



Proposal to trial life chances-based methodologies and measures in the NDIS

1.0 Summary of Purpose

This proposal sets out a program of 7 strategic projects that together constitute a trial of NDIS methodologies and measures based on the advancement of a person's life chances.

The projects are offered as an opportunity to explore the goodness-of-fit of an approach to the NDIS pathway, including agency roles and character, and including outcome measures, anchored on the *Model of Citizenship Support*.

Published in its second edition in 2013, the Model is a conceptual framework for understanding and advancing the extent of a person's control and choice (termed *Personhood* in the Model), and understanding and advancing the extent of a person's participation in valued roles in community life and the economy (termed *Citizenship* in the Model).

For each project, the proposal sets out indicative milestones; those that can be accomplished before 1 July 2014 and those after.

The proposal does not yet set out the indicative costs of running the trial as this will be dependent on first testing some assumptions about the availability of certain resources within the NDIA.

2.0 Background: the development of the Model of Citizenship Support

The Model of Citizenship Support was developed by Robbi Williams, as a result of experiences and observations from over 25 years work across a range of social and health issues - disability, mental health, older persons, children, families at risk, homeless people, and chronic health issues. Common to all such work is the central enquiry, be it stated or unstated, about how one might best advance, or uphold, a person's life chances. The Model is anchored on the notions of *Personhood* and *Citizenship*. *Personhood* relates to how people understand and value themselves and author their own lives. It reflects the kind of outlook people have for their own future, the extent they see good in themselves, and the nature of decision-making in their lives, and the choices they make. In terms of the National Disability Insurance Scheme, *Personhood* speaks to values of **control and choice**.

Citizenship relates to how people find their place in the world, their belonging, as active, valued citizens. Unlike *citizenship*, which is often understood as a static, unchanging membership of a

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sovereign state, *Citizenhood* is a dynamic experience, and people can move into and out of Citizenhood depending on their circumstances. Based on this distinction, it can be argued every public policy, to a greater or lesser extent, is designed to advance or uphold people's access to Citizenhood. In terms of the National Disability Insurance Scheme, Citizenhood speaks to values of **participation in community life and the economy**.

Importantly, given the imperatives for setting appropriate public expectations of the NDIS, the Model of Citizenhood Support argues we cannot deliver a good life to people, because it is up to each individual to determine the life they want for themselves, and the decisions and actions they can take to create it.

Instead, the most we can do is assist people to build their life chances, because it is the presence of life chances that can critically affect how successful a person is in building a good life for themselves. JFA Purple Orange believes the primary goal of the NDIS is to sustainably build people's life chances, or otherwise to defend and restore those life chances in line with insurance principles.

The Model asserts life chances can be built by attending to four different types of resource, termed the *Four Capitals*, in a person's life. These are *Personal Capital*, *Knowledge Capital*, *Material Capital*, and *Social Capital*. The Model examines each of these, explaining their elements, their relative absence in contemporary (pre-NDIS) disability service systems, and how they might be grown.

As illustrations, the second edition of the Model includes two tools. The first is a sample tool designed to understand a person's current circumstances in terms of life chances. This tool, comprising a total of 48 ratings across 6 key lifestyle domains, can be tailored to generate outcome measures in each of the Four Capitals, and in lifestyle areas such as home, health, daily living, valued roles, relationships, and personal authority. This tool may be of interest to the NDIA in its work to determine how best to measure NDIS outcomes for individual participants and on aggregate for the participant population overall.

The second is an audit tool for support agencies (this includes individuals operating as agents either formally or informally) to consider just how helpful they are being to a person's life chances. This tool may be of interest to the NDIA in its work to develop the sector's capacity to be authentically responsive to the needs of NDIS participants.

From the Model, JFA Purple Orange has developed a number of applications and we expect the list to grow. Current applications include:

- A capacity-building program for people living with disability and their families
- A leadership development program, for individuals and peer networks
- A safeguards framework
- A capacity-building program for service agencies wishing to transition to more personalised supports, including a bespoke Social Audit methodology

Feedback has been very positive from a range of stakeholders.

3.0 How the Model of Citizenship Support might be of assistance to the NDIS

As set out above, we believe the Model has good applicability in terms of the NDIS's values and imperatives. This is based on the view the NDIS needs to deliver on three key goals:

1. Advancement of the participant's **authentic involvement in mainstream community life and the economy** (Citizenhood)
2. Advancement of the participant's **authentic control and choice**, so they are authoring their own lives (Personhood)
3. Ensure **NDIS financial sustainability** (best possible use of public funds)

Thinking about how such values and imperatives are translated into action, the Model can provide a projects framework for resolving a number of design and implementation issues, including:

- Assisting in the development of an actuary data framework that maps individual circumstances to indicative package values, based on life chances
- Simpler assessment, planning and sign-off process to optimise Agency operational costs
- Framework of choices for assistance in planning, to augment control and choice and also to optimise Agency operational costs
- Outcomes measurement framework linked to authentic gains in life chances
- Training and calibration of key agency frontline personnel
- Risk enablement (safeguarding) for people living with high vulnerability
- Minimisation of risk of cost-shifting from other public service portfolios, for example education, health and transportation

The remainder of this document outlines each of these projects in terms of main elements and milestones.

4.0 The program of 7 inter-related projects

The NDIS constitutes complex social reform. Such complexity typically involves the development of component projects, each with its own set of deliverables but also interrelated to provide the aggregate connectivity and coherence that is critical to the success of the Scheme.

Accordingly, this proposal has scoped seven separate projects, each of which is designed to deliver tangible benefits in terms of the Scheme's imperatives and the Agency's operations, and to also work collectively to maximise benefits as an integrated program.

All milestones are indicative only, depending on the extent and timing of availability of NDIA resources.

4.1 Project 01: Assisting in the development of a 'life chances' actuary data framework that maps individual circumstances to indicative package values

The Model gives the NDIA an opportunity to test the development, operation and migration of an actuary model from a deficit-based framework to a 'life chances'-based framework.

Indicatively, this project involves the following milestones:

For 1 July 2014

- Development of a layered, nominated actuary data conceptual framework
- Development of key data-gathering tools, and in particular in quantifying distance from life chances as a result of disability
- Initial modeling of data across a sample population considered by NDIA to be representative of the spread of NDIS participants, to establish 'life chances investment levels'

1 July 2014 - 30 June 2016

- Testing and further calibration of data framework using 5 x 100-person cohorts across first 12 months of rollout of ACT trial site
- Refinements of model during year 2, ready for broader implementation as required.

4.2 Project 02: developing a simpler assessment, planning and sign-off process to minimise Scheme overhead costs

The Model gives the NDIA the opportunity to test a simpler approach to the assessment and planning process. Allied to project 1, this involves the tailoring of the NDIA planner role to deliver three key milestones:

- (1) easy co-assessment to deliver an indicative signal of quantum of *possible* funding assistance, plus signposting for planning options, where the planner directs the participant to a range of options for assistance with planning, and which can be expected to reduce time/cost pressures on planners;
- (2) testing and sign-off of draft plan based on goodness-of-fit with relevant life chances investment level and with overall parameters for acceptability;
- (3) Review of impact of investment on life chances, to generate return-on-investment data to help evolve actuary model and the reference prices and parameters therein.

Indicatively, this project involves the following milestones:

For 1 July 2014

- Development of an assessment-planning-signoff-review pathway, based on principles of goodness'-of-fit, accessibility, co-design and co-production.
- Development and delivery of training content to NDIA planners and related staff
- Development of stakeholder feedback tool

1 July 2014 - 30 June 2016

- Practice support to planners
- Testing and further calibration of pathway, based on stakeholder feedback
- Corresponding resizing of planner role and caseload size, to help reduce lapsed times for assessment/planning logistics and contain agency costs

4.3 Project 03: developing a Framework of choices for assistance in planning

Typically, people have unique preferences, not just about their support arrangements but also about how they plan. This suggests the NDIS can add value by offering participants a range of mechanisms for assistance with planning. In addition to the default availability of an NDIA planner, for some people this might include accessing third-party assistance from a Disability Support Organisation (DSO) or other formal/informal agent, and/or accessing key information supports to undertake planning without external assistance.

Again allied to the previous projects, this project involves the development of a framework of planning supports, so that NDIS participants have authentic choice when considering what supports might best assist them to plan. This will also help optimise the costs of the planning process across the Scheme, and can be expected to reduce cost pressures, particularly if the NDIA planner service happens to be at the more expensive end of the spectrum of planning assistance.

Indicatively, this project involves the following milestones:

For 1 July 2014

- Development via co-design methodology of a trial framework of planning support options
- Development of a pricing model
- Commencement of initial commissioning of suppliers
- Development and delivery of training content to NDIA planners and related staff
- Development of stakeholder feedback tool

1 July 2014 - 30 June 2016

- Testing and further calibration of framework, based on stakeholder feedback
- In conjunction with project 02, corresponding resizing of planner role and caseload size, to help reduce lapsed times for assessment/planning logistics and minimise agency costs

4.4 Project 04: Outcomes measurement framework linked to authentic gains in life chances

The main imperative for the NDIA is to administer a sustainable Scheme for disability support funding that delivers on the values of *control & choice* and *participation in community life & the economy*. The selection of these choices is no accident: personal authorship (control and choice) and the take up of valued roles (participation in community life and the economy) are central elements of a good life. However, the Scheme cannot be expected to craft a good life for a person, because only the person themselves can undertake this, based on the availability of fair and reasonable life chances. This means the goal of the Scheme is to build (or uphold or restore) people's life chances in support of a good life. If this is the anticipated return on investment (the outcome), then the outcome measures need to reflect this, by measuring changes in the availability of life chances.

Typically, service systems struggle to measure authentic outcomes, and instead undertake proxy measures such as outputs (such as units of service provided), processes (such as evidence of safety processes involved in delivering service), and even inputs (such as essential staff qualifications). Unfortunately, such measures do not reliably signal an increase in life chances, and this in turn means the service system has no real way of determining if it is getting a good return on investment. This is a significant issue when there are also imperatives for financial sustainability.

The NDIA is likely to get good value from an outcome measures framework that delivers potent data on the impact of NDIS funds on participants' life chances. This will assist the evolution of the actuary framework, building and refining the relationship between investment and outcomes. It can also help quantify issues that may relate to other public service portfolios (refer Project 7).

As outlined in the introduction, JFA Purple Orange is the custodian and curator of the Model of Citizenship Support, a life chances framework that offers a conceptual framework for developing outcome measures that directly relate to a person's life chances. Therefore we propose the Model be used to develop outcome measures for the NDIS.

Indicatively, this project involves the following milestones:

For 1 July 2014

- In conjunction with project 01, and based on the Model of Citizenship Support, development of a data-gathering tool that quantifies a person's distance from fair and reasonable life chances
- Also in conjunction with project 01, initial modeling of data across a sample population considered by NDIA to be representative of the spread of NDIS participants, to test and refine the initial version

1 July 2014 - 30 June 2016

- Data-gathering and further calibration of outcome measures using 5 x 100-person cohorts across first 12 months of rollout of ACT trial site
- Rollout across remaining trial site cohort in year 2
- Analysis and consolidation of the relationship of this outcomes measures tool with other data-gathering methodology within the Scheme

4.5 Project 05: Training and calibration of key agency frontline personnel

The success of the NDIS depends in large part on the quality of its people and the extent of their authentic connection with the Scheme's values and what these mean for practice.

A key challenge for any organisation is first to identify which values it truly seeks to live by, and then to resolve not only how to translate such values into strategy, systems and structure, but also critically to translate this commitment into consistent, coherent daily practice. In other words, the values only truly become part of an organisation's identity when every internal stakeholder upholds the values in every transaction undertaken; such is the nature of a strong positive organisational culture.

This project delivers a framework for NDIA staff to calibrate their everyday practice to help build and sustain an authentic values-driven culture.

Specifically, this project involves the following milestones:

For 1 July 2014

- The development of a bespoke training program on values-based practice for NDIA staff, and drafting of a rollout program for all ACT trial site staff and their chain of command
- Delivery of program to first cohort of NDIA front line staff in ACT, and subsequent refinements to content
- Development of a feedback form for staff and for NDIS participants

1 July 2014 - 30 June 2016

- Continued delivery and refinements, so that all ACT trial site staff and their chain of command have accessed the material.
- Delivery of a series of 'community-of-practice' workshops for ACT trial site staff, to support reflective practice and a deeper connection with how to translate NDIS values into person-centred, 'life chances'-centred practice
- Periodic administering of feedback forms to staff and separately to NDIS participants and their families to evaluate impact on practice
- Development of an implementation plan across Agency as required

4.6 Project 06: Risk enablement (safeguarding) for people living with high vulnerability

Duty-of-care for the well-being of people living with disability is evident throughout much of the history of disability support, as a response to the increased vulnerability people live with because of their disability, and the associated concerns about risk.

Unfortunately, system responses to such perceived risk have tended to result in reduced or absent opportunity for people living with disability to access typical valued life chances. This consequence was reflected by the many stories shared in the report *SHUT OUT: The Experience of People with Disabilities and their Families in Australia (Commonwealth of Australia, 2009)*.

This same duty-of-care for the well-being of people living with disability lies at the heart of the NDIS and the policy debate that led to the scheme. The challenge is to build arrangements that are responsive to a person's increased vulnerability without also creating 'safe' services that in fact are not always that safe and which inadvertently close off many opportunities for goodness in life. This calls for a focus on safeguards instead of safety; to focus on taking risk safely instead of making safety risky.

With this in mind, JFA Purple Orange proposes the development of a risk enablement framework, anchored on the context of advancing and upholding good life chances, and which channels specific expertise towards those people with the greatest vulnerability.

Indicatively, this project involves the following milestones:

For 1 July 2014

- The assembly of a co-design team
- The development of a trial site Risk Enablement Process (REP), including mapped links to deliverables from Projects 02 and 03
- design and delivery of an initial training module for relevant NDIA staff working in the ACT Trial site
- Development of a feedback form for staff and for NDIS participants and their families

1 July 2014 - 30 June 2016

- Initial running of REP for all relevant ACT trial participants
- Periodic review of impact (say at 3, 6 and 12 months initially) via outcomes measure (project 04) and the customised feedback forms to all key relevant stakeholders, to help refine the methodology
- Alongside Project 05, delivery of a series of 'community-of-practice' workshops for ACT trial site staff, to refine and consolidate methodology
- Development of an implementation plan across entire agency as required

4.7 Project 07: Minimisation of risk of cost-shifting from other public service portfolios, for example education, health and public transport

For the NDIS to be truly sustainable, it needs to establish mechanisms that assist other government-funded public service portfolios - for example transportation, education, employment and health – to ensure their own portfolios are properly welcoming and inclusive of people living with disability. This is a logical consequence of the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD), ratified by Australia in 2008 and serving as the foundation for Australia's National Disability Strategy.

The challenge here is the presence of the NDIS, together with the increased public expenditure on disability support it represents, may result in those other portfolios, for whatever reason, consciously or unconsciously, engaging in cost-shifting activities. This can happen when it is assumed the resolution of a range of practical disability-relevant issues is in the province of the NDIS, instead of those other portfolios establishing a thoughtful and persistent focus on capacity-building and problem-solving so their services are properly inclusive of people living with disability.

This project sets out arrangements for establishing a values-based common ground with those other portfolios, not only to defend the borders of the NDIS, but importantly also to assist key other public service portfolios to build and implement authentic inclusion strategy based on similar values.

Specifically, this project involves the following milestones:

For 1 July 2014

- The design of a bespoke values-based training program for strategy staff in key public service portfolios in ACT where the NDIA believes there is the greatest risk of cost-shifting
- The development of a timeline for running co-strategy workshops between NDIA and each of these other key portfolios, using the Four Capitals as common ground for identifying and tackling the most significant interface issues
- Development and initial implementation of a strategic communications plan to begin enrolling these other ACT portfolio stakeholders to the process

1 July 2014 - 30 June 2016

- Continued running of communications plan to deepen prospects for enrolment
- Delivery of values workshops to enrolled portfolios
- Delivery of subsequent co-strategy workshops
- Development of implementation documentation for co-strategy, including the potential for a temporary 'co-projects office'
- Development of evaluation materials to determine impact of co-strategy
- Consolidation of co-strategy methodology and preparation, if and as required, of an implementation plan for other parts of Australia

5.0 Summary benefits of the project suite

This seven-project program carries a range of benefits, including:

- Opportunity to develop an actuary model based on each participant's proximity to life chances
- Opportunity to advance and uphold NDIS financial sustainability by exploring key efficiency possibilities re assessment and planning.
- Opportunity to test an outcomes tool that measures impact on life chances (and therefore generating return-on-investment data critical to the actuary model and the sustainability of the Scheme)
- Opportunity to quantify life-chance gap data as it relates to other government portfolios such as transportation, education, health, to help protect NDIS from costs-shifting (or cost avoidance) from those portfolios, and to build co-strategy with key other portfolios to ensure proper use of NDIS funds and proper inclusion capacity-building at those other portfolios
- Opportunity to develop an approach to risk that provides good safeguards in people's lives without curtailing their access to life chances
- Opportunity to develop a coherent values-based framework that can be directly mapped to staff and stakeholder practice.

Plus

- Use of Co-design methodology to help build stakeholder commitment to the system
- Opportunity to test a framework that could have positive implications for related social service areas such as ageing, mental health, homelessness, family support, etc.

6.0 Program coordination and governance

To oversee the implementation of the seven projects, JFA Purple Orange also proposes a program coordination structure, comprising the following:

- program leadership, including process control, change coordination, stakeholder communications, and reporting
- governance, comprising Agency-nominated stakeholder interests, to provide guidance and advice, and to be the anchor-point for co-design practice throughout the program

Indicatively coordination arrangements could include the following milestones:

For 1 July 2014

- Agency agreement (including contract with JFA Purple Orange) for specific resources to be committed to this initiative, so that it can commence
- Program leadership resources in place
- Agreement of overall timeline for key milestones across all seven projects, including reporting requirements
- Development and sign-off of Terms of Reference for Program Governance Group
- Recruitment of members to Program Governance Group
- Development of macro-level stakeholder communications plan

1 July 2014 - 30 June 2016

- Delivery of program coordination services
- Completion of a schedule of reports charting the progress of implementation, including issues management and resolution
- Completion of schedule of meetings of Program Governance Group, covering an auditable history of advice and input to help guide the coordination of the program in line with the goals of the Scheme
- Completion of communications activities designed to positively inform and engage a range of stakeholders
- Completion of co-design milestones designed to involve and enroll a range of stakeholders to the arrangements as they are formed and implemented

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