

Voices from the Community

Insights on Future Curriculum and Delivery Options for the
NZQA Health and Wellbeing Levels 2-4 Certificate
Qualifications in Disability Support

Report for the Workforce Collaboration Steering Group

Written By Grant Cleland, Cate Grace

Angie Baker, Josh Caldwell and Angela Desmarais



Enabling Good Lives



Final Report 1 May 2023

Table of Contents

Executive Summary	4
About us	12
Project Team	12
Advisory Group	12
Timeline	13
Background	14
The qualifications	15
Meaningful implementation of Te Tiriti o Waitangi	17
Disability in Aotearoa New Zealand	17
Language	21
Our Consultation Process	21
Stakeholder engagement	21
Face-face and Online Meetings	22
Feedback via direct email	22
Online survey	22
Consultation Paper Feedback	23
Key Themes from stakeholder groups	25
Overview	25
Strengths	26
Gaps	26
Curriculum	27
Mode of delivery	30
Future delivery	33
Perceptions of the qualifications by specific stakeholders	35
Disabled people and family	35
Tangata whaikaha Māori and whānau whaikaha	40

Pasifika and aiga.....	44
Workforce.....	47
Toitū te Waiora (WDC) and Programme/Content Developers.....	53
Feedback about the Consultation Paper	57
Key Insights.....	67
Overview.....	67
Curriculum	68
Delivery Options	69
Conclusion and Recommendations.....	71
Glossary	77
Appendices	81
Appendix A: The Workforce Development Collaboration Projects.....	81
Appendix B: Project Plan and Invitation to engage	84
Appendix C: Survey and special interest group plan and questions	89
Appendix D: Survey demographics.....	92
Appendix E: Consultation Paper Feedback	94
Appendix F: Careerforce Background Information about the Levels 2-4 Qualifications Mentioned In the Report.....	95
Appendix G: Letter of Intent Committing to a Partnership.....	100
Appendix G: Relationship between NZQA, Toitu Te Waiora & Programme Providers	101

Whakatauki

Hāpaitia te ara tika pūmau ai te rangatiratanga mō nga
uri whakatipu

Foster the pathway of knowledge, independence and
growth for future generations

Executive Summary

This project engages with rights holders and stakeholders to examine the Levels 2-4 Health and Wellbeing Certificate qualifications as they relate to the disability support workforce; to understand current perceptions and future desires and to help guide the development of future focused, disabled person and tangata whaikaha Māori informed curriculum and delivery models for these qualifications moving forward.

We recognised that these that qualifications must be responsive to the needs of those who would be most impacted. We intentionally sought to engage first with disabled people, tangata whaikaha Māori, whānau whaikaha, families and aiga in order to understand their needs.

“We all want to live our lives the way we want to, to have the choice and control to access all that we want to participate in – the things that are important to us. The workers that support us can make a big impact or simply make life a living hell.”– Disabled person

Over the five months of consultation we met with disabled people, tangata whaikaha, whānau whaikaha, families, aiga and their allies.

We also consulted with members of the current workforce supporting disabled people and whānau who either have, or have chosen not to complete the Levels 2-4 Health and Wellbeing Certificate qualifications, related to disability support.

We also heard from employers, providers, unions, workplace learning advisors and tertiary education providers who employ or support workers completing these qualifications, Programme/Content Developers, Te Pūkenga and Toitū te Waiora, the Workforce Development Council.

This identified issues with:

- curriculum content;
- modes of delivery; and
- methods of assessment.

This consultation process examined perceptions of the current qualifications and sought input for changes from those involved with all levels of the qualification process. A summary of the key insights is found later in this report.

A significant majority of those involved in the consultation did not believe the current qualifications produced individuals who were adequately equipped and trained to meet the practical support needs of disabled people, their families and whānau.

Disabled people, families and whānau stated that they are having to do significant amounts of their own training of support workers with the qualifications. This includes in basic practical skills such as transferring, showering and personal care, etc.

Disabled people, their families and whānau also told us that:

- They wanted more involvement in the development, delivery, and assessment of these qualifications.
- These qualifications need to adapt to reflect changes in the disability sector, including the Enabling Good Lives approach, Whanāu Ora, Whaikaha, etc.

Support workers told us that there needs to be different modes of delivery than just online learning, including communities of practice and group learning.

We also heard that how a support worker achieves their qualification will vary from employer to employer. Employers or support workers select the Unit Standards that will be completed, rather there being a consistent core of Unit Standards that all support workers must complete across the disability sector.

There was a call for these qualifications to have a consistent core set of Unit or Skill Standards across disability sector that stipulates what support workers should be taught.

The qualifications have graduate profile outcomes that must be complied for the qualification to be achieved. Careerforce for example, also has compulsory unit standards and a range of electives so employers can personalise the learning for each support worker and their work environment. However, we have still heard that there is lack of consistency with these qualifications and programmes across the disability sector.

It is important to acknowledge that any recommendations implemented as a result of this document need to consider how this workforce development will embed Te Tiriti o Waitangi, Whānau Ora, the Enabling Good Lives approach, rangatiratanga, and mana motuhake appropriately throughout the health and disability system transformation.

Whanaungatanga are one of the determinants for Māori life satisfaction. The interdependence of strong relationships between whānau members is an essential element of Māori culture and these relationships have been shown to be important in maintaining both collective and individual wellbeing. In relation to these qualifications, whānau and whanui should be able to easily access the qualifications and what they need to complete them.

Tangata Whaikaha me Whānau Whaikaha and Māori support workers recommended resourcing the development of their own models of support and practices addressed in a kaupapa Māori way and pedagogy.

Given this and other feedback we have received, the Project Team and Advisory Group recommend the Workforce Collaboration Steering Group consider the following:

General Recommendations:

1. Given that disabled people, their families and whānau have told us that these qualifications are not producing individuals who are adequately prepared to meet their practical support needs, it is essential that the curriculum and delivery options recommended by stakeholders with this project start to be discussed and implemented from 2023.
2. The title of the qualification needs to be contemporary and move away from the focus on Health. In the future these qualifications should be designed with disability rights, equity, and te Tiriti o Waitangi as its foundation. The interaction for disabled people and their families with students completing these qualifications should be transformational and assist disabled people to live their life.

3. A compulsory disability related foundation paper is developed as a micro-credential that is used as an entry paper to these qualifications to assess whether someone has the core skills and values to work in this industry and that can be used to provide 'disability 101' content for a range of other generic qualifications.
4. Specific strategies are developed to ensure disabled people, their families and whānau are actively involved in the development and delivery of the curriculum and the workplace assessment of students completing these qualifications in the future.
5. Tangata whaikaha Māori and whānau whaikaha support workers recommended resourcing the development of models of support and practices addressed in a kaupapa Māori way and pedagogy, with Māori specific pathways through the qualification levels.

This could be a parallel qualification or remain as part of this suite of qualifications. It is recommended that the implementation explores this further with the aim to have choice for those impacted by these qualifications.

6. Further consultation occurs with disabled Pasifika people, their families and whānau and older disabled people to determine what these communities require from these qualifications.
7. Toitū te Waiora, the Community, Health, Education and Social Services Workforce Development Council (WDC), includes in its planning from 2023 the mahi required to implement these recommendations for development of these qualifications.

This work is supported by the current Advisory Group established to assist this review of the Levels 2-4 Health and Wellbeing Certificates.

This implementation should also include:

- Wider discussions with the Workforce Development Advisory Group, Voice Mechanism Groups and Whaikaha linking this work with workforce development work.
- Development of curriculum and delivery options across the disability sector and operational design.
- Reviewing the feedback about the Consultation Paper outlined in this report.

Appendix G includes a Letter of Intent from Toitu Te Waiora committing to working in partnership with NZDSN and the disability sector to develop new Level 2-4 disability focused qualifications for the disability support workforce.

8. The current Advisory Group is retained and resourced to support the development and implementation of these curriculum and delivery options.

We believe that it is essential that the people and organisations involved with the current Project Team, Advisory Group and the Workforce Collaboration Steering Group are core members of future advisory groups, for the further development and implementation of these qualifications.

It is also critical that a strong voice for disabled people, their families and whānau is retained with these future advisory groups, which the current Project Team and Advisory Group already has.

This will ensure the current momentum and knowledge base continues.

9. Future development of these and other disability related qualifications:

- Includes more content for disabled people, their families and whānau who are employers, those holding personal budgets and encourages more disabled people, families and whānau to do these qualifications and recognises their lived experience.

This content could include employer responsibilities, employment legislation, care planning, rostering, budgeting and managing personal budgets, key things to know about the policy environment, positive behaviour support, etc.

- Considers the implications for large and small employers including potential delivery models and funding required to implement the recommended changes to the curriculum and delivery options. Employers have indicated that they would require more funding to implement these changes. This should include disabled people and families who are employers of support workers using IF and personal budgets, so these people don't experience barriers to accessing these qualifications.

- Includes development of qualifications and pathways above Level 4 for those in management or senior practitioner roles, other job roles of the future such as the EGL connector roles, disabled people, their families and whānau who are employers. This content should develop skills in leadership and mentoring of staff, encourage good practitioners to continue to work with disabled people, their families and whānau and consider roles of the future.
- Should consider the implications for pay equity.

Curriculum Recommendations:

1. Students completing these qualifications learn more practical and soft skills and have more values-based training.
2. The skills that are seen as a priority and that should be compulsory for all students across the various Certificate levels are identified and the qualifications remain sufficiently flexible to meet the wide spectrum of support provided in the disability sector.

For example, some employers have said that not all staff need to learn about how to use a hoist and some other practical skills.

3. These qualifications also need to be seen as attractive and worthwhile by disabled people, their families and whānau and their workforce with clear pathways to learning. The qualification pathways for disabled, their families and whānau members should recognise their prior learning from lived experience and an approach should be developed for this recognition of prior learning from lived experience.
4. The Enabling Good Lives approach and principles is embedded across all levels of the qualifications, along with Whānau Ora, the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD), the NZ Disability Strategy (NZDS) and kept updated with future changes in the disability sector.
5. The qualifications teach students to view the whole person, not just focussing on practical physical care, but also those things that contribute to mental and emotional wellbeing to support the wellness of disabled people, their families and

whānau. This also includes a broader overview of the diverse experiences and support for people with different disabilities and health conditions.

6. Explore the utilisation of micro-credentials to deliver specialised training areas within the broader curriculum, not covered by the core qualifications. Some ideas that have been suggested include neurodiversity, learning disability, mental health, positive behaviour support, high and complex support needs, some of the more practical skills - such as using a hoist, transferring, showering and personal care, supported decision-making, leadership in relation to better practice support, the five alternate formats for accessible information and communication.

Delivery Option Recommendations:

1. Employ more disabled people, families and whānau in qualification delivery and workplace assessment of support workers so that students get a broader understanding of disability directly from disabled people and whānau.
2. The implementation of these recommendations considers who and how these programmes will be delivered in the future.

The models of delivery ensure the curriculum is delivered in ways that enable more learners to succeed - less online and on an individual basis, instead more work based learning, communities of practice, webinars and video content, working with real disabled people throughout the programme, classroom and collaborative group learning.

3. Ensure the curriculum resources are delivered in a range of accessible formats and accommodate assistive technology.
4. More disabled people, family and whānau members are enabled to become support workers by ensuring equitable access to the qualification pathways.
5. Explore options to verify the competency of students within the workplace with the core practical skills, soft skills, and values required to do the job that they have been trained for. It is recommended that the next piece of work explores what a certificate of competency could look like within a workplace.

6. Develop strategies to ensure more consistency in the quality and delivery of the qualifications and assessments.
7. Attract a younger workforce by creating more pathways from school, through tertiary and vocational education study and courses, and removing the barriers that currently make this industry unattractive to these young people, to help to resource some of the current workforce with support workers.

This report and the associated recommendations have been developed in consultation and with the very generous assistance of many people.

Your wonderful advice, support and feedback has been invaluable.

We are grateful for your honesty with providing feedback and for taking the time out of your busy lives to be part of this project.

It has been a privilege and an honour to work on this project and bring together the voices and stories of those impacted by this ongoing work.

We look forward to this report being the beginning of conversations and changes to ensure disabled people, tangata whaikaha Māori, whānau whaikaha, families, aiga and their allies can live a good life in New Zealand

Me mahi tahi tātou mō te oranga o te katoa

We must continue to work together for the wellbeing of all.

E ngā mana, e ngā reo, e ngā iwi, e rau rangatira mā. Ngā mihi maioha ki a koutou katoa

To all the peoples, all languages, all groups. Thank you to you all.

Grant Cleland
Creative Solutions

Cate Grace
Whānau Whanake

About us

Project Team

Grant Cleland, Co-Lead

Cate Grace, Co-Lead

Angie Baker, Project Coordinator

Josh Caldwell, Project Coordinator

Angela Desmarais, Project Coordinator

Advisory Group

Pip Brunn

Cherie Cawdron

James Dearnley

Fran Kewene

Jocelyn Pratt

Elizabeth Steer

Pip Stewart

John Taylor

Tania Thomas

Gary Williams

Timeline

April 2022	Disability sector webinar about the project
July 2022	Survey released
August-October 2022	Special interest group engagement and other consultation
End of September 2022	Survey closes
December 2022	Advisory group consultation begins
January 2023	Consultation about the survey and special interest group findings
February 2023	Final report published

Background

A dedicated disability workforce delivers support and services each day to thousands of individuals, their families and whānau across an extensive community and home-based network including residential facilities. The disability workforce profoundly impacts on the day to day lives of disabled people, tangata whaikaha, whānau whaikaha, families, aiga.

The New Zealand Disability Support Network (NZDSN), with a range of other partners, put together a series of workforce development projects aimed at addressing long-standing and widely recognised issues with current disability sector qualification pathways. This includes variable content, delivery and quality.

There is a need for the disability support workforce to have access to Te Tiriti o Waitangi, Whānau Ora, Tikanga Māori and Enabling Good Lives-informed qualifications, with quality content and effective learning support.

These need to be highly valued by disabled people, families, whānau and employers, and applied sector wide. An important focus is also ensuring that all projects reflect Te Tiriti o Waitangi, Whānau Ora outcomes, the Enabling Good Lives approach, as well as recognising Pacific Peoples equity and the well-being of all people.

Future-proofing our disability workforce system has many strengths and is key to disabled people, tangata whaikaha, whānau whaikaha, families, aiga and their allies living a good life.

This project has focused on consultation around the future curriculum and delivery options for the NZQA Health and Wellbeing Levels 2-4 Certificate qualifications related to Disability Support. There is opportunity to build capacity and capability in an urgently needed New Zealand disability workforce and contribute to qualification pathways that lead to sustainable outcomes for the disabled community.

The qualifications

These NZQA Health and Wellbeing Levels 2-4 Certificate qualifications were initially developed for the aged care and home support sectors¹ and are available in both paper and online versions. They include:

Level 2 provides a pathway for people progressing from secondary education or new learners wanting to work in the health & disability sector. It provides entry to study Level 3. There is no specific disability content and this is kept wide so it can be applied to a range of different situations within the disability sector.

Level 3 builds on level 2, targeted at entrance into the health and disability sectors including those re-entering the workforce. This is particularly for healthcare assistance and support workers. It has generic content and recently developed specific disability content.

Level 4 provides people with skills, knowledge and behaviours required to work alongside disabled people, their families and whānau. There are five strands including one related to the disability sector. Graduates work in a range of roles in the health and disability sector -disability support workers case managers, etc.

There are two relevant Level 4 qualifications. Advanced Care and Support builds directly (staircases) from Level 2 and 3. The Social and Community qualifications are standalone and there is no prerequisite for them to complete Levels 2 & 3 before enrolling.

These qualifications have over time been adapted and adjusted to accommodate people working in the disability sector. Recently, the Level 2 and 3 resources were reviewed, revised, and refreshed by Careerforce and Level 4 will go through the same process in 2023. With the formation of Te Pūkenga, there are future opportunities to influence styles of training for different groups.

¹ Stated by Careerforce staff

Additionally, a Careerforce Apprenticeship programme is due to be released in 2023, which includes content around the Enabling Good Lives approach. There is also a micro-credential on Enabling Good Lives in production, which will be available for people to upskill on their knowledge.

Delivery of these qualifications is for the training provider, employer and workplace to determine. For example, the Careerforce Level 2-4 programmes have been provided online and on paper, with on-site observations. The employer determines which version they use for assessments. Level 4 programmes for Apprentices are delivered only online.

Other providers will deliver training through a mixture of training methods. According to Careerforce, at least 50% of the Careerforce Level 2 Certificate are practical unit standards requiring observation. However, the quality of observation and verification can vary significantly between workplaces.

Using Careerforce material and assessments, some employers design their own training content and assessments to meet the qualification or employ other training providers such as the Open Polytechnic or Private Training Establishments to implement these qualifications. Like Careerforce, these programmes are reviewed regularly through their quality processes.

Some employers would argue that while Careerforce has been in recent years updating their disability related content with their programmes, some specific disability unit standards have been available for several years.

“We have always had a disability strand at Level 3 and we would assume that other disability employers have chosen unit standards that are disability focused to make up their Level 3 qualification.” – Employer

In Appendix F, Careerforce have provided more background information about the Level 2-4 Certificate qualifications from their perspective.

Meaningful implementation of Te Tiriti o Waitangi

Te Tiriti o Waitangi places obligations on the Crown regarding the health and wellbeing of Māori communities. Te Tiriti o Waitangi (te reo Māori text) was the first official human rights document to be signed in Aotearoa New Zealand and is the founding document of our country. The articles of the Māori text of Te Tiriti o Waitangi provide the umbrella to guide the project in achieving a true partnership approach.

Both Māori and non-Māori are seeking meaningful implementation of te Tiriti. It is important to acknowledge that any recommendations implemented as a result of this document need to consider how workforce development will embed rangatiratanga and mana motuhake appropriately throughout the disability system.

Disability in Aotearoa New Zealand

Disabled people have the right to an independent life and society has a role to play in empowering them to do so. One in four New Zealanders are identified as disabled and, when adjusted for age, the Māori disability rate is even higher, at 32 percent.² However, the true number of disabled people and tangata whaikaha Māori is likely to be higher due to limitations in assessment tools.³

The disability community includes all ages and stages and is made up of many different groups of people who experience life in many different ways.

From babies to the older people actively living (Opals), it is the notion that society disables us not our impairments.

² Statistics New Zealand. (2013). Disability Survey 2013.

³ The survey counts those who have difficulty with self-care, seeing, hearing, walking or climbing, remembering or concentrating, or communicating in their usual language, which does not necessarily count those who are neurodivergent, experience psychosocial conditions, or Deaf who communicate in NZSL.

This social model of viewing disability is widely adopted as an overarching approach in the disability sector and recognises that disabled people are ‘disabled by their environment.’

The social model of disability is the basis of the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD)⁴ as well as the New Zealand Disability Strategy.⁵ This guides the work of government agencies on the removal of barriers disabled people face in environment. This can include for example, negative attitudes and challenges with information, communication and physical access.

The UNCRPD defines disabled people,⁶ as including:

“Those who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others”

Whānau Ora is a whānau-centred approach which has significantly influenced policy and practice over the past decade. Whānau Ora requires integration across health, social and economic sectors.

The Enabling Good Lives⁷ approach is a partnership between the disability sector and government agencies that aims for long-term transformation of how disabled people and families are supported to live everyday lives.

Enabling Good Lives is about making it easier for disabled people and their families to create good lives for themselves. The approach stresses the critical importance of change being ‘joined up’, strategic, and consistent with the expectation and aspiration expressed by disabled people and family/whānau. Its principles-based approach⁸ helps guide decisions on these changes.

⁴ <https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities.html>

⁵ <https://www.odi.govt.nz/nz-disability-strategy/>

⁶ <https://www.ohchr.org/en/instruments-mechanisms/instruments/convention-rights-persons-disabilities>

⁷ <https://www.enablinggoodlives.co.nz/about-egl/>

⁸ <https://www.enablinggoodlives.co.nz/about-egl/egl-approach/principles/>

In 2013, the Minister of Disability Issues, Hon Tariana Turia, stated at a sector meeting:⁹

[Disabled people] have often been left out of the equation and other people are always making the decisions for them [...] Quite often parents who are used to getting services all the time are very nervous to let go of that, and to actually believe that something different can work [...] We have to completely rethink our attitudes [...] Enabling Good Lives has come out of the dreams of people with disabilities [...] It's about improving the lives of disabled people and supporting them to become independent [...] Sometimes when we look at disabled children we can't imagine that they can be independent, but this [Enabling Good Lives] is disabled people who are talking for themselves and these are their dreams for their future [...] They should be supported to live everyday lives in everyday places and be regarded as citizens with opportunities to learn, to have employment, a home and a family."

In 2021, the New Zealand Government announced a nationwide rollout of Enabling Good Lives and the establishment of a dedicated Ministry for disabled people.¹⁰ In July 2022, the Whaikaha – Ministry of Disabled People was launched, leading the realisation of a true partnership between the disability community, tangata whaikaha

Te Tiriti o Waitangi and the Treaty of Waitangi places obligations on the Crown regarding the health and wellbeing of Māori communities. Te Tiriti o Waitangi (te reo Māori text) was the first official human rights document to be signed in Aotearoa New Zealand and is the founding document of our country. The articles of the Māori text of Te Tiriti provide the umbrella to guide this project in achieving a true partnership approach.

Māori, and government. Whaikaha will help drive ongoing transformation of the disability system in line with the Enabling Good Lives approach and enable a holistic whole-of-life, whole-of-whānau approach to addressing inequities and realising aspirations and opportunities for disabled people, their families and whānau, ensuring that the voices of all disabled peoples and their whānau are heard and recognised.

⁹ Utiger, T. (Sep 20, 2013). Turia: Let disabled live their lives. Accessed from <https://www.stuff.co.nz/taranaki-daily-news/9188028/Turia-Let-disabled-live-their-lives>

¹⁰ <https://www.beehive.govt.nz/release/government-delivers-transformative-changes-disabled-people>

Both Māori and non-Māori are seeking meaningful implementation of te Tiriti and the Treaty. It is important to acknowledge that any recommendations implemented as a result of this document need to consider how workforce development will embed rangatiratanga (authority, ownership, leadership), and mana motuhake (self-determination, autonomy) appropriately throughout the disability system.

The 2019 Health and Disability Interim Report acknowledges there is a growing awareness in the disability health system of the different values, beliefs, and approaches Māori apply in their pursuit of health and wellbeing.¹¹ It states that:

Whānau Ora is a whānau-centred approach which has significantly influenced policy and practice over the past decade. Whānau Ora requires integration across health, social and economic sectors. "Mātauranga Māori is intrinsically linked to people and the human experience. A critical defining characteristic of mātauranga is its connection to tikanga and te reo Māori, the language in which it is intended to be expressed and conveyed. As with other indigenous populations, Māori hold a view of health that is holistic and recognises the relationships between people's physical wellbeing, their whānau and social connections, spirituality, and the wider physical and social environment as important determinants of wellbeing. This is further supported by being able to lead healthy lifestyles, participate effectively in the economy and wider society, and be able to express self-determination and leadership."

Whānau is the foundational basis of Māori society and communities that is "a principal source of strength, support, security and identity" and "plays a central role in the wellbeing of Māori individually and collectively". The interim report also acknowledges whanaungatanga as a determinant of life satisfaction for Māori:

"The interdependence of strong relationships between whānau members is an essential element of Māori culture and these relationships have been shown to be important in maintaining both collective and individual wellbeing."

The need for more transformational change in the disability support system and qualifications is widely acknowledged and currently underway.

¹¹ Health and Disability System Review. 2019. *Health and Disability System Review - Interim Report. Hauora Manaaki ki Aotearoa Whānui – Pūrongo mō Tēnei Wā*. Wellington: HDSR.

Language

The disabled community use a variety of language. In this consultation document, we have used identity-first language that aligns with the social and cultural models of disability. The Project team have aimed to accurately represent the language choices of rights holder and stakeholder groups throughout the engagement process and, where relevant, alternate language has been included in the glossary.

Our Consultation Process

Stakeholder engagement

Recognising that qualifications need to be responsive to the needs of those who are most impacted, this project intentionally sought to engage first with disabled people, tangata whaikaka Māori, whānau whaikaha, families and aiga in order to understand:

- what disabled people and tangata whaikaka Māori need from those who are supporting them;
- whether the current workforce who support disabled people and tangata whaikaha Māori have the knowledge and skills to meet their needs;
- whether the current workforce practice are within the principles of the Whānau Ora and Enabling Good Lives approaches; and
- what changes are required to ensure the needs of disabled people, tangata whaikaka Māori, whānau whaikaha, aiga and families are met in the future?

Invitations to engage (Appendix B) with rights holders and stakeholders from around the country were sent out across our networks in July. Engagement largely took place from then until the end of October 2022.

This was through:

1. Online stakeholder Special Interest Groups
2. Specific face-face and online meetings
3. Direct email
4. Online survey.

Face-face and Online Meetings

In total we met with 25 stakeholder groups through special interest groups, specific face-face and online meetings with:

- Disabled people
- Families and Whānau of disabled people
- Tangata whaikaha Māori, Whānau whaikaha
- Pasifika collective hui
- Tangata whaikaha representative rōpū
- Māori provider collective Zui
- Unions
- Workforce providers
- Programme/Content Developers
- Workforce workers
- Te Pūkenga and the Toitū te Waiora (WDC)

These groups were asked a set of ten questions (Appendix C) that would gain insights into their perceptions of the existing qualifications.

This also included attending wānanga with sector knowledge experts in Tamaki Makaurau, Poneke and Ōtautahi. We met with Pasifika disability leaders in Mangere and Māori Disability Leaders in Mangere and Ōtautahi, and we met with disability education leaders from Te Pūkenga, Careerforce and Toi Te Waiora.

Feedback via direct email

We received comprehensive feedback from three groups (one Māori, one whānau and one union) via direct email in response to the set of questions in (Appendix C).

Online survey

An online survey was created using Google Forms to seek engagement from stakeholders outside of our direct networks (Appendix C).

The survey link was distributed through stakeholder networks and asked to be shared wider. It remained open until the end of September.

There were 37 responses to the survey.

Survey demographics

Respondents were geographically diverse and similar in representation to the wider population across Aotearoa New Zealand. There was also a good range of sector groups. (Appendix D).

Survey respondents were asked if they believe the existing qualifications are producing individuals who are able to adequately meet the needs of disabled people, their families and whānau, to which the response was No 73%, Yes 24% and Not sure 3% This includes the interpretation of longform responses.

The respondents:

- identified as Pakeha/NZ European 73%, Māori 8%, Pasifika 8% 3% Muslim European 3%, British/American 3%, European 3%, and prefer not to say 3%.
- self-reported as being from a wide range of regions, including Canterbury 30%, Auckland 19%, Bay of Plenty 9%, Otago 6%, Manawatu 6%, Taranaki 6%, Waikato 6% , Hawkes Bay 6%, Wellington 6%, Southland 3%, Wanganui 3%, Tasman 3%, Northland 3%
- represented diverse groups, including Staff member who has or is completing these qualifications 40%, Disabled person 27%, Employer of staff completing these qualifications 13%, Families/Whānau of disabled person 5%, Interested support staff who are not currently completing these qualifications 5%, Union official representing workers in disability meetings 5%, Working in system transformation 5%.

Consultation Paper Feedback

In December 2022 the Project Team, with the support of the Advisory Group, completed a consultation paper about the Key Insights from this project.

This was circulated by email (Appendix E) to over 80 people who had attended the special interest and focus groups, completed the online survey and to the Advisory Group and other key stakeholders.

An analysis of the feedback we received is outlined in a later section of this report.

We received 15 submissions which involved over 20 people. 40% of these submissions were from disabled people, 26.7% from employers of staff completing the qualifications and 13% were families/whānau of disabled people.

We also received some additional feedback about the Consultation Paper from the Advisory Group of which the key themes have been incorporated into this report and analysis.

Key Themes from stakeholder groups

Overview

Conversations with rights holders and stakeholders constantly reiterated the view for urgent need to transform the disability system and qualifications. Some people we spoke with had specific criticisms, while others identified more general failings. Some of what we heard was confronting, however some feedback has been more optimistic.

Without doubt, the strongest message we heard was a clear call for change, and that change must have disabled people, tangata whaikaha Māori, whānau whaikaha, families and aiga involved throughout the process and their needs and voices centred.

The strongest feedback from disabled people, tangata whaikaha, whānau whaikaha, families, aiga, support workers and unions was that these qualifications were too online and lacking in practical training or application.

They felt the qualifications appeared to be based in the medical model framework, lacking a holistic, person-first approach to wellbeing for those in the disability community. Additionally, the qualifications were critiqued for taking a narrow view of disability which did not adequately prepare support workers for the diversity of experiences they may encounter in the workplace.

Concerns were also raised that disabled people and tangata whaikaha and their allies were not involved in the development or workplace assessment of the qualifications, nor in programme development, or training delivery.

When prompted all groups could identify strengths in support workers who had completed qualifications. However significantly more gaps were identified by most groups consulted.

Strengths

Key themes of the strengths of these qualifications that emerged through discussions with rights holders and stakeholders were that the qualifications increased support workers:

- confidence
- general (academic) knowledge
- theoretical knowledge
- knowledge of process and procedure
- basic knowledge of first aid and health and safety
- ability to cope with the demands of the job
- levels of professionalism

Gaps

Key gaps in the qualifications identified through discussions with rights holders and stakeholders were found to be around students' understanding of:

- Te Tiriti o Waitangi
- the Whānau Ora approach
- the Enabling Good Lives approach
- social model and holistic views of disability
- mental health and wellbeing
- ethics and privacy
- the diverse range of people's experiences
- cultural competency
- soft skills
- practical skills
- engaging with positive behaviour support
- Understanding of neurodiversity
- Māori world views

In addition, it was found that:

- Students know a lot of theoretical applications of their study, but that this does not necessarily translate into practice in a residential or individual disabled person's home.
- Students from culturally and linguistically diverse communities are not given alternative options for completing assessments in languages other than English.

Curriculum

All rights holders and stakeholders

All groups highlighted that the current qualifications did not adequately include the Enabling Good Lives approach, its principles, nor holistic models of support.

Disabled people and their families/whānau

Disabled people and their families/whānau highlighted significant gaps with both practical care skills and soft skills lacking in support workers who had completed these qualifications. This included using a hoist, positive behaviour support and support involving the use of medications or medical procedures, etc.

How support workers have achieved their qualification will vary from employer to employer. A person who has worked in aged care will have to be taken through an Orientation and Induction Programme and maybe some additional unit standard learning to achieve the range of knowledge identified here. There are existing units on communication, using a hoist, supporting different behaviours, medications and with different conditions, but these are not always selected by employers.

Tangata Whaikaha me whānau whaikaha

Tangata Whaikaha me whānau whaikaha expressed that tangata whaikaha Māori have their own valid experience, knowledge, tikanga and kawa and those paddling in their waka should seek to learn te ao Māori from Māori not a textbook. For example, culturally appropriate showering, tikanga within a home environment as well as an understanding of Māori kawa and tikanga.

The Māori workforce expressed that Māori have their own valid experience and knowledge, their mātauranga that cannot and should not be added on to a largely monocultural pakeha-centric system. They asked that Māori be resourced to develop Māori models of support, practices and pedagogy to work with our own people.

“The qualification should be designed with disability rights, equity, and te Tiriti o Waitangi as its foundation, it should centre Māori pedagogy and there could be Māori specific pathways through the levels.” – Advisor

Similarly to Tangata Whaikaha me whānau whaikaha, said a lack of access to reliable and affordable technology and internet access is prohibitive. Online study is an individual process and much of the current work-based learning is done in front of a computer.

“Online means on your own. I don’t have my own laptop and it is too hard to do this on my phone. I often go back to the office in my own time to do my qualifications on my work computer.” – Learner

They also suggested increasing the number and types of roles by attracting and retaining Māori (leaders, managers, assessors, curriculum developers, trainers, and teachers) in the realm of disability support worker training. And ensuring all training provided under L2-5 for Māori learners passes through an equity lens so they have an equal chance at achieving success.

“This needs to be addressed in a Kaupapa Māori way – how Māori and Pasifika learn. You cannot put time pressure on people; it creates inequity.” – Learning advisor

Essentially Tangata Whaikaha Māori and Māori staff recommended resourcing the development of their own models of support practice to address the kaupapa Māori way and pedagogy.

Pasifika

Pasifika indicated that the cultural needs of disabled people were not necessarily recognised or catered for by support workers, outside of the Pasifika community, who were completing the qualifications. It was highlighted that many of the frameworks were very individually focused whereas for disabled people from Pasifika communities there is a collective focus and aiga needs to be considered in the context of support provided.

Pasifika Workforce and Allies

Pasifika Workforce and Allies highlighted that support workers faced multiple barriers to accessing and completing the qualifications. They highlighted that the qualifications did not reflect the cultural needs of disabled people, aiga, or support workers. They called for the qualifications to provide a more diverse range of cultural competency training to ensure the needs of the Pasifika community were reflected in these qualifications. This group also asked for the delivery models to acknowledge the needs of second language learners. Providing resources in Pacific languages and utilising a diverse range of delivery modes beyond written materials (e.g. Video) to ensure all learners regardless of literacy and numeracy levels could learn.

This community asked that in person and practical delivery and assessment models be used to provide opportunities for Pasifika to demonstrate their capability beyond written assessment. They also called for learning communities to be created for the workforce to allow for qualification learning to be translated into culturally relevant practice.

Overall, those in the workforce we spoke with highlighted gaps in the qualification around practical application of skills, understanding the diversity of disability, and areas such as ethics & supported decision-making, positive behaviour support and assistive communication.

Toitū te Waiora and Programme/Content Developers

Staff from Toitū te Waiora (WDC), and Programme/Content Developers from Careerforce/Te Pūkenga held a different view around qualifications to the other stakeholder groups.

They believed the qualifications themselves were adequate, stating the qualifications were purposefully broad, and light on detail to allow providers to develop programmes which met the needs of the sectors they supported.

However, they did acknowledge that current qualifications did not necessarily reflect changes that were upcoming in the sector including the focus on the Enabling Good Lives approach, Whaikaha, and the importance of valuing the voices of disabled people and families/whānau rather than only listening to service providers.

The imminent implementation of Skills Standards rather than Unit Standards may help in the development of flexible programme content that can meet the needs of a range of people and enable them to achieve the same qualification.

Mode of delivery

All rights holders and stakeholders

All groups indicated that they believed mode of delivery needed to be adapted to ensure more real-world hands-on application of skills.

Currently Careerforce and other programmes are available in both paper and online versions. Over the last 6 months all the Careerforce Level 2 and 3 resources have been reviewed, revised, and refreshed. The Community and Social Services Level 4 qualification will go through the same process in 2023.

As an ITO, Careerforce was not able to deliver training, and this was by default the responsibility of the workplace. In some instances, cohort training was facilitated. Under Te Pūkenga opportunities to influence styles of training for different groups will be available.

Using Careerforce material and assessments, some employers design their own training content and assessments to meet the qualification or employ other training

providers such as the Open Polytechnic or Private Training Establishments to implement these qualifications. They use different modes of delivery and some of these employers prefer online learning for their staff and do not share the concerns about this due to the qualifications having practical application, supervision and assessment.

“Online learning enables the more mobile workforces to study at a pace and time that suits them” – Large Employer

Disabled people, families/whānau and support workers all acknowledged a need for both workplace verification and on the job learning.

Disabled people and tangata whaikaha Māori

Disabled people and tangata whaikaha Māori stated that they should be involved in the delivery of training and in the assessment processes of people undertaking these qualifications. This could be through employing disabled people and tangata whaikaha Māori to teach modules from a lived experience perspective or employing them for on the job training or assessments.

This was particularly emphasised for Māori and Pasifika who stated that mode of delivery should be more suited to their communities and delivered in ways that learners were able to succeed.

Families/Whānau

Families/Whānau agreed, stating that the more practice/exposure a support worker has to disabled people, the more confident they become in working with disabled people.

Whānau whaikaha

Whānau whaikaha also agreed stating:

“Qualifications need more practical training with a holistic approach and understanding when coming into a whānau space. We know what Whānau Ora is – we do that every day it is just part of who we are. People coming into our home need to include all of us. That includes employers and assessors.

It needs to be Māori by Māori for Māori.”

Aiga

Aiga also agreed, stating we know each other, and we know our own communities. We operate in a Whānau Ora way already, it makes sense to us. Our people need support from everyone.

Other support workers

Other Support workers also agreed, stating “qualifications need more practical training, more understanding of disabled people, more interactions with actual disabled people in training.” Those who had experienced classroom teaching or communities of practice had found this really beneficial to their learning.

Employers/Providers

Employers/Providers requested streamed delivery in levels 2-3 to allow courses appropriate to service delivery model (e.g. residential providers, day service providers, community support/facilitators, home based care providers). Providing an obvious course difference between the different areas within disability, allowing for areas which may naturally crossover.

They also suggested that this may be an area to explore micro-credentials instead of streamed specialisation. However, they recognised these would need to be practical in delivery and quality controlled

Concerns were raised about the move by some to fully online based learning, stressing that online learning is not workplace learning and does not adequately prepare support workers for the job.

They also highlighted the need for consistency in quality of qualification delivery and assessment. Some suggested there may be a need for national body oversight in quality control to ensure consistency in the quality and capability of people achieving the qualifications, while other employers thought this was already available via NZQA and Toitū te Waiora (WDC).

We also heard from some employers that that the current funding that they receive to provide training delivery, assessment, and learner support is insufficient. They

suggested changes to delivery models will increase employer cost and without funding this will reduce the number of people successfully being trained.

According to Careerforce employers pay fees to providers of programmes. Depending on the provider, this may include a combination of programme fees, training fees and assessment fees. For example, Careerforce only charges for programme fees and assessment fees as they don't provide training. However Private Training Establishments and Te Pūkenga divisions etc will provide all three. Discounts on these fees are at the discretion of the provider or through grants.

Some employers spoke about the changing cultural makeup of the disability workforce, how this impacts on the understanding and application of key disability philosophies within the qualification and that additional training is required to support some of these learners to shift their behaviours.

Future delivery

Recommendations were made across the board for a hybrid delivery model combining online based learning with face-to-face small group tutoring near the student's place of work and practical training, which will foster peer-learning and sharing of valuable insights between support workers.

Workplace competency-based assessment and verification was also suggested as a standard to ensure those who completing the qualification have the right practical/soft skills and values.

It was suggested that this competency-based assessment and verification should involve disabled people, their families and whānau from the workplace.

All assessments should also include an accessible approach to ensure all learners can achieve qualifications.

On the ground, quality delivery will depend on how delivery is done and by whom. For example, at Careerforce, which is now part of Te Pūkenga, all assessors have to be registered and they themselves are moderated annually to ensure they are marking and evaluating appropriately.

In the future, all programmes will be endorsed by Toitū te Waiora, the Community, Health, Education, and Social Services Workforce Development Council. All Unit Standards (soon to be Skills Standards) will be owned and developed by Toitū te Waiora (WDC). All Assessments will be moderated by the Toitū te Waiora (WDC).

An upcoming section on key insights includes more specific details about what is required in future curriculum and delivery options.

Perceptions of the qualifications by specific stakeholders

Rights holders and stakeholders shared insights into their views and experiences of the curriculum and delivery of these qualifications. While strengths were identified, feedback on any strengths was generally incorporated into the feedback on the perceived gaps in curriculum and delivery. This section focuses mainly on perceived gaps and modes of delivery as discussed within each group.

Disabled people and family

Gaps

The disabled people we consulted with did not believe that the current qualifications were producing support workers who were adequately able to meet the practical support needs of disabled people and their families and whānau.

Many disabled people highlighted that they preferred to hire support workers who had not completed the qualifications. These support workers were usually either were known to them or were undertaking other qualifications or training (e.g. nursing, health promotion, physio, occupational therapy, etc).

The perceived benefit to hiring these individuals was that they often came with transferable practical skills alongside already developed soft skills such as compassion and a willingness to get to know the person they were caring for as a person and learn what was best for them as an individual. These were highlighted as skills and values that were missing in those who had completed the qualifications.

It was acknowledged that the qualifications provide a basic foundation but the scope was too narrow and did not provide adequate understanding of the diverse needs of disabled people, who are often having to do significant amounts of their own additional training. This includes basic practical skills such as transferring, showering and personal care, etc.

The main gaps in the qualifications highlighted by disabled people were around understandings of:

- an Enabling Good Lives approach
- practical support skills that disabled people and families require
- demonstrating soft skills
- mental health
- neurodiversity
- the disabled person as an individual
- the diverse range of disability and health conditions disabled people experience

When prompted to explain the reasons for these gaps in the qualifications, disabled people identified that the qualification was primarily online, therefore practical training was not accessible.

It was felt that soft skills were lacking in those who completed the qualifications. When exploring soft skills in depth, these were thought to include:

- demonstrating empathy and compassion
- showing initiative
- being patient and friendly
- having an understanding of the experiences of disabled people
- creating a supportive environment
- understanding the individual, how they want to be and can best be supported
- recognising a qualification does not mean you know what is best for the disabled person because the disabled person is the expert in their own life

“The qualification needs to teach carers how to be with people, not just how to care for them physically.” – Disabled person

Disabled people also felt that they were not involved in the development, assessment, or delivery of training programmes, therefore qualifications took a narrow view of disability and did not adequately prepare support workers for the diversity of experiences they may face in the workplace.

Family raised many of the same issues raised by disabled people. They also highlighted the need for there to be consistency in assessing the quality of candidates to ensure consistency in the standard of support workers achieving the qualifications. This was seen as essential to making them relevant and helpful qualifications.

“They can get through the tests far too easily without any practical experience” – Family Member

The lack of practical training of support workers with these qualifications was raised as an issue by the majority of families. It was highlighted that this left support workers unprepared, often causing them to be overwhelmed by the realities of the job and highlighted the need for more practice and exposure to disabled people during the training process to provide them with confidence to do the job.

Future delivery

Disabled people highlighted the need for those undertaking the qualifications to gain certain skills and competencies moving forward. These included:

- soft skills, e.g. having a deeper understanding of the experiences of disabled people and how they wish to be supported
- practical skills, e.g. transferring, showering and personal care
- ethics training, e.g. expectations around privacy
- an understanding of human rights
- diversity and equity training
- decision making including who is in control and supported decision making
- an understanding of an Enabling Good Lives approach
- an understanding of a Whānau Ora approach

“It’s not just about practical skills, it’s about if people have the right values and understanding of their role in supporting the wellbeing of disabled people (beyond just physical care)” – Disabled person

Soft skills are seen by disabled people as a key aspect needed in the qualifications as they make a significant difference in their wellbeing. Training needs to view disabled people as whole people, understanding that support workers provide not

just practical physical care but also contribute to the mental and emotional whole-person wellbeing of the disabled person.

Disabled people need to be involved also in the development of the curriculum as well as contributing to the delivery and assessment of the qualification. It was felt that the qualifications need to be re-evaluated based on the voices and needs of disabled people. Involving disabled people in the practical assessment process is seen as a practical way of assessing the standard of support workers.

The employment of disabled people in the development, delivery and assessment of the qualifications was also seen as key, acknowledging that many support workers are also disabled themselves and may require reasonable accommodations in both the assessment of the qualification and the workplace.

Making the qualification and recruitment process more accessible will enable more disabled people to enter the profession as both teachers and students. Additionally, this will enable disabled people to contribute in practical training throughout the qualifications, helping to avoid situations where support workers go to a disabled person with no previous experience.

A shift towards a more holistic model of wellbeing, away from the medical model, was seen by disabled people as important. This would be enabled through including topics such as the NZDS, UNCRPD, discrimination and its effects, the social model of disability, etc in the curriculum.

Flexibility and adaptability are skills that also need to be included in the qualifications, e.g. the ability to recognise that not every day is the same, situations can change rapidly, and the support that disabled people and families require need to adapt accordingly.

How to communicate well with the disabled person, but also their families and whānau and those in their environment was recommended to make it a comfortable experience for all.

Both disabled people and their families know the disabled person's needs best and support workers gaining these qualifications need an understanding of this, and also the effect poor care choices have on the disabled person.

The families' ideas about the future delivery were similar to those of disabled people. They also made recommendations for the qualifications going forward to include practical and soft skills:

- Soft skills
- Practical skills
- Values-based training
- Collaborative learning
- Practical assessments
- Acknowledging the skills and experience of families
- Understanding of disability, behaviour, and health

Families suggested that delivery and assessment of the qualifications should not be limited to online. The programmes were seen as needing to include collaborative classroom and group learning with other people, which was seen as essential in the training of support workers, and opportunities to practice the practical skills essential to the job.

Values-based training in the early phase of course delivery was seen by families as helping to identify early on whether those undertaking the qualifications were appropriate for the job.

It is also seen as important to acknowledge and utilise the skills that disabled people and their families and whānau already have in training support workers. These contributions were seen needing to be valued, e.g. being paid to deliver these aspects of the qualification.

Families also suggested that the qualifications cover a deeper understanding of health and disability, positive behaviour support and include a focus on the whole person from Level 2 all the way through to Level 4.

Tangata whaikaha Māori and whānau whaikaha

Gaps

The majority of tangata whaikaha Māori and whānau whaikaha believe that the current qualifications are not producing support workers who are adequately able to meet their practical and cultural support needs. All tangata whaikaha interviewed shared that they do on the job training themselves with support workers and many stated that they preferred those without the qualifications to come into their home and community.

“We want support staff who become part of our family and who we can build a relationship with - one of our support workers carried my mother’s coffin at her funeral.” – Tangata Whaikaha

It is rare to have a Māori support worker who can apply their knowledge to practical care because for many Māori it can be a struggle to connect with western frameworks and ways of learning. If teachings and assessments are not delivered through a Te Ao Māori lens, it will be challenging to attract Māori to learn, stay connected to the qualifications and pass assessments.

“We love supporting whānau to get qualified but this one is too complicated and is hard for my staff to relate to. We want it to be mana enhancing and at the moment its mana diminishing. Use us – tangata whaikaha as assessors and let us be the workplace too. I think we could make a real difference if we got paid as much as the big pakeha employers do. Māori for Māori.” – Tangata Whaikaha

Tangata whaikaha Māori and whānau whaikaha talked about the importance of support workers having the right values and knowing how to be with people in their homes. Additionally, that the qualification needs to consider what the most important values that support workers need and to encourage them to think ‘if you received care, what support would you want?’ It was also mentioned that support workers need improved practical skills, e.g. knowledge around medications and equipment.

Māori need to have options for alternate learning pathways. Traditional western learning from a textbook and written responses often do not work. Tangata whaikaha Māori discussed innovative ways of approaching these needs by creating their own learning resources.

“When they arrive I give them my own book that I have created. Basically I have to encourage them to throw out all they have learnt and relearn the practicalities of caring for me as a tangata whaikaha Māori. Some do, some don’t. They one’s that don’t, don’t hang around very long.” – Tangata Whaikaha Māori

Storytelling and kōrero was recommended as a better learning pathway for support workers and learners in these qualifications rather than working from a textbook.

“We want people who want to learn something new every day and who understands the basics of Tikanga in the home – can they do a basic pepeha?” – Tangata Whaikaha Māori

Tangata whaikaha Māori and whānau whaikaha talked about the need for attracting more Māori support workers and ensuring they are supported in the qualification process. When it comes to all support workers, a need for them to be engaged and engaging was discussed.

“We want workers who are interested and interesting. You can only ask about the weather once a day.” – Tangata Whaikaha Māori

It is important that support workers are paid well to attract a stable workforce. Often support workers have chaotic lives themselves that impact on the support that they provide. For example, some may be forced to not turn up at short notice or on time and some may have issues to sort out at home before they can walk in the door.

Future delivery

Tangata whaikaha Māori and whānau whaikaha made a number of recommendations for the qualifications going forward, including:

- Practical training is recommended to be done in groups to better cater for Māori learners
- an understanding of Hauora and Māori models of hauora
- an understanding of a Whānau Ora approach
- an understanding of tikanga and kawa practices
- soft skills, e.g. having a deeper understanding of the experiences of tangata whaikaha māori and whānau whaikaha people and how they wish to be supported
- practical skills, e.g. transferring, showering and personal care

- diversity and equity training
- ethics training, e.g. expectations around privacy
- an understanding of human rights
- supported decision making
- an understanding of an Enabling Good Lives approach

Māori need to be involved in the development and implementation of curriculum – Māori for Māori – because tangata Whaikaha Māori have different needs. Therefore, the qualifications needed to be re-evaluated based on the voices and needs of tangata whaikaha Māori and whānau whaikaha. The role that tangata whaikaha Māori and whānau whaikaha do and can continue to contribute in the training and assessment of support workers.

“Increase the number and types of roles by tracking and retaining Māori leaders, managers, assessors, curriculum developers, trainers and teachers in the realm of disability support worker training and have effective support for Māori students.” – Māori Learning Advisor

Māori also need to be employed to deliver and assess parts of training so that support workers receive a broader understanding of Māori from Māori. These workspaces also need to be culturally safe.

Tangata whaikaha Māori and whānau whaikaha recommend that they are enabled to be more involved in the practical assessment process as they are best placed to assess the skills and capabilities of a support worker.

In the disability sector, there has been an increasing acceptance that Māori health is critical to improving Māori hauora outcomes, with growth in kaupapa Māori services being strong and positive. The resurgence and acknowledgement of mātauranga Māori across the disability sector in Aotearoa is an opportunity for growth in future qualification development.

It is recommended to lean in on existing Māori concepts and frameworks to attract and retain the workforce for tangata Whaikaha Māori.

This will also as well as move away from the medical model and shift the focus to holistic wellbeing. Māori models of hauora could be included for all learners e.g. Te Whare Tapa Wha.

“They are coming into our home, they need common sense and to take time to learn how we operate as a whānau before spouting off textbook learning at us. Come in have a cuppa and get to know us as a whānau.” – Whānau member

It was suggested that more pathways be created for employing support workers who are completing tertiary education in the health professions. Likewise, creating pathways for employing young people who have interesting lives and who you can build a relationship with.

Ensure topics such as Whānau Ora, Mātauranga Māori, Māori Hauora Plans, Disability Strategy, UNCRPD, disability models, cultural competency, discrimination and its effects, etc are incorporated into learning.

Discussions around setting up a community of practice for learners to share their insights and experiences lends to whānau recommendations that there be practical assessments and on the job learning, creating supervision that involves tangata whaikaha Māori and whānau whaikaha and utilises their knowledge and experience as assessors and learning advisors.

Training needs to view tangata whaikaha Māori and whānau whaikaha as whole people, understanding a support worker supports not just practical physical care but also contributes to mental and emotional wellbeing, supporting whole-person wellness. Included in this recommendation is a review of papers and certificates that are available to determine which are more appropriate for Māori and Pasifika.

Pasifika and aiga

Gaps

The Pasifika community did not believe that the Level 2-4 qualifications were fit for purpose or producing individuals who could adequately meet the needs of Pasifika disabled people and aiga, and experience multiple barriers that make it difficult to complete qualifications.

Pasifika do not believe the qualifications are adapting to meet their cultural needs. It was highlighted that whilst specific organisations were working in this space, the qualifications as a whole were not currently adapting to meet the needs of the community – for the disabled person, their whānau, or for the support workers in training.

Pasifika communities are diverse, with different cultural practices and languages. While there are some similarities, it was highlighted that cultural capacity training within the qualifications needs to change to reflect this reality and cultural awareness needed to extend to include the needs of disabled people and their families.

It was highlighted that there was a need for culturally relevant frameworks to be recognised and taught within the qualifications. Pasifika already practice from a set of culturally relevant principles, many of which align with Enabling Good Lives. However, Enabling Good Lives is viewed as being individual-focused, whereas Pasifika are aiga-focused. Because these principles are in different words and expressed in different ways, there is a struggle to translate them in a way that makes sense to their own culturally appropriate practice.

“We have to teach in a way that our people can understand, otherwise as a result we have had staff who have not completed even though they have tried, this affects their dignity as well.” – Employer

Some Pasifika want the courses and assessments to be taught in their languages to help their understanding, recognising that English is not the first language for many in the Pasifika communities. Those completing the qualifications also wanted access to resources beyond written material as this would better support Pasifika learning.

Videos were seen as a more effective way to disseminate information where in-person learning was not an option.

“In our peer group struggled with backing up their statements or completing their work, due to English not being their first language. Plus needed tech support.” – Learner

Technology was highlighted as a barrier to accessing and completing the qualifications as computer literacy and access to technology were at times a struggle for some in this community and the data to use it.

It was highlighted by this community that learning alone, online is not in line with cultural needs. Pasifika communities preferred in person, practical learning and assessment and would value supported learning communities with their Pasifika peers to allow them to discover how to implement the qualification learnings in culturally relevant ways for their community.

“A challenge for me was making sure I stuck to it and followed through because there is a focus on independent learning.” – Learner

Practical assessments were the preferred method for Pasifika, with many reflecting that they know how to do the work but that they struggle to communicate it to the assessors in writing.

“We have good engagement with our community and know how to reach our people, you don't know people's level of numeracy or literacy until that point but they are in the role and they actually need the training to do that. Otherwise [staff] have to train [in numeracy or literacy], we have to do that.”

Future delivery

Pasifika and aiga made a number of recommendations for the qualifications going forward, including:

Recognising and promoting culturally relevant frameworks beyond Enabling Good Lives is seen as important going forward. This includes Whānau Ora but also extends to additional Pasifika frameworks of culturally relevant practice and support for disabled Pasifika.

Qualifications need to provide cultural competency training around the cultural needs of disabled Pasifika, recognising the variation represented in culture and language among Pasifika people and creating learning communities for disabled people that support them to translate learning into culturally relevant practice.

Pasifika and aiga recommend that they are represented as educators in the delivery of qualifications for Pasifika people, with opportunities for native language resources to support learning for those where English is an additional language.

Provide opportunities for practical learning and assessment and training resources in modes beyond written materials, such as using video, workshops, and seminars with resources in Pacific languages to support learning. Additionally, to ensure a delivery mode which recognises the desire of Pasifika support workers to learn in a social environment with their peers.

Qualifications need to also teach and support transferable skills for learners including computer skills, technology support and, where relevant, literacy and numeracy skills.

Workforce

Gaps

The workforce we engaged with, which included both support workers who have completed the qualifications and support workers at workplaces who supported them with their qualifications, did not believe that the Level 2-4 Certificate qualifications provide skills that adequately meet the needs of disabled people.

The most significant criticism of the qualifications by support workers was that they were too academic, not practical, and often leaving support workers feeling ill-equipped for the realities of the job.

Other gaps identified between the qualifications and the skills needed by support workers in practice include:

- Cultural awareness, e.g. knowledge around Te Tiriti o Waitangi, tikanga and kawa
- Supporting tangata whaikaha Māori and whānau whaikaha with concepts that are already familiar with, e.g. Whānau Ora, te whare tapa wha
- Ethics
- Interpersonal and communication skills, e.g. self-reflection
- Values-based approaches
- Awareness of the difference between empathy and sympathy
- Managing positive behaviour support
- Practical care skills, e.g. medication management
- Mental health support and grief training

Some support workers indicated that there needed to be a wider coverage of topics across Levels 2-4. They described the qualifications as incredibly repetitive and not acknowledging or addressing the broad range of experiences of disabled people or the skills needed to support the diversity of the disabled community.

“The people skills don't necessarily come just because they've got a qualification, and level four doesn't train the practical or people skills that they need to do this mahi.” – Employer

In the past, Careerforce has completed work on qualifications that specifically related to working with Māori and involved consultation with the sector. Likewise, empowering disabled people and building a mana-enhancing person-first relationship with disabled people is seen by the workforce as aligning with the Enabling Good Lives approach, something they believe employers need to implement in their practice.

“I think the certificate is less important than an actual ongoing developmental approach that builds self-awareness, self-care, sustainable work practices, person-centred approach to care and so on.” – Support worker

We heard from some staff that people want to be able to provide quality care but the training and support from some employers is not allowing this. They suggested there needs to be more of a focus on upholding standards and quality and support systems for students such as communities of practice/learning and buddying.

Managers, senior staff, and specific training staff involved with supporting students with certificates need to have a good understanding of what is required when coaching staff – some do not have these skills or knowledge.

Some of the larger providers talked about the qualifications creating a lot of pressure on managers who have to do a lot of verification and that there needs to be a lot more support for staff on the ground for training but this is often not possible because of a lack of funding and other resources for small and large employers/providers.

The next stage also needs to consider the resources, support, funding and pathways that disabled people and whānau as employers require now and into the future

Another issue raised by the employers and unions was that most of the training is online when a significant proportion of support workers, possibly as high as 40%, have specific learning disabilities.

According to some employers, people found the Level 4 Certificate too hard as it is a big leap from the Level 3 Certificate, whereas some questioned whether the Level 2 and 3 Certificates should continue and whether all staff should just be required to complete the Level 4 Certificate.

Some also felt that in the future all of the qualifications should have more focus on staff building positive, empowering, and mana-enhancing relationships with disabled people, their families and whānau, recognising that their needs are complex and changing.

We also heard that some people want more specialist qualifications, across the three certificates, e.g. on topics such as neurodiversity, learning disability, mental health, and positive behaviour support. The workforce felt that the qualification is currently fragmented and needs standardisation. Employers are reaching for micro-credentials because they often do not have the resources to provide this training themselves and it is not clear whether the unified funding system will help to resolve this. This lack of resources for providing this training and qualifications has an impact on the quality and consistency of delivery.

When Employers talked about the qualifications not producing support workers who were equipped to adequately meet the needs of disabled people, this appeared to be highly dependent on the training provider and there was little consistency across the sector. Perceived contributions to this inconsistency included employers moving to online-only delivery models which did not provide opportunities for people to practically apply the skills they learnt in the course.

Not all providers required workplace verification of skills before completing qualifications and assessments were not competency-based, therefore did not assess transference of learnings into the workplace setting. Additionally, not all learners were adequately provided the support required to make the most of the qualifications.

Some employers and Unions highlighted a need for consistency in standards across the qualifications and one idea that was recommended was some sort of national training provider who is responsible for the quality of training. Not all employers agreed with this idea and it was felt that this should not remove the ability of employers to do their own training, but rather provide a form of quality control to ensure consistency across the sector.

The consistency of the programme matching the qualifications is the responsibility of NZQA. The subsequent delivery and method of delivery is the responsibility of the

programme provider. This is where it appears that variation can occur.

NZQA holds regular consistency reviews which take into account comments by trainees, employers and providers to assess consistent delivery of the qualifications.

Toitū te Waiora (WDC) will also have a role to play going forward to support the development and consistent delivery of programmes across all training providers. Te Pūkenga are also a national training provider.

Before a new national training provider is considered it would be important to consider how to improve these review processes and the relationship between these and other stakeholders to improve consistency. This should also include improving mechanism to consult disabled people, their families and whānau about the delivery of these programmes.

Overall, the workforce of support workers is aging and some older staff do not want to complete qualifications. According to the employers and unions the workforce in people's homes is much younger than those in residential facilities. It is also increasingly tough for employers to recruit support workers, there are serious staff shortages, and with the increasing expectations and support that is now required some older staff are leaving the industry.

Unions shared that there is an aging workforce particularly in residential facilities and a much younger workforce in community and home-based settings. These unions also see that some staff in residential facilities are concerned about what the move to individualised funding will mean for their jobs in the future and they were concerned about whether this will drive down conditions like they believe has occurred in Australia.

With an aging workforce, it was generally agreed that employers need to be attracting a much younger workforce going forward and that there needs to be more focus on creating pathways from school, tertiary courses and study and making the support industry more attractive to these younger people.

Some employers also spoke about the changing cultural makeup of the disability workforce and how this impacts on the understanding and application of key

disability philosophies within the qualification. They felt that additional training is required to support some of these learners to shift their behaviours.

Future delivery

Recommendations from the workforce include:

- an element of in-person and practical training
- qualifications and related programmes that have the core practical and soft skills and valued-based training that staff need to provide effective support for disabled people in residential facilities and in their home
- national oversight for the quality of qualification delivery
- competency-based assessment and workplace verification as a standard.
- tangata whaikaha and whānau whaikaha Māori, disabled people and families, and Pasifika and aiga are involved in the programme development
- Micro-credentials that deliver specialised training areas within the broader curriculum
- funding and resources for employers to offer these qualifications and programmes, to encourage all employers to train their staff and to ensure employers are not just promoting micro-credentials because they are an easier option
- mechanisms of support for students completing these qualifications, e.g. classroom and group learning, buddy systems with experienced support workers, communities of practice, etc.

When examining the mode of delivery, it was highlighted that a move from the online web-based model to a supported learning environment was needed, e.g. enabling small-face to-face groups in the students' locality that allowed for collaboration between support workers and supported practical training.

Support workers also highlighted that there needs to be more practical training and interactions with disabled people throughout the training to facilitate a more diverse understanding of disabled people and their needs.

The teaching of soft skills was acknowledged by employers as an area lacking for many support workers completing the qualifications. However, some employers

believed that the qualifications provided scope, especially at Level 3, to address the majority of soft skills training, e.g. interpersonal relationships, managing conflict, communication, advocacy, understanding scope of practice and declining things outside of scope. It was acknowledged that some employers may not know how to select the best unit standards for their workers to allow development in this area.

Employers acknowledged that the need for a broad training within the qualifications was a tension with the need to provide specialisation opportunities to ensure targeted and relevant training could be provided to support workers with such diversity of environments being supported in the disability sector.

Employers highlighted that there needed to be an attitudinal shift, supported by training programmes, to ensure support workers had the ability to see the person first and not just their disability. It was suggested that some areas such as neurodiversity, augmentative communication, and behaviour management may benefit from specialised training programmes within the qualifications.

Employers also recommended that assessments be practical and take place over a longer period of time to ensure that learning was actually implemented in practice.

It was suggested that utilising micro-credentials for additional professional development to fill gaps and add specialisation might be a way of addressing this tension. However, these micro-credentials would need to be practical in nature and quality controlled.

Union representatives were concerned that the introduction of micro-credentials may compromise the core skills of the qualification because employers and staff saw this as an easier option. They wanted to see a stronger voice in the development of the qualification of disabled people, their families and whānau and also support workers.

Employees and unions felt that staff needed to be able to see a qualification pathway that delivers what they need in the workplace and someone's home, and that creates a sustainable workforce.

Micro-credentials will almost certainly be developed by Toitū te Waiora, approved by NZQA, and with providers registered with NZQA. Micro-credentials will also have exactly the same content as skill standards.

Toitū te Waiora (WDC) and Programme/Content Developers

Gaps

This group included Programme/Content Developers from Careerforce, as well as staff from Toitū te Waiora, the Community, Health, Education and Social Services Workforce Development Council (WDC), and members of staff from the newly formed Te Pūkenga, which Careerforce is now part of.

Toitū te Waiora is a standard setting body that reviews and develops qualifications. It has no product development function. Careerforce and Te Pūkenga are programme/content developers. There are also other providers involved with programme/content development for these qualifications.

This group felt that the qualifications were generally fit for purpose because they were broad and light on detail with flexibility available for providers to select unit standards that are appropriate to the environment in which support workers are working. However, they did raise various issues.

It was suggested there may be a need to examine programme development and how skill standards can be utilised to ensure stronger programme delivery that is fit for purpose and transferable.

“The amount of detail that are in the qualification is very, very light, and that's entirely purposeful. So that at a programme level providers can offer programmes that suit the sectors that they support. I have my doubts about whether a whole pile of change needs to occur with the qualification [...] maybe the effort needs to go into programme development.”

The Product/Content Developers and Workforce Development Council see their role as being to ‘service the sector’ and to develop qualifications and programmes based on feedback from the disability sector.

“I am not the disability expert here, I'm the product development expert.”

This group did acknowledge that qualifications may need to adapt to reflect changes that were upcoming in the sector, including the Enabling Good Lives approach, whaikaha, and placing disabled people in the centre of their own support.

“The qualifications don't necessarily reflect some of the changes that are coming up as far as EGL, the shift from who holds the purse strings and listening to people with disabilities rather than listening to service providers.”

It was not clear from the Programme/Content Developers how much input disabled people had had in the initial development of the qualifications but they wanted to ensure this consultation was included in the upcoming reviews.

Other key points highlighted by the conversations with this group were that originally there were quite specific and detailed qualifications and there has been a move away from those into more generic qualifications that can be applied in multiple parts of the health and wellbeing sector. This group saw this as a strength of these qualifications, as well as the compulsory units across all the strands and a large range of elective units.

“... keep it simple, keep it simple [...] allow a qualification structure and content that allows flexibility depending on the learning environment and the workplace environment of the trainee and the people that they are supporting.”

Historically navigating qualifications with NZQA has been complex and problematic due to Unit Standards. The landscape is changing and, where it is changing is not necessarily with the qualifications, but with the building blocks that form the programme.

“We're moving away from unit standards to skill standards.”

The Programme/Content Developers saw this as a massive opportunity for special interest groups like the disability sector to get involved with how those things look and feel and how they get applied and to influence the direction that both NZQA and Toitū te Waiora (WDC) take with the design of those skill standards.

“When skill standards come in and are used right across the tertiary education sector we'll have a lot more consistency of graduates and flexibility ... skill standard will have a set of skills and knowledge. And at the moment you just can't have oranges because there are other ones not using oranges.”

The move of Careerforce to Te Pūkenga provides opportunities - different ways of offering programmes to the sector such as blended learning where trainees are not necessarily tied in a workplace-based learning and could have classroom, group, on job or Marae based learning.

“I think the move into Te Pūkenga kind of opened doors ... we don't necessarily only have to work in workplace environments. We can now be working in other environments and it might open up things for perhaps family and whānau .. Careerforce was an industry training organisation and the only people that we could engage with as trainees were those who were in employment situations.”

Assessment of a particular unit or skill standard might be quite different for people in different parts of the industry. There will need to be more education of employers about what the unit or skill standards are actually achieving and what training and induction they provide, particularly if staff move from aged care into the disability sector.

In the future we might have people doing the basic qualifications and then micro-credentials using a modular structure of skill standards, which can be used in various different forms to make up programmes in qualifications. It is also important that future qualifications encourage people to want to learn.

“I have come across people who want to learn, and I've come across people who are made to learn and some people really want to get the most they can out of the qualification that they're doing, and other people just want that piece of paper for whatever reason they might have.”

Overall, this group were very supportive of skill standards and micro-credentials providing more flexibility with qualifications and programme development.

Toitū te Waiora (WDC) will create skill standards that can be packaged as 1) a skill standard within a programme of study, and 2) as a standalone micro-credential. People will not be able 'to do' skill standards outside a programme of study - they will be able to complete and be awarded micro-credentials.

“a micro-credential is a way of packaging a set of knowledge and skills into something that is smaller and easier to achieve than the whole qualification [...] you have a programme with core strands, the learner does one strand obviously, and then can get the other strand as a micro-credential.”

Future delivery

This group identified some recommendations going forward, including:

- Incorporating Enabling Good Lives into the curriculum
- Educating employers on what skill standards achieve
- Involving the disabled community in curriculum development

In the future, programme-only micro-credentials will only be developed by Toitū te Waiora (WDC). Tertiary Education Organisations (TEOs) will be responsible for delivery. A micro-credential developed by Te Pūkenga would include both the programme of study and its delivery.

TEOs will not be able capture the market and force other TEOs to use resources for their own micro-credentials. Micro-credentials will be registered with NZQA by Toitū te Waiora (WDC), and TEOs will approach Toitū te Waiora for endorsing programmes of study leading to those micro-credentials. Once endorsed, TEOs will then seek approval and accreditation from NZQA.

Skill standards will be based on learning outcomes that will allow greater flexibility for assessment practice than the current unit standards. TEOs will develop assessment that suits their needs, and which is suitable for the learning outcomes of the skill standard.

“This would untie some of the complexities of having quite hard dry unit standards, which were used I think to help design programmes when they probably were never designed in the first place to do so [...] unit standards I think have been used as building blocks when I don't think really they should have been necessarily.”

Additionally, the previous consultation and review of these qualification in 2018 appears to have had limited involvement with disabled people, their families and whānau. During the 2018 review, the detail was also removed from the qualification and moved to the programme level, and the subject experts thought this is where future changes should be made.

Toitū te Waiora (WDC) will be reviewing these qualifications in 2024. This project will provide useful information for that review. The Workforce Development Council will then consider whether there should be a focus on a generic approach with the qualifications that stipulate what should be taught.

Feedback about the Consultation Paper

In December 2022 the Project Team, with the support of the Advisory Group, completed a consultation paper about the Key Insights from this project.

This was circulated by email (Appendix E) to over 80 people who had attended the special interest and focus groups, completed the online survey and to the Advisory Group and other key stakeholders.

We asked the following questions using a link to online google doc questionnaire:

1. Have we missed any key themes or misinterpreted anything?
2. Do you have any additional feedback about the consultation paper?
3. Do you have any recommendations for the future curriculum design and delivery of these qualifications?

This is an analysis of key themes from the feedback we received:

1. We received 15 submissions which involved over 20 people.
2. We received a lot of positive feedback about the consultation paper and many people agreed with what was suggested in terms of the future curriculum and delivery options.

‘The overall outlook is easily grasped, thank you. Well written.’

‘Very impressed by the report and how much has been done in short period of time.’

3. 40% of these submissions were from disabled people, 26.7% from employers of staff completing the qualifications and 13% were families/whānau of disabled people.
4. When we asked, have we missed or misinterpreted anything, 46.7% said no and 53.3% said yes. 63% also had additional feedback.
5. We also received some additional feedback about the Consultation Paper from the Advisory Group of which the key themes have been incorporated into this report and analysis.

6. Have we missed anything?

These were some of the individual comments:

- Acknowledge that there is no training on Augmentative and Alternative Communication within the current training.
- We are forgetting about the systemic context that UNCRPD principles provide.
- More consultation with older people (Opals) is required:

'We are the invisible voice locked in the medical approach of geriatric services.' – Disabled Person

Employer Feedback:

- Include more about the other ways employers' access and deliver training using Careerforce Te Pūkenga material/assessments.
- Employers design their own training content/assessment or employ other training providers e.g. Open Polytechnic or PTEs. Currently the paper only describes Careerforce as the training provider.
- Acknowledge that the current funding that employer's gain to provide training delivery, assessment, and learner support is insufficient.
- Changes to delivery models will increase employer cost and without funding this will reduce the number of people successfully being trained.
- Include more focus on how people holding personal budgets (as employers) will impact on the workforce skill make-up.
- Give a more balanced view as the paper only really acknowledges Careerforce Te Pūkenga as a training provider.

7. What needs to be clarified?

These were some of the individual comments.

General Feedback:

- Use the term *older disabled persons* rather than elderly - ageist.
- Use cultural safety rather than competency.
- UNCRPD is a system rather than service principles.

- Māori models of hauora and support practices addressed in a kaupapa Māori way and pedagogy. *Is this a parallel qualification? This could be a parallel qualification or remain as part of this suite of qualifications. It is recommended that the implementation explores this further with the aim to have choice for those impacted by these qualifications.*
- A certificate of competency within the workplace to verify that trainees have the practical skills, soft skills, and values to do the job – *clarify what this look like? It is recommended that the next piece of work explores what a certificate of competency could look like within a workplace.*

Careerforce/Toitū te Waiora Feedback:

Clarify

- The different roles between Toitū te Waiora and programme/content developers.
- That Micro-credentials would be developed by Toitū te Waiora, approved by NZQA, and with providers registered with NZQA. TEOs will approach Toitū te Waiora for endorsing programmes of study leading to those micro-credentials. Once endorsed, TEOs will then seek approval and accreditation from NZQA.
- Unit/Skill Standards are concerned with assessment, programmes are delivered and qualifications are awarded.
- Skill standards will be based on learning outcomes that will allow greater flexibility for assessment practice than the current unit standards.
- The consistency of the programme matching the qualifications is the responsibility of NZQA. The subsequent delivery and method of delivery is the responsibility of the programme provider.
- Have more context about the certificate qualifications. *Careerforce have provided an overview of background information about the qualifications from their perspective. This is included as Appendix F.*
- Delivery of the training is for the training provider, employer and workplace to determine.
- The content of the L2 learning is kept wide so it can be applied to a range of different situations within the disability sector.
- There are 2 relevant Level 4 qualifications, Advanced Care and Support builds directly (staircases) on L2 and L3 and the Social and Community qualifications

which are standalone and there is no prerequisite for them to complete L2 & L3 before enrolling. There is an equivalent Social and Community qualification at Level 4 that applies to apprenticeships and now has specialisations including disability support, and mental health and addictions.

- In places use Programmes vs Qualifications, Qualifications vs Curriculum.
- NZQA allows stackable micro-credentials which can lead to a qualification. The stackability of micro-credentials to a qualification has to be confirmed by NZQA.

Employer Feedback:

- How do the recommendations fit in with pay equity discussions? *Employers and Unions asked that the next steps and any actioned recommendations consider the implications for the current pay equity discussions.*
- Employers need funding to support to implement programmes.

8. What needs to be corrected?

There were some suggested specific edits to the report.

One Employer suggested a number of corrections. For example:

- Level 2 does not provide entry to study at level 3, you can enroll directly into Level 3 without any other study.
- Specific disability unit standards have been available for years.
- Open Polytechnic, Private Training Establishments and employers also design content.
- National body for oversight: This is currently in place via Careerforce/Te Pūkenga and Toitū te Waiora and NZQA.

9. These other suggestion were made through individual comments

General Feedback:

- People generally agreed with the suggestion for the curriculum, delivery options and the use of micro-credentials.
- More consultation with older disabled persons is required.
- Some agreed with the suggestion that there should be a foundation paper (micro-credential?) for foundation knowledge.

One disabled people on the Advisory Group said:

'Anyone who works in our sector should do what we are calling "Disability 101". There are a whole bunch of people who work in bubbles who are making decisions based on very limited knowledge of the impacts. Their worldview is just theoretical and very narrow. I'm get really annoyed that we have to live with their decisions and actions but they don't.'

Another said:

'The range of sector representatives taking part in such a paper, provided it is fit for purpose, would have a positive impact on organisational relationships and thus a more collaborative sector. For example, imagine a comms person from a not-for-profit, an HR person from a provider, and a CE who has recently entered the disability sector were all taking a 'Disability 101' paper together. They would not only be gaining important foundational knowledge, but also building relationships across the sector, which can only be a good thing.'

- Would a description of who the employers and graduates be helpful for the report reader?
- Under curriculum, include Ethical Team Working Practice and Communication, Conflict management, medication management.
- More acknowledgement of the role disabled people and families play in recruiting and training staff, the support and funding they need for this and issues they face recruiting their disabled family/whānau members.
- Acknowledge the Autism Workforce and Competency skills and other frameworks:

<https://www.tepou.co.nz/initiatives/equitable-access-to-wellbeing>

<https://www.tepou.co.nz/resources/te-tau-tītoki-a-framework-for-supporting-people-on-the-autism-spectrum>

<https://www.tepou.co.nz/resources/fetal-alcohol-spectrum-disorder-fasd-essential-strategies-a-resource-for-frontline-professionals>

Employer Feedback, mostly from one employer:

- Many of the ideas for the curriculum and delivery options will require more funding for employers to implement.
- There needs to be more acknowledgement of how equal pay legislation drives learner behavior.

- Review of the use of Te Whare Tapa Wha and if the sector wishes to have this as a base model. *The Project Team and Advisory Group believe that it is important to ensure that Māori Models and Frameworks (including but not limited to Te Whare Tapa Wha) are available for all to use.*
- Include additional commentary on the changing cultural makeup of the disability workforce, how this impacts and additional training required to support the shift behaviors.
- We do not agree that the qualifications are based on a medical model – ‘*Our training is not based on a medical model.*’ - Large Employer
- We would not endorse having hoists, personal care, cooking, assistive technology and augmentative communication devices in the qualification or one national provider for the qualifications.
- Care needs to be taken when identifying compulsory topics given the broad nature of support provided within the disability setting. For example not all support workers will use a hoist.

Careerforce feedback:

- Criticism of the qualifications by support workers that they are too academic, not practical, and often leaving support workers feeling ill-equipped for the realities of the job. *Is this content or lack of delivery of content? It would be interesting to investigate this more. Some organisations may focus more on theoretical training than the practical application of the training. However, it is impossible to train for all situations as there are often individual requirements. There is also a need for disabled people to show a support a worker the most effective way to help them.*
- Some support staff are hesitant to engage in conversations for fear of offending others by using incorrect language.
- Practical training requires commitment from the training provider, employers and support staff to be sustainable.
- In 2022 Careerforce developed a disability specific 'small package of learning' for Gateway/school rangitahi/young people. This is being converted into a Micro-credential.

- Involving disabled people, families and whānau in development, delivery and assessment: *This requires further discussion. Need to look at the different roles of the people included in the delivery, for example, disabled people, Te Pūkenga and employers.*
- Support workers need different modes of delivery - online learning, communities of practice and group learning. *Careerforce agree with this feedback and stated that this will require collaboration and support between all parties.*
- The amount of detail that are in the qualification is very light, and that's entirely purposeful. So that at a programme level providers can offer programmes that suit the sectors that they support.
- Qualifications appear to be based in the medical model framework – *Is this a content issue or is it identifying a lack of support for learners on how they apply the learning? It would be interesting to investigate this more.*

10. Key themes when we asked, Do you have any additional feedback?

General Feedback:

- People were generally supportive of the direction.
- Practical skills (transferring, showering and personal care) require people to understand this is an intimate role with the need for safeguards for both parties.
- Families and Disabled People having input into the assessment of a trainees work may have a conflict of interest if not managed.
- One person suggested the incorporation of some clinical/medical component covering medications, autism, epilepsy, managing potential aggression and conflict and more focus on positive behaviour support.
- A union felt it is important to ensure any micro credentials are supplementary to and not replacing the Qualification Framework for those workers covered by the Care and Support Settlement and that workers are not disadvantaged through the use of micro credentials, the impact of Individualised Funding from a workforce perspective and the proposed changes.
- They also agreed with the need for more consistency delivery of programme related to these qualifications across the sector, but were not supportive of endorsing specific practical skills in the qualification or one national provider.

- There are providers, other than Careerforce, already doing different things in line with some of the recommendations. Although some areas for improvement are still required.
- Some of the responses in the consultation document show a lack of understanding about the qualifications. What is missing is the individual's application on the - know the theory but do not apply it. *Is it an actual gap in the qualification or is it application in the workplace that is the issue?*
- Soft Skills: People need an understanding of the 'experiences' of disabled people – *How they want to be and can best be supported and have more control over their lives such determining how they want to employ and interview their own support staff.*

Employer Feedback:

Agreed with many of the suggestions for the curriculum and delivery options.

One employer had these concerns

- The comment that the qualifications are based on the medical model framework – *'we do not believe that this is the case.'*
- *'We do not share the concern about fully online based learning due to the qualifications having practical application, supervision and assessment. Online learning enables the more mobile workforces to study at a pace and time that suits them.'*
- Including transferring, showering and personal care within the qualification: *'We have a large number of our workforce who support disabled people but are not required to provide this type of support. We train these skills on a needs basis.'*
- *'We would not support the notion of a national training provider.'*
- *'Move to Te Pūkenga provides opportunities, we need to expand this to other providers and other employers.'*

11. Ideas for Possible Recommendations

a. The curriculum includes:

- Ethical disability support, dealing with bullying, listening without assumptions.
- Observations of how different disabled people and their families navigate life moments and what has been suggested for practical/soft skills.

- The neurodiverse community and those with Augmentative and Alternative Communication in design and delivery of these qualifications.
- b. Allow time: don't rush, allow allocation of appropriate resources, auditing of existing programmes, increased tangata whenua input.
 - c. These qualifications, learning and application need to remain sufficiently flexible to meet the wide spectrum of support provided in the disability sector.
 - d. Support employers to choose relevant qualifications and electives.
 - e. There needs to be greater emphasis on the learning and application of the skills and knowledge.
 - f. We need to consider there will remain other forces which drive a person's desire to complete a qualification in the shortest possible time. Workplace verification and workplace evidence alongside theory must continue to be incorporated into these qualifications.
 - g. Acknowledge that a lot of people doing online learning still need easy instructions and more practical examples.
 - h. Consultation with older disabled people is missing.
 - i. An important point to note is the introduction of skill standards. Toitū te Waiora should lead all future mahi and start this in 2023.
 - j. Include the current ways employers' access and deliver training. The paper only describes Careerforce as the training provider.
 - k. Improve the funding that employers gain to provide training delivery, assessment, and learner support.
 - l. Include how people holding personal budgets (as employers) will be impacted and the qualifications and training required.
 - m. Expand the core set of unit standards for disability qualifications to meet the needs of the different contracts.

- n. Review of the use of Te Whare Tapa Wha and if the sector wishes to have this as a base model. *The Project Team and Advisory Group believe that it is important to ensure that Māori Models and Frameworks (including but not limited to Te Whare Tapa Wha) are available for all to use.*
- o. Consider the changing cultural makeup of the disability workforce, how this impacts and what additional training is required to support these learners to shift their behaviors.

Where appropriate some of this feedback has been incorporated into this report. However, there is some that is better taken into consideration with the next stage looking at how to implement the recommendations from report and project.

Key Insights

Overview

We consistently heard from discussions with rights holders and stakeholders and through the survey that these qualifications are not producing individuals who are adequately prepared to meet the practical support needs of disabled people and their families and whānau. Disabled people and whānau told us that support workers with these qualifications are often unprepared and overwhelmed.

The Toitū te Waiora (WDC) have told us that they will be reviewing these qualifications in 2024 and this consultation process will help to inform their thinking.

Given that disabled people, their families and whānau have told us that these qualifications are not producing individuals who are adequately prepared to meet their practical support needs, it is essential that the curriculum and delivery options recommended by stakeholders with this project start to be discussed and implemented from 2023.

We were told that the qualifications are too academic and lack practical application and training. There was general agreement that disabled people, their families and whānau should be more involved in the development and delivery of associated programmes and workplace assessing of support workers completing these qualifications.

Disabled people, their families and whānau also told us that trainees need to learn more practical and soft skills and have more values-based training as part of qualifications.

Tangata whaikaha Māori and whānau whaikaha support workers recommended resourcing the development of their own models of support and practices addressed in a kaupapa Māori way and pedagogy.

Support workers told us about key gaps in the practical delivery of these qualifications, e.g. the lack of practical application, understanding diversity of

disability, and a focus on online learning. Many wanted to see more use of communities of practice and group learning.

All of the groups highlighted the lack of integration of the Enabling Good Life approach and its principles, or holistic models of care within the current qualifications and programmes.

Curriculum

Overall, the respondents recommended a number of changes to the curriculum:

1. A practical application of Te Tiriti o Waitangi from the early levels.
2. Practical te Ao Māori embedded into the curriculum, e.g. tikanga and the basics of introducing yourself, pepeha, karakia, etc from the early levels.
3. Māori models of hauora and support practices addressed in a kaupapa Māori way and pedagogy.
4. Reflect the recent and upcoming changes in the disability sector, e.g. the Enabling Good Lives approach, Whaikaha – Ministry of Disabled People, and placing disabled people in the centre of their own support, etc.
5. The Whānau Ora and Enabling Good Lives approaches embedded throughout the qualifications.
6. Qualifications and the related programmes moving to a more holistic model of wellbeing and away from a medical model focus on health.
7. More practical and soft skills, Person and whānau first, values-based training - developing the skills of critical reflection, self-awareness, transfers, hoists, culturally appropriate showering/personal care, cooking.
8. More soft skills, e.g. being personable, empathetic, compassionate, patient, understanding of the disabled experience, friendliness, smiling, holding a conversation, creating an environment of support, etc.
9. Covering Disability 101, e.g. the basics of the NZ Disability Strategy, UNCRPD, disability etiquette, models of disability, and discrimination and its effects, etc.

10. Training that views disabled people as whole people, not just focussing on practical physical care but also contributing to mental and emotional wellbeing to support whole person wellness.
11. A broader overview of the diverse experiences and support for different disabilities and health conditions.
12. Introducing topics such as supporting those with neurodiversity, positive behavioural support, supported decision making earlier in the qualifications.
13. Modules on mental health awareness.
14. A focus on a person-centred as opposed to a systems-driven approach to care. For Māori and Pasifika, focus on a whānau-centred approach.
15. Rights-based training tailored appropriately to each level of the qualifications, e.g. including a focus on Te Tiriti, identifying and recognising your own biases and privileges, ableism, and equity models.
16. Ethics and privacy training through all levels of qualification.
17. Training in the use of visuals and equipment, e.g. assistive technology, augmentative communication devices and use of hoists and other common equipment, etc.
18. Skill standards that are fit for purpose and transferrable.
19. Explore the utilisation of micro-credentials to deliver specialised training areas within the broader curriculum, not covered by the core qualifications e.g. neurodiversity, learning disability, mental health, and positive behaviour support.
20. Involving disabled people, their families and whānau in the development of the curriculum and assessments.

Delivery Options

Overall, the respondents recommended a number of changes to the delivery of these qualifications:

1. Practical training with disabled people to avoid situations where support workers go to someone's home only ever having practiced on their own peers.

2. Employ more disabled people and family/whānau members in delivering and assessing training so that support workers get a broader understanding of disability directly from disabled people.
3. The curriculum is delivered in ways that enable learners to succeed – less online and on an individual basis, more learning on the job, communities of practice, more video content, classroom and collaborative group learning – those that have these opportunities have found this really beneficial to their learning.
4. Ensure the programmes for these qualifications are delivered in accessible formats.
5. More disabled people enabled to become support workers by ensuring equitable access to the qualification pathways.
6. A certificate of competency within the workplace to verify that trainees have the practical skills, soft skills, and values to do the job they have been trained for.
7. Involving disabled people, their families and whānau in the development and delivery of curriculum and workplace assessment processes.
8. A hybrid delivery model with more on-the-job learning and less online learning to enable more collaborative learning.
9. Practical workplace assessment processes for workplace verification.
10. Streamed delivery models for the certificates as micro-credentials, e.g. residential, day service, community support, and home-based support, etc.
11. More consistency in the quality and delivery of programmes for these qualifications and assessments, perhaps through one national provider.
12. Effort to attract a younger workforce by creating more pathways from school, through tertiary and vocational education study, and removing the barriers that currently make this industry unattractive to these young people.

Conclusion and Recommendations

The New Zealand Disability Support Network (NZDSN) has led a series of four workforce development projects aimed at addressing long-standing and widely recognised issues with current sector qualification pathways.

This specific project has been one of these Workforce Development Collaboration Projects. We have focused on the NZQA Health and Wellbeing Levels 2-4 Certificate qualifications in Disability Support. This has shown that these qualifications must be responsive to the needs of those who are most impacted by them.

Appendix A provides background information about all of these projects. It also provides an overview of what effective qualification delivery models need to respond to in the future and the essential features that are required to transform learning for the disability support workforce.

With this specific project we intentionally sought to engage first with disabled people, tangata whaikaka, whānau whaikaha, aiga and families. We then met with support workers, employers, unions, product developers, Te Pūkenga and the Workforce Development Council, etc to get their feedback about the qualifications.

In total we had 25 group feedback online and in-person sessions. Two groups submitted written feedback. Another 37 people completed our online survey where we primarily heard from support workers and employers. Over 20 people submitted feedback about the Consultation Paper.

The questions asked to these groups, with the survey and other feedback processes were to gain perceived gaps in the current qualifications, changes needed moving forward, and suggestions for future modes of delivery.

This report provides an overview of our key insights from the discussions and survey responses.

Given the feedback that we have received, the Project Team and Advisory Group recommend the Workforce Collaboration Steering Group consider the following:

General Recommendations:

1. Given that disabled people, their families and whānau have told us that these qualifications are not producing individuals who are adequately prepared to meet their practical support needs, it is essential that the curriculum and delivery options recommended by stakeholders with this project start to be discussed and implemented from 2023.
2. The title of the qualification needs to be contemporary and move away from the focus on Health. In the future these qualifications should be designed with disability rights, equity, and te Tiriti o Waitangi as its foundation. The interaction for disabled people and their families with students completing these qualifications should be transformational and assist disabled people to live their life.
3. A compulsory disability related foundation paper is developed as a micro-credential that is used as an entry paper to these qualifications to assess whether someone has the core skills and values to work in this industry and that can be used to provide 'disability 101' content for a range of other generic qualifications.
4. Specific strategies are developed to ensure disabled people, their families and whānau are actively involved in the development and delivery of the curriculum and the workplace assessment of students completing these qualifications in the future.
5. Tangata whaikaha Māori and whānau whaikaha support workers recommended resourcing the development of models of support and practices addressed in a kaupapa Māori way and pedagogy, with Māori specific pathways through the qualification levels.

This could be a parallel qualification or remain as part of this suite of qualifications. It is recommended that the implementation explores this further with the aim to have choice for those impacted by these qualifications.

6. Further consultation occurs with disabled Pasifika people, their families and whānau and older disabled people to determine what these communities require from these qualifications.
7. Toitū te Waiora, the Community, Health, Education and Social Services Workforce Development Council (WDC), includes in its planning from 2023 the mahi required to implement these recommendations for development of these qualifications.

This work is supported by the current Advisory Group established to assist this review of the Levels 2-4 Health and Wellbeing Certificates.

This implementation should also include:

- Wider discussions with the Workforce Development Advisory Group, Voice Mechanism Groups and Whaikaha linking this work with workforce development work.
- Development of curriculum and delivery options across the disability sector and operational design.
- Reviewing the feedback about the Consultation Paper outlined in this report.

Appendix G includes a Letter of Intent from Toitu Te Waiora committing to working in partnership with NZDSN and the disability sector to develop new Level 2-4 disability focused qualifications for the disability support workforce.

10. The current Advisory Group is retained and resourced to support the development and implementation of these curriculum and delivery options.

We believe that it is essential that the people and organisations involved with the current Project Team, Advisory Group and the Workforce Collaboration Steering Group are core members of future advisory groups, for the further development and implementation of these qualifications.

It is also critical that a strong voice for disabled people, their families and whānau is retained with these future advisory groups, which the current Project Team and Advisory Group already has.

This will ensure the current momentum and knowledge base continues.

8. Future development of these and other disability related qualifications:

- Includes more content for disabled people, their families and whānau who are employers, those holding personal budgets and encourages more disabled people, families and whānau to do these qualifications and recognises their lived experience.

This content could include employer responsibilities, employment legislation, care planning, rostering, budgeting and managing personal budgets, key things to know about the policy environment, positive behaviour support, etc.

- Considers the implications for large and small employers including potential delivery models and funding required to implement the recommended changes to the curriculum and delivery options. Employers have indicated that they would require more funding to implement these changes. This should include disabled people and families who are employers of support workers using IF and personal budgets, so these people don't experience barriers to accessing these qualifications.
- Includes development of qualifications and pathways above Level 4 for those in management or senior practitioner roles, other job roles of the future such as the EGL connector roles, disabled people, their families and whānau who are employers. This content should develop skills in leadership and mentoring of staff, encourage good practitioners to continue to work with disabled people, their families and whānau and consider roles of the future.
- Should consider the implications for pay equity.

Curriculum Recommendations:

1. Students completing these qualifications learn more practical and soft skills and have more values-based training.
2. The skills that are seen as a priority and that should be compulsory for all students across the various Certificate levels are identified and the qualifications remain sufficiently flexible to meet the wide spectrum of support provided in the disability sector. For example, some employers have said that not all staff need to learn about how to use a hoist and some other practical skills.

3. These qualifications also need to be seen as attractive and worthwhile by disabled people, their families and whānau and their workforce with clear pathways to learning. The qualification pathways for disabled, their families and whānau members should recognise their prior learning from lived experience and an approach should be developed for this recognition of prior learning from lived experience.
4. The Enabling Good Lives approach and principles is embedded across all levels of the qualifications, along with Whānau Ora, the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD), the NZ Disability Strategy (NZDS) and kept updated with future changes in the disability sector.
5. The qualifications teach students to view the whole person, not just focussing on practical physical care, but also those things that contribute to mental and emotional wellbeing to support the wellness of disabled people, their families and whānau. This also includes a broader overview of the diverse experiences and support for people with different disabilities and health conditions.
6. Explore the utilisation of micro-credentials to deliver specialised training areas within the broader curriculum, not covered by the core qualifications. Some ideas that have been suggested include neurodiversity, learning disability, mental health, positive behaviour support, high and complex support needs, some of the more practical skills - such as using a hoist, transferring, showering and personal care, supported decision-making, leadership in relation to better practice support, the five alternate formats for accessible information and communication.

Delivery Option Recommendations:

1. Employ more disabled people, families and whānau in qualification delivery and workplace assessment of support workers so that students get a broader understanding of disability directly from disabled people and whānau.
2. The implementation of these recommendations considers who and how these programmes will be delivered in the future.

The models of delivery ensure the curriculum is delivered in ways that enable more learners to succeed - less online and on an individual basis, instead more work based learning, communities of practice, webinars and video content, working with real disabled people throughout the programme, classroom and collaborative group learning.

3. Ensure the curriculum resources are delivered in a range of accessible formats and accommodate assistive technology.
4. More disabled people, family and whānau members are enabled to become support workers by ensuring equitable access to the qualification pathways.
5. Explore options to verify the competency of students within the workplace with the core practical skills, soft skills, and values required to do the job that they have been trained for.

It is recommended that the next piece of work explores what a certificate of competency could look like within a workplace.

6. Develop strategies to ensure more consistency in the quality and delivery of the qualifications and assessments.
7. Attract a younger workforce by creating more pathways from school, through tertiary and vocational education study and courses, and removing the barriers that currently make this industry unattractive to these young people, to help to resource some of the current workforce with support workers.

Grant Cleland

Cate Grace

In association with the Project Team & Advisory Group

Glossary

aiga	family (Pasifika)
apprenticeship	programme of industry training completed in the workplace that is a type of funding support provided by TEC for selected Level 4 qualifications.
cultural model of disability	the cultural model values disability as human diversity
disability community	the disability community is a subset of the disability sector. It includes disabled people, partners, friends, families, relatives, unpaid support workers, and others directly involved in informal support as determined by disabled people. This includes advocacy/consumer organisations made up of and representing disabled people.
disabled people	people with impairments are disabled if society does not provide an environment that takes their impairments adequately into account. Consequently, they experience barriers preventing their participation in society.
disability sector	the disability sector includes organisations and people (disabled and non-disabled, professional, and lay people) who work in support of disabled people and disability issues.
Enabling Good Lives approach	The Enabling Good Lives approach includes a Vision that 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. A principles-based approach ensures that Enabling Good Lives stays on track to progress the vision. See Enabling Good Lives Principles.
Enabling Good Lives principles	the eight Enabling Good Lives principles are: Self-determination, Beginning early, Person-centred, ordinary life outcomes, Mainstream first, Mana enhancing, Easy to use, and Relationship building.

Hauora	Health
identity-first language	identity-first language puts the disability first in the description, e.g., “Disabled” or “Autistic”. The move to identity-first language is a move towards disability pride and aligned with the social model.
kawa	Te reo Maori for etiquette, protocol
mana motuhake	self-determination, autonomy
Māori place names	English place names
medical model	the medical model holds that disability lies with the individual and that the disabled person needs to adapt or be cured to fit the environment and society.
micro-credential	bite-sized packages of learning – between 5 and 40 credits
neurodiversity	describes neuro-differences such as ADHD, Autism, Dyspraxia, and Dyslexia
National Curriculum	sets programme content and offers guidance to a provider
NZDS	New Zealand Disability Strategy
NZQA	New Zealand Qualifications Authority. The national regulator, responsible for quality assurance in the education sector
NZQF	New Zealand Qualifications framework
Ōtautahi	Te reo maōri for Christchurch
Pedagogy	the method and practice of teaching
person-first language	person-first language emphasizes the person before the disability, e.g. “person with a disability” or “person with a learning disability”.
positive behaviour support	refers to the skills required to support people who display expressions of distress. Although the workforce often refers to ‘challenging behaviour’, ‘expressions of distress’ is the preferred language of the Autistic community.

Pōneke	Te reo māori for Wellington
programme	programme of study developed by a provider that meets the requirements of the qualification. Signed off by NZQA and delivered by the provider.
programme endorsement	The Workforce Development Council supports programmes of study leading to its development qualifications prior to an NZQA application for approval, accreditation, or major changes to a programme
qualifications	nationally recognised qualification listed on the NZ Qualification Framework
rangatiratanga	authority, ownership, leadership
rights holders and stakeholders	a stakeholder is an individual or group with an interest in something, particularly a business, whereas indigenous peoples are rights-holders
skills standard	learning outcome-based assessment standards. Over time, will replace unit standards, and be used in most programmes leading to NZQF qualifications
social model	the social model holds that individuals have impairments but rather than the impairment disabling a person, the barriers created by an inaccessible society are the disability.
strand	a specialism that can be chosen in a programme of study
tāngata whaikaha Māori	tāngata whaikaha are Māori disabled people.
UNCRDP	United nations convention on the rights of persons with disabilities
unit standards	assessment standards used in programmes of study
Tamaki Makarau	Te reo māori name for Auckland
Te Pūkenga	NZ Institute of Skills and Technology combining Polytechnics, Industry Training Organisations,

Toitū te Waiora (WDC)	Community, Health, Education and Social Services Workforce Development Council. A standard setting body for qualifications and Unit/Skill standards. Also responsible for programme endorsement and developing micro-credentials and national curricula
waka	Vehicle or mode of transport used to explain a physical and Metaphorical journey
Whakataukī	Proverb, significant saying
Whānau whaikaha	Māori families who are living with disability
whānau	Whānau is a widely used Māori work that may mean: family, whānau, spouse/partner, close friends, welfare guardian and advocates. Whānau should be defined by the person and who they consider them to be
Whaikaha	Whaikaha – Ministry of Disabled People
whaikaha	(verb) to have strength, be strong enough (modifier) disability
whanaungatanga	the interrelationship of Māori with their ancestors; relationship, kinship, sense of family connection

Appendices

Appendix A:

The Workforce Development Collaboration Projects

The New Zealand Disability Support Network (NZDSN) is leading a series of four workforce development projects aimed at addressing long-standing and widely recognised issues with current sector qualification pathways.

These four projects are:

Project One

Facilitating a collaborative effort to develop a future-focused Enabling Good Lives-informed curriculum and delivery models for the certificate Levels 2-4 Health and Wellbeing qualifications as they relate to the disability support workforce.

Project Two

Facilitating a collaborative effort to develop a positive behaviour support specialist strand to the Level 5 diploma qualification in Health and Wellbeing.

Project Three

Continuing delivery of the Leadership for Service Transformation Programme aimed at embedding Enabling Good Lives-informed practice across up to 40 organisations.

Project Four

Producing a high-quality video training resource that illustrates effective provider implementation of each of the eight Enabling Good Lives principles from the perspective of disabled people and families/whānau.

Project Ones and Two focus on a review of qualifications. The current issues include variable content, delivery, and quality. These projects are seen as important for increasing the participation and leadership of disabled people and families/whānau in the development and delivery of sector qualifications and training resources.

An important focus with these projects is also ensuring that all projects reflect the Enabling Good Lives principles and vision, Whānau Ora, and Te Tiriti o Waitangi, as well as recognising Pacific equity and the well-being of all disabled people.

Effective qualification delivery models need to respond to a range of emerging workforce trends and wider sector developments including:

- a. A steady growth in disabled people and families/whānau accessing personal budgets/individualised funding where they are the employers.
- b. A move away from disabled person only congregate living and day service provision.
- c. Service providers developing new organisational models where decision making is more devolved to direct service staff who work as members of collaborative self-managing teams - where self-aware, self-reflective and relationship focused practitioners will be a central requirement.
- d. An increasing emphasis on a “community facilitation” approach with practice more directly informed by relationships and frameworks outlined in Te Tiriti o Waitangi, Whānau Ora the Enabling Good Lives approach, and the UN convention on the rights of disabled people.
- e. An increasing number of disabled people employed in direct service, leadership and governance roles.
- f. An increasing proportion of disabled people and family/whānau members in training and development roles associated with sector qualifications.

There are some essential features that are required transform learning for the disability support workforce.

These have been highlighted by the in-depth consultation with disabled people, families/whānau, tangata whaikaha, pacific people, a wide range of employers, current students and those involved in current qualification delivery:

- a. Work based learner support by people who have recognised subject matter expertise and relevant practical experience.
- b. An integration of assessment/moderation and teaching/learning support activities into a single learner support role.
- c. A networked learning support workforce that is well supported through ongoing professional development, supervision, access to communities of practice and regular participation in moderation activities.
- d. Capacity for learning support roles to make ongoing contributions to curriculum review and development

- e. A critical mass of learning support roles filled by disabled people, tangata Whaikaha and people with lived family/whānau experience
- f. A critical mass of learning support roles filled by Māori and Pasifika people.
- g. The ability to match learning support roles to the diversity of the student population and contexts – Māori students, kaupapa Māori settings, Pasifika and Pasifika settings, disabled students, and settings where disabled people and family members are employers.
- h. Active pedagogy – learning support roles systematically teaching to detailed evidence-based curricula and using a range of teaching and assessment approaches that enable a diverse group of students to demonstrate competence in a range of ways.
- i. Delivery through a blended approach that includes online and face to face individual and small group coaching/tutorials; self-directed learning where/when appropriate; customised approaches/support to match diverse learning styles/impairments.
- j. Provision for onsite competence assessments in liaison/partnership with employers (rather than relying solely on employer verification).
- k. Provision for disabled people and family members to be formally involved in competence assessment in key areas (involving specific assessment protocols and training).
- l. Provision for the recognition and assessment of lived experience of disability as a valued and valid component of qualification attainment.
- m. Ensuring that disabled people and families employing their own staff have direct access to the learning support workforce.
- n. Ensuring that learner support roles regularly work across different employment settings to enable/support the transfer of knowledge and practice. We want to avoid the potential for insularity where a contracted learning support role is only deployed in the organisation where they work.

Appendix B: Project Plan and Invitation to engage

Development of Curriculum and Delivery Options for the NZQA Health and Wellbeing Certificate Qualifications, Levels 2- 4 – Disability Support

Key Project Actions

1. Getting approval to proceed with the Project Plan.
2. Engaging with Workforce Development Councils and Careerforce about the current qualifications and the role of the WDCs.
3. We are committed to engaging with and ensuring there is a strong voice for Māori, Pacific people, disabled people, families and whānau to determine what they think is required for these Level 2- 4 Certificate Qualifications and how they have found the support of the current graduates of these qualifications.

We would also like to engage with current students, previous graduates, Workplace Assessors and Disability Sector Agencies about the qualifications.

- Developing a Project Working Group of Māori, disabled people, families/whānau and those with technical expertise to provide guidance for this project.
- Once we consulted about the existing qualifications and ideas for the future developing a report about the findings of this consultation and recommendations for consideration with the future qualifications.

This will help us to determine:

- The key principles that underpin the qualifications going forward including what is required from a cultural and disability perspective.
- The core modules that should go across all of the qualifications by identifying and review existing domestic and international resources for inclusion, including those that provide different cultural and impairment perspectives, webinars, You Tube, websites, etc.
- How the content can be arranged into a coherent learning journey that provides a national curriculum and guidance for a training package for the qualifications.

We will also need to investigate the delivery options for these qualifications and submit a report to the Steering Group for discussion and approval, with the Project Working Group.

We are keen to hear from anyone who:

- Wants to tell their story about what they think is required for these Level 2- 4 Certificate Qualifications and how they have found the support of the current graduates of these qualifications.
- Is interested in hearing more about being part of the Project Working Group.

Kia ora

Tēnā koutou katoa. We are writing to inform you about a new project that will review Curriculum and Delivery Options for the NZQA Health and Wellbeing Certificate Qualifications, Levels 2- 4.

Background

The New Zealand Disability Support Network (NZDSN) has put together a series of workforce development projects aimed at addressing long-standing and widely recognised issues with current sector qualification pathways. These issues include variable content, delivery and quality. These projects are seen as important for increasing the participation and leadership of disabled people and families/whānau in the development and delivery of sector qualifications and training resources.

An important focus is also ensuring that all projects reflect the Enabling Good Lives principles and vision, Whānau Ora and the Te Tiriti o Waitangi, as well as recognising Pacific equity and the well-being of all disabled people.

The review of Curriculum and Delivery Options for the NZQA Health and Wellbeing Certificate Qualifications, Levels 2- 4 is one of these projects. We have been the privilege of co-leading this project and want to facilitate a process where the needs of disabled people and their families/whānau can be met by those people completing these Levels 2- 4.

The Project Deliverables are to:

1. Develop a process and establish a project team to ensure key voices and subject matter expertise drives and informs the project.
2. Develop a document that organises qualification content into a coherent learning journey that provides a national curriculum and training package for each of the qualifications.
3. Provide a document that describes the recommended delivery options for each of the qualifications.

This project includes these key actions:

1. Engaging with Workforce Development Councils and Careerforce about the current qualifications.
2. We are committed to engaging with and ensuring there is a strong voice for Māori, Pacific people, disabled people and families/whānau to determine what they think is required for these Level 2- 4 Certificate Qualifications and how they have found the support of the current graduates of these qualifications. We would also like to engage with current students, previous graduates, Workplace Assessors and Disability Sector Agencies about the qualifications.
3. We are developing a Project/Advisory Group of Māori, disabled people, families/whānau and those with technical expertise to provide connection and guidance for this project. This will help us to review the feedback about the existing qualifications and to look at options for the future.
4. Once we have consulted about the existing qualifications and ideas for the future, we will be developing a report about the findings of this consultation and recommendations for consideration with the future qualifications. This will help us to determine:
 - The key principles that underpin the qualifications going forward including what is required from a cultural and disability perspective.
 - The core modules that should go across all of the qualifications by identifying and review existing domestic and international resources for inclusion, including those that provide different cultural and impairment perspectives, webinars, You Tube, websites, etc.
 - How the content can be arranged into a coherent learning journey that provides a national curriculum and guidance for a training package for the qualifications.
5. We will also need to investigate the delivery options for these qualifications and submit a report to the Steering Group for discussion and approval, with the Project Working/Advisory Group.

So what is the next stage?

1. We would like to host some Special Interest Groups over Zoom during July and August to get your feedback about the existing qualifications and to look at options for the future.

We invite you to complete the Expression of Interest Form at this link below, if you are interested in being involved in one of these Special Interest Groups:

https://docs.google.com/forms/d/e/1FAIpQLScYHM3-wmXlouR709NmpzvMEz3HtU6gU1rKQQwhmskEPBMeiw/viewform?usp=pp_url

We would appreciate it if you could complete this Expression of Interest Form by the 31st of July.

2. If you can't attend a Special Interest Group or you would prefer to give us your feedback individually, you can complete this Survey Form by answering some questions at this link below. This is optional:

https://docs.google.com/forms/d/e/1FAIpQLSeWVdaNhKX3ILlx6w9u7u0c1h6njFLiNy30dKqfS4Gw7ZAqHg/viewform?usp=pp_url

This survey link will remain open until the 28th of August¹²

You can forward this email to any of your networks who may be interested in this project, attending a special interest group, or completing the survey form.

Ngā mihi nui

Grant Cleland

Creative Solutions

grant@creativesolutions.co.nz

021 442 333

Cate Grace

Whānau Whanake

cate@whanauwhanake.org

027 5327248

¹² This was extended to the end of September

Appendix C:

Survey and special interest group plan and questions

Workforce Development Project

Development of Curriculum and Delivery Options for the NZQA Health and Wellbeing Certificate Qualifications, Levels 2- 4

Survey and Special Interest Group Notes

Project Co-Leads: Grant Cleland and Cate Grace

Project Deliverables:

1. Establish a project team to ensure key voices and subject matter expertise drives and informs the project.
2. A document that organises qualification content into a coherent learning journey that provides a national curriculum/training package for each of the qualifications.
3. A document that describes the recommended delivery options for each of the qualifications.

Overview of the Certificates

Kia ora koutou

We are completing a review of future curriculum and delivery options for the NZQA Health and Wellbeing Certificate Qualifications, Levels 2-4.

- Level 2 -provides a pathway for people to progress from secondary education or new learners wanting to work in the health & disability sector, provides entry to level 3. No specific disability content.
- Level 3 -build on level 2, targeted at entrance into the health and disability sectors including those re-entering the workforce. Particularly for healthcare assistance and support workers, has generic content and recently developed specific disability content.

- Level 4 -this qualification provides people with skills, knowledge and behaviours required to work alongside disabled people, their families and whānau. There are five strands including one related to the disability sector. Graduates work in a range of roles in the health and disability sector -disability support workers case managers, etc. There is also an equivalent advanced care and support Certificate at level 4. Generally apprenticeships and now have specialisations including disability support, mental health and addictions.

We will identify the key themes from what people say in this focus group and you will have a chance to see the draft key themes from this focus to check you are happy with what we have written. This is an opportunity to clarify, change or add anything.

When we talk about the key themes from this focus group/interview with other people your name will not be used – it will be only used if you have given permission.

The key themes from the focus groups and surveys with the different stakeholder groups will be integrated into a report to be discussed by the project team and advisory group.

The final report will be presented to the Steering Group for the whole workforce development project.

Housekeeping: any support needs we need to be aware of?

You only need to answer the questions that you want to.

You can also:

- Ask for questions to be said again.
- Stop the interview at any time if you need to go to the toilet, etc.
- Ask any questions or for any support.
- We would like to record to help us take notes -this recording will only be used by the project team to help us identify key themes.
- Do you understand the purpose of this project and focus group, and how the information will be used?

Do you have any other questions?

Question prompts

1. Do you believe the existing qualifications are producing individuals who are able to adequately meet the needs of disabled people and their whānau?
2. What strengths are you seeing in people who are completing these qualifications? (What do you believe is working well?)
3. What gaps do you believe there are between individuals completing these qualifications and the actual needs of disabled people and their whānau?
4. What do you think is contributing to these gaps?
5. What skills do you believe people completing these qualifications need to effectively support disabled people and their whānau?
6. What would you like to see covered in NZQA Health and Wellbeing Certificate Qualifications, Levels 2- 4 in the future?
7. Do you have any other ideas for improving these qualifications in the future?
8. What difference do you think these changes will make to ensure the needs of disabled people and their whānau are being adequately met?
9. When thinking about the big picture: Do you know of any NZ or international examples of good practice and resources that would be good to include in these qualifications and the curriculum in the future? Please list the examples/resources you are referring to.
10. Do you have any other feedback that you would like to provide about the existing qualifications or suggestions for the future?

Appendix D: Survey demographics

Do you identify as?

Response	Number
Pakeha/NZ European	27
Māori	3
Pasifika	2
Fijian	1
Muslim European	1
British/American	1
European	1
Prefer not to say	1

What region do you live in?

Region	Number
Canterbury Responses include Canterbury (5), Christchurch (2), Otautahi/Waitaha (1), North Canterbury (1), South Canterbury (1), Rangiora (1)	11
Auckland Responses include Auckland (6), Southeast Auckland (1)	7
Bay of Plenty	3
Otago	2
Manawatu	2
Taranaki	2
Waikato	2
Hawkes Bay	2
Wellington Responses include Wellington (1), Wellington/Kapiti (1)	2
Southland	1
Wanganui	1
Tasman	1
Northland	1

Which best describes you?

Response	Number
Staff member who has or are completing these qualifications	15
Disabled person	10
Employer of staff completing these qualifications	5
Whanau of disabled person	3
Interested support staff who are not currently completing these qualifications	2
Union official representing workers in disability meetings	1
Working in system transformation	1

Appendix E:

Consultation Paper Feedback

Kia ora

Thank you to those of you who provided us with feedback about the NZQA Health and Wellbeing Levels 2-4 Certificate Qualifications in Disability Support.

We have heard that these qualifications need to be responsive to the needs of those who are most impacted by them, that is disabled people and their whānau who support them. With this project we intentionally sought to engage first with disabled people, tangata whaikaka, whānau whaikaha, aiga and families. We then also met with support staff, employers, unions, product developers, Te Pūkenga and the Workforce Development Council, etc to get their feedback about these qualifications.

We have written the attached Consultation Paper that provides an overview of the key insights from this consultation.

We are now keen to get your feedback about this Consultation Paper and its key insights.

We want to know:

1. Have we missed any key themes or misinterpreted anything?
2. Do you have any additional feedback about the consultation paper?
3. Do you have any recommendations for the future curriculum design and delivery of these qualifications?

We would appreciate your response no later than **25 January 2023** using the following link: [Consultation Feedback Link](#)

Please include all your feedback in this link. Do not include your feedback in the attached documents. This will make it easier for us to complete our analysis.

We have also included this Consultation Paper in various formats – word, PDF and also an Executive Summary for those of you who want to read a shorter version.

Once we have received your feedback, we will then review it with the Advisory Group to determine the final recommendations.

Thank you for all your support with this very important project.

Have a Merry Christmas and Festive Season!!

Ngā mihi nui

Grant Cleland and Cate Grace

Appendix F: Careerforce Background Information about the Levels 2-4 Qualifications Mentioned In the Report

The Qualifications (and relevant strands) referred to in this Report:

The majority of these programmes v1 was developed in 2015/16 and comments in the report relate to this version of the qualification.

- New Zealand Certificate in Health and Wellbeing (Level 2)
 - V1 expired December 2022, V2 from September 2019
- New Zealand Certificate in Health and Wellbeing (Level 3) with strands in Health Assistance and Support Work
 - V1 expires December 2023, V2 from September 2019
- New Zealand Certificate in Health and Wellbeing (Level 4)(Advanced Support)
 - expires December 2023
- New Zealand Certificate in Health and Wellbeing (Level 4)(Advanced Care and Support)
 - from September 2019
- New Zealand Certificate in Health and Wellbeing (Social and Community Services)(Level 4) with strands in Community Facilitation; Community Health Work (v1)
 - expires December 2023
- New Zealand Certificate in Health and Wellbeing (Social and Community Services)(Level 4) with strands in Community Health Work; Disability Support; Whanau, Community and Social Services (v2) – from February 2021

With some of these qualifications above there have been various versions available. This is standard so that providers have time to write new programmes, and trainees have the time to complete the programme if they're enrolled in one particular version. Version 1 of some programmes expired on the 31st of December 2022 and now all trainees and providers are working to Version 2 of the qualification.

Development of Qualifications prior to 2021 was the responsibility of Careerforce as the Standard Setting Body. This responsibility moved to the Workforce Development Council – Toitū te Waiora, the Community, Health, Education and Social Services Workforce Development Council (WDC) in 2021. Final sign-off of any updates / amendments to the Qualifications are confirmed by NZQA.

All Qualifications are developed in consultation with the Sector and Programme Providers.

The Qualification changes in 2019 included the compulsory provision of communication skills.

Funding Types:

Depending on the training organisation, people enrolling in the above programmes may be supported by different types of funding from TEC:

- Student Achievement Component (SAC) funding
- Apprenticeship Funding (Level 4 only)

Programme Providers:

Te Pukenga Divisions (formerly polytechnics)

Te Pukenga WBL Division (Careerforce formerly an Industry Training Organisation (ITO)) <https://www.xn--tepkenga-szb.ac.nz/our-work/our-network/>

Private Training Establishments (PTEs)

All programmes are approved by NZQA, and, since 2021, by both NZQA and Toitū te Waiora (WDC).

Training – how it is provided:

Version 1 of the Qualifications allowed for programmes to be developed that had a recommended number of workplace experience hours. With the review of the qualifications this has now changed to a 'must include'.

Training can occur in several different ways:

- Workplace: e.g. the programme is provided by Careerforce, training is undertaken in the workplace. Assessment can be by Workplace, Contracted or Careerforce Assessors.
- Blended: A combination of desk-based study/online study/workplace practical learning
- Online: the Learning and Assessments are all available online, with practical assessments provided as required
- Simulation: for some of the learning simulation can be used (e.g. hoists, introduction to basic tasks)

Some programmes have the option of studying through an e-learning platform or through paper-based resources or both.

Some providers of Individualised Funding Support can also provide assistance in arranging training for support workers.

Note: Careerforce, as an Industry Training Providers (ITOs) was not able to directly provide training to trainees. Their responsibility was for the provision of training programmes that were then delivered by employers and/or other organisations.

Programmes Available:

This is the number of organisations (including individual Te Pūkenga divisions) able to provide a programme for this qualification.

The focus of a programme will vary depending on the provider of the training and can include a range of areas e.g. Aged Care, Disability, Community Care, Mental Health, Palliative Care.

Based on the number of organisations able to provide a programme for a qualification the skills achieved by a trainee will vary widely.

All programmes are reviewed for compliance with the Qualification's requirements by NZQA and from 2021 by both Toitū te Waiora (WDC) and NZQA

- Health and Wellbeing Level 2 – (15)
- Health and Wellbeing Level 3 – Health Assistance / Support Work – (37)
- New Zealand Certificate in Health and Wellbeing (Level 4)(Advanced Care and Support) – (11)
- New Zealand Certificate in Health and Wellbeing (Social and Community Services)(Level 4) with strands in Community Health Work; Disability Support; Whanau, Community and Social Services (v2) – (25)

The Qualifications most commonly used for supporting a person in their home are:

- Health and Wellbeing Level 2 – (15)
 - (this is an introduction to the care sector and basic care practices)
- Health and Wellbeing Level 3 – Health Assistance / Support Work – (37)

The numbers in brackets is the number of organisations that have submitted a programme that has been approved by NZQA and is still valid.

However, not all organisations with approved programmes with NZQA will be delivering them to the marketplace.

The Qualifications supporting these programmes were originally designed to be used in the Aged Care Sector and for general Home Support. Their focus has evolved

over time and in some cases specific programmes have been designed for the Disability Sector – e.g. Certificate in Health and Wellbeing (Support Work-Disability)(Level 3) provided by Careerforce.

Employers will also provide their own induction programmes for new employees, regardless of whether they have already achieved a relevant qualification, as the context of their original learning may be in a different area of the care sector.

The release of the *Nga Paerewa Health and Disability Services Standards 2021* in February 2022 will also have an impact on the content of programmes provided to the sector.

Micro-credentials

<https://www.nzqa.govt.nz/nzqf/search/microcredentials.do>

There are a number of micro-credentials on the NZQA framework which can provide specialised and/or additional training e.g.:

- Support people to live a good life, and reflect on your own practice (can also contribute to the Careerforce Apprenticeship in Disability Support (Level4)

Other micro-credentials are under development include:

Enabling Good Lives x 2 – Careerforce (due for release April 2023)

Appendix G: Letter of Intent Committing to a Partnership

10 January 2023

Level 4, Newmarket Mall
277 Broadway, Newmarket Auckland



New Zealand Disability Support Network Level 8, 86-90 Lambton Quay Wellington

ATTENTIONS: Peter Reynolds

Kia ora Peter

Letter of Intent committing to working in partnership to develop new level 2-4 disability focused qualifications for the disability support workforce

I am writing to outline the intent for Toitu Te Waiora to commence in April 2023 the development of new national level 2-4 certificate qualifications for the disability support workforce. It is the intent that Toitu Te Waiora will work alongside the disability sector through NZDSN to:

Utilise the report of the NZDSN level 2-4 qualifications project as a guiding document to inform the development of national curricula for the delivery of level 2-4 disability focused national programmes for the disability support workforce

Support the establishment of a stakeholder group (alongside key partners) to ensure the voices of disabled people, family/whanau/aiga, employers and relevant subject matter expertise continues to have a central and ongoing role in the development and delivery of these new qualifications

We anticipate a work programme to commencing in April 2023.

Ngā mihi nui



Heather Kingsley-Thomas
General Manager Qualifications & Assurance

Appendix G: Relationship between NZQA, Toitu Te Waiora & Programme Providers

