Developing a Workforce to Support Disabled People and their Whānau.

Having the Right People with the Right Knowledge, Skills, and Attitudes, in the Right Place at the Right Time.

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"For us it would be ideal to have the best of both worlds - the ability to have an organisation come in and partner with us to deliver a programme we have been able to develop to reflect our organisational needs."

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Foreword

Having the right people with the right knowledge, skills and attitudes, in the right place at the right time describes perfectly the outcomes we would all want to see flowing from qualifications that serve the disability sector in Aotearoa/New Zealand.

This report represents the collaborative effort of Careerforce, the New Zealand Disability Support Network (NZDSN) and Weaving Threads (Gordon Boxall) the consultancy commissioned to pull together data from a range of sources and write the report.

This work was undertaken against the backdrop of a disability sector entering a period of dynamic change. The cumulative effect of over two decades of effort to create a step change in how we think about disability support services, their relationship with disabled people and families/whanau who use them, and the system designed to make it all happen has led to the possibility of "system transformation." The influence of innovative thinkers and leaders, the impact of important touchstones like the Enabling Good Lives Principles and the learning from a raft of trials, demonstrations, pilots, research and now "prototypes" have all come together to create momentum for real and substantive change – change that will be significantly led by disabled people and families/whanau. Change that also needs to be supported by an approach to workforce development that anticipates the values, knowledge and skills that will be needed as the impact of transformation unfolds.

It is this future state that qualifications in the sector need to be able to respond to if we are to have a workforce that is able to consistently embrace the values, principles, knowledge and competencies that disabled people and families/whanau will be increasingly looking for to support them to enable a good life. And it is this workforce that disability providers will be looking to employ in a range of new and emerging roles as their organisations evolve to match the demands of system transformation.

In a context that is so dynamic, access to qualifications that provide consistent and high quality learning outcomes, are future focused and fit for purpose will be essential. This report explores the current state of the workforce, canvasses the landscape of qualifications available now and offers a series of recommendations that might get us to where we need to be. It is our hope that the report will promote discussion and the further exploration of approaches that align the disability workforce and employers with the aspirations of disabled people and families/whanau.

Dr. Garth Bennie
Chief Executive
New Zealand Disability Support Network

Preface

E ngā mana, e ngā reo, e rau rangatira mā, tēnā tātou.

Careerforce – *Te Toi Pūkenga* is the Industry Training Organisation responsible for supporting the kaiāwhina workforce, their leaders and managers, to grow their pūkenga and mātauranga - attributes, skills and knowledge, to support the aspirations, needs, and hauora of he tangata katoa o Aotearoa - all New Zealanders

We commissioned this report to help inform our journey moving forward as an organisation and whānau. It provides employer perspectives in this time of System Transformation and many recommendations to consider.

As kaitiaki - guardians of disability sector qualifications, we acknowledge our responsibilities to listen and learn from those with lived experience to ensure their voices are at the heart of this mahi.

Understanding the experiences of trainees and apprentices is also crucial, if we are to be successful in developing qualifications and training programmes that support tangata, whānau and community to achieve tino-rangatiratanga – self-determination.

Mā te whanaungatanga, ka ora ai ngā tāngata katoa
When we are connected, we shall all thrive

We also understand that this work does not sit in isolation from our work in mental health, addiction, social services, home and community services and health, and are all crucial elements interwoven within our core values of manaakitanga, kotahitanga and kaitiakitanga.

Our next steps have already begun, and we are connecting through whanaungatanga with Dr Garth Bennie, CE of the NZ Disability Support Network to develop a plan of actions in order to bring our unified vision of hauora to life.

I am truly grateful for the time already given by the National Enabling Good Lives Leadership Group and sincerely appreciate their wisdom, leadership and guidance.

This report represents a new journey for Careerforce – *Te Toi Pūkenga* and our commitment to the hauora of he tangata katoa o Aotearoa.

Ahakoa ko wai, ahakoa nō hea, ahakoa te āhua, he tangata tātou
No matter who we are, no matter where we're from,
no matter what our experiences, we're all people

Gill Genet

General Manager
Business Development

1.0 Introduction

1.1 Careerforce is the Industry Training Organisation for the disability sector in New Zealand. It is responsible to:

- Set national skill standards.
- Provide information and advice to trainees and their employers.
- Arrange for the delivery of on and off-job training
- Arrange for the monitoring of quality training

1.2 Careerforce also has responsibility for allied sectors including mental health and addiction, elder care, home and community support and social services.

1.3 In reviewing its approach to workforce planning Careerforce undertook to consider each of these sectors through commissioning each sector peak body to individually produce a Workforce Report.

1.4 New Zealand Disability Support Network contracted Gordon Boxall at Weaving Threads Ltd to produce this review of the disability sector workforce.

1.5 The Contractor was asked to consider the following key questions:

1.51 What are the impacts of emerging policy, government initiatives, service design, commissioning/contract changes and technology developments on the workforce?

1.52 What are the present and new emerging client needs from an employer perspective and how do these impact on service delivery and workforce capability?

1.53 What research and/or evidence is available to inform the report?

1.54 What do employers need to support workforce capability development?

1.55 What is the current and future workforce landscape?

1.6 NZDSN commissioned a survey of members to inform this report[1] and members were invited to engage directly with the contractor if they wished to engage further in the process[2].

1.7 This Workforce Report therefore weaves these threads together, with available research and best practice, and makes a series of recommendations that are intended to ensure Careerforce is best positioned to deliver its responsibilities within the fast-changing landscape of the disability sector.

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[1] *Carried out by Carte Blanche, NEW ZEALAND DISABILITY SUPPORT RESEARCH REPORT FOR WORKFORCE PLANNING 2018 was completed in February/March 2018*
[2] *14 agencies took up this offer*

2.0 Executive Summary

With the disability sector undergoing a once in a generation transformation, it is a time of considerable significance for Careerforce to review how it goes about its business. The success of disabled people having choice and control over how, where and when they are supported to lead the life of their choice will, to a large degree, be down to the sector's ability to build both the capacity and capability of its workforce. A workforce that will have a growing number of new employers, being disabled people themselves.

The future workforce will need to be more flexible, more knowledgeable, better trained/qualified and more responsible to deliver community supports, increasingly in mainstream community settings.

New qualifications are needed that are future focused and reflect the use of evidence based best practice ensuring the focus is on citizenship and participation rather than purely health and wellbeing. The process of ensuring disabled people have a role in designing, assessing and reviewing qualifications will add authenticity in line with the principles that underpin system transformation[3].

This report makes recommendations on what Careerforce can do to address each of the identified challenges and opportunities. In total there are 20 recommendations that, in short, suggest approaches that will help Careerforce to:

- Build credibility with key stakeholders by being aligned to the underpinning values and principles of the transformation agenda.
- Build its own reputation and that of the sector.
- Develop new ways of designing, implementing and assessing qualifications.
- Expand the sector's capacity to meet the new market expectations.
- Build the capability of the disability workforce.
- Develop trusting relationships and create new alliances.

The Report concludes with some thoughts and illustrations on the change management process for Careerforce as well as the people and organisations involved in the workforce.

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[3] *Enabling Good Lives Principles*

3.0 State of the market summary and its impact on the workforce

3.1 It is a time of great change within the disability workforce. This report singles out the planned system transformation as being significant in signaling a shift in control away from officials, assessors and service providers towards disabled people, families and whānau who will then choose the types of supports and services they wish to purchase to support them to get a good life.

3.2 Change will be incremental, building from the experiences of targeted initiatives to everyone in one region and, even then, the impact on providers of support, particularly for the more severely disabled, may be said to be limited in the short term.

3.3 However, the way the system will be transformed in terms of design and implementation is going to require most organisations to prepare themselves to this new way of working where disabled people will be equal partners and often, employers themselves.

3.4 There are also pressures to provide new support arrangements where disabled people have found themselves in inappropriate services due to lack of other options. Young people living in aged care services being one example.

3.5 There is also an intention to leave no-one behind which will require creative solutions to be developed if people with the most complex needs are to be offered personalised arrangements.

3.6 Some providers are already working in person-centred ways and were able to comment on the increased complexity of creating a workforce that can deliver someone with the right skills, knowledge and attitudes to the right person in the right place at the right time.

3.7 Momentum is building even within the current system where Individualised Funding is expanding very quickly bringing a need for new knowledge, for example to support disabled people to be good employers.

3.8 The sector is expanding and it is anticipated that, if successful, system transformation will require more resources in terms of support staff. This is because people who don't make use of the current services on offer are likely to want to design their own, given the ability to do so.

3.9 The emerging system is identifying new roles and responsibilities and consideration will need to be given to Careerforce's role in building a new workforce that is both fit for purpose, but also developed in an authentic 'nothing about us without us' manner.

3.10 In terms of authenticity, consideration also needs to be given to how a person-centred workforce aligns with Kaupapa Māori whānau centred approaches.

3.11 Regardless of system transformation, there are also different client needs emerging that require new skills and knowledge for the existing workforce.

3.12 Providers have different needs that require different types of engagement with Careerforce mainly depending on their size and expertise.

3.13 There are a number of workforce related issues that suggest a need to build the capability and capacity of an aging workforce as well as engaging younger cohorts of people.

3.14 There are relevant examples of similar workforce related issues in other jurisdictions which provide useful data and an efficient means for New Zealand to anticipate (and minimise) some barriers and short-cut some system planning requirements.

3.15 There are also good examples of how stakeholders can create strategic alliances for mutual benefit.

3.16 There is an appetite for collaboration from the organisations spoken to with an emphasis on minimising duplication and maximising available resources.

3.17 There is nervousness about what the full impact of Pay Equity will be. This follows on similar settlements concerning sleep-overs and between work travel and have taken considerable time and effort for the provider sector to negotiate and understand. There is a sense of overload on infrastructure and leaders.

3.18 Providers of services have not had any significant/real increases in funding for many years with many operating in a partial funding environment and so there is little scope for them to invest in any new ways of working.

3.19 There is some confusion about the roles and responsibilities of the various stakeholders in workforce planning and the available tools and strategies.

3.20 The recently formed System Transformation Workforce Development Group may provide a good vehicle to work through the change process.

3.21 There is consensus to change the current range of qualifications and particularly at Levels 3 and 4.

3.22 There is opportunity to consider how to best achieve co-design and co-production to any review of qualifications with good examples of how this is already being done.

4.0 Impacts of emerging policy, government initiatives, service design, commissioning/ contract changes and technology developments on the workforce

4.1 For many years disabled people and families have been calling for a new method of assessing their needs and funding and purchasing relevant supports and services to meet them. They want more choice and control about how they can be supported to live the lives of their choice. This is now happening for some disabled people in some locations, and for some contracts, but government has now announced[4] that a transformed system approach will be available for all disabled people in Mid-Central Region from 1st October 2018 with clear signals that this will evolve and expand throughout the country in the coming years. It is therefore a critical time for Careerforce to consider what that will mean to the roles, relationships and responsibilities of disabled people and the people/agencies supporting them and the way Careerforce goes about its business:

4.11 The environment in which Careerforce operates is set to change exponentially. Cabinet has approved a timetable for system transformation which, although dependent on successful implementation, may be considered flexible to the 'try, learn, adjust' methodology of the Enabling Good Lives (EGL) approach. At the heart of EGL is the desire to ensure that disabled people have more choice and control over how they are supported to live the life of their choosing. People will therefore have access to personal funding from which to purchase supports and services of their choice rather than necessarily having a provider contract with government to do this on the disabled person's behalf.

4.12 This will impact all agencies working in the disability sector. How much and how quickly may be a matter of conjecture but there is a timetable now in place for Mid-Central to 'transform' from 1st October, intentions that the two ongoing demonstrations in Christchurch and Waikato will be next to do so from 2020 with indications that the remaining areas will follow, subject to what is learned over the next two years.

4.13 The expectation is that the short-term impact on service providers will be limited[5]; that disabled people will be able to continue to receive services as now with the expectation that between 10% and 30% of disabled people in Mid-Central Region will choose to make major changes to their support by the end of the first two years.

4.14 However, there is a momentum for change and all new national initiatives from the main funder, DSS, are increasingly aligned to system transformation approaches[6].

4.15 Markets for new ways of supporting disabled people are likely to emerge which will provide opportunities for providers to contract to deliver these new products and services.

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4 *Transforming the disability support system: Approval to commence MidCentral Prototype: NZ Cabinet Paper April 2018*
5 *Ibid*
6 *E.g. Transforming Respite: Disability Support Services Respite Strategy 2017 to 2022*

4.16 Providers will need to consider these developments as part of their workforce planning. Some will feel already aligned to EGL and be able to offer personalised supports. One provider interviewed commented that they had found the business module offered by Careerforce particularly helpful for families in receipt of individualised funding as this didn't just provide them with knowledge and skills they needed to run a small business entity, but it also provided a route to achieve a relevant qualification. However, most providers representatives spoken with were not yet in a position to know how they would be impacted, although a number felt that their model of service would remain viable given the needs of the population they served.

4.17 New roles including 'Advocates', 'Navigators' and 'Facilitators' were identified at the Careerforce/NZDSN Leadership Forum held in January[7] and within the EGL Demonstrations there is mention of Connectors, Independent facilitators, Brokers and Funding Managers[8], all of which will bring a need for new skills, new knowledge and new training.

4.18 It is also worth considering the infrastructure changes needed to cope with the challenges that a transformed disability system will bring. These may necessitate different Accounting and Human Resource functions to address the different (individual) contracting, staff selection, deployment, reporting, invoicing, receipting and tracking of payments, dealing with debtors, maintenance of cash-flow records etc.

4.19 Along with EGL, the degree of growth in disabled people opting for Individualised Funding (IF) is having a material effect on the market. 3500 disabled people representing 27% of Home and Community Care Services market share[9] opt for IF which introduces disabled people to the role of employer. In addition to the new skills they may require as mentioned above, this brings another dimension to how best to ensure staff can access training that will give them the best tools and techniques to do the job. It also introduces tensions such as an example provided in the interviews where a staff member had been trained to lift someone in a manner that their employer (the disabled person) didn't like!

4.20 New markets will also emerge. One example from the Christchurch EGL demonstration was where a provider of individual services in a different market (supporting young people and elders) was able to adapt its workforce offerings by acting as the employer on behalf of EGL clients. The presence of Mycare[10] is another example of this emerging market.

4.21 Such innovations and competition will be disruptive and all providers will need to plan accordingly.

4.22 There was little feedback about new technologies, the most significant being to aid blind people to live independently. One app, Be My Eyes, has 1.3 million volunteers in 150 countries who can help people in really practical ways which a staff member may otherwise be needed to do. Mainstream products like Apple's Siri or Amazon's Alexa which make things easier for everyone may become essential companions for some disabled people.

4.23 The disability system is currently located across a range of government agencies. Whilst the Ministry of Health, Disability Support Service is currently hosting the Enabling Good Lives work, the State Services Commission, along with the Ministries of Education, Health and Social Development, has been tasked with undertaking a Machinery of Government Review, in lay terms a suitable 'fit for purpose' entity to accommodate the future system[11].

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7 *NZDSN Leadership Forum: Unique features of the disability workforce – key notes and sector recommendations*
8 *See the EGL website at www.enablinggoodlives.co.nz*
9 *Source: Manawanui in Charge*
10 *https://www.mycare.co.nz/*
11 *Transforming the disability support system: Approval to commence MidCentral Prototype: NZ Cabinet Paper April 2018*

4.2 In summary:

4.21 The impact of system transformation is going to be considerable on the people and agencies who work in the disability sector. With more disabled people employing staff directly or choosing staff who work under contract through an agency, this will bring new roles for them and different responsibilities (and relationships) for their staff.

4.22 Providers will continue to support disabled people but the nature of this relationship will change.

4.23 What may previously have been a provider driven workforce plan will need to ensure it now includes the authentic voice of disabled people and their families.

4.24 The system transformation approach, which is based on the EGL principles, has established a method of recruiting local leaders to represent disabled people, families and service providers who work together, alongside government representatives, to design, produce, implement and oversee the development of the new system.

4.25 It is an opportune time for Careerforce to determine how active it wants to be in influencing the transformation process and how to position itself to best advantage, so the existing and emerging workforce can be supported to gain the skills, knowledge and qualifications that are best suited to the people they will be supporting.

4.26 It is also a good time to consider how relevant Careerforce considers the influence of disabled people and others with specific subject and content knowledge, in its own leadership and governance.

Recommendation 1:
Careerforce engages with the System Transformation Leadership/Governance Groups in Mid-Central, Waikato and Christchurch to ensure it listens to the 'real time' issue that are emerging as the system transforms and can therefore be part of the 'try, learn, adjust' approach within those areas.

Recommendation 2:
Careerforce considers how it wishes to engage in the more strategic aspect of system transformation; the change management process that will anticipate, design and test new approaches and products that will help identify what is needed from a future workforce to meet the needs of a transformed disability system.

Recommendation 3:
Careerforce keeps apprised of the State Services Commission search for a fit for purpose entity to locate the disability system and considers the longer-term consequences of this, assuming it will be outside of the Ministry of Health.

Recommendation 4:
Careerforce actively considers how it ensures the voices of disabled people, families and whānau can influence its work, its direction and its governance to ensure it aligns authentically with the co-production approach to system transformation.

5.0 Present and new emerging client needs from an employer perspective and their impact on service delivery and workforce capability

5.1 There was consensus from employers spoken to that there has been an escalation of people being referred who have considerable complexity in their lives. There is pressure to be supporting children who are under the care of Oranga Tamariki in community settings as one example and for people who exhibit behaviours that may cause harm to themselves or others. It was reported that there is a lack of a joined-up approach to positive behaviour support i.e. that is consistent across different agencies and sectors. There is also an increased focus to do things in mainstream settings e.g around vocational supports which supports the EGL principles. There is also an issue for supporting an aging population with associated physical health needs. Other emerging needs acknowledged a growing recognition of the value of trauma informed care and basic human development. Being able to understand about risks around suicide and how best to support people with foetal alcohol syndrome were also mentioned as having growing numbers which was confirmed by other employers.

5.2 There was mixed feedback in terms of the best delivery methods. Some organisations specialise in one or more of these areas and train their own staff and, whilst there is scope for collaboration, in a competitive market, some may choose to retain this as part of their unique selling point. Overall, more providers were keen to explore collaborative approaches.

5.3 There was a distinction between the needs and feedback from employers of different sizes. This broadly encompassed 4 categories:

    5.31 Large (with Human Resources (HR) and Learning Development (LD) Departments)

    5.32 Medium (with some resource devoted to HR and LD)

    5.33 Small and Niche (with no separate resource for HR and LD)

    5.34 Disabled people as employers

5.4 Feedback suggested that the relationship between employers and Careerforce was different than, say 5 years ago, when it felt more intimate and relational. Generally, larger and medium sized agencies felt they now had a more transactional relationship and that they would like to meet more and with similar sized agencies, so the issues discussed were more relevant. Smaller agencies need to have more of a complete package of services and information that compensates for them not having the hands-on expertise. At each end of the spectrum, some agencies want to be listened to and some want to be told what to do. The fourth category is completely different again, is already increasing significantly in numbers through the uptake of Individualised funding and this will only expand further through system transformation. Agencies clearly have different levels and styles of engagement with Careerforce but this doesn't seem to be in a systematised manner.

Recommendation 5:

Careerforce considers whether modules it operates in other sectors, including social services, mental health and addiction would be suitable for inclusion in the disability suite of qualifications.

Recommendation 6:

Careerforce considers how to develop new courses that cover any remaining gaps in knowledge for emerging client needs.

Recommendation 7:

Careerforce consider how best to develop strategic alliances with stakeholders that design and deliver evidence-based training to a high standard.

Recommendation 8:

Careerforce works with NZDSN to explore new ways to support the different needs of agencies of different sizes, along with disabled employers, to maximise its effectiveness at supporting their requirements in as efficient a manner as possible. One option may be to invite employers to join the group of their choice and arrange to see each 2 or 3 times a year. Another maybe to have topic specific engagements based on what the employers need to know/are asking for.

6.0 What research and/or evidence is available to inform the report?

6.1 The New Zealand Disability Support Network Survey 2018 has been circulated separately as a stand-alone document. The key issues were identified in the executive summary as follows:

6.11 The survey received 67 responses (although only 40 answered every question) out of 172 potential responses, representing 39% and therefore the results should be interpreted as 'themes, trends and a gauge of sentiment rather than a statistical measure'. This may reflect the lack of high quality longitudinal data that would help to guide future workforce planning.

6.12 The sector continues to comprise a handful of large organisations (over 400 full time equivalent employees) and mostly small to medium organisations with between 7 and 80 staff.

6.13 The findings mostly reflect a management perspective.

6.14 25% of the workforce are unqualified.

6.15 Current Level 3 and Level 4 qualifications are only meeting the needs of between one quarter and one third of organisations.

6.16 'Changing client needs', 'paperwork' and 'staff attitudes' had the most impact on workforce performance with 'training not fit for work role', 'lack of supervision', insufficient resources' and 'age of the workforce' seen as having minimal or no impact on workforce performance.

6.17 The things that stopped staff commencing training the most were 'time', access/ availability (of training) and 'costs' like the qualification fee. Things like 'lack of support from the workplace' and 'poor access to technology' were seen to be barriers with the least impact.

6.18 Staff who didn't complete training in time were felt to be down to 'time', 'literacy skills', and 'digital/technology skills' noting that the results about the aforementioned barriers might be different if the students of the training were answering.

6.19 Most organisations have a workforce development plan.

6.20 Just over one third of organisations reported that they didn't receive funding for training and development.

6.21 The most significant factors impacting on workforce development were 'increasing client complexity', 'limited funding' and changing government expectations' with 'the cultural fit of workers and 'implementing guaranteed hours' seen as less significant.

6.22 'In-house training' was the most popular method of delivering training followed by 'external seminars' with 'Careerforce', 'Wananga', Universities and 'Private Training Enterprises' said to be the least attractive training services.

6.23 The challenges facing organisations in the future were seen to be primarily related to 'access to funding', 'pay equity' and 'change and uncertainty within the sector'.

6.24 Training programmes were felt to need to respond mostly to 'changing models', 'limited training time and resources' and 'client expectations'.

6.25 Future employees would be likely sourced from 'public advertising', 'training courses' and 'recruitment agencies'.

6.26 The majority of skill gaps had an emphasis on soft skills like leadership, communication and interpersonal skills.

6.2 The New Zealand Disability Workforce Survey in 2015 estimated a total workforce of 22200 employees in 15,380 full time equivalent positions. 5 large organisations (more than 500 employees) accounted for 75% of the workforce with half of the respondents being small organisations (less than 50 employees). This survey also identified a number of issues relevant to this report:

6.21 The use of qualifications had increased from 42% in 2012 to 73% in 2015.

6.22 There were difficulties in accessing workforce information and a need for better data collection.

6.23 There was a need to identify current and future disability support career pathways.

6.24 There was a need to identify areas for future specialist education and training for support workers.

6.25 There was a need to investigate the causes of high turnover.

6.3 New Zealand isn't alone in seeking a transformed disability system and nations across the Western World have been tackling similar challenges to make processes and services more personalised and person-centred and workforces responsive to the changes.

6.4 In Australia, the transformation has been generated through a new national funding mechanism, the National Disability Insurance Scheme (NDIS). As part of this journey they have set up a Disability Workforce Reporting mechanism[12]. One question they are trying to answer is whether the disability workforce of the future will be a stable, highly skilled and well-motivated workforce or if pockets of highly casualised and part time work emerge where high turnover, low morale and inconsistent standards prevail. They have devised an on-line 'workforce wizard' tool into which disability service providers enter data quarterly, which form the bases of benchmark reports which can be analysed in longitudinal terms

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[12] *Australian Disability Workforce Report*

along with data that is collected from the NDS 'job board'. At the time of writing, 9 quarters of data has been collected and the benefits of such regularly harnessed and reported upon data. The following highlights were observed:

6.41 The Australian disability sector is growing quickly at 11.1% per annum. (Comment: NDIS has injected significant funds but the NZ Cabinet papers acknowledge the need for additional funding for support to build workforce capacity in a transformed system).

6.42 Women make up 70% of the workforce.

6.43 It is an older workforce with 44% aged 45 or over with the general workforce being 39%.

6.44 Staff are increasingly being employed on a casual basis making up 40% of the workforce and particularly for smaller organisations where it is accounting for nearly 50% with permanent employment increasingly becoming the preserve of large organisations.

6.45 In the allied health sector 75% of staff are employed on a permanent basis.

6.46 Turnover of permanent staff has increased by 1.3% over this period.

6.47 Turnover of casual staff has increased by 26% over this period to 35%.

6.48 Organisations gain apparent flexibility by employing more casual staff but the cost is a greater increase in labour turnover in their workforce and a consequent drop in the quality of service provision for their clients.

6.5 The Victorian model offers good insight into how one Australian State is approaching workforce development initiated by a transforming disability system, in this case NDIS. Keeping our sector strong: Victoria's workforce plan for the NDIS has four objectives:

6.51 Intelligence – Build intelligence on workforce trends to inform workforce planning and provide an evidence base for the future.

6.52 Capability – Build workforce capability through quality education and training opportunities aimed at developing a high-performing workforce with the knowledge and skills required to thrive under the NDIS.

6.53 Supply – Improve workforce supply by increasing the disability sector's capacity to attract and retain workers with the right skills and values to meet the growing demand for high quality individualised support across the breadth of participants needs.

6.54 Innovation – Maximise opportunities for innovation in practice, service delivery and workforce models to drive improve outcomes for people with disabilities.

6.6 The Victorian Plan is well resourced with A$26M available for its implementation. The following are key issues it identified as relevant to this report:

6.61 Collecting accurate data is crucial to understand the needs of the workforce and understand how NDIS (read for NZ, system transformation) is going to impact the workforce over time.

6.62 Locations need to be supported to be NDIS ready by bringing stakeholders together to strengthen local networks and identify local priorities.

6.63 Staff need to be supported through transition and commercial and strategic capability need to be strengthened across organisations.

6.64 Quality training needs to be targeted with a qualifications review and gaining an understanding of the professional development needs of trainers and assessors.

6.65 Achieving excellence in research and education.

"Training needs to focus more on intellectual disability and also to those with high and complex needs that cannot speak/ advocate for themselves."

Survey Respondent
Disability Sector Workforce Survey

6.66 Promoting best practice support particularly for people with high and complex needs and in a way that integrates all government agencies (disability, mental health and justice).

6.67 Building allied health capability with the example of the early intervention of children.

6.68 Promoting the sector to attract people to work for it, particularly as demand is so high, it has an aging workforce, barriers have prevented people joining in the past need to be overcome and there are new types of jobs predicted to be available that will require different skills, knowledge and attitudes.

6.7 Still in Victoria, two institutions (The Victorian Council of Social Services and RMIT University) have partnered to set up the Future Social Services Institute to:

6.71 design world-best education programs for the social service sector

6.72 help train the 'workforce of the future'

6.73 research emerging trends and opportunities in social sector reform

6.74 empower not-for-profits to reorient to a global market.

6.8 It is an example of strategic collaboration to anticipate what the future will look like, so the partners can best position themselves to succeed at their aligned goals.

6.9 In England, Skills for Care produced a report on the state of the social care workforce and included a section on personal assistants, being people employed directly by a person who needs care and support. They found:

6.91 PA jobs were less likely to be full-time (31%) than care worker jobs (46%).

6.92 Zero-hours contracts were much less common amongst PAs (17%) than care workers 34%).

6.93 The mean hourly pay rate for PAs in England was £9.10. This pay rate was considerably higher than the rate for care workers employed in the independent sector (£7.71).

6.94 Almost half (45%) of PAs held a relevant adult social care qualification. This was similar to care workers (46%). PAs, however, were more likely to be qualified to level 3 and above (25%) than care workers (17%).

6.95 Just over half (52%) of the responding PAs were a family or friend of their employer and just under half (48%) did not know their employer before accepting their current role.

6.96 Across most workforce areas, differences can be seen between those PAs who support a friend or family member and those that did not know their employer before they accepted their role as a PA. For example, non-family/friend PAs were:

6.961 More experienced, on average, with 10.2 years working in the adult social care sector compared to 9.2 years for family/friend PAs.

6.962 More likely to have held a role within social care before working in their current role (56%) than family/friend PAs (35%).

6.963 Paid, on average, a higher rate of pay than family/friend PAs (39p more per hour).

6.964 A greater proportion of non-family friend PAs held relevant adult social care qualifications (56% compared to 32%) and they also reported more training than family/friend PAs in almost all training categories.

6.10 Other information in this field was considered including the Staff Disability Survey Report from the USA and, whilst Careerforce may wish to keep up to date with such information, there was nothing found to materially impact this report; rather the key themes of needing good strategies to recruit, retain and deploy this often unregulated, growing, aging workforce were replicated/reinforced.

6.11 In summary:

6.111 The recent feedback from current employers reflects the uncertainty in the system and also aspects of its fragility, particularly given the apparent lack of resources at a time of such change.

6.112 There is confusion and concern about the suite of qualifications which are addressed in detail under 8.0 below.

6.113 There is a need for leadership to be shown across the responsible sector bodies to ensure their expertise and responsibilities are reflected in the change process.

6.114 This process could also identify opportunities to review and refresh workstreams like Kaiāwhina, Let's Get Real Disability and DSS Disability Workforce Plan.

6.115 New Zealand is not alone in facing this degree of change in the disability sector.

6.116 It is different for different categories of employer/provider.

6.117 Other jurisdictions are collecting timely, relevant data with which to plan to engage and support labour market engagement and workforce development strategies which will be helpful to consider.

6.118 There are opportunities to create strategic alliances for mutual benefit.

Recommendation 9:
Careerforce engages at the highest level with government officials responsible for the design and development of system transformation to signal its enthusiasm to contribute to this process as the ITO for the sector.

Recommendation 10:
Careerforce and NZDSN engage at a high level with Te Pou, HWNZ and DSS to consider how best to align workstreams and maximise expertise and resources to fit the system transformation process.

Recommendation 11:
Careerforce engages with the work of NDIS to consider whether there are tools and techniques, such as those used to inform their Workforce Planning, that could be adapted for use in NZ

Recommendation 12:
Careerforce maintains its focus on the external environment to ensure it remains up to date with research and best practice nationally and internationally.

Recommendation 13:
In turn, Careerforce in time considers its role in relaying the learning around workforce planning in the New Zealand context, to others.

7.0 Issues impacting the workforce

7.1 Pay Equity

7.11 It remains early days to consider the full implications of the Pay Equity Settlement for providers. At one level, the settlement is fully funded in terms of support workers wages but, it is feared that because it is formulaic there will inevitably be winners and losers. Anecdotally, it appears that the more qualified workforces are penalised which was not the intent of the legislation. There is optimism that the sector will be more attractive to front-line workers who will have incentives to undergo training and gain qualifications.

7.12 There is consensus that employees who gain their additional pay through the Pay Equity Settlement due to being time served, rather than qualified, will be put under greater pressure to be able to perform as if qualified at least to a Level 4 equivalent. This is anticipated to create some tensions between employees and employers.

7.13 There is an expectation from government that *providers will also receive the benefits of lower turnover due to increased wages and a more capable and skilled workforce through access to training and qualifications*[13]. This would be compromised if the workforce becomes casualised as in the Victoria experience detailed in 6.4 above.

7.14 Feedback from employers indicates that the implementation of Pay Equity has had some beneficial effects to attract and retain staff but has also resulted in employer concerns about its affordability in the longer term. Mention was made of some staff opting for reduced hours that maintain what they earned previously but, if common, then also adds pressure on recruitment budgets.

7.15 There are also concerns that there is great pressure now on the next tier of management where there is no extra funding to maintain differentials. It was suggested that access to good quality training that leads to formal qualifications could act as some compensation for this and ensures career development opportunities are sustained.

7.2 Other issues impacting the workforce

7.21 There are signs that the demographic profile of front-line staff has changed to one where it is increasingly likely that, for incoming staff, English may not be their first language and what this means to training needs, and the content and delivery methods of learning materials.

7.22 The workforce is aging, and it was noted, from observation, particularly that of the leadership of provider agencies.

7.23 There is also a growing workforce of people who contract through an agency to find work in the locations and at times they want. New methods may need to be devised to enable this group to attain relevant knowledge and qualifications.

7.24 Given the Australian experience, at a time of real importance to planning being joined up between responsible agencies, feedback from organisations indicated there is some confusion about the roles and relationships between key partners concerned with workforce development including Careerforce, Disability Support Services, Health Workforce New Zealand and Te Pou o te Whakaaro Nui. These materialised in a number of responses:

7.241 Just at the time of a need to inject resources into the workforce, Te Pou gets its funding cut.

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13 *Australian Disability Workforce Report*

7.242 I have never heard of Kaiāwhina (a common response).

7.243 I have no idea where the responsibilities of one of these (above) agencies starts and finishes.

7.244 I am not sure where Let's Get Real Disability fits in with Enabling Good Lives

7.245 What happened to the DSS Disability Workforce Plan that ended in 2016?

7.3 Feedback regarding the Enabling Good Lives Team confirmed the recent formation of the Workforce Working Group which, aside from EGL, includes representation from NZDSN, HCHA, Inclusive NZ and Unions. Early discussion has centred on:

7.31 What the new environment will look like.

7.32 How employment conditions can be best protected in that new environment.

7.33 The consequences of multi-employment arrangements.

7.34 The possibilities of disabled people wanting to employ a new workforce through new networks.

7.35 What training (and qualifications) will be needed.

7.36 What resources will be needed by disabled people to be successful employers.

7.4 In summary:

7.41 The full impact of Pay Equity is uncertain. There are certainly positives in terms of the material effect on front-line staff but concern about the costs, whether direct or indirect, intended or unintended, are keenly felt.

7.42 The need to improve communications across the sector about roles and initiatives was further reinforced (see Recommendation 10 above).

7.43 The recently formed System Transformation Workforce Working Group may provide a good vehicle to work through the change process.

Recommendation 14:
Careerforce reviews the training needs and relevant qualifications for the Managers of front-line staff to help address the challenges that providers will face for this important part of the workforce whose differentials will have been cut in terms of those they manage.

Recommendation 15:
Careerforce considers how to get clearer messaging out about its role and responsibilities within the sector.

Recommendation 16:
Careerforce considers its involvement in the System Transformation Workforce Working Group.

8.0 Feedback on the Careerforce suite of qualifications

8.1 Whilst follow-up conversations with employers suggested that Level 2 presented few concerns with most employers able to accommodate this within their orientation and induction process, the aforementioned 2018 NZDSN Survey, NZDSN Leadership Forum in January 2018 and general feedback indicated a need to urgently overhaul Level 3 and Level 4 Health and Wellbeing content and implementation arrangements.

8.2 There was particular confusion between the traditional Level 4 qualification which had 70 credits and the Apprenticeship with 120 credits. It seems inequitable that these should be differently weighted to receive the same end result (at least in terms of status). However, each had their followers and organisations have invested time and energy into pursuing their qualification of choice, and method of staff achieving it.

8.3 There was a general sense that the quality of training was 'patchy' and it wasn't clear how evidence-based or current it might be.

8.4 The outcome of the January NZDSN Leadership Forum[14] indicated that the Contractor Employer Model should be updated to include a robust selection criterion that involves members of the sector. A similar approach might be taken to contracting arrangements for the content and delivery of all training which could also be procured in an open and transparent manner.

8.5 Any review provides the opportunity to consider how (co)design and (co)production could also enable alignment to the system transformation process and enable people with personal experience of disabilities to be architects of training that is relevant and fit for purpose.

8.6 Feedback indicated support for training to be accredited to ensure it reflected an evidence base and best practice as well as being relevant to each trainee's workplace.

8.7 Some agencies seem well-suited to delivering training based on their specialty and expertise.

8.8 Feedback also suggested that training courses should have a consistent, bi-cultural component/theme within all training modules.

8.9 Consideration may be given to other available training e.g. Open Polytechnic's suite of Health and Wellbeing courses as part of maximising the best use of public resources and expertise whilst minimising any duplication of effort. It was clear that some providers are turning to the Open Polytechnic for financial reasons. There was a mixed reporting of how time for on-line training was accounted for with some providers leaving it entirely to employees and others offering some time compensation within the working week.

8.10 In summary:

   8.11 The current range of qualifications need to be urgently reviewed, particularly at Levels 3 and 4.

   8.12 There is a recurring theme about how disabled people and families and whānau need to be engaged in any processes which are going to ultimately affect them.

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14 *NZDSN Leadership Forum: Unique features of the disability workforce – Key notes and recommendations 31/1/18*

Does the current Level 3 qualification meet your needs (n=50)

Graph from *New Zealand Disability Support Research Report for Workforce Planning 2018*

8.13 It may be timely to review the way training is conducted to ensure consistency, best practice and the availability of high quality training programmes to meet the demands of the future.

8.14 There is opportunity to consider how to best achieve co-design and co-production to any review of qualifications and content given the consensus for change.

8.15 Some organisations will be wedded to their way of working and design of training and its content.

Recommendation 17:

Careerforce reviews the way it designs and implements qualifications to include those affected most by the impact of such training, being disabled people and their families. This review to consider whether and how training might be accredited to ensure it is current and relevant and based on best practice.

Recommendation 18:

Careerforce works with NZDSN to consider how providers are also engaged in the design and implementation of qualifications and to agree a method of identifying lead agencies[15]. This may be best suited as a 'Request for Proposals' where providers can show how they deliver training that is evidence-based and aligned with best practice and the principles and values of EGL that underpin system transformation.

Nb: A suggestion from a Kaupapa Māori provider was that a working group be established to review training courses and make recommendations, so they aligned with Te Tiriti o Waitangi.

Recommendation 19:

Whilst the priority for Careerforce is to overhaul Levels 3 and 4, and particularly given their relevance to Pay Equity outcomes, there are opportunities to develop new training programmes around specialist work (e.g. Employment Support) and to also meet emerging needs such as those identified under 5.1 above. The branding and promotion of new qualifications could reinforce the focus on community rather than facilities. The value of this new workforce can be emphasised to align with pay equity expectations.

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15 *Which could include other training providers*

9.0 Final thoughts on the change management process

9.1 To quote Tony Robbins "*There are always two businesses you've got to manage. There's the business you are in and the business you are becoming*". In this case it is even more complex because in order to get to the start line here Careerforce needs to consider whether it needs to change the way it makes decisions and engages key stakeholders.

9.2 Sometimes it helps to look at how systems are transformed elsewhere to provide a different perspective on how change can be both intentional but also how the downstream effects can then lead to unintended but equally beneficial consequences. *How wolves change rivers* illustrates this really well from the animal kingdom (and originally introduced to me by Phillipa Gaines).

9.3 One of the most successful disrupters to an existing system in recent years is Airbnb. I believe there is an interesting parallel to the disability sector transformation in terms of the reason why their market share really took off and this was down to the establishment of mutual trust between the purchaser and the provider of the service. This Ted Talk by its founder, Joe Gebbia really illustrates the power of designing for trust. If short of time start watching at around 4 minutes and 45 seconds.

9.4 There is a key opportunity for system transformation going forward to design for trust. The try, learn and adjust approach to EGL has already resulted in significant changes to the design and production process as the demonstrations have been evaluated and the learning introduced into future models. Careerforce has a great opportunity to be a leader in this process.

Recommendation 20:
Careerforce considers how it develops its responses to the contents of this report and how it shares and communicates them to its stakeholders.

What are the most significant changes facing your organisation that training programmes need to respond to   (n=193)
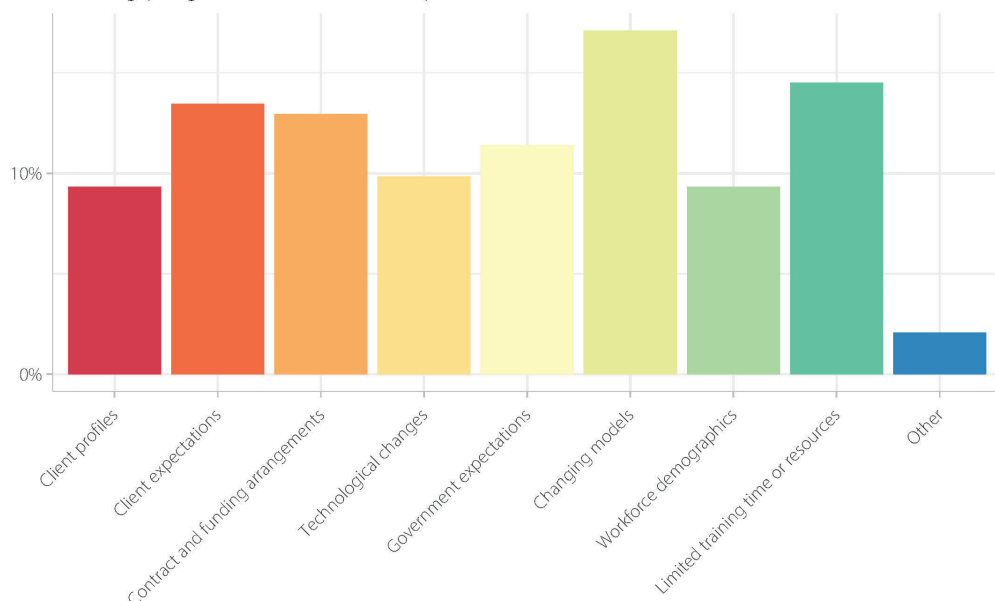
Graph from *New Zealand Disability Support Research Report for Workforce Planning 2018*

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11.0 Acknowledgements

"When we work in a 24/7 service people's needs can change rapidly and daily, so we need to be able to have good flexiblity with training and funding."

Survey Respondent
Disability Sector Workforce Survey