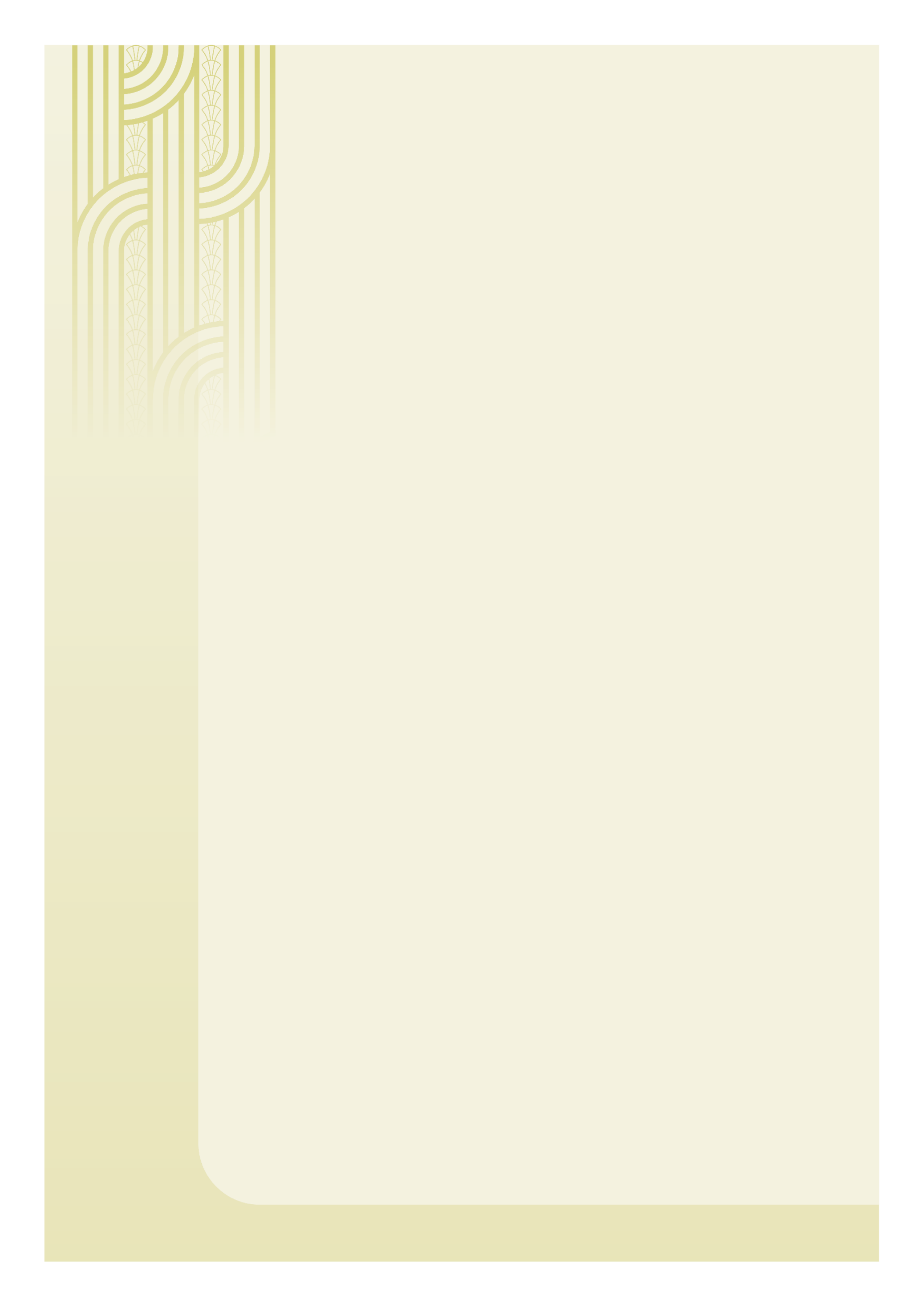
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**Monitoring, Evaluation, Analysis and Learning (MEAL) Detailed Strategic Framework**

**June 2023**

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Foreword

**A note about terminology in disability and MEAL Strategic Framework:**   
Language around disability is important. There are different terms preferred by different people to refer to disabled people and whānau that support them, including within Te Ao Māori contexts. This document uses ‘disabled people and whānau’ as an inclusive term, including disabled tamariki, rangatahi, tāngata whaikaha Māori and whānau (including parents, caregivers, and guardians), tagata sa’ilimalo and their aiga. This term gives voice and mana to all groups, individually and collectively.  Where the document refers to Māori disabled people specifically, this group is referred to as ‘tāngata whaikaha’.  Ongoing discussions may lead to different terminology in the future, which will be reflected in subsequent documents.

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## Additional appendices:

The following appendices should be considered alongside the Strategic Framework. They are not included as appendices within the document to ensure the Strategic Framework is not too long.

Appendix 1: Outcomes Framework

Appendix 2: MEAL Principles

Appendix 3: Table mapping EGL principles to other relevant frameworks

Executive Summary

1. This paper outlines a proposed detailed strategic framework with proposed indicative actions. It sets the steps required to create a Monitoring, Evaluation, Analysis and Learning (MEAL) approach based on Enabling Good Lives (EGL) principles.

1. This document acknowledges Te Tiriti o Waitangi, and its principles, as touchstones for their commitment to honouring an ongoing and meaningful partnership with tāngata whaikaha and redressing all inequities that exist in health and well-being outcomes for tāngata whaikaha. These principles articulated in The Waitangi Tribunal (2021) are: The guarantee of Tino Rangatiratanga; The principle of equity; The principle of active protection; The principle of options; The principle of partnership.

## The case for change

In Aotearoa New Zealand and internationally, the disability rights movement over decades has been demanding a change to how disabled people are perceived and treated in a disabling society.

1. Over the last ten years there has been increased awareness that there are two issues affecting the disability support system. Firstly, that the current system, which is based on the Disability Support Services (DSS) framework, unnecessarily limits disabled people’s and whānau’s choice and control over their support and their lives. Secondly, the ongoing increases in the cost of disability support is not associated with improvements in disabled people’s lives1.

1. In 2010, Dame Tariana Turia, Minister responsible for Disability Issues and the newly developed Whānau Ora oversaw the development and endorsement of the EGL approach which aligned with the Whānau Ora and whānau-centred approaches.

1. A coalition of disabled people and a family alliance developed the EGL vision and principles between 2009 and 2011 to underpin a new approach for disabled people to lead and define for themselves what a good life is.  At its heart, the EGL principles are about disabled people and their whānau having control and choice over their lives with a contribution from appropriate disability support services[[1]](#footnote-2).

The proposed MEAL approach was developed with shared accountability and responsibility between disabled people and whānau, tāngata whaikaha, and the Crown

1. In 2021 Cabinet endorsed “officials working in partnership with disabled people to co-develop a new approach to monitoring and evaluation which will be one of the proposed functions of Whaikaha.”
2. Fundamental to an EGL-aligned approach is rebalancing who holds information and accountability for the system. In practice, this means that power, authority, and resources shift the emphasis on crown priorities to reflect and embrace what is meaningful for disabled people and whānau. In the MEAL context, this means that disabled people and whānau need to be equipped with the right information about the outcomes that matter to them, so they can hold the system to account as it transforms. Shared governance between disabled people and whānau, tāngata whaikaha, and the Crown is therefore a key tenet of system transformation.

An EGL-aligned approach tomonitoring and evaluation is needed

1. An EGL-aligned approach to monitoring and evaluation means embedding strengths-based approaches to monitoring and evaluation approaches for the disability sector. This means addressing the following gaps.

* The overarching approach to monitoring and evaluating quality of Disability Support Services.
* There are limited formal processes for gathering and channelling the voice of disabled people into system improvement.
  + There is no clear link between insights from monitoring and evaluation processes and system improvements for disabled people.
  + Current complaints and issue resolution processes are inadequate.
  + Certification audits continue to be conducted despite recommendations for them to be replaced.
* There is inadequate and inconsistent application of EGL-aligned monitoring and evaluation methods and tools.
* Current data systems are inadequate.  The current data system is fragmented, with different data being collected, and different programs used, which results in a lack of meaningful insights.2 Recent ombudsman reports have provided evidence of this.
* Capacity and capability of officials to apply an EGL lens to implementing change, including for monitoring and evaluation, is limited.
  + EGL-aligned monitoring and evaluation tools, methods, and approaches are not well understood by all officials.
  + Some evaluators contracted by officials do not have an in-depth understanding of EGL principles.

1. Embedding an EGL-aligned approach to Monitoring, Evaluation, Analysis, and Learning (MEAL) requires:

* leadership by and for disabled people and whānau
* partnership under Te Tiriti o Waitangi
* shared accountability, responsibility and governance between disabled people and whānau, tāngata whaikaha, and the Crown (a tripartite approach).

## MEAL Strategic Framework

1. A strategic framework for MEAL will build on the capacity of disabled people and whānau as commissioners and designers of monitoring and evaluation, rather than just participants. The strategic framework and the detailed plan are the result of in-depth co-development based on action research principles and building on the lived experience and evaluation expertise of disabled leaders.
2. The MEAL strategic framework is based on four strategic shifts.  The shifts are inter-related and mutually reinforcing. In their totality, the shifts aim to systematically apply and resource disabled people and whānau and community-led monitoring, evaluation, analysis, and learning so that insights and improvements can be used as part of policy development and practice at local, regional, and national levels.

* Shift 1 – Disability system monitoring, evaluation, analysis, and learning is led, designed, and conducted by and with disabled people and whānau in partnership with the Crown.
* Shift 2 – Disability system monitoring, evaluation, analysis, and learning approaches are guided by Te Tiriti o Waitangi.
* Shift 3 – Disability system monitoring, evaluation, analysis, and learning approaches provide a lever to create better outcomes for disabled people and whānau.
* Shift 4 - Disability system monitoring, evaluation, analysis, and learning approaches use effective and appropriate tools, levers and mechanisms.

1. A strategic approach to MEAL, as a lever for disability system transformation, requires implementing:

* EGL-aligned Developmental Evaluation approaches and associate methodologies
* Independent and Autonomous Voice Mechanisms
* regionally led, nationally coordinated operating models
* an EGL-informed organisational Outcomes Framework
* data collection system transformation.

### MEAL strategic objectives

1. The strategic objectives for the MEAL approach are:

* to shift to an approach where priorities for monitoring and evaluation are not solely reflecting those of the crown but also those of disabled people and whānau. To achieve this disabled people and whānau need to be respected and enabled to be leaders, commissioners, designers, and implementers of MEAL.
* to put Te Tiriti o Waitangi into practice through the commissioning of kaupapa Māori evaluation and adhering to culturally responsive approaches and practices
* to develop monitoring and evaluation methodologies and tools which are culturally responsive and respectful to Pacific peoples and other ethnic minority people living with disability.
* to meet relevant legislative and rights obligations (including the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD 2006)) pertinent to monitoring and evaluation approaches. This includes appropriate safeguarding through monitoring and quality assurance arrangements to be responsive to disabled people and whānau, and preventing, recognising, and responding to abuse and neglect.
* to build a fit-for-purpose MEAL system, that leads to service and system improvements for disabled people and whānau.

### MEAL outcomes

1. The MEAL success indicators are:

* increased autonomy of disabled people and whānau, through exercising leadership in the development and implementation of the MEAL approach.
* a direct link between independent voice mechanisms and system improvements.
* increased cultural appropriateness and responsiveness of monitoring and evaluation approaches, tools and processes.
* increased alignment of existing monitoring and evaluation to the EGL principles.

## MEAL Plan for Action

1. To give effect to the MEAL strategic framework a plan for action is required.  This plan positions MEAL as both a lever and gold standard to give effect to the success of disability system transformation. It ensures all MEAL activities are responsive to Te Tiriti o Waitangi, the UNCRPD and support successful implementation of a national EGL-aligned approach.

Document structure

This report is divided into four key parts.

* Part One includes the background to this strategic framework, and definitions.
* Part Two summarises the case for change. This includes gaps identified, past reports, and other research completed underpinning the case for change.
* Part Three outlines the strategic framework including the vision, strategic objectives and principles underpinning Monitoring, Evaluation, Analysis and Learning (MEAL).
* Part Four outlines the MEAL Indicative actions.

Part 1: Background

1. Disabled people and whānau have consistently reported that current approaches to monitoring and evaluating disability support services are not mana enhancing and do not give the people most impacted by the system sufficient voice to change it.
2. The MEAL approach to undertaking monitoring and evaluation of disability support services is therefore required, as part of transformation of the disability system to give effect to EGL principles. EGL-aligned approaches are about disabled people and whānau having control over their lives. This also needs to apply to the way disability support services are monitored and evaluated.
3. An EGL-aligned approach to monitoring and evaluation will provide greater system accountability and critical information both to and from disabled people and whānau. This will enable them to guide development of the disability system through monitoring and evaluation processes that lead to better system outcomes and provide voice for disabled people and whānau. It also recognises and builds on the capacity of disabled people as leaders, commissioners, and designers of monitoring and evaluation, rather than just participants.
4. The transformation of the disability system will need to be carefully evaluated to ensure it is achieving its intent, and so it can be proactively reshaped by emerging data during its implementation. Disabled people and whānau, and tāngata whaikaha as Te Tiriti partners, must lead the commissioning and design of this evaluation, resourced by, and in partnership with, the Crown.
5. To achieve this, the monitoring and evaluation workstream team has designed a new strategic approach, referred to as Monitoring, Evaluation, Analysis and Learning (MEAL).
6. The detailed plan presented in this report sets the steps required to create a MEAL system based on EGL principles. The Plan is intended to be provided to Whaikaha in its establishment phase to guide the implementation of MEAL as part of the disability system transformation.

**It is proposed that Phase One of MEAL implementation will be overseen by an Insights Alliance that provides advice in the context of a tripartite partnership in collaboration with the Chief Executive (CE) of Whaikaha.**

## Definitions

1. This section covers key definitions and terms used to provide clarity of the context in which MEAL has been developed:

* leadership by and for disabled people and whānau
* Te Tiriti o Waitangi
* a tripartite approach
* strategic shifts.

## Leadership by and for disabled people and whānau

1. In this document, leadership by disabled people is often referred to. Monitoring and evaluation activities traditionally have excluded disabled voices and emphasised the role of the Crown, its priorities, questions, and expected outcomes. “There is increasing awareness that the realisation of the human rights of persons with disabilities demands a change in the power relations in the human service system.”[[2]](#footnote-3)
2. This document has not sought to provide an in-depth analysis of leadership, but it is important to acknowledge the substantial role of disabled people's leadership within a tripartite partnership. (See below for a definition of tripartite).
3. To shift that emphasis, the recognition of current community assets and knowledge is required as is the building of confidence and capacity of disabled people and whānau to actively participate in processes that impact on their lives. Below is an extract from the work on disabled people's leadership in the System Transformation team Kaituhono guide[[3]](#footnote-4) where leadership is analysed in more detail.

* There can be a shift in traditional power dynamics when the authority of disabled people/tāngata whaikaha is recognised within organisations.
* Disabled people/tāngata whaikaha need to be in significant decision-making positions to change the traditional power dynamic. It is essential to ensure that these spaces and positions are safe, free from undue externally vested influence.

1. The autonomy of disabled people and whānau is completely congruent with a tripartite relationship where there is shared accountability, decision-making rights, commissioning, and responsibility for outcomes that meet mutual priorities that lead to success. This is discussed in more detail under methodology.

## Te Tiriti o Waitangi

1. The Insights Alliance acknowledge Te Tiriti o Waitangi, and its principles, as touchstones for their commitment to honouring an ongoing and meaningful partnership with tāngata whaikaha and redressing inequities that exist in health and well-being outcomes for tāngata whaikaha.
2. In achieving their objects, the Insights Alliance will have regard to principles derived from the Treaty that are relevant to their work:

* a commitment to genuine partnership between Whaikaha, tāngata whaikaha and their whānau through representative stakeholders.
* a commitment to ensuring all activities are informed by a tāngata whaikaha viewpoint through a meaningful partnership with tāngata whaikaha, and their whānau.
* a commitment to put Te Tiriti o Waitangi into practice through supporting the commissioning of kaupapa Māori evaluation and adhering to culturally responsive approaches consistent with te ao Māori (a Māori worldview).

The Insights Alliance will ensure that the following principles, derived from Te Tiriti o Waitangi, are reflected and brought to full effect in their dealings, policies, planning, management, and the organisation of their activities:

**Table 1: Principles of Te Tiriti o Waitangi (Waitangi Tribunal (2021)**

|  |  |
| --- | --- |
| **Treaty Principle** | **Description** |
| **The guarantee of Tino Rangatiratanga** | Māori self-determination and mana motuhake in the design, delivery and monitoring of services |
| **The principle of equity** | Requires the Crown to unequivocally commit to achieving equitable health and disability outcomes for tāngata whaikaha and whānau. |
| **The principle of active protection** | The Crown should act, to the fullest extent practicable, to achieve equitable health and disability outcomes for Māori and be fully informed of outcomes and inequities for tāngata whaikaha and whānau. |
| **The principle of options** | The Crown is obliged to ensure that all health and disability services are provided in a culturally appropriate way that recognises and supports the expression of Māori models of care. It also requires the Crown to support Māori health and disability providers to fully participate in service provision and direct evaluation processes. |
| **The principle of**  **partnership** | Requires the Crown and tāngata whaikaha to work in partnership in the governance, design, delivery and monitoring of disability services. |

## A tripartite approach

The proposed MEAL approach was developed with shared accountability and responsibility between disabled people, tāngata whaikaha, and whānau, and the Crown.

1. The development of MEAL enacted a process defined as tripartite. A shared accountability for future development of monitoring and evaluation will respect the priorities and responsibilities of disabled people and whānau, the voices and expertise of tāngata whaikaha and the legislative responsibilities and accountabilities of the Crown. This approach supports identification of mutually important and reciprocal outcomes.
2. Fundamental to an EGL-aligned approach is rebalancing who holds information and accountability for the system. In practice, within the MEAL context, this means a change in how monitoring and evaluation is conducted where priorities are primarily those of disabled people and whānau, rather than the Crown.
3. In the MEAL context, this means that disabled people and whānau need to be equipped with the right information to define outcomes that matter to them, so they can hold the system to account as it transforms. Joint partnership between disabled people tāngata whaikaha and whānau, and the Crown is therefore a key tenet of MEAL. This document collectively refers to these groups as the tripartite. Tripartite arrangements privilege the voice of the disabled people and give effect to Te Tiriti o Waitangi.

How partnership relates to the tripartite approach

1. The autonomy of disabled people and whānau is completely congruent with a tripartite relationship where there is shared accountability, decision-making rights, commissioning, and responsibility for outcomes that meet mutual priorities that lead to success. While the crown has direct accountability to the Minister for legislative requirements, it is also important to recognize the responsibility they have to disabled people, tāngata whaikaha and whānau.
2. The partnership approach and framework developed by, and with, disabled people and whānau recognises the need for joint responsibility for improved participation and partnership with a range of community members, including those who traditionally have no say in the way services are developed or delivered. EGL-aligned approaches have shown a new way of disabled people and whānau designing their own supports and evaluation (see section on developmental evaluation).

## Strategic shifts

1. The MEAL strategic framework is based on four strategic shifts. The definition of a shift in this context relates to a change in how government works over a period of time to strategically redress an imbalance in how monitoring and evaluation is prioritised. This includes how by whom, and what key questions are posed and what information, insights and data are collated. Within the MEAL Plan this would include the authentic involvement of people most impacted by system decisions.
2. To achieve the above, the shifts are inter-related and mutually reinforcing. In their totality, they aim to propose gradual systematic application to recognize and build the value and assets held by disabled people and whānau. An example of this is an increase in community-led monitoring, evaluation, analysis, and learning so that insights and improvements can be used as part of policy development and practice at local, regional, and national levels.

Part Two: The case for change

1. This section covers:

* the case for change
* Cabinet commitments
* addressing inequities with and for tāngata whaikaha
* addressing inequities with and for disabled Pacific Peoples
* Whānau Ora
* Enabling Good Lives
* the need for an EGL-aligned monitoring and evaluation approach
* current monitoring and evaluation processes
* significant issues with monitoring and evaluation in the disability support system.

## The case for change

The current disability support system does not respond to disabled people and whānau. The current system is measured by outputs rather than by the outcomes identified as important to disabled people and whānau.

1. Change is needed for how the Crown responds to and works with disabled people and whānau. One in four New Zealanders self-identify as having a disability[[4]](#footnote-5) and represent a diverse population across the motu. Disabled people face significant barriers to achieving positive wellbeing, face disproportionate representation in poverty statistics, and experience inaccessibility and discrimination. In particular, Māori[[5]](#footnote-6) and Pacific peoples are more likely to be disabled than other population groups, as well as experiencing poorer outcomes from the disability system[[6]](#footnote-7) and less privilege across almost all socioeconomic indicators.
2. Over the last ten years there has been increased awareness that there are two issues affecting the cross-government disability support system. Firstly, that the current system, which is based on the Disability Support Services framework, unnecessarily limits disabled people’s and whānau’s choice and control over their support and their lives. Secondly, the ongoing increases in the cost of disability support is not associated with improvements in disabled people’s lives[[7]](#footnote-8). Between 2006/07 and 2016/17 DSS appropriation increased by more than 4% a year (from $775 million to $1.2 billion). In 2020 this figure increased to $1.7 billion (8.5% of the Vote Health budget).[[8]](#footnote-9)

## Cabinet commitments

1. In 2021 Cabinet endorsed “officials working in partnership with disabled people to co-develop a new approach to monitoring and evaluation which will be one of the proposed functions of the new Ministry. Current monitoring and evaluation practices and approaches across the disability support system are inadequate to provide system level insight, to capture learnings as the system transforms, or to involve people most impacted by the system”[[9]](#footnote-10).
2. New Zealand is also signatory to the United Nations Convention on the Rights of Persons with Disability (UNCRPD) 2006.

## Addressing inequities with and for tāngata whaikaha

1. The Waitangi Tribunal’s Disability Research Report[[10]](#footnote-11) highlights that Māori when compared with non-Māori have a higher prevalence of disability as well as a higher proportion of disability across all age groups and experience less privilege across almost all socioeconomic indicators. The report indicates that key issues that need to be addressed for tāngata whaikaha include:

* higher proportions of unmet need for tāngata whaikaha, which includes issues with access to health professionals and special equipment compared with non-Māori, and are likely to have lesser access to Disability Support Services
* substantial barriers to healthcare, such as appointment time, location and cost, particularly impacting those in rural areas
* increased inequities between tāngata whaikaha and non-Māori with lived experience of disability, and within tāngata whaikaha groups, due to differential Crown responses to impairment depending on the mechanism of impairment – accidental injury (covered by ACC) versus non-injury-related impairments
* semi-devolved funding arrangements that are likely to have contributed to inequities for tāngata whaikaha, specifically the arrangements whereby DHBs are required to provide most health services throughout the country under Ministry guidance but have only devolved Disability Support Services responsibility for people aged over 65 years.

## Whānau Ora

*“Me te mea ko Kōpu, ka rere i te pae. Whānau Ora is like the beauty of the star, Kōpu, that heralds the coming of the dawn.”*

**Kahurangi Tariana Turia 2011**

1. In 2010, Dame Tariana Turia, Minister responsible for Disability Issues and the newly developed Whānau Ora, oversaw the development and endorsement of the Enabling Good Lives (EGL) approach which aligned with the Whānau Ora and whānau-centred approaches.   Appendix 4 (supplement to document) provides further information on how Whānau Ora links to EGL and the UNCRDP 2006.
2. Whānau Ora is constructed around the positive potential of whānau, therefore, supporting tāngata whaikaha to be self-determining in directing their own priorities enables them to be the architects and drivers of an innovative positive future. Within a strengths-based, culturally anchored approach, the voice of tāngata whaikaha Māori is enabled and respected while being supported by whānau to achieve wellbeing and equitable health and social outcomes.

1. Whānau Ora enables navigators to sit alongside tāngata whaikaha and their whānau as they develop a plan for their future. Local evaluators and experienced monitors will support tāngata whaikaha and their whānau to achieve outcomes that will be determined by them and that will fit their own unique set of circumstances. EGL and Whānau Ora share a philosophy that tāngata whaikaha, disabled people and their whānau control their own choices and decisions that ultimately determine the lives that are important to them.

## Addressing inequities with and for disabled Pacific peoples

*“Just listen to us, we are your future.”*

**Disabled Pacific Youth19 participant**

1. Disabled Pacific people are overrepresented in the disability population statistics[[11]](#footnote-12). Consultation with disabled Pacific people, led by the Ministry of Health’s Disability Directorate on the National Faiva Ora Pasifika Disability Plan[[12]](#footnote-13), highlighted a range of issues facing Pacific communities. Many were unaware of the national plan and EGL principles. Immediate concerns were expressed around access to health and disability services of all kinds and lack of cultural appropriateness within services. This is reported to have led to a sense of shame and inability to safely provide feedback on their experiences for fear of offending or losing the services they already have. Identification of disability is also problematic for some people from a cultural lens[[13]](#footnote-14). For this reason, recommendations around specific responses for the Pacific community are provided as part of the MEAL plan.

## Enabling Good Lives

1. The disability rights movement over decades has been demanding a change to how disabled people are perceived and treated in a disabling society. This was part of an international disability rights movement[[14]](#footnote-15). The community developed the EGL vision and principles in 2011 to underpin a new approach for disabled people to lead and define for themselves what a good life is. At its heart, the EGL principles are about disabled people and their whānau having control and choice over their lives with a contribution from appropriate disability support services. EGL principles provide the cornerstone for Whaikaha. An EGL-aligned approach stresses the critical importance of Ministries being joined-up, with a consistent and shared approach to identification of meaningful life outcomes and what success looks like in the context of disability services and support.
2. Fundamental to embedding an EGL-aligned approach is rebalancing who holds information and accountability for the system. In practice, this means that power, authority, and resources need to be shifted from a primary emphasis on Crown priorities to acknowledgement of those of disabled people and whānau and tāngata whaikaha. See Supporting Document 1 for more information on EGL background, vision, principles, and key messages.

## The need for an EGL-aligned monitoring and evaluation approach

1. Measurement of inequity in a disabling society relies on information about negative interactions with the system. This is deficit focused and not welcomed by disabled people and whānau. Therefore, the way data is collected in the future will be co-developed with those who are most impacted to gain the most meaningful data.
2. There is also lack of data internationally to identify and respond effectively to people and communities. This is due to the diversity of disabled people and whānau, and the complexity of the structures and systems that present barriers to full community participation and good life outcomes.

### Evaluation and monitoring have traumatised disabled people and whānau

1. Evaluation and monitoring activities have traumatised disabled people and whānau. In particular, the disability sector and community has expressed concerns about Disability Support Services not working well for disabled people and whānau, and tāngata whaikaha.[[15]](#footnote-16) Concerns centre on a lack of choice and control over:

* the support disabled people and whānau receive
* access and quality of disability services and support
* a lack of trauma-informed approaches
* culturally inappropriate services and support
* data collection and information sharing that doesn’t put disabled people and whānau at the centre
* unclear or unhelpful local, regional, and national decision-making delegations and practices
* isolation from the community created in part by negative attitudes and barriers within social structures and systems.

## Current monitoring and evaluation processes

1. There are major gaps in four key areas.

* The overarching approach to monitoring and evaluating quality of Disability Support Services.
  + There are no formal processes for gathering and channelling the voice of disabled people into system improvement.
  + There is no clear link between insights from monitoring and evaluation processes and system improvements for disabled people.
  + Current complaints and issue resolution processes are inadequate.
  + Certification audits continue to be conducted despite recommendations for them to be replaced.
* There is inadequate and inconsistent application of EGL-aligned monitoring and evaluation methods and tools.
* Current data systems are inadequate. The current data system is fragmented, with different data being collected, and different programs used, which results in a lack of meaningful insights.[[16]](#footnote-17) Recent ombudsman reports have provided evidence of this.
* Capacity and capability of officials to apply an EGL lens to implementing change, including for monitoring and evaluation is limited.
  + EGL-aligned monitoring and evaluation tools, methods and approaches are not well understood by all officials.
  + Some evaluators contracted by officials do not have an in-depth understanding of EGL principles.

## Significant issues with monitoring and evaluation in the disability support system

1. There remain significant issues with the approach to monitoring and evaluation in the system contrary to the EGL principles specifically for purchased provider services, which were identified in the 2013 *Putting People First* quality review.[[17]](#footnote-18) Examples include auditing, which under-values disabled people’s experiences and aspirations, and does not take a strengths-based approach to improving services.
2. While some changes have been made by the Ministry of Health (now Whaikaha), key recommendations from that report remain outstanding.

* Replacing the current certification audit and developmental evaluation with an enhanced developmental evaluation, which assesses all residences on average once every three years. This needs to be supplemented by the safety requirements in the Health and Disability Service Standards that relate to disabled people.
* Designing and implementing a complaints and issues resolution process which is based on clearly defined levels of risk, key thresholds and escalation points, clear roles and responsibilities, and effective case management methodology.

Part Three: Strategic Framework

1. This section builds on the previous section by addressing the response to the case for change and the barriers inherent in the current disability system. These barriers have been created or perpetuated through the current approach to monitoring, evaluation, analysis, and learning as referenced in the previous section.
2. This section covers:

* MEAL Plan methodology and definitions
* MEAL vision
* MEAL strategic objectives
* MEAL outcomes
* MEAL principles
* implementing an EGL-aligned MEAL approach
* a strategic approach to MEAL for the disability system.

1. MEAL of the future will build on the capacity of disabled people and whānau as commissioners and designers of monitoring and evaluation, rather than just participants. The MEAL detailed strategic framework is the result of in-depth co-development based on action research principles and building on the lived experience and evaluation expertise of disabled leaders.

## MEAL Plan: methodology

### Previous evaluations

1. EGL-aligned approaches have been subject to several large-scale evaluations which have led to a more informed understanding of how well system transformation has worked to date. An embedded Try, Learn and Adjust (TLA) approach has helped inform that understanding[[18]](#footnote-19).
2. While the evaluations are of a high quality, particularly with regard to offering an in depth understanding of change against all the international quality of life indicators, there are substantial gaps across all aspects of monitoring, evaluation, analysis, and learning.

### Addressing gaps in previous evaluative approaches

1. Emancipatory research is the chosen approach for conducting research and evaluation with marginalised groups.[[19]](#footnote-20) A kaupapa Māori research paradigm includes elements of an emancipatory approach and privileges the voices of tāngata whaikaha, and whānau while respecting the cultural preferences of all disabled people. Emancipatory paradigms facilitate a process where joint researchers pose questions and work together enacting a piece of research that yields meaningful and practical results towards achieving equality. The process and documentation of discovery is as important as the end result.
2. Emancipatory action research methodology uses participatory action research within an emancipatory framework defined above. This framework enabled design of the MEAL framework including key questions, definition of current state and the vision for a future state. The co-development framework began with community experts in the field of evaluation and monitoring emphasising the value of evaluation expertise combined with critical lived experience. A pragmatic and realistic approach has enabled the identification of the four defined shifts which will enable gradual movement towards an EGL system transformation lever. While the voices of disabled people and whānau, together with community leaders, have predominated, the concerns and key questions of multiple officials have also usefully informed the end product.

## MEAL vision

1. An EGL-aligned MEAL system will provide greater accountability and critical information to disabled people and their whānau, enabling them to exercise control and improve the disability system through monitoring and evaluation processes. This will, in turn, better inform the co-stewardship of the system and create a more robust triangulated approach and a value for money analysis required by the Crown.

* Meaningful data gathering, local insights and national co-ordination to provide system level insights and the ability to understand how the disability system is transformed through EGL principles.
* A greater understanding of value for money in the context of the responsibilities, experiences, and concerns of all parties.

## MEAL strategic objectives

1. The strategic objectives for the MEAL approach are:

* to rebalance how monitoring and evaluation is conducted where priorities are set primarily by the Crown. This shift will ensure disabled people and whānau can be respected and enabled to be leaders, commissioners, designers, and implementers of MEAL.
* to put Te Tiriti o Waitangi principles into practice by adhering to culturally responsive approaches and practices throughout all monitoring, evaluation, analysis and learning, and by the commissioning of kaupapa Māori evaluation for tāngata whaikaha and whānau.
* to develop monitoring and evaluation methodologies and tools which are culturally responsive and respectful to Pacific peoples and other ethnic minority people living with disability.
* to meet relevant legislative and rights obligations (including the United Nations Convention on the Rights of Persons with Disabilities) pertinent to monitoring and evaluation approaches. This includes appropriate safeguarding through monitoring and quality assurance arrangements to be responsive to disabled people and whānau, and preventing, recognising, and responding to abuse and neglect.
* to build a fit-for-purpose MEAL system, that leads to service and system improvements for disabled people and whānau.

## MEAL outcomes

1. The MEAL success indicators are:

* increased leadership by disabled people and whānau, through exercising leadership in the development and implementation of the MEAL approach.
* a direct link between independent voice mechanisms and system improvements.
* increased cultural appropriateness and responsiveness of monitoring and evaluation approaches, tools and processes.
* increased alignment of existing monitoring and evaluation to the EGL principles.

1. The Plan seeks to address these concerns within the context of monitoring, evaluation, analysis, and learning for the disability system.

## MEAL principles

* The MEAL work programme proposes a new strategic approach to undertaking monitoring and evaluation of disability support services. The principles for implementing the new approach in the context of system transformation are:  
  giving effect to Te Tiriti o Waitangi
* privileging the voice of disabled people
* implementing an EGL-aligned MEAL approach
* joint partnership between disabled people, tāngata whaikaha, whānau, and the Crown.

1. These principles are described below.

### Giving effect to Te Tiriti o Waitangi

1. A strategic approach to MEAL needs to enact the principles of Te Tiriti o Waitangi– tino rangatiratanga (self-determination and decision-making authority), kāwanatanga (partnership and shared decision-making), and rite tahi (equity, participation, and equality and non-discrimination for tāngata whaikaha and whānau).

* Tino rangatiratanga means that disabled people and whānau and tāngata whaikaha have self-determination and decision-making authority over the things that impact them. Successfully transforming the system will revitalise rangatiratanga, with the system honouring and respecting disabled people and whānau as the experts and leaders in their own lives.
  + Monitoring and evaluation methodologies and tools need to be culturally responsive and respectful to tāngata whaikaha, disabled people and whānau. Both kaupapa Māori, and cultural responsiveness within universal approaches are needed.
* Kāwanatanga means disabled people, tāngata whaikaha and whānau, become partners and co-developers of the system, with a role in system-level decision-making. Successfully transforming the system will support tāngata whaikaha and whānau to have choice and control over decisions that directly affect their lives.
* Rite tahi recognises that disabled people and whānau and tāngata whaikaha currently experience significantly worse outcomes. Successfully transforming the system will make an important contribution to addressing this inequity. For MEAL this means:
  + prioritising monitoring of equity for tāngata whaikaha
  + ensuring system monitoring and evaluation provides a full picture of outcomes for tāngata whaikaha and whānau that matter to them.

### Privileging the voice of the disabled community

1. Based on the voice of the community, a strategic approach to MEAL needs to:

* build and invest in the capacity and capability of disabled people and whānau
* build on approaches and knowledge that already exist in the community
* share information
* embed trauma informed monitoring and evaluation practices
* invest appropriate resourcing and time.

More information on disabled peoples’ experiences of the disability system and their requirements of MEAL is included in Supporting Document 2.

## Implementing an EGL-aligned MEAL approach

1. There are opportunities to use MEAL as a lever to give effect to EGL.

* There is an opportunity with the establishment of Whaikaha to put in place a new EGL-aligned paradigm for monitoring and evaluation, which enables the systematic application of disabled person and community-led approaches to monitoring and evaluation.
* Listening to disabled people and whānau experiences and what matters to them more systematically and finding innovative ways to use these insights to create improvement at the individual, whānau, service provider and system levels.
* From the Crown's perspective, MEAL would support closer alignment of investment to intended outcomes and ensure quality improvement initiatives are informed by data and qualitative experiences. It would also support system stewardship requirements such as monitoring of equity and enabling wholistic assessment of value for money.
* This new paradigm also provides an opportunity to incorporate te ao Māori (Māori worldview) and connect monitoring and evaluation directly to policy development and practice, so that tāngata whaikaha and their whānau can more effectively inform and lead system improvements and implementation.
* EGL may be less visible to disabled Pacific people with disabilities[[20]](#footnote-21) Therefore, it is important for the MEAL approach to give voice to the specific and unique experiences of disabled Pacific people. Opportunities for leadership in the monitoring and evaluation space will improve visibility and understanding of the strengths and considerable assets of disabled Pacific people and aiga.

## A strategic approach to MEAL for the disability system

1. A strategic approach to MEAL, as a lever for disability system transformation, requires implementing:

* EGL-aligned Developmental Evaluation approaches and associate methodologies
* Independent and Autonomous Voice Mechanisms
* regionally led, nationally coordinated operating models
* an EGL-informed organisational Outcomes Framework
* data collection system transformation.

1. Each of these requirements are covered in turn below.

### EGL-aligned Developmental Evaluation approaches and associated methodologies

1. Developmental evaluation:

* sits alongside and supports emergent, innovative, and transformative development and ongoing system adaption.[[21]](#footnote-22)
* involves building purposeful relationships through whakawhanaungatanga, building from strengths, and learning by doing.[[22]](#footnote-23)

1. Developmental evaluation approaches bring together evaluative thinking and evidence with developing and implementing innovative initiatives in complex situations. EGL-aligned developmental evaluation approaches will promote ‘an individual outcomes focus to evaluation, the full inclusion of disabled people and whānau as evaluators, partnership approaches and the use of evaluation as a primary strategy for service and sector development’.[[23]](#footnote-24)

### Independent autonomous voice mechanisms

1. Future systematic opportunities for disabled people, tāngata whaikaha and whānau to input into system design are considered to be a priority. Independent voice mechanisms will enable disabled people and whānau to express their views and personal experiences as well as identify how they want to live their life. These mechanisms enable the principles of Te Tiriti o Waitangi and EGL to be put into practice.

### Regionally led, nationally coordinated operating models

1. A critical element of the national scaling of EGL-aligned approaches will be the regionalisation of decision making and operations through regional entities. Different monitoring and evaluation models will be needed to reflect and support this regional model so that local people can make local decisions informed by local data, and share their knowledge nationally, feeding into national policy change.

1. The goal here would be to use a mixed methods (Quantitative and Qualitative) approach for collecting data guided by the Outcomes Framework described in the next paragraph. The future model needs to be regionally led, but with national coordination, sensemaking and evaluation. Regional entities would need to be resourced to undertake local data collection, and support and guidance would be needed from the centre.

### An EGL-informed organisational Outcomes Framework

1. A key challenge of the existing approach is that monitoring and evaluation of the disability system has not been guided by a unified EGL informed outcomes framework. To fill this gap, the MEAL workstream team has developed an EGL-informed Outcomes Framework (Appendix 2 – supplement to document) to guide transformation across the system and beyond. The Outcomes Framework has the potential to be applicable across all supports and services for disabled people and whānau, regardless of agency funding source.

### Data collection system transformation

1. The data collected and the systems that hold it are currently inadequate to derive insights at the service and system levels. Where data is being collected, it tends to focus overly on outputs and service contract KPIs rather than the experiences of disabled people and outcomes at a population level. There are gaps in data collection, as well as data being collected, but not used. At best, this means that opportunities are being lost to improve service quality and inform policy development. At worst, it means that systemic neglect and harm may not be visible.
2. Issues of data equity and data sovereignty also need to be considered. This relates to tāngata whaikaha being able to fully participate in governance over Māori data, as well as disabled people and whānau more generally to be able to manage access to their personal data. Disabled people and whānau may face particular barriers to accessing data, which needs to be addressed.  The Ministry of Health has recently released a Data and Information Strategy for Health and Disability; Whaikaha must consider how it will enable the strategy’s goals for disabled people and whānau in particular.

Part Four: MEAL Indicative Actions

1. The following section proposes a framework and a set of indicative actions for a new approach to undertaking monitoring and evaluation of disability support services. It positions MEAL as both a lever and gold standard to give effect to the success of disability system transformation. The plan ensures all MEAL activities are responsive to Te Tiriti o Waitangi, the UNCRPD and support successful implementation of a national EGL-aligned approach.
2. This document is intended to indicate a direction for how a MEAL approach will guide and evaluate the success of future transformation initially led by Whaikaha as part of the tripartite partnership. All future change and evaluation will occur in collaboration with disabled people and whānau, tāngata whaikaha and the Crown across government agencies.
3. The next section covers the MEAL Plan vision, objectives and outcomes and the strategic shifts required to do so.

## Achieving the MEAL vision, objectives, and outcomes

1. To move from the current state to a strategic approach for monitoring, evaluation, analysis, and learning across the disability system, four strategic shifts are required. The four strategic shifts were identified by analysing the current state of monitoring and evaluation and comparing this with the desired future state of MEAL as articulated in the strategic objectives and outcomes of MEAL.

## Strategic shifts

1. The four strategic shifts are outlined below

Image has a colourful layout with text in boxes. 
Title: Monitoring, Evaluation, Analysis and Learning (MEAL) Strategic Priorities
Underneath the title: System Transformation Outcomes Framework. Rights and Protections – Wellbeing – Authority – Equipped – Developing and achieving – Connections – Belonging.  

Left hand side first box: 
Title: Vision
• To shift power from the Crown to disabled people and whānau as leaders, commission designers and implementors of MEAL 
• To meet relevant legislative and rights obligations including the UNCRPD pertinent to monitoring and evaluation approaches
• To put Te Tiriti o Waitangi into practice through commissioning of Kaupapa Māori evaluation and adhering to culturally responsive approaches and practices
• To establish the necessary system settings for MEAL
Left hand second box: 
Title: Outcomes
• Increased leadership by disabled people and whānau, through exercising leadership in MEAL.
• Increased alignment of existing monitoring, evaluation, analysis and learning to an EGL approach.
• Increased cultural appropriateness and competence of MEAL.
• Increased strength of independent voice mechanism. 
• To build a fit-for-purpose MEAL system, that leads to system 
• improvements for disabled people and whānau.
Right hand side: 
Title: What key strategic shifts do we need to make? 
• Strategic Shift 1: Disability system monitoring, evaluation, analysis, and learning is led, designed, and conducted by and with disabled people and whānau in partnership with the Crown.
• Strategic Shift 2: Disability system monitoring, evaluation, analysis and learning practices are guided by Te Tiriti o Waitangi
• Strategic Shift 3: Disability system monitoring, evaluation, analysis, and learning approaches provide a lever to create better outcomes for disabled people and whānau.  
• Strategic Shift 4: Disability system monitoring, evaluation, analysis, and learning approaches use effective and appropriate tools, levers and mechanisms



## Strategic Shift 1:

**Disability system monitoring, evaluation, analysis, and learning is led, designed, and conducted by and with disabled people and whānau in partnership with the Crown.**

| **Shift purpose** | **What will success look like for this shift?** |
| --- | --- |
| To ensure disability system monitoring, evaluation, analysis, and learning is led, designed, and conducted by disabled people and whānau in partnership with the Crown.  This shift is important because while disabled people and whānau have conducted, led, implemented and developed innovative approaches to monitoring and evaluation in Aotearoa New Zealand for over two decades, these approaches have not been systematically applied. This has led to a piecemeal approach to monitoring and evaluation. | This shift will be achieved when disabled people and whānau have the ability to monitor and evaluate how the system works for them, and to influence how the system is improved. |
| **Indicative action** | **Description** |
| **1.1 Priority Action**  Establish an Insights Alliance between disabled people and whānau, and the Crown to work together in tripartite partnership to monitor and evaluate the disability system and influence how the system works. | The Alliance will be independent of the operational arm of Whaikaha but supported and resourced by Whaikaha. It will be aligned with the regionally-led, nationally-coordinated governance model (action 3.1). Disabled people and whānau, and tāngata whaikaha would need to be sufficiently resourced to participate and contribute as equal members.  The Alliance is a key mechanism that enacts the voice of disabled people and whānau and supports leadership, with and by disabled people and whānau, through guiding the commissioning of system-wide MEAL activities and actions.  While the Alliance is proposed as an action under Strategic Shift 1, it is fundamental to all four shifts, and is needed to give effect to many of the proposed actions.  All subsequent actions that are dependent on the Alliance are denoted with an asterisk (\*). |
| **1.2**  The Crown commits to providing appropriate stable and consistent funding for disabled person-led research and evaluation. | This action aims to increase stability and consistency for disabled person-led research and evaluation, so that disabled person-led research and evaluation organisations can plan for the future and retain and develop staff so that high-quality monitoring and evaluation can be commissioned. |
| **1.3**  Build and strengthen the disabled person and whānau-led research and evaluation community by developing a workforce plan to create educational and career pathways and enable retention for disabled researchers and evaluators. | This action aims to improve job security and career development for disabled researchers and evaluators, as well as increase opportunities for disabled people to start a career in research and evaluation. |
| **1.4**  Create systems to implement data sovereignty, transparency, and information sharing\*.  See also Action 2.5 for Māori data sovereignty). | For the tripartite approach to be realised, the Crown must resource and build appropriate methods for sharing data and information as part of the Insights Alliance.    In addition, Whaikaha must work with the Ministry of Health to implement the Data and Information Strategy for Health and Disability and prioritise fit-for-purpose data access strategies that work for disabled people and whānau. |
| **1.5**  Co-develop procurement standards to ensure appropriate input and oversight from disabled people when procuring research and evaluation\*. The Insights Alliance could lead the development of these standards. | This action will ensure that providers of monitoring and evaluation use appropriate approaches, are disabled people and whānau-led (to the greatest extent possible) and produce fit-for-purpose, mana-enhancing and high-quality research, and evaluation products. |
| **1.6**  Build the capability and capacity of disabled people and whānau to monitor and evaluate the system. | This involves building upon existing community networks, evaluation expertise and links in with the Capacity and capacity development workstream of system transformation.  This includes dedicated Te Ao Māori and Pacific approaches to building capacity. |
| Develop an outcomes-focused, multiyear evaluation and research agenda \*. | This involves developing a coherent multi-year work programme of evaluation to assess what is working, what needs to be adjusted, and how well the EGL vision is being achieved through system transformation.  This could be led by the Insights Alliance. |

## Strategic Shift 2:

**Disability system monitoring, evaluation, analysis, and learning practices are guided by Te Tiriti o Waitangi**

| **Shift purpose** | **What will success look like for this shift?** | |
| --- | --- | --- |
| The purpose of this shift is to ensure disability system monitoring and evaluation practices are guided by Te Tiriti o Waitangi and support a new structure to support Māori co-governance of monitoring and evaluation. | 1. This shift will be achieved if:  * the MEAL approach has an explicit role for tāngata whaikaha (and under the korowai of Te Tiriti o Waitangi,) through tripartite governance * the transformed system is being monitored and evaluated using methodologies and tools that are culturally responsive and respectful to tāngata whaikaha, disabled people and whānau.  Both kaupapa Māori, and cultural responsiveness within universal approaches are needed * monitoring of equity for tāngata whaikaha is prioritised * system monitoring and evaluation provides a full picture of outcomes for tāngata whaikaha that matter to them. | |
| **Action** | | **Description** |
| **2.1**  Establishexplicit partnership role of tāngata whaikaha, as part of the Insights Alliance. | | This is a commitment to engaging in a partnership that involves collaborating to determine issues/problems and develop solutions reflected in proposals. Each party retains its own decision-making role. Or alternately co-designing governance, design, delivery, and monitoring of services and jointly making decisions.15 |
| **2.2**  Develop specific Māori approaches, strategies and practices to EGL-aligned monitoring and evaluation. | | This includes working with the appropriate EGL governance groups and experts to design and resource a te ao Māori evaluation agenda.   A priority for this action is to develop culturally specific outcomes frameworks to sit along the universal one described earlier in this document. |
| **2.3**  Resource capability and capacity building of Kaupapa Māori evaluators with lived experience of disability and create a future pipeline in the EGL space. | | This is strongly connected to the workforce plan (action 1.6) but with a specific focus on ensuring ongoing stability and support to develop Kaupapa Māori evaluation. |
| **2.4**  Work with tāngata whaikaha Māori experts to embed appropriate expertise in research design and methodologies that centre on critical Te Tiriti analysis16 and equitable health and disability outcomes. | | This aims to develop and embed an understanding of how the disability system is working for Māori, with a particular focus on equity. |
| **2.5**  Support tāngata whaikaha to participate and lead on Māori disability data sovereignty (see also action 1.4). | | For the tripartite approach to be realised, the Crown must resource and build appropriate methods for sharing data and information as part of the Insights Alliance.  In addition, Whaikaha must work with MoH to implement the Data and Information Strategy for Health and Disability and prioritise fit-for-purpose data access strategies that work for disabled people and whānau. |
| **2.6**  Develop specific Pacific approaches, strategies and practices to EGL-aligned monitoring and evaluation to achieve equitable health and disability outcomes for Pacific peoples. | | This includes working with the appropriate EGL governance groups and experts to design and resource a Pacific Peoples evaluation agenda. A priority for this action is to develop culturally specific outcomes frameworks to sit along the universal one described earlier in this document. Disabled Pacific People will have a key role in this context |

## Strategic Shift 3:

**Disability system monitoring, evaluation, analysis, and learning approaches provide a lever to create better outcomes for disabled people and whānau**

| **Shift purpose** | **What will success look like for this shift?** | |
| --- | --- | --- |
| The purpose of this shift is to strengthen the system’s ability to evaluate whether the disability system enables better outcomes for disabled people and whānau. | This shift will be achieved if:   * the MEAL system takes a wider and more holistic view, considering outcomes at the individual and whānau, service and system levels * monitoring and evaluation focus on understanding whether system transformation is improving the lives of disabled people and whānau, and if this is equitable * there is a clear line of sight between outcomes, performance and quality frameworks, indicators and service contracts * there is an explicit focus on insights driving system improvement * insights gathered through locally led monitoring and evaluation are fed into national policy development. | |
| **Action** | | **Description** |
| **3.1**  Endorse the universal Outcomes Framework (alongside culturally specific outcomes frameworks to be commissioned under Shift 2) and establish a programme to launch and implement the Framework. | | This action involves developing resources and guidance for Whaikaha staff and providers. |
| **3.2**  Develop a measurement framework that connects local need and progress to national level policy settings, including specific progress indicators\*. | | Start by consolidating measures that have already been developed. New measures will need to be developed for the cross-cutting domains in the Outcomes Framework: partnership, equity, stewardship and value for money.  Requires a specific focus on equity indicators.  Requires a specific focus on indicators for improvement. Requires a national system of outcomes standards for providers (action 3.3). |
| **3.3**  Develop a national system of outcomes standards for providers and redesign all existing and continuing contracts for service to align with the Outcomes Framework. | | There are a number of existing contracts that will be brought over in the transition to the new department. These will need to be reviewed and/or retired so future expectations for providers are clear and they are aligned with the Outcomes Framework and therefore, an EGL-aligned approach. |
| **3.4**  Establish the necessary infrastructure to enable regionally led and nationally coordinated monitoring and evaluation. | | This action would establish, resource and create appropriate governance structures to enable regionally led, nationally coordinated approaches. This includes creating a model that strikes the right balance between regional and national so that disabled peoples’ and whānau voices can be captured locally and understood at a national level. |

## Strategic Shift 4:

**Disability system monitoring, evaluation, analysis, and learning approaches use effective and appropriate tools, levers and mechanisms**

| **Shift purpose** | **What will success look like for this shift?** | |
| --- | --- | --- |
| The purpose of this shift is to ensure effective and appropriate tools, systems, methods and approaches to monitoring, evaluation, and research are used to support an EGL-aligned monitoring and evaluation system led by disabled people and whānau | This shift will be achieved if:   * officials have an in-depth understanding of EGL principles and how they are applied to monitoring and evaluation activities * modern and fit-for-purpose data systems are used to securely hold data and information, along with tools to support comprehensive analysis * a quality system is used which focuses on connecting insights from monitoring and evaluation activities to system improvements * all complaints, issues, and concerns are responded to appropriately and aggregated as a source of improvement data * developmental evaluation approaches to quality and assurance are used across the system * appropriate and trained evaluators carry out evaluations. | |
| **Action** | | **Description** |
| **4.1**  Design and implement a continuous improvement model to ensure MEAL informs system improvement\*. | | Currently, there is limited facilitation between the voice of disabled people and whānau to system improvements. There is an opportunity to develop a strong model so that the voices of disabled people and whānau can be used to improve the system. This action has a strong connection to the Independent Voice Mechanism.  This action includes a quality improvement and learning system for service providers based on experiential and outcomes data provided by disabled people and whānau. |
| **4.2**  Commit to replacing current certification audit with an enhanced developmental approach to quality and assurance. | | As part of implementing a new quality model, systematically roll out an enhanced developmental evaluation approach.  This is in line with the Putting People First recommendations.  Policy and legal work would be required, as the current certification audit is provided for in regulations. |
| **4.3**  Create a complaints and issues resolution process (including clearly defined levels of risk, key thresholds and escalation processes, clear roles and responsibilities). | | This would be a part of the continuous improvement model but with a focus on responding to instances of abuse, mistreatment, and neglect of disabled people. The process should focus on the safety of disabled people and issue resolution. This action should be informed by recommendations in the Putting People First review and the Royal Commission of Inquiry into Abuse in Care redress report. |
| **4.4**  Design a self-monitoring system for services provided directly to disabled people through personal budgets aligned with existing EGL-aligned tools. | | Monitoring systems will have to be designed to reflect the shift to personal budgets from government contracted services. Systems will have to ensure that the voice of disabled people can be captured and actioned outside of the provider/government relationship. The new system can build upon existing EGL-aligned tools. |
| **4.5**  Undertake a review of data and monitoring systems at Whaikahato ensure IT capabilities meet the requirements of MEAL. | | MEAL requires modern and fit-for-purpose systems to securely hold data and information, and tools to support comprehensive analysis. The system will need to support information sharing, transparency and ease of access required for the Insights Alliance and the regionally led, nationally consistent model. |
| **4.6**  Ensure capacity and capability of officials regarding an EGL-aligned approach to MEAL, for example the implications of a disabled person and whānau approach to policy and service development. | | This will involve considerable workforce change at every level to support an understanding of what a systems response to the EGL principles means in practice. A framework for evaluation of all work against MEAL principles will provide a lever for achieving this change. |
| **4.7**  Support and build the EGL capability and capacity of ‘mainstream’ evaluators. | | This could be in the form of a community of practice, where approaches and lessons can be shared to build capability and capacity of evaluators. |

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Implementation Phasing

1. Phasing of implementation will be agreed by Whaikaha, and a separate briefing has been presented for the new CEO. It is expected that implementation will occur alongside system transformation implementation and over four phases. Those aspects of MEAL already present in the system will be strengthened in phase one.
2. MEAL has future potential to partner with other government agencies to achieve an aligned EGL-aligned approach to monitoring and evaluation, guided by a cross agency Insights Alliance. The alliance is likely to form within a joint venture arrangement similar to successful examples in the UK. <https://www.thinklocalactpersonal.org.uk/>

Supporting Document 1: EGL vision, principles, key messages and links to MEAL

The EGL vision and principles (shown below) were developed in 2011 by the disability community to underpin a new approach to disability support. The vision since day one has been for disabled people and whānau to have greater choice and control over their supports and lives.  EGL shares a whakapapa with the Whānau Ora approach, which is tuakana (sibling) to EGL. They share the aspiration of a strengths-based, whole-of-life approach, with an emphasis on building the leadership of disabled people and whānau in shaping their own futures and a commitment to building strong communities

## EGL VISION

In the future, 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.

## EGL PRINCIPLES

* **Self-determination.** Disabled people are in control of their lives.
* **Beginning early.** Invest early in families and whānau to support them; to be aspirational for their disabled child; to build community and natural supports; and to support disabled children to become independent, rather than waiting for a crisis before support is available.
* **Person-centred.** Disabled people have supports that are tailored to their individual needs and goals, and that take a whole life approach rather than being split across programmes.
* **Ordinary life outcomes.** Disabled people are supported to live an everyday life in everyday places; and are regarded as citizens with opportunities for learning, employment, having a home and family, and social participation – like others at similar stage of life.
* **Mainstream first.** Disabled people are supported to access mainstream services before specialist disability services.
* **Mana enhancing.** The abilities and contributions of disabled people and their families and whānau are recognised and respected.
* **Easy to use.** Disabled people have supports that are simple to use and flexible.
* **Relationship building.** Relationships between disabled people, their whānau and community are supported and strengthened.

In response to the work to develop EGL-aligned approaches, the disability system is being transformed. Led by disabled people and whānau, this work was initially facilitated by the Ministry of Health. Following pilots of this new approach in three demonstration sites5, [[24]](#footnote-25)system transformation is now focused on national scaling of the approach. This will transform disability support services for at least 43,000 disabled people and whānau and will drive better life outcomes for disabled people at both the local and national level.

Supporting Document 2: Disabled peoples’ experiences of the disability system and their requirements of MEAL

This plan was informed by engagement with EGL governance groups including the National EGL, the Whānau Ora Interface Group (WOIG) and Te Ao Mārama. These groups provided strong feedback that dedicated Māori and Pasifika approaches to monitoring and evaluation need to be embedded. This includes appropriate resourcing and governance structures. Work is currently underway to facilitate this.

In November 2021, a hui with tāngata whaikaha me whānau Māori, disabled people and whānau, members of the evaluation community and officials (including from Ministry of Health, Ministry of Social Development and the Royal Commission of Inquiry into Abuse in State Care and Faith Based Institutions) discussed the next stages of transforming the monitoring and evaluation of the disability system. The hui focused on:

* participants’ hopes for MEAL
* key challenges, questions and concerns
* discussing the actions needed to drive the necessary changes.

Hui participants were broadly supportive of the proposed future direction for MEAL.

Participants identified the following areas that need to be developed so that MEAL can be successful:

* Building on and investment in the confidence and capacity of disabled people and whānau
* Building on approaches and knowledge that already exists
* Information sharing
* Trauma informed monitoring and evaluation practices
* Appropriate resourcing and time investment.

### Building and investment in the confidence and capacity of disabled people and whānau

Building and investing in capacity and capability of disabled people and whānau to lead and participate in MEAL is critical as there are significant inequities among disabled people and whānau.

Through building and resourcing capacity and capability, MEAL can be a community-led process rather than a continuation of current top-down approaches to monitoring and evaluation.

### Building on approaches and knowledge that already exists

Disabled people and whānau have developed approaches and techniques for monitoring and evaluation that MEAL can and should build upon. This includes approaches for developmental evaluation and techniques for engaging with people with significant impairments.

Additionally, the EGL-aligned demonstration sites have a wealth of knowledge on what works for disabled people and whānau in terms of monitoring and evaluation. This wisdom should be listened to and built upon. Hui participants noted that it would be useful to have an analysis of the strengths and weaknesses of different approaches to monitoring and evaluation.

### Information sharing

Transparency and accessibility of information and data was a key theme of the hui. A key goal of MEAL needs to be ensuring that monitoring and evaluation findings and insights are transparent, useful and accessible for all disabled people and whānau.

### Trauma informed monitoring and evaluation practices

Some disabled people and whānau are in crisis and hold trauma related to their experiences with the disability system (and/or previous evaluation experiences). Monitoring and evaluation practitioners should be mindful of this and treat both disabled people and whānau and the information collected through monitoring and evaluation, appropriately.

This includes using trauma-informed approaches to monitoring and evaluation and considering the information and data collected to be a taonga that benefits the lives of disabled people and whānau as rightsholders. It may also involve practitioners escalating disclosures or gaps in services to the appropriate party.

### Appropriate resourcing and time investment

Partnership with disabled people and whānau requires more resourcing and time investment compared to more traditional, less innovative approaches to monitoring and evaluation. This will need to be reflected in how MEAL is implemented and resourced in by Whaikaha

Glossary and Acronyms

MEAL: Monitoring, Evaluation, Analysis, and Learning

MEAL strategic framework: the strategy behind the Monitoring, Evaluation, Analysis, and Learning workstream

NASCs: Needs Assessment and Service Coordination services

Needs Assessment Services and Service Coordinators (NASC): organisations contracted by Whaikaha to work with disabled people and whānau to identify their strengths and support needs, outline what disability support services are available, and determine their eligibility for Ministry-funded support services

Partnership approach: an approach and framework developed by, and with, disabled people and whānau, tāngata whaikaha and the Crown recognising the need for joint responsibility for improved participation and partnership with a range of community members, including those who traditionally have no say in the way services are developed or delivered.

Plan for action: the plan that outlines the actions government will take as part of the Monitoring, Evaluation, Analysis, and Learning workstream to support the system transformation

Regionally led, nationally coordinated operating models

Rite tahi: equality; providing an environment that supports equitable Māori outcomes.   
strategic shifts: the fundamental changes that need to happen in the system in order to deliver better for disabled people and whānau

Strengths-based approaches: approaches to social care that focusses on individuals’ strengths (including personal strengths and social and community networks) and not on their deficits

System transformation: the work done by the government to transform the system providing services to disabled people, including embedding the enabling good lives principles

Tāngata whaikaha: Disabled Māori People

The Crown: a term that describes the state of New Zealand and the Government. The Crown is part of the Treaty of Waitangi relationship between Māori and the government

The United Nations Convention on the Rights of Persons with Disabilities: a human rights treaty that reaffirms that disabled people must enjoy all human rights and fundamental freedoms

Tino Rangatiratanga: self-determination; sovereignty

Tripartite approach: A shared accountability for future development of monitoring and evaluation that respects the priorities and responsibilities of disabled people and whānau, the voices and expertise of tāngata whaikaha and the legislative responsibilities and accountabilities of the Crown. This approach supports identification of mutually important and reciprocal outcomes.

Tripartite partnership: a partnership between disabled people, tāngata whaikaha me ō rātou whānau, and the Crown such that the Crown’s power, authority, and resources are shifted to disabled people and tāngata whaikaha me ō rātou whānau

Try Learn and Adjust (TLA) approach: a developmental evaluation approach that uses information about how a project or programme is going to makes changes as it unfolds

Waitangi Tribunal's Disability Research Report

Whakapapa: genealogy; one’s ancestors

Whānau Ora: a cross-government work programme jointly implemented by the Ministry of Health, Te Puni Kōkiri, and the Ministry of Social Development that places whānau at the centre of service delivery

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