex needs, holistic wellbeing, and collaborative care. As a result, tāngata whai ora and whānau are often being passed around between services and falling through the gaps. This means support workers are having to advocate for tāngata whai ora and whānau to get access to services but often end up having nowhere to refer people due to eligibility and/or capacity issues.

“I think the non-communication between government services is definitely making things more difficult. The situations we’re finding where people are simply being passed from one place to another and the information they’re getting within the same service is inconsistent, which is causing great distress, distrust, and increasing mental health challenges. And certainly, putting the pressure on our staff to support people in that sense.” – **NGO manager, team leader, or learning and development lead**

“We are being expected as a service to be the everything to somebody and we can’t be the everything and we are still under contract. A contract system where we are in competition with everybody else for the contract. So that makes collaboration very difficult.” – **NGO manager, team leader, or learning and development lead**

To enable more integrated health and social support, the literature recommends developing a deeper understanding of local health and social support services and how to access available resources, as well as skills for interprofessional and cross-sector collaboration.^{22,26} Organisational factors that promote integrated support include strong leadership, co-location of teams, resource and capacity, integrated organisations, and shared information technology systems.²⁷

Learning resources need to be easier for support workers to find and access

We heard that support workers have limited time for training, so it needs to be easy for them to navigate and find what learning opportunities are available. Participants suggested promoting what’s available on resource hubs or community news pages to reach support workers. This feedback highlights that support workers require more allocated time for learning and development. We also heard it would be helpful to make the Level 4 and 5 certifications more accessible and affordable for support workers and organisations.

“I think one of the challenges with upscaling or training is knowing what’s out there. Knowing how to access it, knowing you know, where do I go to get this? [...] if you’re a support worker, you’re busy on your roster or out in the community doing supporting people [...] So I think we need to think about how those things are socialised, how they’re promoted, because not everyone’s going to know. And I think that’s a shame if all that work going into producing those trainings that people don’t know about them necessarily.” – **NGO manager, team leader, or learning and development lead**

“There are so many different emails, LinkedIn posts, and social media posts and all these things within a tiny sector. Yeah, it is mind boggling, which is why we don’t produce a massive amount of material because it gets lost in amongst the masses.” – **NGO manager, team leader, or learning and development lead**

There is interest in multiple modalities of learning which can help support kaimahi with different learning styles and promote repeated learning for better retention. Suggestions from participants include microlearning modules, videos, podcasts, examples and stories. Providing a range of options also allows support workers and services to pick and choose which topics or tools are most relevant to their mahi.

People are a key supporting factor for translating learning into practice

We heard from participants that kaimahi with lived experiences of addiction and mental health challenges are a valuable part of the workforce. They highlighted the benefits of accessing and including lived experience perspectives (such as lived experience facilitators or co-designed resources) in support workers' learning and development to help increase empathy, understanding, and awareness. We also heard that it is helpful for support workers to share their own experiences with each other and bring diverse perspectives to their teams.

“We have found lived experience to be absolute gold. You can learn about any subject, but if you don't have that additional level of personal empathy and understanding, though, it can limit how effective you are.” – **NGO manager, team leader, or learning and development lead**

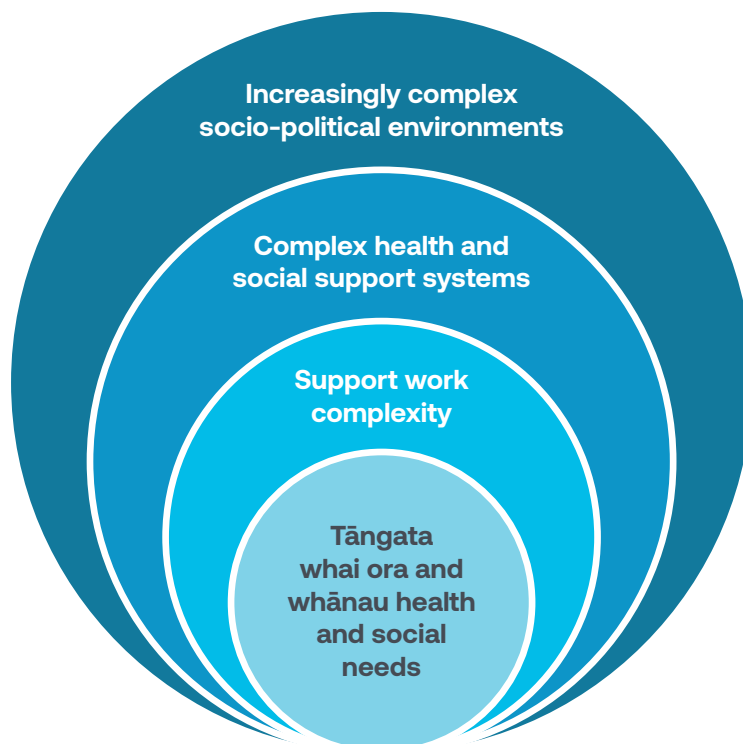
As support work becomes more complex, supervision and reflective practice are seen as being more important. Participants emphasised the usefulness of having a supervisor or mentor to discuss and reflect on applying learning into practice, seek guidance and advice, problem-solve specific situations, as well as having opportunities to connect with other support workers who work in similar services. However, most support workers (except for peer support workers) do not have access to supervision, reflective practice, or additional supports beyond their line management.

“If we're talking about support workers' roles becoming more complex or the people they're working with becoming more complex. There's even more of a need for supervision.” – **NGO manager, team leader, or learning and development lead**

“Access to people who have the skill and the knowledge and the experience. Having direct access to people so that you can talk over situations [...] So I would say the best resource for everybody is people, access to actual people to discuss situations, to try out, to try out responses.”
– **NGO manager, team leader, or learning and development lead**

Summary and next steps

The focus group feedback indicates there are different aspects of complexity to be considered. Tāngata whai ora and whānau are experiencing more complex health and social needs and are being supported by support workers who are managing increasing demand and complexity in their mahi. Meanwhile, support workers are working within complex health and social support systems that often create barriers to integrated and holistic care. In the wider context, all of this is situated within increasingly complex and challenging socio-political environments.



It is important to see and understand the whole person. To recognise and identify health and social needs, support workers would benefit from building knowledge and skills that support whanaungatanga and cultural competency and safety. Practical tools and frameworks such as Te Whare Tapa Whā for understanding holistic wellbeing and a range of health and social needs are also useful for support workers. Anecdotally, stakeholders are observing more needs related to co-occurring mental health, addiction, physical health problems, trauma, neurodiversity, cognitive impairment, housing instability and material hardship. It is also important to understand what complex needs can look like for different age groups, such as children, adolescents, adults, and older people.

To support tāngata whai ora and whānau achieve their goals, support workers would benefit from building knowledge and skills in supported decision-making, trauma informed approaches, therapeutic approaches (such as motivational interviewing and sensory modulation), and interprofessional and cross-service collaboration. Moreover, self-care, reflective practice, and de-escalation skills are important for keeping support workers safe when challenging situations arise.

Next steps

Te Pou will use these insights to inform the development of a new learning resource that aims to increase support workers' knowledge and skills in supporting tāngata whai ora and whānau with complex needs. This will involve collaboratively working with stakeholders to identify key topics and formats for new resources.

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