Office of the Minister for Disability Issues

Chair

Cabinet Social Policy Committee

New Zealand Disability Strategy 2016–2026

# Proposal

1. This paper seeks approval of the final draft of the New Zealand Disability Strategy 2016–2026 (attached as Attachment One).

# Executive summary

1. The New Zealand Disability Strategy (the Strategy) guides the work of government agencies to remove barriers that face disabled people. The Strategy is the main mechanism for realising our obligations under the United Nations Convention of the Rights of Persons with Disabilities (CRPD), and is led by the Office for Disability Issues.
2. In July 2015, Cabinet agreed to a revision of the 2001 Strategy [CAB Min (15) 25/2 and SOC Min (15) 15/3 refer] to ensure that the Strategy remains current. A revised draft Strategy was developed by the Office for Disability Issues after listening to what was most important, now and in the future, to disabled New Zealanders. In July 2016, Cabinet agreed to release the draft Strategy for a second round of public consultation [CAB-16-MIN-0341 and SOC-16-MIN-0088 refer].
3. The final Strategy has been updated to reflect consultation feedback received during July and August 2016.
4. Approval is sought for the Strategy 2016–2026 (attached as Attachment One).
5. Targets and actions to support the new Strategy will be developed with appropriate Ministers during 2017 through the development of the new Outcomes Framework and an update to the current Disability Action Plan 2014 – 2018.
6. In February/March 2017 Cabinet approval will be sought for public consultation on the:
   * Outcomes Framework
   * Disability Data and Evidence Plan
   * Draft updated Disability Action Plan 2014-2018.
7. Following public consultation Cabinet approval will be sought for the Outcomes Framework, Disability Data and Evidence Plan and updated Disability Action Plan 2014 – 2018.

# The New Zealand Disability Strategy guides how we remove the barriers that disabled people face every day

1. The Strategy will provide the mandate and guide the work of government agencies on disability issues for the next 10 years, and will be led by the Office for Disability Issues. The Strategy can also be used as a tool to inform other organisations, including non-government organisations that make decisions on things that are important to disabled people.
2. While ground-breaking in 2001, the existing Strategy had become out of date with progress and current thinking about disability; this included the ratification by the Government of the United Nations Convention on the Rights of Persons with Disabilities (CRPD) in 2008. In July 2015, Cabinet agreed to a revision of the 2001 Strategy [CAB Min (15) 25/2 and SOC Min (15) 15/3 refer] to ensure that the Strategy remains current.

**The new Strategy is based on what disabled people said was most important to them**

1. A first phase of public consultation was held during April and May 2016. This focused on understanding what was most important to disabled people and what an inclusive New Zealand should look like in future. There was wide ranging participation in the consultation from disabled people, their families, whānau, supporters, service providers, Disabled People’s Organisations (DPOs) and government agencies. Feedback was received from 500 people who attended 21 workshops, focus group discussions and presentations, over 600 submissions. A new draft Strategy was then developed from this feedback and advice from the New Zealand Disability Strategy Revision Reference Group (the Reference Group)[[1]](#footnote-1).
2. In July 2016, Cabinet approved the draft Strategy for a second phase of public consultation [CAB-16-MIN-0341 and SOC-16-MIN-0088 refer]. This took place in July and August 2016 and aimed to check whether the draft Strategy accurately reflected what people had said in the first phase of consultation. Over 630 people attended 30 workshops, focus group discussions and presentations around the country and around 170 submissions were received.

**The consultation is seen as a positive example of how government agencies can work with the disability sector**

1. Positive feedback was received from disabled people and the disability sector about the public consultation. This included support for the two-phase consultation process, and consultation documents being available in accessible formats including: EasyRead, Braille, audio and New Zealand Sign Language (NZSL). An easy to use and accessible website allowed submissions via video upload (for NZSL users and those unable to attend public workshops) and anonymous online surveys (through [www.jointheconversation.nz](http://www.jointheconversation.nz)).
2. Reasonable accommodations, such as NZSL interpreters, hearing loops and captioning, were provided so that attendees could fully participate in regional workshops held throughout the country from Whangarei to Invercargill. Targeted consultation was also held with groups that often miss out on mainstream consultation opportunities in the disability community. For example, focus group discussions were held with Mäori disabled people and Pasefika disabled people.

**The structure of the final Strategy is the same as the draft that Cabinet saw in July 2016**

1. The structure of the Strategy has remained consistent with the draft that Cabinet approved in July 2016 for release for further public consultation. While there have been some changes to language, eight key outcome areas remain.
   * Outcome 1 – education

We get an excellent education and achieve our potential throughout our lives

* + Outcome 2 – employment and economic security

We have security in our economic situation and can achieve our full potential

* + Outcome 3 – health and wellbeing

We have the highest attainable standards of health and wellbeing

* + Outcome 4 – rights protection and justice

Our rights are protected, we feel safe, understood and are treated fairly and equitably by the justice system

* + Outcome 5 – accessibility

We access all places, services and information with ease and dignity

* + Outcome 6 – attitudes

We are treated with dignity and respect

* + Outcome 7 – choice and control

We have choice and control over our lives

* + Outcome 8 – leadership

We have great opportunities to demonstrate our leadership.

**Some elements of the final Strategy have changed following consultation feedback**

***The language used throughout the Strategy better reflects the disability community***

1. The use of first person narrative was supported by the majority of people. It also resonated well with government agencies as it made it easier to understand the perspective of disabled people. However, to more accurately reflect the views of the disability community rather than the voice of an individual disabled person, the Strategy has been amended to use the plural (the use of ‘we’ and ‘our’) rather than the singular narrative.
2. The language in the Vision statement has changed from an ‘enabling’ society to a ‘non-disabling’ society. The term ‘enabling’ is understood by the disability community to mean helping disabled people get around barriers, as opposed to ‘non-disabling’ which means to remove the barriers completely.

***Changes to the Principles and Approaches to support the implementation of the Strategy***

1. Based on the consultation feedback, the final Strategy better recognises the uniqueness of the principles by keeping them separate, rather than under the banner of diversity as they were in the earlier draft. The principles are those from:
   * Te Tiriti o Waitangi
   * CRPD, with a particular reference to Article 4.3 to ensure that disabled people are involved in decision-making that impacts on them.
2. The final Strategy also has two broad approaches:
   * Investing in disabled people’s whole lives – a long-term approach (which merges investing long-term and building evidence), including:
     + ensuring the right evidence (both quantitative and qualitative data) is available to inform decisions that impact the lives of disabled people
     + considering the long-term effects of the investment as well as people’s whole lives.
   * Specific and mainstream services – a twin-track approach that recognises that:

* mainstream supports and services are developed with a universal design approach so that everyone, including disabled people, can access them as independently as possible. Reasonable accommodation is also provided to enable access where required
* high quality specific supports and services may be required by some disabled people for part or all of their lives.

***The eight broad outcomes now include bullet points to describe ‘What this means’***

1. Each of the eight outcome areas has a narrative that describes the outcome in an aspirational way from the perspective of disabled people. Following consultation feedback, a set of bullet points describing ‘*What this means’* have been added to each outcome area. These provide direction on what needs to be done, at a high level, to realise the aspirational vision in each outcome. Any actions related to this will be considered in the development of the Disability Action Plan.

**Some of the consultation feedback has not been incorporated into the Strategy**

1. There was a lot of debate about the use of the term ‘disabled people’ compared with ‘people with disabilities’, with strong views on each side of the argument and similar numbers arguing each way. A decision has been made to remain with the term ‘disabled people’ in the Strategy. This is based on advice from the Reference Group which recognised the history of the term through the development of the 2001 Strategy. In future, the disability community may reach a consensus on a different way to describe themselves. If this happens, the language in this Strategy can be changed to reflect this.
2. Some feedback requested the inclusion of specific actions and targets in the Strategy itself. These have not been included as they will be considered during the update of the Disability Action Plan and the development of the Outcomes Framework. A new website[[2]](#footnote-2) for the Office for Disability Issues is currently under development. A key driver of this work is to ensure that people can see the links between the Strategy, Disability Action Plan and Outcomes Framework (be able to ‘drill down’), rather than having to connect three separate documents.

**Next steps following Cabinet consideration of the Strategy**

***Finalising the 2016***–***2026 Strategy***

1. Following Cabinet approval, the Strategy will be finalised with the inclusion of diagrams as indicated throughout. Consultation feedback strongly supported the inclusion of diagrams, pictures and visual representation of the Strategy content to make it accessible particularly for those who are not able to comprehend large amounts of text.

***Publication and launch of the 2016****–****2026 Strategy***

1. The new Office for Disability Issues website will be ready to launch with the final Strategy, along with accessible versions of the Strategy (in NZSL, Easy Read and audio). Following the development of the Outcomes Framework, targets, measures and progress against the targets across the 10-year timeframe will also be readily accessible through the website.
2. The Strategy will be launched around the time of the International Day of Persons with Disabilities on 3 December 2016.
3. I will then present the 2016–2026 Strategy to the House of Representatives, in compliance with the requirements of section 8 of the New Zealand Public Health and Disability Act 2000.

## *The development of the Outcomes Framework will determine the targets for the Strategy*

1. The Outcomes Framework will help implement the Strategy and ensure there is continuous learning and improvement prior to a final evaluation of the Strategy in 2026. It will outline how we will monitor progress against the Strategy outcome areas, and actions in the Disability Action Plan (as relevant) by specifying:
   * the targets and indicators (for each outcome and the principles and approaches where appropriate)
   * where the information comes from
   * how often it will be collected
   * who is responsible for collecting it
   * where proxies are needed (when the required data is not yet available) and how information gaps will be addressed.
2. The Office for Disability Issues is currently working with government agencies to develop a proposed approach to develop the Outcomes Framework. Approval will be sought from the Chief Executives’ Group on Disability Issues before work commences.
3. The development of the Outcomes Framework will be run in parallel to work underway to develop a Disability Data and Evidence Plan. This Plan is being developed by the Disability Data and Evidence Working Group which was established in 2015 in response to the Concluding Observations from the United Nations Committee on the Rights of Persons with Disabilities [[3]](#footnote-3). This approach will ensure that the Outcomes Framework (which identifies the ‘what’ of monitoring) will be supported by the Disability Data and Evidence Plan (which specifies ‘how’ the monitoring will happen, including how gaps in information will be addressed).
4. Public consultation on the Outcomes Framework and the Disability Data and Evidence Plan will ensure priorities for monitoring and collecting data and evidence are informed by what the disability community says is most important to them. This is particularly critical given the need to ensure they are involved as active participants, as opposed to subjects of monitoring or research.
5. Approval will be sought from Cabinet in February/March 2017 (approximately) prior to consultation on the Outcomes Framework and Disability Data and Evidence Plan. Approval of the final Outcomes Framework and final Disability Data and Evidence Plan will be sought from Cabinet in April/May 2017.

## *The Disability Action Plan will be the primary mechanism for implementation of the Strategy*

1. In order for the Disability Action Plan to be an effective vehicle for implementing the Strategy, it is proposed that it include high priority, or significant actions that are the responsibility of a single government agency (as opposed to actions that require more than one government agency to work together). The current Disability Action Plan (2014 to 2018) was updated in 2015 after public engagement and was approved by Cabinet in December 2015 [CAB-16-MIN-0003, SOC-15-MIN-0077 refers].
2. Cabinet approval will be sought in February/March 2017 to release a draft updated Disability Action Plan for public consultation. This will be at the same time as Cabinet consideration of the Outcomes Framework and Disability Data and Evidence Plan for public consultation.
3. It is proposed that the Disability Action Plan will continue to focus on actions over a four-year period. There will be a mid-point update within each period, involving public consultation. This will ensure the Disability Action Plan’s priorities remain current and relevant to disabled people. Cabinet approval will be sought for each new and mid-point update of the Disability Action Plan. A detailed timeframe for the proposed updates over the next 10 years is included in the attached Strategy on page 31.

# Consultation

1. The Reference Group, established in February 2016, has informed the development of this new Strategy. Advice from the Reference Group informed the design of public consultation and wherever possible members attended and presented at workshops. The majority of advice from the Reference Group has been included in this final version of the Strategy except where the inclusion of specific actions and reference to particular government agencies were requested. As noted earlier, these are more appropriately considered in the Disability Action Plan and Outcomes Framework.
2. The Ministries of Business Innovation and Employment, Culture and Heritage, Education, Health, Justice, Pacific Peoples, Social Development (including Youth), Te Puni Kōkiri, Transport, Women, the Accident Compensation Corporation, Corrections, the Department of Internal Affairs, including the Office of Ethnic Communities, Housing New Zealand Corporation, Office for Seniors, Police, Statistics New Zealand, and The Treasury have been consulted on the proposals in this paper. The Department of Prime Minister and Cabinet has been informed.

# Financial implications

1. There are no direct financial implications arising from this paper. Costs for implementation will be met within baselines as per current Disability Action Plan processes. Costs associated with the publication and launch of the Strategy will also be met within baselines.

# Human rights implications

1. The revised Strategy is consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993. It will be an important tool for articulating and championing the human rights of disabled people.

# Legislative implications

1. There are no legislative implications arising from this paper.

# Regulatory impact and compliance cost statement

1. There are no regulatory impact or compliance cost implications arising from this paper.

# Gender implications

1. No specific gender implications have been identified as arising from this paper. The Strategy addresses all disabled people on an equal basis regardless of gender. The development of the Strategy included targeted consultation with disabled women to ensure their unique perspective was understood and incorporated appropriately.

# Disability perspective

1. The two-phase public engagement process for this Strategy revision was consistent with the UNCRPD as are the eight outcome areas in the final Strategy. The streamlining of domestic and international instruments will enhance the role that the Strategy plays in improved implementation and reporting against the UNCRPD over the next 10 years.

# Publicity

1. I intend to publish the Strategy in accessible formats, along with this Cabinet paper, on the Office for Disability Issues website to assist with transparency in decision making.
2. I also intend to make media statements regarding the launch of the new Strategy around the time of the International Day of Persons with Disabilities (3 December 2016).

# Recommendations

1. It is recommended that the Committee:
2. **Note** that in July 2015 Cabinet agreed that the New Zealand Disability Strategy 2001 be reviewed [CAB Min(15) 25/5, SOC Min(15) 15/3 refers].
3. **Note** that in July 2016 Cabinet agreed that the new draft New Zealand Disability Strategy 2016–2026 be released for public consultation [CAB-16-MIN-0341 and SOC-16-MIN-0088 refer].
4. **Note** that the New Zealand Disability Strategy 2016-2026 has been updated following consideration of the feedback from the second phase of public consultation.
5. **Approve** the New Zealand Disability Strategy 2016–2026 (attached as Attachment One).
6. **Agree** to the New Zealand Disability Strategy 2016-2026 providing the mandate and guiding the work of government agencies on disability issues for the next 10 years, to be led by the Office of Disability issues.
7. **Invite** the Minister for Disability Issues to present the revised New Zealand Disability Strategy 2016-2026 to the House of Representatives, in compliance with the requirements of section 8 of the New Zealand Public Health and Disability Act 2000.
8. **Note** that the Minister for Disability Issues proposes to launch the revised New Zealand Disability Strategy 2016-2026 around the time of the International Day of Persons with Disabilities (3 December 2016).
9. **Note** that approval on the approach to develop the Outcomes Framework will be sought from the Chief Executives Group on Disability Issues prior to work commencing.
10. **Note** that in February/March 2017, Cabinet approval will be sought for public consultation on the draft Outcomes Framework, Disability Data and Evidence Plan and updated Disability Action Plan 2014-2018.
11. **Note** that in April/May 2017, Cabinet approval will be sought for the final Outcomes Framework, Disability Data and Evidence Plan and updated Disability Action Plan 2014-2018 following public consultation.
12. **Note** that Cabinet approval will be sought for all future Disability Action Plan updates, including new four-year plans and mid-point updates to each plan.
13. **Agreed** that the Ministerial Committee on Disability Issues meet, as needed, as part of SOC meetings.

|  |  |
| --- | --- |
| Authorised for lodgement by |  |
| Hon Nicky Wagner  Minister for Disability Issues |  |

1. The New Zealand Disability Strategy Revision Reference Group members bring expertise and leadership in working within the disability sector, providing strategic advice, building connections between the government and the community sector and skill in collaborative approaches. The group includes members who bring the perspectives of Māori, Pasefika, older people, young people, families and service providers. They are Colleen Brown MNZM, Robbie Francis, Lance Girling-Butcher, Peggy Koopman-Boyden CNZM, Clive Lansink, Victoria Manning MNZM, David Matthews, Papaalii Seiuli Johnny Siaosi, Dr Martin Sullivan QSO, Hamish Taverner, Jonny Wilkinson and Gary Williams MNZM. Reference Group members also include two representatives from government agencies. A representative from the Office of the Ombudsman observes each group meeting, on behalf of the Independent Monitoring Mechanism (made up of the Office of the Ombudsman, the Human Rights Commission and the Convention Coalition Monitoring Group). [↑](#footnote-ref-1)
2. The new ODI website will use the same url as the existing website: <http://www.odi.govt.nz/> [↑](#footnote-ref-2)
3. The Disability Data and Evidence Working Group is co-facilitated by the Office for Disability Issues and Statistics New Zealand. It is comprised of representatives from Accident Compensation Corporation, Ministries of Education, Health, Justice, Transport, Disabled People’s Organisations, disability sector non-government organisations and universities. [↑](#footnote-ref-3)