

In Confidence

Office of the Minister of Social Development

Chair, Cabinet Social Wellbeing Committee

Disability Employment Action Plan – *Working Matters*

Proposal

1. This paper seeks Cabinet agreement to consult on the attached draft Action Plan which aims to improve employment outcomes for disabled people and people with health conditions.

Executive Summary

2. Cabinet agreed to develop a series of action plans to help implement the Employment Strategy released in August 2019. These action plans will focus on improving outcomes for population groups who experience low employment rates and are affected by cycles of longstanding disadvantage, social myths and unwarranted low expectations. Improving employment outcomes for these groups will make a substantial contribution to wellbeing at an individual, whānau, social and economic level.
3. I was invited to report back on an action plan which improves employment outcomes for disabled people and people with health conditions (Cab-19-Min-0385 refers).
4. The attached draft Action Plan (see Appendix 1) is for all people who experience disadvantage in labour markets because of health issues or disability, whether the disability is physical, sensory, intellectual, neurological, or mental health-related, visible or hidden, permanent or temporary, and acquired or experienced from birth.
5. The draft Action Plan framework aims to facilitate an inclusive labour market where:
 - a. disabled people and people with health conditions have an equal opportunity to access good work; and
 - b. businesses are good at attracting and retaining disabled people and people with health conditions.
6. I propose to undertake targeted consultation on the draft Action Plan and to report back to the Social Wellbeing Cabinet Committee in April 2020, with a final Action Plan and an associated 3-5-year cross-agency work programme.
7. I also intend to prioritise ambitious but pragmatic actions in the Government work programme to be implemented in the first year. In subsequent years, I propose that the work programme evolve under the guidance of the Labour Market Ministers Group, and in response to progress monitoring. In particular, it will be important to consider the intersection with the other proposed employment action plans for Māori, Pacific people, older people, refugees, recent migrants and ethnic communities, and the existing plan for young people (which was released with the Employment Strategy).

Background – the imperative for action

Employment matters to disabled people and people with health conditions

8. *Work is important to the wellbeing of and economic security for most people:*
The Employment Strategy noted that most New Zealanders benefit from economic growth through paid work. Paid work that is meaningful and sustainable provides an income, a sense of purpose, a chance to use skills and develop new ones, to develop networks, build self-esteem, and suitable work has a positive impact on health and wellbeing. For some disability cohorts, access to good employment is one of the most effective ways to improve health and promote strength and resilience.
9. *Disabled people have told us they want better access to work:*
Repeated consultations with the disability community over decades have established equal access to work as a priority. Also, in the 2013 Disability Survey, 74% of disabled people aged 15-64 and not in paid employment said they would like to work if a job was available (this included 81% of 15-44-year olds, and 66% of 45-64-year olds). However, in the same survey, only 27% of those who weren't employed had looked for work in the previous four weeks, indicating a considerable level of discouragement.

Many disabled people are impacted by poor employment outcomes¹

10. *Disability is common, with more than one million disabled people in New Zealand:*
In 2013, 24% of the population identified as disabled. This equates to about 1.15 million people today. This rate of disability increases with age, being 16% of people aged between 15-44 years, 28% of people aged between 45 -65 years and 59% of people aged 65 years and over. Māori and Pacific people have higher-than-average disability rates, after adjusting for differences in ethnic population age profiles.

Table A: Disability Rates for the working age population by ethnicity and age (2013)

Disability Rates	15-44	45-64	65+	Total
Pakeha / European	16%	28%	58%	25%
Māori	23%	43%	63%	26%
Pacific people	17%	26%	74%	19%
Asian	10%	20%	50%	13%
Other	18%	38%	69%	28%

11. *Disabled people are more than twice as likely to be unemployed:*
In the June 2019 Labour Market Statistics, the employment rate for disabled people over 15 years of age was 23.4% compared to 69.9% for non-disabled people. The employment rate for disabled people aged between 15-64 was 40.6% compared to 78.6% for non-disabled people. The unemployment rate for people aged between 15-64 was 10% compared to 3.9%.
12. *Disabled people who are employed are more likely to be underutilised:*
In June 2019, 35.2% of disabled workers were working part-time and wanting, and

¹ The 2019 Stats NZ Labour Market Statistics used in this paper identify disabled people as having a lot of difficulty in six specified activities: seeing, hearing, walking or climbing stairs, remembering or concentrating, self-care, and communicating. The 2013 Statistics come from the Disability Survey.

available, to work more hours compared to 17.8% of non-disabled people. The average median incomes are also lower than those for non-disabled people.

13. *Disability and health conditions are disproportionately common among people receiving a benefit:* Over 50% of all people receiving a main benefit in New Zealand have no work obligations or a deferral from work obligations due to disability or health conditions. This includes, as at 2 August 2019, 86,810 people on the Supported Living Payment and 61,558 people on the Jobseeker Support – Health Condition and Disability Benefit (JS-HCD). There are also many people in the wider beneficiary population that have health issues that may impact on their employment outcomes. For example, we know that in 2016, at least 16,700 clients on Sole Parent Support accessed mental health services.
14. *Māori and Pacific people are over represented among beneficiaries with health conditions and disability:* 30% of JS-HCD recipients are Māori and 7% are Pacific people although they comprise 12.5 % and 6.2% respectively of the total labour force.
15. *A very low proportion of people, who receive Disability Support Services (DSS) funded by the Ministry of Health are in work:* In 2016, 5% of 21,200 working aged DSS clients earned their main income through work, and a further 4% had some income through wages. More than 75% received their main income through a benefit.
16. *Disabled people are more likely to fall out of work and health issues contribute:* UK research shows that one in ten disabled workers leave the workforce compared to one in 20 non-disabled workers. In 2019 in New Zealand, 46.2% of disabled people who were not currently working, but who had left a job within the last five years, did so because of sickness, illness, or injury, compared to 21.8% due to retirement.
17. A recent Business NZ ‘Wellness in the Workplace’ survey found that illness is the most common cause of absence from work. Caring for an unwell dependent is the second most common cause and injury rounds out the top three. Mental wellbeing/stress came in 5th overall and has increased significantly from previous surveys.

Barriers to employment for disabled people are longstanding and complex

18. *The individual experience of disability, health conditions and work is diverse:* Disabled people have diverse skills and work aspirations and many are successfully employed. However, they are also more likely to experience a range of challenges to finding and staying in employment, including:
 - *employer confidence* and workplace cultures where employers may lack disability knowledge and be influenced by myths around disability and people with mental health support needs, for example misinformation around issues of workplace safety.
 - *low expectations and confidence* from other people who may have an influence on outcomes, such as education and health professionals, case managers, family members and disabled people themselves
 - *workplace accessibility barriers* in the built environment, information, transport, communication and/or a lack of reasonable accommodation

- *disability support or health service provision that is not compatible with working life* this may be due to inconvenient hours, lack of reliability and lack of flexibility
 - *the impact of a health condition or impairment* such as recurrent/cyclic illness and issues with social interaction, concentration, communication or physical exertion
 - *multiple disadvantage* where people belong to more than one population group that experiences disadvantage in labour markets, and also where people have other barriers to work such as low literacy, no qualifications and a poor work history.
19. *These diverse barriers to employment are longstanding and require a multipronged response:* Poor employment outcomes experienced by disabled people have been recorded for decades and are not improving. There is a cycle of disadvantage where low work participation statistics contribute to low expectations and other associated negative outcome statistics. There is no simple or swift fix, neither is there a 'one size fits all' fix, and we need to work on several tangents of the problem simultaneously to start to shift outcomes so that more work participation leads to greater expectations.

The time is right to make changes to improve employment for disabled people

20. *Demographic and broader labour market trends provide an opportunity:* This is a great time to focus on improving employment outcomes for disabled people as we have low unemployment figures and increasing workforce demand. As our population ages, the workforce will need to support a larger and older population and employers will need more reliable, flexible and skilled employees. Disabled people provide a talent pool to assist with this.
21. In addition, as our population ages, our workforce will inevitably include more disabled workers. To accommodate this change we will need more inclusive and adaptable workplaces as well as stay-in-work and re-training strategies.
22. Some workplace and business trends (such as use of emerging digital technologies) can also support better employment outcomes for disabled people if care is taken. While new digital platforms for commissioning and delivering services create risks associated with insecure work, they can also provide new work options for disabled people. In particular, people who can only work intermittently and/or who require flexible or remote work settings can benefit with the right innovations and support.

Forming the plan

The draft Disability Employment Action Plan builds on existing knowledge

23. *We have recent and in-depth consultation findings to draw on:* Extensive public and targeted consultation activity by the Welfare Expert Advisory Group and by the Government in preparation for the 2019-2023 Disability Strategy Action Plan covered many disability employment issues (see Appendix 2). This work and other consultation informed the draft Disability Employment Action Plan reconfirming many of the challenges and priorities previously identified.
24. *Many issues are shared by like-minded countries:* New Zealand is not alone in aiming to improve employment outcomes for people with

health conditions and disability, we can learn from other jurisdictions (see Appendix 3). The following ideas and evidence resonate here:

- *Raising aspirations and visibility of success is critical.* Seeing more disabled people successfully employed improves stakeholder's expectations and understanding about what is possible and can build employer and employee confidence.
- *Early experience of work for young disabled people helps to raise expectation and shape future outcomes.* Evidence shows early experience in work (including while at school and supported by whānau) makes a difference to longer-term employment outcomes for young people facing significant employment barriers. Conversely, where the transition process is started late and shaded by low expectations, long-term employment outcomes are poor.
- *Participation in tertiary education is also important.* We know that qualifications over level 4 of the Qualifications Framework are key indicators of lifelong employment opportunities, career progression options and earning potential.
- *Paid work is a good way to gain employability and other skills.* Increased engagement with employers is likely to reduce the likelihood that young people will become part of the NEET (not in employment, education or training) cohort.
- *Strengths-focused approaches in referral and eligibility systems work best.* It is important that service practices reinforce positive messaging about capability and employment for disabled people. An international study observed that benefit systems often "*inadvertently encourage claimants to focus on demonstrating how sick they are, rather than engaging in an open conversations about what they might do with support*" (Pickles. 2016, Working Welfare).
- *Timely, personalised and flexible employment support is needed for some people.* This may involve upfront investment in intensive pastoral support and mentoring for employers and employees. These services benefit from strong relationships between allied sectors such as health, education and labour markets.
- *Local place-based and community driven initiatives are often effective because they link well with local resources and employers.* The strengths of local partnership services are inherently unique to local opportunities and often led by local champions.
- *Investment in ongoing support in work, and/or customised employment options can be more person-centred and effective over the longer-term than a sole focus on employer subsidies.*
- *Diverse and inclusive workplaces are more productive and sustainable.* Research shows that an organisation's success can depend on its ability to draw on diverse skills and experience (World Economic Forum, 2019).

An analysis of existing disability employment initiatives points to priority action areas

25. *Employment services are a key mechanism for improving employment outcomes:* The Ministry for Social Development (MSD) funds and delivers the majority of employment services available to disabled people in New Zealand. However, not all disabled people are clients of MSD. The Ministries of Health, Education, Business

Innovation and Employment, Pacific Peoples, and Te Puni Kōkiri and ACC also provide employment-related services. Each of these agencies has its own purpose and function which creates some inconsistencies, gaps and overlaps in the service interface.

26. There are also partnership or community-driven initiatives available in some areas. Some involve whānau-centred approaches, some operate 'peer support' models (where 'peer' refers to groups an individual might identify with such as a specific disability or cultural identity). Others may be driven by an industry or local government.
27. *While there is a range of employment services available, there are not enough:* New Zealand's investment in employment services is well below the OECD average. Therefore, it is not surprising that many disabled people who could benefit, are not accessing employment support. This is evident when considering participation numbers compared to potential demand (see Appendix 4).

Disabled people are not always prioritised for access to employment support:

28. MSD employment service resources are primarily invested in clients who have work obligations. Many disabled MSD clients don't have work obligations or have them deferred and may not be proactively offered employment support. In contrast, ACC clients access vocational rehabilitation support when considered not 'work ready' and they lose access when they become 'vocationally independent'.
29. Out-dated eligibility and referral criteria across the different social, health and education support systems can exacerbate barriers to accessing employment support. People may be assessed for a different purpose as having no capacity to work, which then impacts on their access to employment services. In many cases access to appropriate employment would enhance their health and wellbeing. Older people are also often ineligible for employment support despite many wanting to stay in work or transition to new jobs when they acquire health conditions and disability.
30. *There are some effective employment service initiatives that could be built on, for example:*
 - a. *MSD contracted disability employment services* are paid for achieving employment outcomes (including part-time employment) for disabled people aged under 65 when they started receiving the service, and they are not restricted to beneficiaries. They have flexibility to tailor support to need, including in-work support to help ensure ongoing job placements. These services were found effective when compared to other service outcomes for similar client cohorts. There is an opportunity to quickly expand these services as providers have nimble business structures. However, investment is also needed in provider development to improve quality and outcomes and to stay abreast of the changing world of work.
 - b. *He Poutama Taitamarikī²* is an effective place-based initiative in Te Tai Tokerau. It started as a trial to help young people not in employment, education or training and evolved a suite of services in response to the complex issues they found with the target group, including health and disability issues. This service does 'what it takes' to support better futures for young people, with promising outcomes. In the nine-month

² This is a cross-agency pilot funded by MSD and the Ministry of Business, Innovation and Employment.

trial, 684 young people were placed into employment and 113 into study. Many of these young people experienced health issues (including drug and alcohol related) as barriers to getting a job, 69 of them had been in receipt of a disability related benefit.

It is not possible to 'nationalise' place-based initiatives as their strengths lie in local responsiveness and relationships. However, it is possible to promote the conditions that make them work, such as high-trust, longer-term partnerships involving local communities and the flexibility to use funding to respond to local needs and resources.

- c. *Industry partnerships and procurement for broader outcomes* – current innovations include the use of digital technology to enable timely in-work support, information and connections to employers and employees (known as Te Heke Mai) and recruitment and training pipelines for disadvantaged jobseekers built into government contract tenders (such as for Healthy Waters contracted by Auckland Council).

We are making progress for disabled people and people with health conditions

31. *The Government's work programme in the education, welfare, disability support, employment and health sectors is already contributing to this work:* Several major reforms are improving the inclusiveness and responsiveness of the service systems that impact disabled people and will contribute to better employment outcomes (see Appendix 5).
32. Education outcomes are a significant contributor to employment outcomes. The Government's Education Work Programme is making system-level changes that will address many issues for disabled learners. The key elements are the Learning Support Action Plan; Tomorrow's Schools; Curriculum, Progress and Achievement; Education Workforce Strategy; Early Learning Strategic Plan; National Certificates of Educational Achievement (NCEA) Change Package; refresh of Ka Hikitia; and the Action Plan for Pacific Education. Each of these focuses on equity, considers issues from the perspectives of disabled children and young people and those with learning support needs, and has actively sought feedback from the disability sector. The Reform of Vocational Education (ROVE) and Careers System Action Plan are also implementing initiatives that will be directly relevant to the proposed Action Plan. For example, ROVE will strengthen the pipeline into vocational education and create a new education-to-employment brokerage service which will be a key enabler for young disabled people. The Careers System Action Plan aims to target unconscious bias which forms a very young age and can limit aspirations.
33. In addition, other major reforms have a specific focus on improving employment outcomes for disabled people:
 - As part of our overhaul of the welfare system, the Government committed additional funding in Budget 2019 to disability employment services, to Oranga Mahi which is testing new service partnerships between health and MSD, and made changes to abatement thresholds. One of three priority areas I am progressing in MSD is to provide support to help everyone, who is able, to be earning, learning, caring or volunteering. This involves strengthening our focus on supporting people to achieve meaningful and sustainable employment. Importantly, we have made progress in improving the culture of frontline services in line with this vision.

- Another key reform area is the Government's response to *He Ara Oranga*, Report of the Government Inquiry into Mental Health and Addiction and the OECD report *Mental Health and Work: New Zealand*. This includes a focus on accessing good employment to improve mental health and wellbeing and greater integration of mental health and employment support.

34. *Strong principles and approaches inform the draft Action Plan:*

The draft Action Plan is aligned with and shaped by principles which reflect and drive change across the Government work programme (see Appendix 5). Some are longstanding principles such as those articulated in Te Tiriti o Waitangi and the United Nations Human Rights Treaties, and some are newly articulated, in particular:

- Te Pae Tawhiti- Our Future' was developed by MSD as a bold aspirational framework reflecting a commitment to make a bigger difference for MSD clients. This has proven to be a contemporary and highly relevant guide for the draft Action Plan. Similarly, Te Pae Tata (MSD's Māori Strategy) and Pacific Prosperity (MSD's draft Pacific peoples Strategy) reflect extensive engagement with Māori and Pacific peoples and provide guidance to better understand and reflect Māori and Pacific values.
- A whānau-centred approach is key. Arising with Māori, and relevant to Māori with disability and health conditions, as well as broader disability populations, there is a clear view that services delivered to their communities should be based within their community and be whānau-centred, strengths-based, and driven by the intergenerational aspirations of whānau. Only by respecting and recognising the autonomy of whānau, can whānau develop the leadership and agency needed to shape their own destiny. MSD, the Ministry of Health and Te Puni Kōkiri are working to ensure alignment between a whānau centred approach and the Disability Strategy Action Plan which will also usefully inform this Disability Employment Action Plan work programme over the longer-term.

The proposed Action Plan will create a coherent plan for change over the next 3-5 years

35. *The Action Plan document needs to be public facing as everyone has a role in*

implementing it: The launch of the final plan will be an opportunity to present a call to action. It will need to express the objectives and actions in broad terms so that all agencies, community and labour market stakeholders can see the role they have alongside Government. This broad approach will also allow the plan to stay relevant as the underpinning work programme is implemented and evolves.

36. *Indicators and an underpinning intervention logic will help Government track progress:*

Close scrutiny of a range of data indicators will provide an early warning if something is not working as intended and allow us to adjust the plan as required.

37. I propose that progress on the Action Plan, including the data indicators, be reported bi-annually to the Labour Market Ministers Group³. It will also inform reports to the

³ This includes Ministers for Workplace Relations and Safety, Immigration, Employment, Research, Science and Innovation, Education, Social Development, and Seniors as well as the Ministers of Economic Development and Regional Economic Development on an as needs basis.

Disability Ministers Group and Independent Monitoring Mechanism⁴ as this Action Plan is an action under the Disability Strategy Action Plan 2019-2023.

The cross-government work programme for implementing the Action Plan will evolve

38. Various initiatives are being explored by agencies that will contribute to the proposed Action Plan. Some are already underway as part of existing agency work programmes, some are part of future work programmes and some are likely new initiatives. The intensity, scale and timing of the various proposals may be subject to budget processes and other decisions that will be progressed separately by each responsible Minister.
39. The cross-government work programme will be finalised after wider consultation on the draft Action Plan, and as complementary work programmes are progressed. I intend to prioritise a few ambitious but pragmatic initiatives for the first year of implementation. Beyond that the Action Plan will be described broadly enough to allow adjustments to our work programme as we learn more about what works well.

Consultation

40. The Ministries of Business, Innovation and Employment, Education, Health and Pacific Peoples, ACC, Te Puni Kōkiri, the Tertiary Education Commission, WorkSafe, the Offices for Seniors and Disability Issues, the Human Rights Commission, the Treasury and the Department of Prime Minister and Cabinet have been consulted.

Proposals for public consultation

41. While the draft Action Plan is informed by previous consultation, I propose further targeted consultation between November 2019 and February 2020 to improve its content and gain support for its actions. This consultation will be with:
 - Disabled Person's Organisations, in accordance with our obligations under the United Nations Convention on the Rights of Persons with Disabilities, as well as other key health and disability sector representatives, including service providers and specific groups of disabled people, such as Deaf people, People First, youth, older people, Māori and Pacific people.
 - labour market stakeholders including unions, employers, education providers and industry sectors.
42. Consultation will use a combination of face to face meetings, an online survey, and alternative communication options to meet all communication needs. I also encourage Ministers to undertake consultation and/or co-design activity in relation to some of the specific actions within their area of responsibility once the plan is finalised.

Next Steps

43. I propose to report back to Cabinet by April 2020 on progress on finalising the Disability Employment Action Plan.

⁴ The Independent Monitoring mechanism includes Disabled Person's Organisations, the Human Rights Commission and the Office of the Ombudsman.

Financial Implications

44. There are no financial implications arising from this paper. s 9(2)(f)(iv)

Legislative Implications and Impact Analysis

45. There are no legislative implications arising from this paper. Some of the proposed actions may have legislative implications which will be assessed as actions are finalised and further developed.

Human Rights

46. The proposals in this paper are consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Gender Implications

47. Any actions that improve outcomes are likely to benefit disabled women, who are overrepresented in the negative employment statistics. Disabled women have lower employment rates compared to disabled men (21.3% compared to 23.5%).

Disability Perspective

48. The Action Plan strongly aligns with the New Zealand Disability Strategy, which includes employment as a key outcome area.

Publicity and Proactive Release

49. I intend to proactively release this Cabinet paper at the same time as the draft Action Plan. I intend to withhold any Budget sensitive material, or any other material that could prejudice proper consideration of proposals by Cabinet.

Recommendations

The Minister of Social Development recommends that the Committee:

1. **note** that on 5 August 2019 Cabinet:
 - 1.1. noted that in August 2019 an all-of-Government Employment Strategy (the Strategy) has been prepared to present the government's overall vision for a more productive and inclusive labour market;
 - 1.2. invited the Minister for Social Development to report to SWC in October 2019 with a draft Action Plan for unlocking the employment potential of people with poor health and disabilities for consultation later in the year [CAB-19-MIN-0385];
2. **note** the attached draft Disability Employment Action Plan (Appendix 1) which:
 - 2.1. sets out a framework for exploring and prioritising cross-government action, and for implementing and monitoring success over a 3-5-year timeframe;

- 2.2. builds on evidence and previous consultation and is aligned with and complements policy reform underway in areas of health, education, welfare and employment;
3. **approve** the release the draft Disability Employment Action Plan (Appendix 1) to allow targeted consultation on its content with the disability community and other key stakeholders;
 4. **authorise** the Minister for Social Development to make minor changes to the Action Plan documents before their release;
 5. **note** that I propose to report back to SWC in April 2020 with the results of the consultation, a final Action Plan and the associated cross-agency work programme which will include actions to be implemented in the first year;
 6. **note** that I propose that the work programme in subsequent years will evolve under the guidance of the Labour Market Ministers Group, and in response to progress monitoring of the data indicators;
 7. **note** that I propose that progress on the plan will also inform reports to the Disability Ministers Group and Independent Monitoring Mechanism as this plan is an action under the Disability Strategy Action Plan 2019-2023;
 8. **note** that Ministers will be responsible for specific action areas identified in the Action Plan, that fall within their portfolio responsibilities, as per the normal Cabinet conventions.

Authorised for lodgement

Hon Carmel Sepuloni

Minister of Social Development

Appendix 1 Disability Employment Action Plan Attached separately

Appendix 2: Summary of recent consultation on related matters

The following consultation informed the development of the draft Disability Employment Action Plan.

Disability Action Plan 2019-2022: Between November 2018 - March 2019, 470 people attended 25 workshops around the country, including targeted consultation with Māori, Pacific peoples, women, youth, and people with high and complex needs. Ideas were also submitted via email and phone.

There were 110 ideas submitted related to employment and economic security, including a call for:

- support for disabled people to find employment (and during employment)
- inclusion of disabled people in the working environment
- ensuring that disabled people in employment have opportunities for promotion
- changing employers' attitudes towards hiring disabled people
- a disability employment quota, including more disabled people in leadership roles in the workplace.

Transition from school was also emphasised, and that there needed to be greater awareness around options or pathways post school into the community, training, and employment.

Māori and Pacific peoples: highlighted the importance of inclusion in the workplace, and that trust needs to be built between employers and employees to change attitudes in the workplace.

Disability Employment Design Day: In October 2018 a co-design workshop was held with representatives from central government, Disabled People's Organisations, and disability provider organisations. The 32 participants developed the following proposals which are intended to be linked with an overarching disability employment strategy to close the employment gap between disabled and non-disabled people:

- establish and run a social change campaign
- create a disability confident employers' network
- establish a virtual employability platform
- create smarter employment pathways, involving developing a career path plan for young disabled people (beginning at age 14).

Review of New Zealand's welfare system: There were 1,348 written submissions in addition to the information obtained from face-to-face meetings. Key findings related to disability employment are:

- more support is needed to support disabled people, and people with health conditions to find and retain suitable work even if they require long-term welfare support
- disabled people and people with health conditions consider there is a lack of understanding by Work and Income staff
- more support and assistance from Work and Income is needed for people preparing to enter the workforce and maintain employment while they are in work
- people with mental health conditions and addiction issues need to be provided with supports that will enable them to recover, contribute fully as members of the community and participate in the paid workforce once they are ready

- employment support needs to be appropriate and tailored to individual needs and circumstances.

New Zealand Disability Strategy 2016 – 2026: Around 630 people attended meetings and 170 submissions were received on the revised Disability Strategy. Respondents said employment should be meaningful, with support to get the right qualifications and experience to find and retain good, suitable work. Support for employers was also seen as important. There were concerns over reasonable accommodation – i.e. employers not being aware of what this involves, and how they could provide it.

The Health and Disability Long-term Work Programme – 2015/2016 was developed with representatives from Disabled People’s Organisations, government agencies, community employment services and health practitioners. The following overarching actions were developed:

- implement an individualised approach to involve the client in identifying their aspirations, skills and strengths to work, and the support they need to find and stay in work
- increase the capability of Work and Income staff to work with disabled people with health conditions
- provide accessible information, tools and forms about employment services at Work and Income
- work with employers to change attitudes and increase the information and support available
- improve employment services and supports for disabled people and people with health conditions
- change the way Work and Income works with health professionals
- remove financial disincentives to working.

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Appendix 3:

Summary of disability employment strategies in other countries

Providing more personalised and tailored employment supports and services

- Increasing access to personalised support through mainstream employment services with employment coaches (UK)
 - Developing specialist services that join up employment and health supports (eg Work and Health programme UK)
 - Giving people more choice and control over their supports and services (eg Disability Employment Services Australia, Access to Work (UK))
 - Extending the scope of existing funding schemes for workplace accommodations (eg including Mental Health Support UK)
-

Engaging employers in actions that promote the recruitment and retention of disabled people

- Establishing employer networks to lead by example, champion employment of disabled people and share best practice (eg Disability Confident Campaign UK, Public Social Partnership Scotland)
 - Providing web-based information and guidance on employing disabled people and the supports available to assist employers hiring disabled people (eg JobAccess Australia, Job Accommodation Network USA)
 - Developing specialised services to help employers recruit disabled people (eg National Disability Recruitment Coordinator service Australia)
 - Running social marketing campaigns aimed at promoting the positive business case for employing disabled people (eg Disability Confident Campaign UK, Campaign for Disability Employment USA, Dolphin Disabilities Mentoring Day Ontario Canada)
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Demonstrating public service leadership in employing disabled people

- Developing inclusive human resource policies and procedures, and providing practical information and resources for hiring managers (Australia, Scotland)
 - Including disabled people in public service internships and graduate schemes (Australia, USA)
 - Setting targets, and improving data collection on the number of disabled people in the public service (Scotland)
 - Setting requirements for organisations contracted by the government to have disability inclusive policies (Scotland, USA, Ontario Canada)
-

Removing barriers to work in the welfare system

- Maintaining a streamlined way for people to resume their disability payment if they have an episodic condition (Ireland)
 - Providing tools so disabled people can work out what their welfare payments will be while they are working (Ireland)
-

Strengthening the role of healthcare services in supporting disabled people in work

- Building the knowledge of health professionals around the benefits of work, including for people with mental health conditions and building expertise for managing conditions such as muscular skeletal - and 'fit note' strategy (UK)
 - Testing 3-way dialogue with Doctors, clients and work coaches (UK)
 - Expanding Individual Placement Support (IPS) for people with enduring mental health conditions (Ireland, Scotland), and extending it to people dependent on alcohol/drugs (UK)
 - Building the capacity of health professionals to support people to engage in work (UK, Scotland, USA)
-

Promoting job retention and re-entry to work	<ul style="list-style-type: none"> • Developing apps to support patients to manage their own health, eg social prescribing and supporting young peoples' access to health services (UK) • Developing early intervention strategies and coordination between employers, healthcare and employment-services professionals and the individual (eg RETAIN USA) • Improving occupational health related support for disabled people (particularly people with mental health conditions), and return to work coordinators (UK, eg RETAIN USA) • Developing return to work and stay at work programmes for people not covered by existing workers insurance schemes (eg RETAIN USA) • Working with trade unions to improve practices and support for disabled people returning to work (Scotland, Ireland)
Supporting young people to transition to work	<ul style="list-style-type: none"> • Building young disabled people's aspirations, skills, capacity and independence in the early years and at school (UK, Ireland) • Engaging with parents/carers to improve their understanding of how they can support high aspirations for disabled young people • Planning young disabled people's transitions from school to training and further education and employment starts early (Ireland, Ontario Canada, eg Guideposts to Success USA) • Facilitating work experience, such as work placements while at school (UK, Australia, Ontario Canada) • Allowing access to outcome funded employment services in the last year of school (Australia) • Mandating local collaboration between schools, families, employment services, disability services and employers to support transitions (eg Ticket to Work Australia) • Specific transition support for young people with learning disability and autism – encouraging ambitions to work and support to gain necessary life skills (UK)
Developing inclusive internships and apprenticeships	<ul style="list-style-type: none"> • Supporting young disabled people to participate in apprenticeships, pre-apprenticeship training, individualised support, and modifying entry criteria (UK, Scotland, eg Disabled Australian Apprentice Wage Support Australia, Inclusive Apprenticeships Wales) • Supporting inclusion of disabled people in internship schemes (UK) • Providing supported internships in both the public and private sector for young disabled people (UK, eg Workforce Recruitment Program, AAPD Summer Internship Program USA)
Other themes	<ul style="list-style-type: none"> • Investigating strategies for career progression of disabled people (UK) • Investigating barriers to disabled people taking up self-employment and ensuring services for business start-up are inclusive (UK, Ireland) • Promoting an approach that targets employment in the competitive labour market first for people with significant disabilities, rather than non-work options or sheltered employment, including building system capacity to implement the approach (USA).

Appendix 4: Disabled people's participation in employment service initiatives

Service type	Participation
<p>Frontline employment support and case management (work readiness, job search, training, job brokerage and wage subsidies)</p>	<p>Less than 30% of MSD clients with health conditions or disability receive employment-focussed case management, while these are not appropriate for all these clients there are many more who could benefit.</p> <p>All ACC clients with serious injury (earners and non-earners) can access ACC case management services. About 4% of the 1.7 Million ACC claims each year are case managed (indicating level of need).</p> <p>An unknown number of disabled non-beneficiaries (including disabled people with earning partners) could benefit from accessing some form of frontline employment services.</p>
<p>Specialised disability employment services (help to obtain and stay in employment)</p>	<p>MSD contracted employment services place between 6,000 and 8,000 people into employment each year. There are approximately 8,000 participants in the service at any one time. To be eligible a person must have a disability or health condition for 6 months or more that potentially impacts employment. Places are not confined to beneficiaries and providers market their services wider than MSD. Around 11% of people accessing these services are non-beneficiaries.</p>
<p>ACC integrated vocational rehabilitation support to stay in work, return people to pre-injury jobs or to become work ready.</p>	<p>All people in work when they were injured can access these services. In 2018 53,927 ACC clients returned to work within ten weeks and 22,954 within nine months. There were also 13,875 people in the 'long-term' rehabilitation claims pool. The vocational service is not available to ACC clients who were over 18 years of age and not earning when they were injured. There is also a group of ACC clients who are 'work ready' who no-longer receive vocational rehabilitation support (on average this was about 177 people in any given quarter over the last three years).</p> <p>There is no equivalent vocational service available for people at risk of falling out of work due to non-injury related illness or disability.</p>
<p>Other dedicated community-based employment services</p>	<p>Some employment service initiatives target population groups that are likely to include disabled people: He Poutama Rangatahi (Youth Employment Pathways), Te Ara Mahi (regional employment, skills and capability) the Youth Service, the Pacific Employment Support Service and some Whānau Ora initiatives. It is unknown how many disabled people have accessed these initiatives.</p>
<p>Industry partnerships connecting jobseekers with pre-employment training providers and employers</p>	<p>Two small industry partnerships focus on disabled jobseekers: Be Accessible has worked with 30 people with 15 gaining work; and the Chamber of Commerce Positive Pathways programme has worked with 67 people, training 48 and placing over 20 in employment. People with disability or health conditions (particularly mental health issues) also comprised 20% of the 187 jobseekers that started with 'NZ Labour Hire' and 77% of the 31 jobseekers that started in 'City Care'. These 'non-targeted' programmes appear to have more success in attracting disabled jobseekers than the targeted partnerships.</p>
<p>Integrated health and support partnership initiatives</p>	<p>A small number of MSD clients access integrated health and employment trials, including Individual Placement and Support which integrates employment support into mental health settings. Budget 2019 extended funding for a number of Oranga Mahi trials to reach an anticipated 2,000 clients over the next 4 years.</p>
<p>In-work support</p>	<p>About 1,500 non-ACC clients per year receive funds to cover the 'additional costs of disability in employment or employment-related training'.</p>

Appendix 5: Government activity to improve disability employment

Guiding principles and approaches*

Equality of opportunity and Inclusion

- **Mana Motuhake**—self-determination and ensuring disabled people are involved in decision making that impacts them
- **Mana manaaki**-building the mana of others and uplifting them in a way that honours their dignity
- **Kotahitanga**-partnering for greater impact - unity, togetherness, solidarity and collective action
- **Kia takatū tātou**-supporting long-term social and economic development - prepare ourselves and those we serve for future realities
- **Whole of life**—seeing people in the context of all areas and stages of life -a long-term approach
- **Whānau centred**—seeing the whole person in the context of their Whānau and their journey to date
- **Strengths-focussed**-seeing what people and their Whānau can do and empowering them to thrive
- **Accessibility**—both universal access and reasonable accommodations- a ‘twin-track’ approach

Disability Strategy 2016-26

8 outcome areas:

- education
- employment and economic security
- health and wellbeing
- rights protection and justice
- accessibility
- attitudes
- choice and control
- leadership

Disability Employment Action Plan

Employment Strategy 2019

5 priority themes:

- modern workplaces for a modern workforce
- building a skilled workforce
- supporting thriving industries and sustainable regions
- preparing for the changing nature of work
- inclusive labour markets

Major policy reform areas that impact on disability employment

- | | | |
|---|---|--|
| <ul style="list-style-type: none"> • Tertiary Education Strategy • Reform of Vocational Education • Careers System Action Plan • Learning Support Action Plan • Education Workforce Strategy • Review of Diversity and Inclusion in the Public Sector | <ul style="list-style-type: none"> • Health and Disability System Review • Government mental health and addiction system response • Disability Support System Transformation • Health and Safety Strategy | <ul style="list-style-type: none"> • The Welfare Overhaul • The Provincial Growth Fund • He Poutama Rangatahi and Te Ara Mahi • Accessibility • Better Later Life – He Oranga Kaumātua 2019 to 2034 |
|---|---|--|

*Informed by: Te Pae Tawhiti – Our future; Te Pae Tata - Māori Strategy and Action Plan; and the principles and the approaches of the New Zealand Disability Strategy which includes the principles of the United Nations Convention on the Rights of Persons With Disabilities and the principles of the Te Tiriti o Waitangi.