

# Briefing

## Health of Disabled People Work Programme

**Date due to MO:** 27 June 2024

**Action required by:** N/A

**Security level:** IN CONFIDENCE

**Health Report number:** 2024041995

**To:** Hon Dr Shane Reti, Minister of Health

**Copy to:** Hon Matt Dooney, Minister for Mental Health, Associate Minister of Health  
Hon Costello, Associate Minister of Health

**Consulted:** Health New Zealand:

## Contact for telephone discussion

Name	Position	Telephone
Maree Roberts	Deputy Director-General, Strategy, Policy and Legislation	s 9(2)(a)
Emma Prestidge	Group Manager, Family and Community Health Policy, Strategy, Policy and Legislation	s 9(2)(a)

## Minister's office to complete:

- |   |                                    |  |
|---|------------------------------------|--|
| <input type="checkbox"/> Approved             | <input type="checkbox"/> Decline   | <input type="checkbox"/> Noted               |
| <input type="checkbox"/> Needs change         | <input type="checkbox"/> Seen      | <input type="checkbox"/> Overtaken by events |
| <input type="checkbox"/> See Minister's Notes | <input type="checkbox"/> Withdrawn |  |

Comment:

# Health of Disabled People Work Programme

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**Security level:** IN CONFIDENCE                      **Date:** 27 June 2024

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**To:** Hon Dr Shane Reti, Minister of Health

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## Purpose of report

1. This paper seeks your approval of the three-year programme of work the Ministry of Health (the Ministry) will implement focused on the health needs of the disabled population.
2. The Ministry's work programme aims to strengthen the foundations needed for realising the improvements for the health of disabled people in the context of the health system changes (H2024036832 refers).

## Summary

3. The Health of Disabled People Work Programme provided as **Appendix One** responds to your request for actions that support your priorities over the next three years to improve access to the health system and health services for the disabled population.
4. This Ministry work programme sets out ten actions across six key areas to address the challenges disabled people face in accessing appropriate healthcare:
  - a. Focus on Māori, Pacific and intellectually disabled groups with highest health need
  - b. Access to safe and quality health care at home, in the community and hospitals.
  - c. Promoting good health and preventing disabled peoples' health problems.
  - d. Preparing a disability-competent health workforce.
  - e. Access to good disability data in national health surveys and data collections.
  - f. Establish infrastructure for monitoring and accountability of health system to the New Zealand disabled population.
5. The proposed actions lay down the groundwork in the short term (1-3 years) to progressively step toward realising health system changes and benefits to disabled peoples' health in the medium term (4-7 years) and longer term (8-10 years) whilst:
  - a. implementing your immediate priorities, as outlined in the proposed GPS 2024-2027.
  - b. aligning to Health New Zealand disability actions and priorities in their proposed Health Plan 2024-27.
  - c. ensuring health improvement activities align with strategic priorities envisaged in the Provisional Health of Disabled People Strategy and current national level initiatives, work programmes and change agendas impacting disabled population health led by the Ministry of Health, Health New Zealand and other government agencies that support disabled people with health need.

## Recommendations

We recommend you:

- a) **Note** this Health of Disabled People Work Programme is short-term (1-3 years), sets out foundational actions for improving access and services within the reformed health system for the disabled population, aiming to progressively build the health system capability and delivery of benefits for disabled people's health in the medium (4-7 years) and longer term (8-10 years).
- b) **Note** the programme of work is aligned with other actions underway for disabled people across the Ministry of Health and with Health New Zealand.
- c) **Agree** to the Ministry's Health of Disabled People Work Programme at **Appendix One**. **Yes/No**

**OR**

**Indicate** if you would like to provide feedback on this briefing and/or meet with health officials to discuss this briefing. **Yes/ No**

- d) **Agree to** the Ministry of Health providing you a progress report six months after commencing the work programme. **Yes/No**
- e) **Share** this briefing with Minister Doocey, Minister Costello and Minister Upston for their information. **Yes/No**



Maree Roberts

**Deputy-Director General  
Strategy, Policy and Legislation**

Date: 27 June 2024

Hon Shane Reti

**Minister of Health**

Date:

# Health of Disabled People Work Programme

## Background

1. The Pae Ora Act 2022 provides the legislative basis for a health of disabled people strategy that sets the direction and long-term priorities for the health system to enable delivery of improved health outcomes for disabled people.
2. On 31 March 2024, you agreed to the development of a Ministry work programme setting out actions for improving access to the health system and health services for the disabled population (H2024036832 refers).
3. On 10 April 2024, you met with the Ministry to discuss the proposed approach. You noted a good alignment with your priorities for the health system and requested a programme showing the short, medium, and long-term actions, where possible. You also indicated your primary focus is on strengthening the health system and that our work programme should address the challenges in relation to the disabled population.

## The programme will support the Government's focus on disabled people

4. The key consideration is enabling the health system to respond in an appropriate and timely manner to disabled peoples' health needs. This programme of work aligns with a wide range of actions, which have the potential to benefit disabled peoples' health. This includes the:
  - a. Government Policy Statement on Health 2024-2027 (GPS), particularly the priorities for access to primary health services, timeliness, health workforce capability and health data.
  - b. strategic priorities envisaged in the Provisional Health of Disabled People Strategy.
  - c. Health New Zealand disability actions in their national Health Plan 2024-2027.
  - d. current national level initiatives, work programmes and change agendas impacting disabled population health led by the Ministry of Health, Health New Zealand and other government agencies that support disabled people with health needs.

## A broad approach is needed to address health system challenges

5. Disabled people can face significant challenges in trying to access health services and obtain good health outcomes:
  - a. Consumers and whanau can experience barriers in accessing health facilities, information, costs, transport, and needed health services. They can also experience negative attitudes from health workers and health services discrimination.
  - b. Health workers can lack training, knowledge and competency to care for disabled people and face other barriers such as in communication and lack of supportive resources and technology. These factors can contribute to patient safety issues and poorer quality care of disabled people.
6. Improving access to health services is, however, a very complex issue. A range of responses are required across many areas (e.g., policy and regulation), different levels (strategic and operational) and involve many different stakeholders within and outside the health system.

7. The work programme will focus on core areas where health system change is most needed:
  - a. Actions focused on those with highest health needs, including Māori, Pacific and intellectually disabled groups, considering models of healthcare that are appropriate and responsive to their needs.
  - b. Improving disabled peoples' access to safe and quality health care whether at home, in the community or in hospital.
  - c. Promoting good health and preventing disabled peoples' health problems.
  - d. Preparing a disability-competent and more confident health workforce in caring for disabled people.
  - e. Access to good disability data in national health surveys and administrative data collections to inform policymaking, commissioning and service development.
  - f. Establishing the infrastructure for monitoring and accountability of the health system to the New Zealand disabled population.

### **Groundwork needed to progressively realise health system change**

8. This work programme will be led by the Ministry's Strategy, Policy and Legislation directorate through the Health of Disabled People Policy team. The team supports the Ministry's stewardship on health of disabled population issues across the Ministry and the wider public health and disability sector. This includes provision of health policy advice to you and the Associate Ministers of Health, and on strategic and policy work related to disabled people's health across government.
9. This initial work programme recognises the area of population health for disabled people is still newly forming in New Zealand following health and disability system changes. Groundwork is needed in strengthening the disability focus in the health system. It will focus primarily on setting a strong foundation for health system responsiveness to the disabled population, the Ministry's policy capability on disabled population health and on infrastructure monitoring and accountability of the health system to the New Zealand disabled population.
10. Ten foundational actions are proposed to drive the proposed three-year work programme (see Appendix One). These include a mix of population, policy, regulatory, workforce, data and monitoring activities. There is a blend of innovative one-off projects with ongoing activities into out-years. All but one project will be funded within existing baselines. The following table outlines the direction of action delivery over three years.

<b>Timeframe</b>	<b>Concept 10-Point Action Plan</b>
<b>Year 1</b> (2024-25)	1. Māori disabled health improvement 2. Supported decision making resource (Policy project one-off) 3. Health Model of Disability (Policy project one-off)
<b>Year 2</b> (2025-26)	4. Access to primary and community health care 5. Pacific disabled health improvement 6. Health workforce capability 7. Intellectual disability/ Annual Health Checks (Policy project one-off) 8. Disability Outcomes Framework (Infrastructure project one-off)
<b>Year 3</b>	9. Mental health wellbeing

Timeframe	Concept 10-Point Action Plan
(2026-27)	10. Health intelligence, data & insights project (Infrastructure project one-off)

11. The actions selected are therefore focused on shorter-term objectives over the next three years to lay down the groundwork at health system stewardship level to progressively realise health system change in the medium (4-7 years) and longer-term (8-10 years). Key selection criteria were the actions:
  - a. are the most important and have the most impact and potential value for realising Government priorities and disabled population health objectives.
  - b. align closely with existing scopes of Ministry work and priorities, noting phasing arrangements differ and commitments in some areas have yet to be finalised.
  - c. are assessed as feasible within current Ministry resources and capacity and are actionable, also allowing for flexibility to adjust if there are shifts in priorities or delays in work with high dependencies.
12. While some key areas of the Ministry's work are not featured in this initial work programme they are being supported through "business as usual" activities. This includes the Public Health Agency's current priorities on the Immunisation Strategy, FASD Action Plan, Emergency Management and Pandemic preparedness.
13. Disability Policy will be responsible in the Ministry for the overall work programme and is the lead on five one-off actions. The other five ongoing actions are led by other teams/Directorates in the Ministry with Disability Policy providing expert support. Each action area, however, will require final scoping, planning and agreement with stakeholders on the arrangements, if approved to go-ahead.
14. Progress and results will be closely monitored, providing for individual project and whole of programme evaluation. Strategic horizon scanning will be incorporated to anticipate shifts in focus and priorities in the current or next phase of work (e.g., stronger focus on public health promotion and prevention).

### **Stakeholders are supportive of the proposed areas for action**

15. A critical success factor in work programme success will be through shared leadership and strategic responsibility with key health sector and external partners.

#### **Health New Zealand**

16. The Disability section at Health New Zealand is supportive of the proposed work programme, highlighting the critical importance of
  - a. clarity on each other's agency roles and responsibilities and alignment between strategic-level and operational-level priorities on disability actions.
  - b. obtaining disability identifiable data to support population needs assessment and strategic decisions on funding, commissioning and development of health services.
  - c. health system being accessible to all New Zealanders and inclusive of disabled people.

#### **Whaikaha | Ministry of Disabled People**

17. Whaikaha also agrees with the proposed priority areas. They highlight the paramount importance of having good health data on disabled people to inform disability action, including on health workforce development, access to appropriate models of health care and access to primary, secondary and tertiary care for the disabled population. Investing funding to improve accessibility of health services is also important.

### **Next steps**

18. Subject to your agreement and any feedback, we will finalise the Health of Disabled People Work Programme, including setting action priorities and ensuring success factors are in place for the whole programme (e.g., staff resourcing and capacity) and the actions approved to go ahead.
19. You may wish to share a copy of this briefing with Minister Doocey and Minister Costello, and also Minister Upston, Minister for Disability Issues, for their information as some of their portfolio responsibilities overlap with yours.

PROACTIVELY RELEASED

**Appendix One. Health of Disabled People Work Programme 2024-2027**

PROACTIVELY RELEASED



DOMAINS	PROPOSED ACTIONS	WORK PROGRAMME SCOPING/ STATUS (June 2024)	DURATION	LEAD Support	KEY EXTERNAL LINKAGES
<b>POPULATION HEALTH NEED</b> Disabled people with highest health need	<b>1. Tāngata whaikaka Māori / Māori disabled people</b> Health improvement	Develop strategic actions for Māori disabled health in the refresh of Pae Tū: Hauora Māori Strategy: <ul style="list-style-type: none"> <li>• Model of healthcare for Māori disabled people.</li> <li>• Health intelligence on the Māori disabled population.</li> <li>• Monitoring of cultural quality in health services.</li> <li>• Development of community plans and local needs assessment.</li> </ul> <b>Action supported by Māori Health (subject to decisions on Māori Health direction)</b>	<b>Ongoing</b> Plan 2024 Start 2025 Review 2026	<b>Māori Health</b> Disability Policy	Iwi Māori Partnership Boards Hauora Māori Advisory Board Waitangi Tribunal WAI 2575) Whaikaha (Māori Disability Action Plan).
	<b>2. Tagata sa'ilimalo/ Pacific disabled people</b> Health improvement	Develop actions for Pacific disabled health in the Te Mana Ola: The Pacific Health Strategy <ul style="list-style-type: none"> <li>• Model of healthcare for Pacific disabled people.</li> <li>• Health intelligence on the Pacific disabled population.</li> <li>• Monitoring of cultural quality in health services.</li> </ul> <b>Action to be scoped with Pacific Health (subject to Pacific Health finalising annual work plan)</b>	<b>Ongoing</b> Plan 2024 Start 2025 Review 2026	<b>Pacific Health</b> Disability Policy	Health NZ, Whaikaha (Pacific Disability Action Plan).
	<b>3. Intellectually disabled people</b> Annual Health Checks	<ul style="list-style-type: none"> <li>• Scope a social investment/ budget bid on a prototype for Annual Health Checks in primary care.</li> <li>• Develop health actions for intellectually disabled people.</li> </ul> <b>Action to be scoped by Disability Policy</b>	<b>Two-years</b> Plan 2024/25 Start 2025 End 2027	<b>Disability Policy</b> Primary Care Clinical Office Māori Health Pacific Health	Health NZ, Whaikaha, Royal New Zealand College of General Practitioners.
<b>ACCESS &amp; PEVENTION</b> Improving access to healthcare, promoting health & preventing further health problems	<b>4. Supported Decision Making</b> Resources for health practitioners on supported decision making	<ul style="list-style-type: none"> <li>• Scope resources for health practitioners to assist consumers needing support to make decisions on their health services.</li> <li>• Develop and promote supportive resources for the health sector, including mental health and aged care.</li> </ul> <b>Action agreed as high priority within the Ministry and with Health New Zealand and Whaikaha</b>	<b>One-year</b> Plan 2024 Start 2025 End 2025 Review	<b>Disability Policy</b> Clinical Office Mental Health Māori Health Pacific Health Public Health	Health NZ, Ministries of Children, Disabled People, Education & Social Development, ACC, Health and Disability Commissioner.
	<b>5. Primary Care</b> Primary Care-level monitoring and surveillance of disabled people's health	<ul style="list-style-type: none"> <li>• Review the approach to monitoring of primary care for the early detection and prevention of disabled people's health problems over the lifespan.</li> <li>• Develop a monitoring model for primary care on early detection and prevention of health conditions in disabled people.</li> </ul> <b>Action to be scoped and agreed with Primary Care</b>	<b>Two-years</b> Plan 2024 Start 2025 End 2027	<b>Primary Care</b> Disability Policy	Health NZ, Ministries of Children, Disabled People, Education & Social Development.

	<b>6. Mental Health</b> Promotion of mental health wellbeing for disabled people	<ul style="list-style-type: none"> <li>Develop a mental health wellbeing approach, covering risk and protection factors, for disabled people.</li> </ul> <b>Action supported by Mental Health (subject to decisions on Mental Health strategic direction)</b>	<b>18-months</b> Start 2025 End 2026	<b>Mental Health</b> Disability Policy	Health NZ, Whaikaha.
<b>WORKFORCE</b> Improving disability capability of health workers	<b>7. Health Workforce</b> Strengthening health workforce, training, knowledge and competency in disability	<ul style="list-style-type: none"> <li>Review of Health Practitioners Competency &amp; Assurance Act 2003 - identify safety risks to disabled people in health services resulting from lack of practitioner competence.</li> <li>Regulatory policy development on health practitioner competency standards and training requirements in disability.</li> <li>Health workforce performance monitoring.</li> <li>Opportunities for disabled people in health workforce</li> </ul> <b>Action supported by Health Workforce (subject to agreement)</b>	<b>Ongoing</b> Plan 2024 Start 2024 Review annually	<b>Regulation Policy</b> Regulation & Monitoring Disability Policy	Health NZ, Whaikaha, Health Quality & Safety Commission
<b>DATA</b> Improving quality of disability data & insights	<b>8. Health intelligence</b> Disaggregation of disability data in national health surveys and data collections	<p>Lead project to generate good data and insights on disabled population health. Support Ministry of Health's data stewardship function in relation to national disability data.</p> <ul style="list-style-type: none"> <li>Support Health NZ's current work to identify disabled people by a new National Health Index identifier in national health datasets.</li> <li>Identify investment opportunities in disability data infrastructure development.</li> <li>Develop a snapshot on disabled population health (Disability Chartbook)</li> </ul> <b>Action supported within Ministry and by external stakeholders (to be scoped by Disability Policy)</b>	<b>Three-years</b> Plan 2024 Start 2025/26 END 2027	<b>Disability Policy</b> Strategy & Policy Clinical Office Research Regulation Public Health Mental Health Māori Health Pacific Health	Health NZ, ACC, Stats NZ, Ministries of Children, Disabled People, Education & Social Development.
<b>HEALTH SYSTEM</b> Health of disabled population policy and outcomes monitoring framework	<b>9. Monitoring of Disabled Population Health Outcomes</b> Monitoring health system performance and outcomes for disabled population	<ul style="list-style-type: none"> <li>Lead a policy project on the health system-level monitoring arrangements for the disabled population.</li> <li>Develop an approach to monitoring Disabled Population Health Outcomes, aligning with the Ministry's Outcomes Framework.</li> </ul> <b>Action agreed (start-up subject to successful application of Evaluation and Research funding)</b>	<b>18-months</b> Plan 2024 Start 2024/25 End 2026	<b>Disability Policy</b> Strategy & Policy Research Regulation Public Health Mental Health Pacific Health Māori Health	Health NZ, Health Quality & Safety Commission, ACC, Ministries of Children, Disabled People, Education & Social Development,
	<b>10. Disabled Population Health Policy Framework</b> Health Model of Disability	<ul style="list-style-type: none"> <li>Lead a policy project to develop an evidence-based policy approach to the health of disabled people, drawing on best policy practice.</li> <li>Publish and disseminate a "Health Model of Disability" policy resource.</li> </ul>	<b>18-months</b> Plan 2024 Start 2024 End 2025/26	<b>Disability Policy</b> Strategy & Policy Clinical Office Research Public Health	Health NZ, ACC, Ministries of Children, Disabled People, Education

		<b>Action supported within Ministry and by external stakeholders (to be scoped by Disability Policy)</b>		Mental Health Pacific Health Māori Health	& Social Development.
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PROACTIVELY RELEASED