



Disability Support Services

Scope: Improving Outcomes for People whose Behaviour Presents Challenges to Community Residential Services 2017 - 2022

Prepared for Disability Support Services Senior Leadership Team

24 November 2016

Purpose

The purpose of the 'Improving Outcomes for People whose Behaviour Presents Challenges to Community Residential Services 2017 – 2022'¹ project, is to:

- lead the development of creative, flexible and effective person centered and person directed responses to people who challenge services
- clearly understand and articulate environmental and organisational features that support the capability of providers to respond to challenging behaviour²
- ensure that agencies are supported to work together to provide seamless service provision.

Background

At present Disability Support Services on behalf of the Ministry of Health, purchases a range of services under the High and Complex Framework (HCF). These are purchased to provide for individuals under the terms of the Intellectual Disability (Compulsory Care and Rehabilitation) Act 2003 (ID(CC&R) Act) which provides the option of compulsory care and rehabilitation for individuals with an intellectual disability, named care recipients, who have committed an imprisonable offence and are going through the criminal justice system.

There is however a cohort of individuals not subject to the ID(CC&R) Act, described by Emerson and Endfield (2011)³ as displaying '*culturally abnormal behaviour of such intensity, frequency or duration that the physical safety of the person or others is placed in serious jeopardy, or behaviour which is likely to seriously limit use of, or result in the person being denied access to, ordinary community facilities.*'

This is the cohort addressed within this scoping document and will be referred to as those whose behaviour presents challenges to services for the purposes of this document and the resulting work plan.

¹ Please note that the outcome of this project will form part of the Community Residential Strategy 2017 – 2022.

² 'To improve services for people with high and complex support needs and to enable them to remain in their own homes and communities requires the creation and support of capable environments' - Challenging Behaviour: A unified Approach, Royal College of Psychiatrists at al, March 2007.
Capable environment – 'the capacity and/or competence of the environment to respond to the challenging behavior' - Challenging Behaviour: A unified Approach, Royal College of Psychiatrists March 2007.

³ Developing services for people with severe learning difficulties and challenging behaviours. Emerson E, Barrett S, et al. Canterbury: Institute of Social and Applied Psychology, 1987.

Based on the September 2014, *Demographic Information on Clients Using the Ministry of Health's Disability Support Services*⁴, people with intellectual disabilities account for 82% of the disabled people who are currently in residential care. In 2014 approximately 6,600 people were living in DSS Community residential services with a further group of less than 1000 living in hospitals or rest homes. 77% of the disabled people in residential care were Pakeha / other, 15% were Māori and both Pasifika and Asian populations were significantly under represented compared to the general population.

Kiernan and Qureshi (1993)⁵ carried out research in the North West of England and from a cohort of 5,200 people with an intellectual disability found that 6.1% had behaviours that were current and posing a serious management problem. (This did not include those with self-injurious behaviours.)

At present there are approximately 270 people in DSS funded community residential services receiving individually tailored and funded supports to meet their high and complex presentations.⁶

Rationale

Ensuring disabled people have greater choice, control and improved outcomes underpins Disability Support Services strategic direction⁷. Trends in New Zealand and overseas indicate the need to move to more person directed, flexible support options with a focus on intervening early to achieve meaningful and lasting outcomes for disabled people.⁸

People whose behaviour presents challenges to services can experience a breakdown in their residential placement due to the inability of the provider in managing the impact of the presenting challenges. This may lead to the utilisation of highly reactive solutions that while mitigating perceived immediate risk, introduce restrictive interventions. It has also been noted that it is more likely that those who challenge services are more likely to be placed out of area (Emerson and Robertson, 2008)⁹ reinforcing the view that the person is unable to be supported in their local, more inclusive environment. There is also the issue of stigmatisation of people whose behaviour presents challenges to services with some individuals having severe reputations (people who have become famous as a result of their reactions to the services

⁴ *Demographic Information on Clients Using the Ministry of Health's Disability Support Services as at September 2014*, Ministry of Health, Wellington, 2016.

⁵ *Understanding and Responding to Behavioural Challenges: An Investigative Approach*. Burton M. Manchester Learning Disability Partnership, 2001.

⁶ This is the number of people using DSS funded residential services at the end of October 2016 whose support packages have been approved by the Independent Review Panel.

⁷ See Disability Support Services Strategic Plan 2014-2018 on the Ministry's website:
<http://www.health.govt.nz/publication/disability-support-services-strategic-plan-2014-2018>

⁸ 2016 New Zealand Health Strategy available on the Ministry's website:
<http://www.health.govt.nz/publication/new-zealand-health-strategy-2016>

⁹ *Developing better commissioning for individuals with behaviour that challenges services – a scoping exercise*. McGill P, Cooper V & Honeyman G. Tizard Centre/Challenging Behaviour Foundation, 2010.

they are offered, Smull & Harrisson, 1992) which then impacts on the perceptions and expectations of the individual and their circle of support.

The development of options for people whose behaviour challenges community residential services is a requirement of the DSS Annual Business Plan 2016-17 and supports achievement of the NZ Health Strategy, NZ Disability Strategy, DSS Strategic Plan, Whāia Te Ao Mārama, Faiva Ora, the NZ Carers' Strategy, New Model initiatives and the Enabling Good Lives programme.

Management of the Improving options Development

1. Scope

In scope:

- Community Residential Support Services as presently funded.
- Residential support requirements of people whose behaviour presents challenges to services.
- Assessment, Treatment and Rehabilitation Intellectual Disability Services - Canterbury and Southern DHB (please note that these services will be subject to a full review due to be concluded Nov 2017).
- The interface between DSS commissioned services for those who challenge services and other government funded services/agencies who provide supports to the DSS population such as DHB mental health services.
- Workforce capacity and capability requirements.

Out of scope:

- Disability Support Services eligibility criteria.
- Mental health and health of older people.
- Young people in aged residential care.
- Behaviour Support Services.
- Services provided under the High and Complex Framework.
- Funding levels.

2. Key stakeholders

Stakeholders	Level of Engagement
Providers	Full communication
NASCA	Involvement in workshop
NIDCA	Engagement in consultation on draft improving options paper
Residential providers	
Maori provider	

DHB provider	
DPOs	
Disabled Persons' Assembly	
People First	
Autism NZ	
Family members	
Disabled People	
Ministry of Health	

3. Potential for collaboration

Opportunities have been identified to involve the following teams and Individuals:

- Family and Community Services
- Service Access Team
- DSS Quality Team
- Strategy and Contracts Team
- IDCC&R Team
- Policy Team

4. Improving options development sponsor, leader and team

- Improving options development sponsor - Lee Henley, Manager Community Living Team
- Improving options project management - Barbara Crawford, Manager Strategy and Contracts Team
- Improving options development Leader – Martin Cole, Contract Relationship Manager, Community Living Team
- Improving options development Team Members - Bella Bartley, Contract relationship Manager, Community Living Team; Hayden Taylor, development Manager, Strategy and Contracts Team & Liz O’Callaghan, Development Manager Disability Services IDCC&R.

5. Improving options development governance

The DSS Group Manager and Senior Leadership Team will adopt governance responsibility for the development of the Improving options for people whose behaviour presents challenges to Community Residential Support Services project.

6. Approximate completion dates (subject to change)

Key Milestones	Completion Date
Stakeholder workshop hosted	9 December 2016

Sector consultation	Feb - March 2017
Final Strategy approved	June 2017

7. Improving options development monitoring

Improving options development progress will be reported to SLT monthly.