Office of the Minister for Disability Issues

Chair

Cabinet Social Policy Committee

Enabling Good Lives Demonstration in Christchurch

# Proposal

1. This paper seeks approval for a demonstration of the Enabling Good Lives approach to improving support for disabled people in Christchurch:

* to transform the cross-government disability support system locally
* to provide information about what would be required to implement the Enabling Good Lives model nationally.

# Executive summary

1. In 2011, the sector-led report ‘Enabling Good Lives’ recommended a fundamental shift to the cross-government disability support system to give disabled people greater choice and control over their supports and their lives. In September 2012, the Ministerial Committee on Disability Issues agreed to a long-term direction for change to the disability support system, based on the Enabling Good Lives approach. It also invited me to submit a proposal to Cabinet for a demonstration of the Enabling Good Lives approach in Christchurch.
2. The proposed demonstration would deliver on one of Cabinet’s four priorities for including disabled people in the Canterbury recovery: to reconfigure supports and services so that disabled people and their families/whānau receive more person-centred supports in their local communities, and have more choice and control over the supports that they receive. [CAB Min (12) 15/5, SOC Min (12) 16/4 refer]
3. Following Cabinet agreement, the detailed design will be developed jointly with disabled people, families and providers in Christchurch. Disabled people will provide advice locally and nationally, to ensure that the changes align with the Enabling Good Lives approach and the United Nations Convention on the Rights of Persons with Disabilities.
4. The demonstration in Christchurch will start by focusing on school leavers with high needs and very high needs. As it expands over three years, the demonstration will help us to understand what it would take to move the whole disability system in the direction envisioned in ‘Enabling Good Lives’. It would include funds and services from the Ministries of Health, Education and Social Development.
5. The demonstration will be led by a director based in Christchurch who would report to a Joint Agency Group (the Ministries of Health, Education, Social Development and ACC). That group would report to the Ministerial Committee on Disability Issues, so that the relevant Ministers can collectively oversee the demonstration.

# Background

1. On 26 January 2009, Cabinet established the Ministerial Committee on Disability Issues (the Ministerial Committee) to oversee the Government’s response to the Social Services Select Committee’s ‘Inquiry into the Quality of Care and Services Provision for People with Disabilities’ [CBC Min (09) 2/3 refers]. The Government established a work programme to address the following long-standing concerns with the disability support system:

* current government resource allocation, purchasing and service delivery arrangements unreasonably limit people’s ability to live the life they want
* the system tends to focus initially on government funded supports and to neglect non-government support and mainstream government services
* complex cross-government arrangements make disabled people’s lives (and those of their families and whānau) more difficult than necessary and limit their choices.

1. The Ministry of Health’s New Model for Supporting Disabled People was developed to increase disabled people’s choice and control over their lives and the support they receive [CAB Min (10) 23/4A refers]. The New Model involves transforming the Ministry of Health’s parts of the disability support system, with elements of the transformation currently being demonstrated in the Bay of Plenty and as part of Choice in Community Living – an alternative to residential care for people with significant support needs – in Auckland and Waikato [SOC Min (11) 21/7 refers].
2. The Ministry of Health’s experience with the New Model will be of considerable value to the Enabling Good Lives demonstration, including the lessons learned from the following developments:

* broad purchasing guidelines that give disabled people considerable flexibility over what they purchase with the disability support funding they are allocated
* an expanded individualised funding scheme covering most of the funds that the Ministry of Health allocates for disability supports
* a detailed framework for transforming those parts of the disability support system, which is consistent with Enabling Good Lives.

1. The proposed Enabling Good Lives demonstration also shares some features of the Social Sector Trial method and will draw on the successful elements of that approach.

## Enabling Good Lives

1. In 2011, I invited an independent working group representing the disability sector to report to me with a 'clean sheet' design of supports for disabled people during the day. The report, entitled ‘Enabling Good Lives’, recommended change to the whole system of supports for disabled people. It went further than the Ministry of Health’s New Model in drawing in a range of agencies and giving disabled people a stronger role in decision-making.
2. The report’s main recommendations were to:

* replace current separate disability services with a facilitation-based model that supports disabled people to participate and be included in mainstream community activities
* give disabled people and their families/whānau more choice and control over the supports they use
* support families/whānau to build their skills and confidence to take part in the new system
* provide individualised funding for disabled people through a cross-government or joint funding model.

1. In June 2012, I received a report, ‘Enabling Good Lives in Canterbury’, which was developed with disabled people, families and providers in Christchurch. The report described how to progressively transform existing services and the entire disability support system in that region.
2. In September 2012, the Ministerial Committee agreed to a vision, principles and long-term direction for changing the disability support system based on the Enabling Good Lives approach (see Appendix One). The Committee also invited me to present a detailed proposal for the demonstration to Cabinet’s Social Policy Committee. This paper responds to that invitation.
3. The demonstration will also contribute to one of the Government’s four priorities for including disabled people in the Canterbury recovery, which is to reconfigure supports and services so that disabled adults and children (and their families/whānau) receive more person-centred supports in their local communities, and have more choice and control over the supports that they receive. [CAB Min (12) 15/5, SOC Min (12) 16/4 refer]

# Comment

1. There is broad agreement that transformation of the cross-government disability support system should start with a working model to provide evidence to inform any wider changes. The demonstration in Christchurch would gather information about how the Enabling Good Lives approach works, what supports success, cost/savings estimates, and how to implement changes across the disability system. The Ministries of Health, Social Development and Education will jointly support the demonstration, with close involvement from ACC.

## Working with disabled people and the disability sector

1. There is strong support among disabled people, families and the disability sector for greater involvement in the strategic decision making and oversight of the disability support system. The approach of ‘nothing about us without us’ is reflected in the United Nations Convention on the Rights of Persons with Disabilities, which states that governments should actively involve disabled people in the decision-making processes for policies relating to them.
2. The demonstration will ensure this involvement through:

* ***A Christchurch Enabling Good Lives Advisory Group*** to support and advise the demonstration director and be involved in the co-design and oversight of the Christchurch demonstration. The local group will be selected from nominations from the disability community and sector. This group will also draw on a wider network (including local Māori and a Volunteer Community Coordinator).
* ***The Enabling Good Lives Leadership Group***, a national groupthat is responsible for promoting and protecting the overall vision and principles of ‘Enabling Good Lives’ and for advising Ministers and senior officials. At my request, the Ministry for Social Development has recently sought nominations for membership of this group. At least half the members will be disabled people, and will include disability sector leaders and Māori and Pacific members.

## High-level approach

1. This paper proposes a high-level outline for the demonstration. I am seeking Cabinet agreement to delegate decisions about design and implementation of the demonstration to the Ministerial Committee on Disability Issues.

### Success criteria

1. Detailed measures of success will be developed as part of the design phase. However, the following indicators give an overall picture of what the demonstration is trying to achieve:
   * disabled people, as much as possible, live an everyday life in everyday places
   * disabled people have choice and control over the support they need to go about their daily lives
   * the disabled person’s family, whānau, and friends have the skills, confidence and information they need to support the disabled person to live an everyday life in everyday places
   * disabled people feel welcome and included in their local community most of the time
   * disabled people are directly involved in the design and delivery of the demonstration
   * government funding for disability support services is timely, integrated and flexible to support disabled people to achieve ordinary life outcomes
   * government agencies work together to fund person-centred services that support disabled people to achieve ordinary life outcomes.
2. The design of the demonstration will include an evaluation plan. The intention is to produce regular monitoring reports, annual formative evaluations and a final formal evaluation. The evaluation will include considering how well the needs of different groups of people with disabilities, including Māori, are addressed by the demonstration.

### Initial target group

1. The demonstration will be tightly targeted in the first year. The disability community and sector in Canterbury has recommended starting by transforming the system for people transitioning from school. Starting small will mean that the demonstration will be in place for young people leaving school in November 2013. The initial approach will be to:
   * offer the new elements of the system to all high and very high need schools leavers as verified by the Ministry of Education’s Ongoing Resourcing Scheme (ORS) who are aged between 18 and 21 in Christchurch City (approximately 40-50 people)[[1]](#footnote-1)
   * allow up to 10 further people who access disability supports in or near Christchurch to opt in at the discretion of the director. In the first year, this would be tightly managed, but will still permit some flexibility in boundaries, and in the age and support needs of participants.
2. Currently ORS-funded students can remain at school until they are 21, but lose their funding if they leave earlier. The demonstration will make ORS funding available if a young person decides to leave school at 18. This funding will be available to support them in their next step and will help to create a foundation for their future life. Students would still be able to choose to stay at school until 21 and would join the demonstration once they leave.

### Progressive build

1. The demonstration would expand over time to include a cross-section of the disability population. In the second and third years this will mean broadening the target group and allowing more people to opt in. This will provide information on how the approach works for disabled people of different ages and with a range of support needs in both urban and rural areas.
2. Experience internationally and through the Ministry of Health’s New Model suggests that take up can be slow and is difficult to estimate. It is expected that by the third year the demonstration would aim to cover at least 5% of the population who access disability supports in Christchurch, or at least 300 people accessing a minimum of $5 million in government-funded disability supports.
3. This compares to around 200 people in Christchurch who currently access individualised funding for home and community supports through the Ministry of Health. The Ministry of Health anticipates that enhanced individualised funding (which encompasses a wider range of supports) will be rolled out nationally soon. Individualised, flexible funding is one element of the Enabling Good Lives approach. However, the demonstration aims to achieve a full end-to-end system transformation that goes beyond individualised funding.
4. Annual decisions on expansion will allow the demonstration to respond to demand, so that more people could be included by year three if possible. Ongoing monitoring and formative evaluations will inform decisions on broadening the target group and allowing more people to opt in. The expansion will also take account of the need to have a representative sample of the disability population in the demonstration by the end of the third year.

### Funding and services in scope

1. The demonstration will be guided by the principle of fiscal neutrality. Fiscal risks will be appropriately managed both during the demonstration itself and in the longer term.
2. It is expected that the demonstration will encompass the following funding:
   * Ministry of Health funding that is allocated by the local Needs Assessment and Service Coordination organisation, Life Links Canterbury. This covers services such as residential care, home and community support, supported living, behaviour support, respite care and carer support. This funding may be used to purchase support from contracted providers, or may be accessed through an individualised funding arrangement
   * Ministry of Social Development Vocational Services funding, which covers employment and community participation services and very high needs funding
   * Ministry of Education ORS funding for students with high and very high needs.
3. Some services and funds allocated to an individual will not be within the scope of funding to be pooled in the demonstration. However, each individual will have a plan that takes account of any supports they are eligible for, including funds and services such as the Ministry of Health’s equipment and modification funding and the Ministry of Social Development’s disability allowance and general employment assistance. The same would apply to other government or local disability supports and services, for example transport assistance and Canterbury DHB funding.
4. There is no immediate risk to provider viability from the small number of participants in the first year. The planned expansion of the demonstration in years two and three will take account of any risks to providers.

## Funding mechanism

1. Disability support funds that are currently managed within a particular Vote will need to be able to be used more flexibly. The funding mechanism for the demonstration must allowfunds sourced from multiple agencies to be allocated through a single process as a total package of funds. Disabled people need to be able to use these joint allocations flexibly across the areas of responsibility that the three agencies cover (Education, Health and Social Development).
2. Creating this flexibility will require some funds to be pooled in a new appropriation. Until the design of the demonstration is complete, the funding arrangements cannot be finally determined. I therefore propose that the final decisions on the funding mechanism are delegated to the Minister of Finance and the Vote Ministers to be agreed after the detailed design is determined.
3. The best option for the funding mechanism will depend on a number of factors, including the practicalities of pooling any funds allocated to individuals, but could include:
   * only pooling funds for system-level initiatives (those not allocated to individuals)
   * pooling system-level funds and some funding for individuals
   * pooling all funding.

## Governance

1. The proposed governance arrangements aim to support the effective implementation of the Enabling Good Lives demonstration in Christchurch, while at the same time balancing:
   * The effective involvement of disabled people and the disability sector more generally in decision-making about long-term changes to the disability support system.
   * The individual and collective responsibilities of a range of Ministers for the government funded disability support system.
   * Officials’ duties and responsibilities to Ministers.
2. The figure overleaf illustrates a governance structure for the demonstration that balances those three imperatives.

**Figure one: Enabling Good Lives demonstration in Christchurch**



1. I propose that the Enabling Good Lives work programme be governed through the following arrangements:

* ***The Ministerial Committee on Disability Issues*** will provide high-level Ministerial oversight of the overall Enabling Good Lives work programme. Where decisions affect Vote responsibilities, however, decision making authority will remain with the responsible Ministers.
* ***Joint Agency Group*** made up of Deputy Chief Executives from the Ministries of Health, Social Development and Education. This group will be responsible for achieving the demonstration outcomes and make joint decisions that are within agencies’ delegated authority. The group will report to the Ministerial Committee and appoint the Demonstration Director, and will be advised by the Enabling Good Lives Leadership Group.
* ***Demonstration Director,*** who will be appointed by, and accountable to, the Joint Agency Group for implementing the Enabling Good Lives demonstration in Christchurch, although one agency will employ and pay the Director. The Director will be supported and advised by officials and the Enabling Good Lives Christchurch Advisory Group.

1. Under this proposal, the Ministries of Health, Education and Social Development would jointly lead the demonstration. Joint agency ownership is more likely than a single lead agency to create the coordination and cooperation between government agencies that is necessary for an integrated and flexible disability support system.

## Policy implications

1. The demonstration in Christchurch will provide information about the policy issues that need to be worked through for future transformation of the disability support system. Some of the policy implications that have been identified are:
   * *Integrated system:* How will an integrated disability support system operate? (Entry, assessment, planning and facilitation).
   * *Funding allocation:* How should cross-agency funding be allocated to disabled people?
   * *Individualised funding arrangements:* What guidelines should be used to determine how disabled people can manage and spend the funding they have been allocated?
   * *Nature of support:* How do we make mainstream government services more accessible to disabled people and what are the boundaries between mainstream services and specialist disability supports and services?
   * *Machinery of government:* Should greater decision-making authority over disability supports be transferred to the disability community and what would be the best arrangements for doing so (e.g. a disability commission)?
   * *Sustainability of providers:* How do we manage the transition to a new disability support system for service providers?
2. The Ministry of Health will continue with its current New Model work programme, which is beginning to bring real benefits to the lives of disabled people in the Bay of Plenty. Over time, it is envisaged that the New Model work programme will become part of the broader, cross-government, Enabling Good Lives initiative.
3. The intention is that both the New Model and the Enabling Good Lives demonstration will, if successful, inform further advice to Cabinet on the broader transformation of the disability support system.

# Consultation

1. The ‘Enabling Good Lives’ report was developed by a group from the disability sector, with secretariat support provided by the Ministries of Health and Social Development. Subsequently, the disability community and sector in Christchurch was invited to develop a proposal for demonstrating the Enabling Good Lives approach in Canterbury. The approach outlined in this paper represents the Government’s response to the Canterbury proposal. Officials have developed the scope and approach with the steering group for the Enabling Good Lives Canterbury report. The group supports this proposal.
2. The Ministries of Health, Education and Social Development jointly developed this paper. The Ministry of Transport, ACC, Canterbury Earthquake Recovery Authority, Housing New Zealand Corporation, the State Services Commission, the Treasury, the Ministry of Women’s Affairs, the Ministry of Pacific Island Affairs and Te Puni Kökiri were consulted. The Department of Prime Minister and Cabinet was informed.

# Financial implications

1. Additional funding of $3 million over three years was appropriated to Votes Social Development and Health in Budget 2013 for the costs associated with the demonstration, including programme management, family building and involving the disability community in decision-making.
2. Enabling Good Lives focuses on using existing resources in more effective ways. As a result, services will be funded from within the existing baselines of Vote Health, Social Development and Education. Any final changes to appropriations for the demonstration will be agreed by the Minister of Finance and the Vote Ministers.
3. Government agencies will contribute the required in-kind resourcing to implement the demonstration and these staff would report to the demonstration director. Resources may also be sourced from the wider sector, for example contracted providers or Needs Assessment and Service Coordination organisations.

# Legislative, gender and human rights implications

1. There are no legislative or gender implications arising from this paper. There are no proposals in this paper that are inconsistent with the Human Rights Act 1993 or the New Zealand Bill of Rights Act 1990.

# Regulatory impact and compliance cost statement

1. A Regulatory Impact and Compliance Cost analysis is not required as there are no regulatory proposals arising from the paper.

# Disability perspective

1. The proposals in this paper are consistent with both the United Nations Convention on the Rights of Persons with Disabilities and the New Zealand Disability Strategy. The proposals have a strong degree of ownership among many disabled people and the wider disability sector. Disabled people and their families will be involved in the detailed design process for the demonstration.

# Publicity

1. I intend to make an initial announcement about the demonstration post-Cabinet, including releasing this paper. Any communications will be clear that final decisions, including on funding, are subject to final agreement by Ministers.

# Recommendations

1. It is recommended that the Cabinet Social Policy Committee (SOC):
2. **note** thatin August 2011 a group from the disability sector presented the Minister for Disability Issues (the Minister) with the report entitled *Enabling Good Lives*, which recommended comprehensive changes to the disability support system to improve quality of life for disabled people
3. **note** that in 2012 the disability community and sector in Christchurch prepared a report on how to progress the Enabling Good Lives approach in that region
4. **note** that in September 2012, the Ministerial Committee on Disability Issues (the Ministerial Committee) endorsed the Enabling Good Lives vision, principles and long-term direction for change, and invited the Minister to submit a proposal to Cabinet for a demonstration of the Enabling Good Lives approach in Christchurch
5. **note** that in May 2012, SOC set four priorities for the inclusion of disabled people in the Canterbury recovery, including to reconfigure disability supports and services so that disabled people have greater flexibility, choice and control over the supports that they receive [SOC Min (12) 16/4]
6. **agree** to a demonstration of the Enabling Good Lives approach in Christchurch to:

5.1 give a group of disabled people and their families greater choice and control over their support and lives, and assist them to use more supports and activities that are universally available in their communities

5.2 gain experience in and gather information about how the Enabling Good Lives approach works, what supports success, cost/savings estimates, and how to implement changes across the disability system

1. **note** that agencies will co-design the demonstration with the disability community and sector and establish local and national Enabling Good Lives advisory groups to support and advise the Demonstration Director, senior officials, and Ministers
2. **authorise** the Ministerial Committee to make decisions on the detailed design and implementation of the demonstration
3. **note** that it is intended tofocus initially on high and very high needs school leavers living in or near Christchurch City, with other disabled people able to opt in, and that the demonstration expand over three years to include a cross-section of the disability community
4. **note** that the services and funding that are in scope for the demonstration include Ministry of Health (MoH) disability support services allocated through the Needs Assessment and Service Coordination function, Ministry of Social Development (MSD) vocational services (employment, very high needs and community participation) funding, and Ministry of Education (MoE) Ongoing Resourcing Scheme funding
5. **authorise** the Minister of Finance and Vote Ministers (Health, Education and Social Development) to make the necessary decisions on the funding arrangements for the demonstration
6. **agree** to the following arrangements for governance:

11.1 the Ministerial Committee will provide Ministerial oversight of the Enabling Good Lives work programme, with decisions affecting Vote responsibilities remaining with Vote Ministers

11.2 a Joint Agency Group of Deputy Chief Executives from the MoH, MSD, MoE and ACC will be responsible for achieving the demonstration outcomes

11.3 a Demonstration Director will implement the Enabling Good Lives approach in Christchurch

1. **note** that moving to an Enabling Good Lives approach has implications for the way that services are currently funded, and that the demonstration will provide evidence to inform future advice on changes to the disability support system
2. **invite** the Minister to provide a progress report to SOC, including findings from the formative evaluation, by August 2014.

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| Hon Tariana Turia  Minister for Disability Issues |

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Appendix One: Enabling Good Lives vision, principles and long-term change direction

# Vision

In the future, disabled children and adults and their families will have greater choice and control over their supports and lives, and make more use of natural and universally available supports.

Disabled people and their families, as appropriate, will be able to say:

* + I have access to a range of support that helps me live the life I want and to be a contributing member of my community.
  + I have real choices about the kind of support I receive, and where and how I receive it.
  + I can make a plan based on my strengths and interests.
  + I am in control of planning my support, and I have help to make informed choices if I need and want it.
  + I know the amount of money available to me for my support needs, and I can decide how it is used – whether I manage it, or an agency manages it under my instructions, or a provider is paid to deliver a service to me.
  + The level of support available to me is portable, following me wherever I move in the country.
  + My support is co-ordinated and works well together. I do not have to under go multiple assessments and funding applications to patch support together.
  + My family, whānau, and friends are recognised and valued for their support.
  + I have a network of people who support me – family, whānau, friends, community and, if needed, paid support staff.
  + I feel welcomed and included in my local community most of the time, and I can get help to develop good relationships in the community if needed.

The Government will get better value for the funding it provides because:

* + the new approach will generally provide better quality of life outcomes for disabled people and their families (based on international evidence)
  + less money will be spent on providers premises and more on support
  + government agencies will work more closely together, for example using shared way to determine support needs, integrated funding and contracts.

# Principles and long-term change direction

## Principles to guide change

Achieving our future vision for disability supports is complex and will take time. There will be many details to work through. A principles-based approach will ensure we stay on track to progress the vision. We will use the principles in the Enabling Good Lives report to help guide decisions on the changes.

The principles are:

* + Self-determination: disabled people are in control of their lives.
  + Beginning early: invest early in families and whānau to support them to be aspirational for their disabled child, to build community and natural supports and to support disabled children to become independent, rather than waiting for a crisis before support is available.
  + Person-centred: disabled people have supports that are tailored to their individual needs and goals, and that take a whole life approach rather than being split across programmes.
  + Ordinary life outcomes: disabled people are supported to live an everyday life in everyday places; and are regarded as citizens with opportunities for learning, employment, having a home and family, and social participation - like others at similar stages of life.
  + Mainstream first: disabled people are supported to access mainstream services before specialist disability services.
  + Mana enhancing: the abilities and contribution of disabled people and their families are recognised and respected.
  + Easy to use: disabled people have supports that are simple to use and flexible.
  + Relationship building: supports build and strengthen relationships between disabled people, their whānau and community.

## Long term change direction

* + Significant redesign and change will be needed on multiple fronts:
  + Building knowledge and skills of disabled people: to ensure disabled people understand the direction for change, and can exercise more choice and control over their supports.
  + Investment in families/whānau: to assist them to support their disabled family member to have a good life and help them develop aspirations about what can be achieved.
  + Investment to build inclusive communities: to ensure communities, including businesses, workplaces, schools, and cultural, sport and recreational activities, are accessible, welcoming and recognise the contribution of disabled people.
  + Changing government systems and processes: to support the system redesign e.g. integrated, outcomes-focussed contracting, individualised funding, funding pooled from across Votes and involving disabled people and families in governance, system and service design and monitoring.
  + Changes to service provision: to align service governance, delivery models, workforce capability, accountability measures, monitoring and evaluation with the vision and principles of the transformed system.

## Acknowledging the relationship between Māori and the Crown under the Treaty of Waitangi

The Treaty relationship as set out in the New Zealand Disability Strategy, and the Māori Disability Action Plan, will continue to be core to this future vision. It will be based on three key principles of participation at all levels; partnership in delivery of support, and the protection and improvement of Māori wellbeing.

1. ORS provides funding for supports such as teacher time, teacher aides and specialists to help students whose disability is a barrier to them accessing the curriculum, whether because of hearing loss, blindness, difficulties with mobility, learning, or language use and social communication. [↑](#footnote-ref-1)