

# Enabling Good Lives Waikato

Value for Money

Evaluative Insight Report

Huurae2021



Hikitia

Value | Enlighten | Uplift  
Evaluation | Project Management



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## Executive Summary

This report looks at value for money (VfM) of the EGL Waikato Demonstration (the Demonstration). It reviews evaluation evidence accumulated since 2015, through the lens of VfM criteria (agreed definitions of what good VfM would look like), to address the question: *How and to what extent does the Demonstration utilise resources well?*

### Overall summary of VfM

EGL Waikato performs highly across all VfM criteria. Evidence gathered across three previous phases of evaluation of the Demonstration identifies that it utilises resources well.

#### Economy: Good stewardship of resources

The EGL model challenges traditional assumptions of what it means to be a good steward of resources, and who the stewards should be. Good stewardship of resources for EGL Waikato includes a broad interpretation of resource that goes beyond public funding and also includes time, effort and expertise of disabled people, families and whaanau as well as the EGL and the wider ecosystem of services. Evaluation evidence identifies good stewardship of both tangible (funding) and intangible (human) resources at both the EGL ecosystem level and the disabled people, families and whaanau level.

At the EGL ecosystem level, the strong commitment to the vision of EGL enables good stewardship by guiding decisions about resource use. Further, respectful use of intangible resources is valued and embraced by the entire EGL ecosystem. Finally ensuring good stewardship of resources in relation to Te Tiriti o Waitangi obligations is an important component of EGL Waikato.

The EGL approach seeks to transform the system so that the role of disabled people, families and whaanau shifts from passive recipients of services to active stewards of their own funding allocations. Tuuhono empower and enable whaanau to be good stewards of their tangible and intangible resources through building capability, supporting learning, and taking a person-centred approach. Evaluation evidence identifies that disabled people, families and whaanau believe that the intangible resources they contribute are valued and respected by Tuuhono and EGL Waikato.

#### Efficiency: Using resources productively to maximise delivery of supports.

*Relational efficiency* refers to the efficiency created by effective interpersonal relationships and communication. Evaluation findings identified that EGL Waikato operates a highly relational model where relationships are prioritised at all levels. EGL Waikato also seeks to provide a culturally responsive approach that enables mana-enhancing relationships for taangata me whaanau hauaa.

*Allocative efficiency* relates to the right mix of services and supports for disabled people, families and whaanau. Supports should meet the needs, goals and aspirations of disabled people, families and whaanau. This includes participating with their community, using mainstream services first and realising the articles of Te Tiriti o Waitangi. EGL Waikato is completely focused on disabled people, families and whaanau receiving the right combination of supports that reflect their goals and aspirations through a person-centred and tailored approach. For disabled people, families and whaanau, self-management of personal budget enables them to manage and determine who they engage with, making it easier to use mainstream services first. In addition, community engagement is a significant focus in planning and conversation between disabled people, families and whaanau and their Tuuhono. Finally, through EGL Waikato, taangata me whaanau hauaa are accessing supports in ways more aligned with Te Tiriti o Waitangi. However, this could be further enhanced as well as further investment in the taangata whenua roopuu and Tuuhono Maaori.

*Dynamic efficiency* relates to improving relational and allocative efficiency over time through learning and adapting their work accordingly. The entire EGL Waikato ecosystem prioritises learning about

their work and adapting to ensure that EGL Waikato works as well as it can for disabled people, families and whaanau.

#### Effectiveness: Achieving intended outcomes

EGL is a highly effective programme. It is delivering positive outcomes for disabled people, families and whaanau. All evaluation reports to date have reflected on the performance of EGL Waikato against the success criteria. These demonstrate incremental improvement over time culminating in the Phase Three evaluation report which demonstrated very positive outcomes for disabled people, families and whaanau.

#### Equity: Recognising and responding to diversity to achieve equity.

EGL Waikato is fundamentally an equity-based response. Systems and processes are aligned with the EGL principles which prioritise person-centred, relational approaches to realise equity of access for disabled people, families and whaanau. EGL Waikato is also committed to engaging Maori, as Maori and with Maori so they can achieve their outcomes as Maori.

#### Meeting the Value Proposition of EGL Waikato: Creating value – access, choice and control – to justify the resources consumed.

The justification for the resources used by EGL is deeply rooted in social justice and social responsibility. It is the 'right' thing to do, to enable disabled people, families and whaanau to exercise their basic right for choice and control over their own lives, something the previous system was not intentionally designed nor generally enabled them to do. Improved access, choice and control are unequivocal outcomes of EGL Waikato. Disabled people, families and whaanau identified that the EGL Waikato system is directly responsible for most of this improvement. Further, disabled people, families and whaanau have attributed their increase in use of mainstream services as being directly attributable to EGL Waikato.

#### Considerations for future implementation

Overall, the general consensus is that strengthening the value of EGL Waikato will take a dual focus in the next few years. Firstly, to maintain and grow the work for disabled people and their whaanau in the Waikato ensuring that the high quality work done to date continues. Secondly, to push into being more active in wider local and national systems levels, for example, community and government or cross agencies. Therefore, considerations have been categorised into two areas, each reflecting one of the dual focus areas - strengthening or sustaining existing practices, while others suggest the development of new approaches reflecting the desire to push into these emerging spaces.

EGL Waikato has consistently focused on building a relational and high trust approach that has a strong foundation aligned with the EGL principles. This strong foundation and their proven way of working means they are now poised to grow further to consolidate and strengthen their existing work alongside developing new ways of creating value for disabled people and their whaanau.

## EGL Waikato and our evaluation context

Enabling Good Lives (EGL) is an approach that seeks to form partnerships between the disability sector – that is, disabled people, families, whaanau, providers of disability support – and government agencies. EGL has been trialled in Waikato since 2015 through the EGL Waikato Demonstration (the Demonstration).

Since 2015, the EGL Waikato Leadership Group has expressed an interest and commissioned a developmental approach to evaluation. Four phases of evaluation have been commissioned to date, each phase scaffolding off the previous, providing actionable evidence to the local and national EGL leadership groups:

Table 1: EGL Waikato Phases of Evaluation

Phase of Evaluation / Year	Purpose / Focus
One 2015/2016	Design and emerging implementation: Articulate the EGL approach, reflect on the implementation of EGL Waikato and gather emerging learnings and outcomes that disabled people, families and whaanau, as participants, are creating and experiencing by being part of EGL Waikato
Two 2016	Early implementation: How and to what extent is the Demonstration being implemented as intended? What is supporting or challenging success? What are the learnings from the Demonstration for system change and transformation?
Three 2018/2019	Year Three implementation: How and to what extent, disabled people, families and whaanau achieved anticipated outcomes? How and to what extent did the Demonstration contribute to these outcomes?
Four 2020/2021	Strategic Learning: How and to what extent does the Demonstration utilise resources well?

From 2015, economic evaluation and in particular the question of *Value for Money* (VfM) has been a key consideration for EGL Waikato, and EGL Leadership nationally. While the VfM focus was excluded from the Demonstration’s phase one evaluation design, and an economic analysis independently commissioned by the Ministry of Health, the VfM question is addressed in this fourth phase of evaluation.

Therefore, Phase Four evaluation has seen the design of a VfM framework to answer the critical question:

*How and to what extent does the Demonstration utilise resources well?*

In collaboration with the EGL Waikato Leadership & Evaluation Reference Groups, a VfM approach to support strategic learning was designed. Specifically, this was designed to bring together qualitative data (elevate the learnings from phases 1 through 3) alongside quantitative data (financial analysis undertaken by the EGL Waikato Demonstration Team) to explore the value and impact of the Demonstration for disabled people, families, whaanau to share with key stakeholders such as the Ministers and Associate Ministers of Health and Social Development, and their ministries.

During the VfM design process, critical national processes were occurring regarding Disability System Transformation and Enabling Good Lives that influenced the VfM framework. What emerged during design discussions with EGL Waikato Leadership representatives and officials was that:

1. the EGL principles have been endorsed by Government
2. Cabinet has requested a process for nationwide transformation of the disability support system.

Therefore, the VfM design and analysis needed to take into consideration that EGL as an approach:

1. is recognised and supported, therefore there was no longer a need to compare the use and value of resources between EGL and non-EGL participants
2. seeks to demonstrate good stewardship of resources by reflecting a Te Tiriti-based equity response not just fiscal neutrality
3. seeks to draw on developmental evaluation, grounded by the EGL principles that can both amplify local learning and decision making, empowering disabled people, families and whaanau to lead local solutions and feed into a nationally consistent, principle-based approach to system change and transformation.

These considerations meant that the VfM framework focused on a broader interpretation of value, rather than a detailed cost comparison and analysis.

This report is structured to provide the following:

1. Value for Money and understanding our approach
2. A narrative Theory of Change for EGL Waikato
3. Value for Money framework for EGL Waikato
4. Value for Money analysis and insight for EGL Waikato
5. Considerations for future implementation.

## Our Approach to understanding Value for Money

### Value for Money

Value for Money (VfM) is about *using resources well*. At the heart of VfM is an evaluative question about *how well* resources are used, and whether they are used *well enough* to justify that use. Addressing an evaluative question about VfM involves looking at the resources used, the consequences of the resource use, and having an agreed basis for making evaluative judgments – i.e., what the evidence should look like at different levels of VfM.

Decision-makers need to know whether policies and programs provide VfM. It's an important question, requiring a clear answer. Economic analysis is often an important part of answering a VfM questions – but is not the only option, nor is it necessarily the best option for evaluating VfM in social investments that involve balancing efficiency with other factors (such as equity), and where some important considerations are hard to quantify or value in monetary terms (such as cultural factors).

### How it works

Developed through Julian King's doctoral research, *Value for Investment (Vfi)* – combines strengths from the disciplines of economics and evaluation.<sup>1</sup>

Vfi brings together multiple values (e.g. social, cultural, environmental and economic) and multiple sources of evidence (qualitative and quantitative) to gain a nuanced understanding of program costs, processes, consequences and value.

The approach hinges on developing definitions of what a good impact looks like. These definitions include criteria (aspects of performance) and standards (levels of performance). A matrix of criteria and standards (sometimes called a rubric) provides an agreed set of lenses for making sense of the evidence. Diverse strands of evidence can be synthesised to provide conclusions that get straight to the point, providing clear and practical answers to important questions.

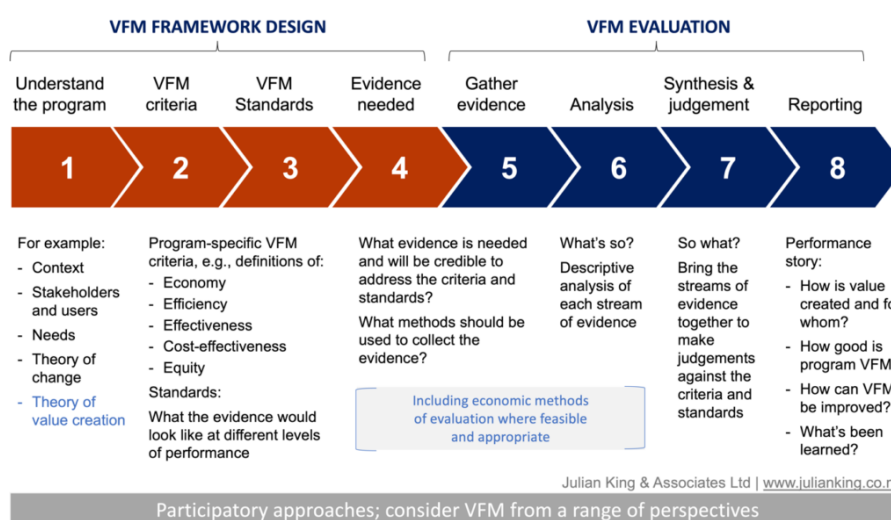
The approach follows a logical sequence of eight steps. Following these steps help to ensure the evaluation design is aligned with the investment, gathers and analyses the right evidence, interprets

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<sup>1</sup> This section has drawn heavily from Julian's website and other key writing. Information and resources on the VFI approach are available at [www.julianking.co.nz/vfi](http://www.julianking.co.nz/vfi), including a practical guide, theoretical foundations, published case examples, and blogs.

the evidence on an agreed basis, and answers the right questions. Figure 1 below visualises these eight steps.

Figure 1: Eight steps within the VfI approach to answer a VfM question



VfI is a participatory and utilisation-focused approach: each step in the process is an opportunity to involve stakeholders, supporting understanding, ownership, validity, and use of the findings.

The VfI approach incorporates quantitative measurement and economic analysis where feasible and appropriate, without limiting the assessment of outcomes and impacts to these metrics alone. It permits a wider-angle view of impact and value by accommodating qualitative evidence and collaborative sense-making.

### Expected value and outcomes

Addressing these questions involves developing an understanding of what each stakeholder group (disabled people, families and whaanau, community, providers, and funders) expect the Demonstration to achieve – that is, *what matters* to them, and *to what extent* they expect or hope to see changes occur. In this context, ‘value’ is equated with ‘the things that matter to stakeholders’ and is a qualitative concept rather than a quantitative measure (sources of evidence, including quantitative measures, are determined as a subsequent step in the evaluation process).

The evaluation will document each or a subset of stakeholders’ expectations and aspirations about the value of the Demonstration, and highlight key similarities and differences between the groups. For example, consultation with disabled people and families/whaanau in the Waikato has already identified a range of desired outcomes that reflect EGL principles such as self-determination, person-centred, beginning early, mana enhancing, ordinary life outcomes, easy to use, mainstream first, and relationship building. These values are reflected in the current success and performance criteria and provide a framework for systematically assessing impacts achieved and their value and significance to stakeholders. Stakeholder engagement, together with analysis of available administrative and evaluation data, will contribute to assessing the extent to which the Demonstration achieves the impacts stakeholders expected.

Achieved value can be expressed in several different ways, in order to make best use of the available information and to understand value to stakeholders from different perspectives:

- Qualitatively, as a thematic summary of impacts experienced by stakeholders in each subgroup
- Quantitatively, as a measure or estimate of the magnitude of an effect (e.g., the number of people who experience a particular impact). To support analysis of key changes for disabled people and their families and whaanau, it is important to collate people’s circumstances, goals and outcomes over time



- In some cases, the estimated fiscal (government funding perspective) and/or economic (societal perspective) value of impacts.

## Theory of Change for EGL Waikato

### The issue

The EGL approach emerged to address long-standing concerns with the disability support system.

The pressure to change the current system of disability supports and services has arisen because:

- Life outcomes for people with disabilities are poor compared to the general population
- Disabled people and their families report the current supports and services do not reflect their individual needs and preferences. They want more flexibility and control over the services they receive.
- The current system is costly to government. Costs have increased but there is little evidence that the additional spending is resulting in better outcomes.
- There is greater recognition people with disabilities should have the same rights as non-disabled people e.g. adoption of the UNCRPD, wider acceptance of the social model of disability
- There is a need for the disability system to reflect a Te Tiriti-based framework.

There are barriers to disabled people having greater choice and control over their supports and services:

- The current system is very complicated for users. It is not person-driven. Disabled people and their families struggle to get the assistance they need when they need it.
- Mental models, or mindsets adopted by families, disability support services, schools and agencies can be disabling (e.g. deficit based, not looking over the life course, not focused on disabled people's preferences)
- Funding is allocated based on a medical model rather than what someone could do. there is limited flexibility in the use of funding.
- The provision of supports and services is inadequate or non-existent in some areas e.g. respite provision. Indications are there is a high level of unmet need.
- There is evidence the disability sector as it is currently configured is underfunded.

In January 2009, the Government, recognising the need for change, established a work programme to address long-standing concerns with the disability support system. To ensure this work provided a strong government response to the Social Services Select Committee inquiry into the Quality of Care and Services Provision for People with Disabilities, Cabinet established a Ministerial Committee on Disability Issues to oversee it. In 2011, the Minister for Disability Issues, Hon. Tariana Turia, invited an independent working group of disability sector stakeholders to provide their advice about how to improve community participation and day services for disabled people.<sup>2</sup>

In 2019 the Maaori with Disabilities (Part Two) Report commissioned by the Waitangi Tribunal for the Health Services and Outcomes Inquiry (WAI2575) delivered an overview of government provision of disability services and their effectiveness for Maaori. What became apparent through interviews with whaanau and health experts was that the health system as a whole, needs to provide more responsive systems, supports and services to address and improve inequities and disparities for all users.<sup>3</sup> It can be argued that the very notion of siloing and apportioning funding to discrete areas hampers the health system's ability to properly address inequities, resulting in "both unnecessary

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<sup>2</sup> (Office of Disability Issues, 2016).

<sup>3</sup> The full report can be accessed from

[https://forms.justice.govt.nz/search/Documents/WT/wt\\_DOC\\_150473583/Wai%202575%2C%20B023.pdf](https://forms.justice.govt.nz/search/Documents/WT/wt_DOC_150473583/Wai%202575%2C%20B023.pdf)

financial costs to the health system in the long term, and lifelong consequences for Maori living with disabilities and their whaanau”.<sup>4</sup>

### The response the intervention offers

In August 2011, an independent working group fundamentally proposed a model for the provision of support for disabled people to achieve a good life like other New Zealanders, to be called Enabling a Good Life. In October 2011, Minister Turia asked Ministry officials to engage with the disability sector on how to take the Enabling Good Lives approach further.<sup>5</sup> In 2012, the Ministries of Health and Social Development engaged independent contractors to work with local communities to explore how the Enabling Good Lives approach could be put into practice in Christchurch and Hamilton.

The vision of EGL nationally is, “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” (Office of the Minister for Disability Issues and Associate Minister of Health, 2017, p. 18).<sup>6</sup>

Figure 2: Visualisation of EGL as a high-level response



The EGL approach is not prescriptive, it has eight principles that guide decisions and actions, from the system level to the individual. The EGL principles are:

- *Self-determination*: Disabled people are in control of their lives
- *Person-centred*: Disabled people have supports that are tailored to their individual needs and goals, and take a whole-of-life approach rather than being split across programmes
- *Mana enhancing*: The abilities and contributions of disabled people and their families are recognised and respected
- *Beginning early*: Early investment in families and whaanau supports them to be aspirational for their disabled child; builds community and natural supports<sup>7</sup>; and supports disabled children to become independent, rather than waiting for a crisis before support is available

<sup>4</sup> Kaiwai, H. and Allport, T. (2019). Maaori with Disabilities (Part Two): Report Commissioned by the Waitangi Tribunal for the Health Services and Outcomes Inquiry (Wai2575).

<sup>5</sup> Independent Working Group on Day Options, 2011, p.2

<sup>6</sup> Office of the Minister for Disability Issues and Associate Minister of Health, 2017, *Disability Support System Transformation: Overall Approach*. Retrieved from <http://www.enablinggoodlives.co.nz/system-transformation/>

<sup>7</sup> 'Natural supports' often refers to the resources inherent in community environments including personal associations and relationships that enhance the quality, and security, of life for people. Natural supports usually involve family members, friends, co-workers, neighbours and acquaintances. People may need help in developing these connections, but, over

- *Easy to use*: Disabled people have supports that are simple to use and flexible
- *Relationship building*: Supports build and strengthen relationships between disabled people, their whaanau and community
- *Ordinary life outcomes*: Disabled people are supported to live an everyday life in everyday places; they are regarded as citizens with opportunities for learning, employment, having a home and family, and social participation – like others at similar stages of life
- *Mainstream first*: Disabled people are supported to access mainstream services before specialist disability services.<sup>8</sup>

To give effect to the EGL principles, EGL Waikato has designed, tested and implemented five key components:

- *Co-design & Disabled Leadership*: The first year of the Demonstration in the Waikato brought together the EGL Waikato partners to co-design<sup>9</sup> and build community awareness of the Demonstration in preparation for delivering the components outlined below. The Demonstration Leadership Group is led by disabled people and whaanau and has been in place throughout the Demonstration.
- *Tuuhono/Connector<sup>10</sup> engagement*: EGL Waikato staff assist participants to think about where they are at, make links and connections in the community, make their plan, understand their budget, and link with the information and support that they choose to work towards their vision of a good life<sup>11</sup>.
- *Building community connections*: The Tuuhono/Connector and the EGL Demonstration team help disabled people, families and whaanau to build or extend their connections with the community.
- *Supported self-assessment (SSA) and planning*: These processes help participants, family and whaanau, and their Tuuhono/Connector to understand what resources are required to support participants to plan for and live the lives they want, as reflected in their personal plans. Participants can complete the SSA by themselves or receive support from their Tuuhono/Connector to think about what is needed to live their good life.
- *Pooled personal budget*: A person-centred funding allocation is linked to a participant’s plan and supported self-assessment, and each person controls how this is spent to create a good life for themselves. Participants can either self-manage their personal budget or engage with a host<sup>12</sup> to manage the budget.

### Intended key changes for EGL Waikato participants

Outlined in the October 2018 *Funds in Scope* Cabinet paper<sup>13</sup>, “the primary focus of system transformation is to increase the choices and decision-making authority of disabled people and whaanau within the disability support system. This is complemented by making universal services easier to access by, and more inclusive of, disabled people and whaanau” (p.1).

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time, these connections can help an individual build a strong community network and support system that enhances their quality, and security, of life.

<sup>8</sup>Enabling Good Lives (2016). *Enabling Good Lives – Principles*. Retrieved from <http://www.enablinggoodlives.co.nz/about-egl/egl-approach/principles/>

<sup>9</sup> “While there is not an agreed definition of co-design internationally, it usually involves collaborative relationships between public service professionals and citizens or users of the design process. [Some authors] believe these relationships need to demonstrate equality and reciprocity. There is also a focus on delivery of outcomes rather than just the service”. (See Anderson, D., Ferguson, B., and Janes, R. (2014). *Enabling Good Lives Christchurch Demonstration: Phase 1 Evaluation Report*. Retrieved from <http://www.odi.govt.nz/what-we-do/improving-disability-supports/enabling-good-lives/index.html>)

<sup>10</sup> ‘Tuuhono/Connector’ is the unique Waikato name given to the Independent Facilitator.

<sup>11</sup> Definition accessed from <http://www.enablinggoodlives.co.nz/about-egl/egl-teams/waikato-team-2/>

<sup>12</sup> A host refers to a person, company or agency who is selected by an EGL participant to provide financial and/or employment management support to them.

<sup>13</sup> October 2018 Cabinet papers can be retrieved from <https://www.enablinggoodlives.co.nz/system-transformation/transformation-papers/system-transformation-updates/september-cabinet-papers/>

Within the EGL Waikato context, the expression of the EGL principles within the experiences and outcomes for disabled people, families and whaanau has provided the frame to understand change.

### Key assumptions

With nearly 10 years of system and local level development of EGL, it is recognised that system transformation takes dedicated resourcing, and commitment to realise change. While EGL Waikato is operating at a local or regional level, it is still contributing to the understanding of the wider system of how to give effect to the EGL principles, as well as impacted by national level decisions about system transformation. Below are a range of assumptions that underpin the implementation of EGL and Disability System Transformation as a whole:

1. Cross agency collaboration is in place with shared responsibility of the vision of EGL
2. Disabled Leadership is visible and enabled at all levels of system transformation and demonstration of EGL approaches
3. There is continued, adequate resourcing for EGL Demonstrations and the streams of work required to progress system transformation
4. It is assumed that increasing disabled people's choice and control over their lives will lead to improved quality of life. Research on the impact of approaches similar to Enabling Good Lives is emerging but more is needed.
5. Disabled people and their families know their own needs and goals. They possess strengths that should be recognised and built on.
6. Te Tiriti o Waitangi is recognised but needs to be further embedded
7. Sustainable natural supports exist for disabled people.
8. Providers are able to adapt to provide person-centred services and be viable.
9. Non-government support and mainstream services are able to support disabled people.
10. Sufficient specialist services are available (e.g. school transition services, MSD funded vocational services, MOH funded DSS providers).
11. The groups involved can effectively collaborate to design and deliver Enabling Good Lives.
12. Resources will be in place to support an EGL approach.

### Factors outside the control of EGL Waikato

- Availability of non-government support (including natural supports) and mainstream services to support disabled people and their families
- Availability of specialist services that operate in a way consistent with the EGL principles (e.g. MSD funded vocational services, MOH funded DSS providers).
- Socioeconomic and cultural conditions, such as income and access to labour and housing markets
- Shocks and stressors affecting disabled people and their families (e.g. family difficulties, injury or illness).

### Mechanism(s) that will create intended change(s)

A key mechanism to achieve the vision of EGL is through combining funding currently sitting within different government agencies so that it can be used more flexibly. The 2018 cabinet paper goes on to highlight that “[c]ombining funding enables disabled people and whaanau to use that funding in ways that are likely to make the biggest difference to their lives rather than being constrained by differing agency responsibilities. It can also make it easier to access as the funding can be allocated through one process rather than several different processes (which require people to repeat their story)”.<sup>14</sup> That said, each of the five components, as well as the effect of their combination, are seen to be mechanisms to create change for EGL participants.

For taangata me whaanau hauaa, Te Tiriti o Waitangi is also a critical mechanism for change, alongside UNCRPD<sup>15</sup> and the NZ Disability Strategy, to ensure that any changes throughout the

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<sup>14</sup> Ibid, p.2

<sup>15</sup> United Nations Convention on the Rights of Persons with Disabilities. For more information visit <http://www.un-documents.net/a61r106.htm>

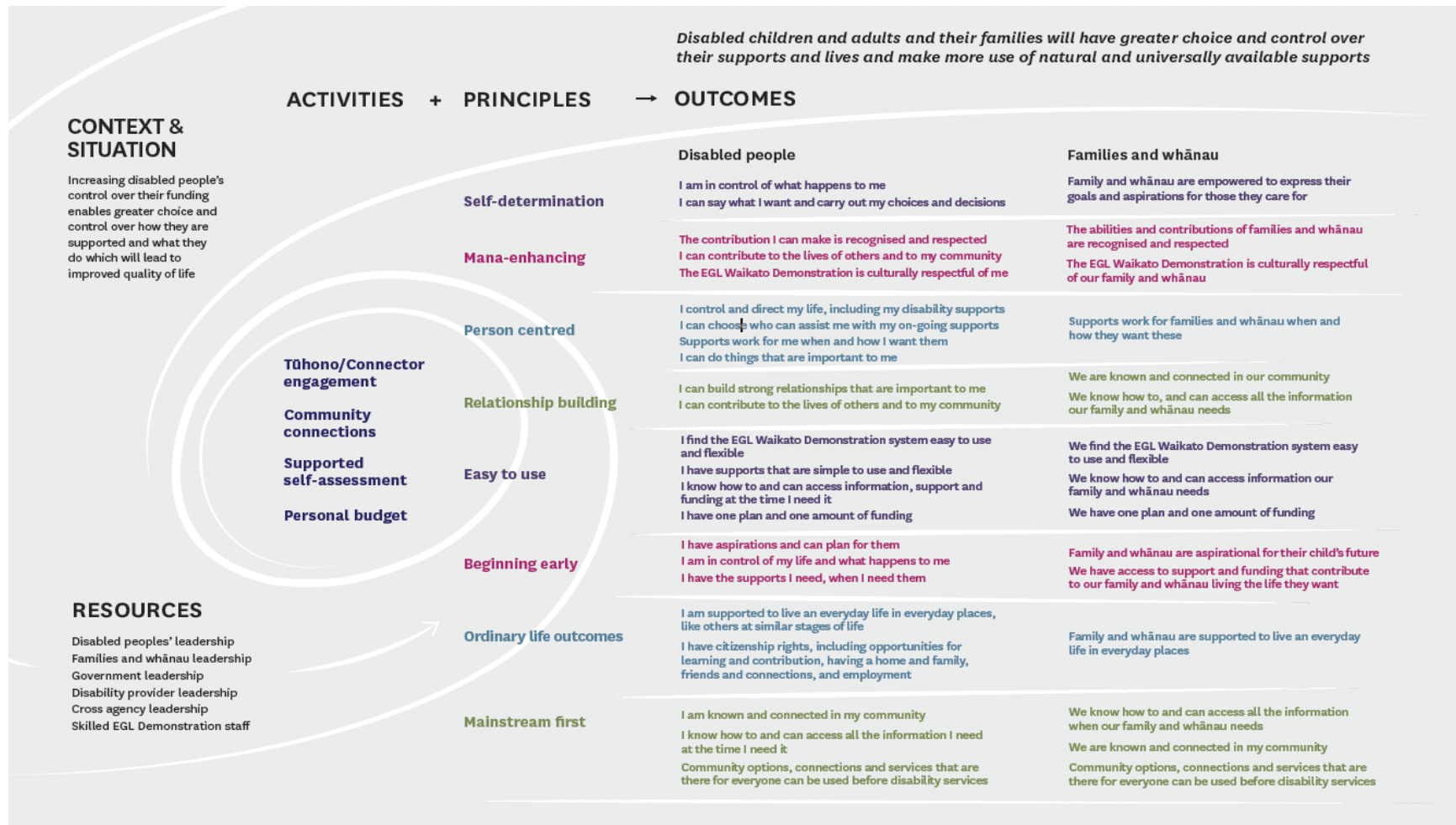
system, from policy through the implementation of the five components of EGL, reflect the articles of Te Tiriti.

#### Risks (actual/potential) to intended change(s)

The EGL Waikato Demonstration has been essentially a 5-year pilot and has been subject to levels of uncertainty that impact delivery. More importantly, the demand for EGL is significant and has been for some time. While EGL Waikato has managed to increase their intended 240 participants to 429 active participants as at 1 April 2020, there still remains 114 possible participants on the waitlist which has now been closed.

At an operational level, there has been significant demand on the Demonstration Team to meet the needs of EGL participants. This has only continued to increase as the Demonstration continues to become the reflection of the transformed system in the Waikato. Until recently, the Demonstration Team has been working to the extreme limits of their capacity but have recently secured funding for new roles to enlarge the delivery team. The ongoing capacity of the team to respond to the level and intensity of supports required by disabled people, families and whaanau needs to remain a constant consideration.

EGL Waikato Logic Model  
 Figure 3: EGL Waikato Logic Model



## Success Criteria

Figure 4: EGL Waikato success criteria

EGL Principles	EGL Waikato Demonstration Outcomes Framework		EGL Waikato Demonstration Delivery Criteria
	Disabled People	Families and Whānau	
Self-Determination	<p>I am in control of my life and what happens to me.</p> <p>I can say what I want and carry out my choices and decisions.</p>	<p>Family and whānau are empowered to express their goals and aspirations and those they care for.</p>	<p>The EGL Waikato Demonstration increases and supports disabled people, and their families and whānau to have control of their lives.</p>
Person-centred	<p>I control and direct my life, including my disability supports.</p> <p>I can choose who can assist me with my on-going supports.</p> <p>Supports work for me when and how I want them.</p> <p>I can do things that are important to me.</p>	<p>Supports work for families and whānau when and how they want these.</p>	<p>Disabled people, and their families and whānau have increased choice and control over supports. These supports take a whole of life approach over time and are tailored to their needs, goals and aspirations.</p>
Beginning Early	<p>I have aspirations and can plan for them.</p> <p>I am in control of my life and what happens to me.</p> <p>I have the supports I need, when I need them.</p>	<p>Families and whānau are aspirational for their child's life and future.</p> <p>We have access to support and funding that contribute to our family and whānau living the life we want.</p>	<p>The EGL Waikato Demonstration ensures that their core systems (Tūhono/Connectors, community connections, supported self-assessment and planning, and personal budgets) are accessible, flexible and easy to navigate.</p>
Mana enhancing	<p>The contribution I can make is recognised and respected.</p> <p>I can contribute to the lives of others and to my community.</p> <p>The EGL Waikato Demonstration is culturally respectful of me.</p>	<p>The abilities and contributions of families and whānau are recognised and respected.</p> <p>The EGL Waikato Demonstration is culturally respectful of our family and whānau.</p>	<p>The EGL Waikato Demonstration created opportunities for the abilities of disabled people; values the abilities, leadership and contribution of disabled people and their families and whānau.</p>

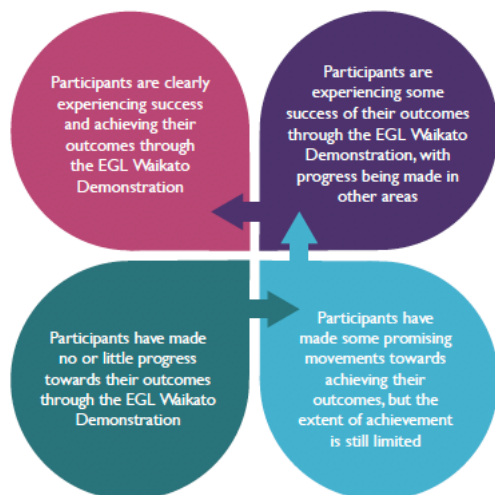
EGL Principles	EGL Waikato Demonstration Outcomes Framework		EGL Waikato Demonstration Delivery Criteria
	Disabled People	Families and Whānau	
Ordinary Life Outcomes	<p>I am supported to live an everyday life in everyday places, like others at similar stages of life.</p> <p>I have citizenship rights, including opportunities for learning and contribution, having a home and family, friends and connections, and employment.</p>	<p>Families and whānau are supported to live an everyday life in everyday places.</p>	<p>The EGL Waikato Demonstration supports equity and citizenship for disabled people, families and whānau.</p>
Easy to use	<p>I find the EGL Waikato Demonstration system easy to use and flexible. I have supports that are simple to use and flexible.</p> <p>I know how to and can access information, support and funding at the time I need it.</p> <p>I have one plan and one amount of funding.</p>	<p>We find the EGL Waikato Demonstration system easy to use and flexible.</p> <p>We know how to and can access all the information our family and whānau needs.</p> <p>We have one plan and one amount of funding.</p>	<p>Disabled people, families and whānau are supported to access community options, connections and services before specialist disability services.</p>
Mainstream First	<p>I am known and connected in my community.</p> <p>I know how to and can access all the information at the time I need it.</p> <p>Community options, connections and services that are for everyone can be used before disability services.</p>	<p>We know how to, and can access all the information our family and whānau needs</p> <p>We are known and connected in our community.</p> <p>Community options, connections and services that are for everyone can be used before disability services.</p>	<p>Disabled people, families and whānau are supported to access community options, connections and services before specialist disability services.</p>
Relationship Building	<p>I can build strong relationships that are important to me.</p> <p>I can contribute to the lives of others and my community.</p>	<p>We are known and connected in our community.</p> <p>We know how to, and can access all the information our family and whānau needs.</p>	<p>The EGL Waikato Demonstration builds and strengthens relationships between EGL Waikato Partners – disabled people, families and whānau community and government.</p>



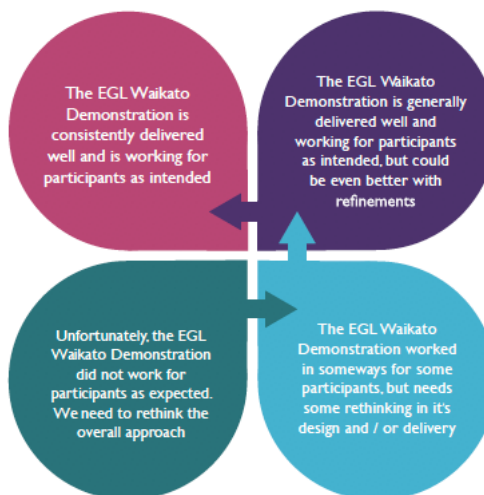
## Performance Criteria

Figure 5: EGL Waikato Performance Criteria

### EGL Demonstration Outcomes



### EGL Waikato Demonstration Delivery

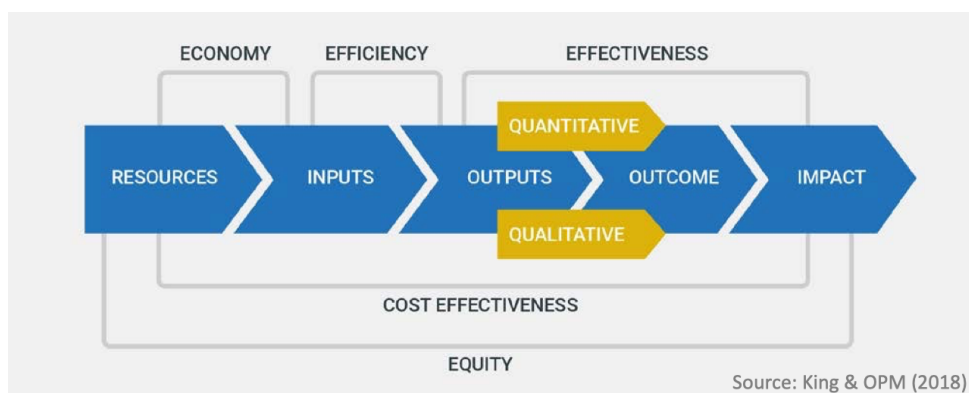


## Value for Money framework

As highlighted earlier, value for money (VfM) is about *using resources well*. At the heart of VfM is an evaluative question about how well resources are used, and whether the resource use is justified. Conceptually, an investment may be justified on the basis that it creates more value than it consumes and is better than alternatives. But in practice, we need to exercise caution when judging this. ‘Value consumed’ is often easier to count than ‘value created’ in a social program, and the next-best alternative use of resources is not always clear or measurable. Our approach to evaluating VfM combines strengths of economic analysis and evaluation. VfM is evaluated by carefully defining what good and worthwhile resource use looks like and comparing the evidence with the definitions.<sup>16</sup>

Definitions of good resource use depend on context. However, as a starting point, five criteria are often used.<sup>17</sup> As shown in the following diagram, these criteria examine VfM at different points in a program’s theory of change. The criteria are economy (stewardship of resources); efficiency (productive use of resources); effectiveness (achieving outcomes); equity (distributive fairness) and cost-effectiveness (outcomes relative to costs).<sup>18</sup>

Figure 6: Value for Money criteria



<sup>16</sup> King, J. (2017). Using Economic Methods Evaluatively. *American Journal of Evaluation*, 38(1), 101–113.

<sup>17</sup> DFID (2011). *DFID’s approach to Value for Money*. UK Department for International Development.

<sup>18</sup> In this context, cost-effectiveness relates to a general principle that a program should create more value than it consumes, without specifying the methods or metrics that should be used to assess performance against that principle. For example, it does not prescribe the economic method of cost-effectiveness analysis.

These five criteria have been defined explicitly for EGL Waikato as follows, describing what good resource use means in the EGL context and therefore how it can be evaluated.

## Economy

The criterion of economy is about good stewardship of resources. This includes EGL being accountable for the use of public funds, making wise spending decisions and negotiating good prices for inputs. However, resources are more than just taxpayers' money. The resources used in EGL include the knowledge, networks, and cultural capacities of Tuuhono, and the time, money, intellectual and emotional energy invested by disabled people and their whaanau in engaging with EGL. Good stewardship of resources includes recognising the opportunity cost of these resources, using them appropriately, respectfully and without wastage.

## Efficiency

Efficiency, as defined here, is about using resources productively, to maximise delivery of services and supports. It is useful to distinguish the following three aspects of efficiency:

- Relational efficiency – interpersonal relationships and communication are the foundation for efficient resource use in EGL and must not be overlooked when evaluating efficiency. Without good relationships, resources will be wasted and opportunities to enable good lives will be lost. Cultural concordance of staff and whaanau, and ways of working as set out in EGL principles, are enablers of good relationships.
- Allocative efficiency – the right mix of services and supports.<sup>19</sup> For example, compared to the previous system, does EGL improve the extent to which each disabled person and their whaanau receives the right combination of supports, that are person-centred and tailored to individual needs and goals? Does EGL improve the extent to which people connect with and/or participate in community? Does EGL improve the extent to which people access mainstream services before specialist disability services? Does EGL improve the extent to which taangata me whaanau hauaa are able to access supports that fulfil the articles of Te Tiriti o Waitangi?
- Dynamic efficiency – improving relational and allocative efficiency over time. For example, how effectively is EGL learning and adapting what and how it delivers?

## Effectiveness

Effectiveness is concerned with how well EGL achieves its intended outcomes. Regardless of how well EGL performs on good stewardship of resources and productive delivery, it can only provide good VfM if it enables positive changes in people's lives. The EGL outcomes framework specifies what these outcomes should look like in terms of the EGL principles.

## Equity

EGL won't affect all disabled people and their whaanau in the same way. It is important to understand whether there are circumstances in which disabled people, families and whaanau have equity of access under EGL compared to their experiences of the previous system, and why that might be.

## Meeting the value proposition of EGL Waikato

It is reasonable to expect that any program worth funding will create enough value to justify the resources it consumes. This includes value to disabled people, families and whaanau, and to society overall. It includes, for example, quality of life, cultural and social value, and economic value. Often, cost-benefit analysis (CBA) can be used to estimate value created and value consumed, by converting all values to a common unit of measurement – dollars. In practice, some values are hard to credibly

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<sup>19</sup> In economic theory, allocative efficiency occurs where the distribution of goods and services in the economy matches consumers' preferences, and price is equal to the marginal cost of production. In public services, the term can be used analogously to refer to governments distributing resources to the right mix of services or interventions to meet needs and strategic objectives.

convert into monetary values. It is common for CBA to focus on easy-to-monetise variables such as fiscal costs and offsetting savings to the public purse, and economic productivity such as employment. In this instance, bearing in mind the contextual factors of the evaluation noted early, CBA is not included in this analysis. Instead, we start by defining the *value proposition* of EGL – that is, we describe what value EGL is intended to create, how and for whom. Then we examine the existing evaluation evidence to determine to what extent EGL is meeting its value proposition.

### Value Proposition of EGL

As noted above, the October 2018 *Funds in Scope* Cabinet paper was clear that: “the primary focus of system transformation is to increase the choices and decision-making authority of disabled people and whaanau within the disability support system. This is complemented by making universal services easier to access by, and more inclusive of, disabled people and whaanau” (p.1). From a value proposition perspective, the Cabinet paper indicated that:

- a) the cost of services for disabled people and whaanau may increase; and
- b) this additional cost would be worthwhile if it provided people with better access to things they were already entitled to, and in particular if it increased their choice and control.

EGL Waikato is expected to create value through enabling disabled people, families and whaanau to self-determine how their personal budget is utilised to provide the right mix of supports, that in turn improves the quality of supports received and quality of life. When we talk about the “benefits” of EGL, we mean improvements in the outcomes embodied in the success criteria, whether they have a monetary value or not, whether they are quantifiable or better understood in qualitative terms.

By taking the above considerations into account, the aim is to estimate changes in the following that lead to needs and aspirations being met, better and more equitably:

- a) change in *choice and control* for disabled people, families and whaanau attributed to EGL (described in qualitative and quantitative terms, but not monetised)
- b) in *supports accessed* by disabled people and whaanau attributed to EGL (understood by descriptive analysis to unpack shifting patterns of access, service use, and what they mean qualitatively for disabled people, families and whaanau).

### Theory of Value Creation

The value creation mechanism is shifting the locus of control. That's at the heart of the transformational change - a move away from the traditional 'top-down' mindset to a collaborative, power-sharing, 'bottom-up' view of how services and supports should work equitably for disabled people, families and whaanau.

'Getting there' requires some fundamental shifts in the theory and practice of how to deliver a public service such as:

- service-centric to person and whaanau centred
- individualised to collectivised
- risk aversion to risk enablement
- transactional to relational
- western centric to kaupapa Maaori inclusive
- medical model of disability to social model of disability
- status quo to transformational

To understand the shifts required and how the VfM criteria are present in EGL Waikato, a series of reflective questions have been developed for each criterion. These reflective questions provide us with a lens to examine evidence provided from previous three phases of evaluation of EGL Waikato to surface aspects of VfM.

## Value for Money criteria and possible sources of evidence

Table 2: Value for Money criteria for EGL Waikato

Value for Money criteria	Value for Money criteria description/reflection questions	Sources of evidence
Economy <sup>20</sup>	<p><b>Good stewardship of resources</b></p> <p>1. The resources used in EGL include the knowledge, networks, and cultural capacities of Tuuhono, and the time, money, intellectual and emotional energy invested by disabled people and their whaanau in engaging with EGL. Good stewardship of resources includes recognising the opportunity cost of these intangible resources, using them appropriately, respectfully and without wastage.</p>	<p>a. Experiences of disabled people, families and whaanau</p> <p>b. Experiences of the EGL Waikato Leadership Group members</p> <p>c. Experiences of the EGL Waikato Demonstration Team members</p>
Efficiency	<p><b>Using resources productively, to maximise choice, control, connections, and supports</b></p> <p>1. Relational efficiency: interpersonal relationships and communication are the foundation for efficient resource use in EGL. Without good relationships, resources will be wasted and opportunities to enable good lives will be lost. Cultural concordance of staff and whaanau, and ways of working as set out in EGL principles, are enablers of good relationships.</p> <p>2. Allocative efficiency: the right mix of services and supports.<sup>21</sup> For example, does EGL improve the extent to which each disabled person and their whaanau receives the right combination of supports, that are person-centred and tailored to individual needs and goals? Does EGL improve the extent to which people connect with and/or participate in community? Does EGL improve the extent to which people access mainstream services before specialist disability services? Does EGL improve the extent to which taangata me whaanau hauaa are able to access supports that fulfil the articles of Te Tiriti o Waitangi?</p> <p>3. Dynamic efficiency – improving relational and allocative efficiency over time. For example, how effectively is EGL learning and adapting what and how it delivers?</p>	<p>a. Experiences of disabled people, families and whaanau</p> <p>b. Experiences of the EGL Waikato Leadership Group members</p> <p>c. Experiences of the EGL Waikato Demonstration Team members</p> <p>d. Demonstration operational resource allocation data</p>

<sup>20</sup> The economy criteria include a focus on the stewardship of public funds. However, given the focus of the phase four evaluation, that is, on the outcomes and value created by EGL, stewardship of public funds is already covered under standard contracting provisions and is auditable, and therefore not in the scope of this evaluation. Therefore the economy criteria will be understood through the good stewardship of resources as outlines above.

<sup>21</sup> In economic theory, allocative efficiency occurs where the distribution of goods and services in the economy matches consumers' preferences, and price is equal to the marginal cost of production. In public services, the term can be used analogously to refer to governments distributing resources to the right mix of services or interventions to meet needs and strategic objectives.

Value for Money criteria	Value for Money criteria description/reflection questions	Sources of evidence
Effectiveness	<p><b>Achieving intended outcomes</b></p> <p>1. How well is EGL enabling positive changes in people's lives?</p>	<p>a. Experiences of disabled people, families and whaanau</p> <p>b. Participant Personal Budget allocation data (previous system and EGL)</p>
Equity	<p><b>Recognising and responding to diversity to achieve equity</b></p> <p>1. To what extent and in what circumstances are disabled people and their whaanau have equity of access under EGL, and why?</p> <p>2. Are taangata me whaanau hauaa experiencing equity of access under EGL, and why?</p>	<p>a. Experiences of disabled people, families and whaanau</p> <p>b. Participant demographic data</p>
Meeting the Value Proposition of EGL Waikato	<p><b>Creating value – access, choice and control – to justify the resources consumed</b></p> <p>1. What is the change in choice and control for disabled people, families and whaanau, attributable to EGL Waikato?</p> <p>2. To what extent and in what circumstances are disabled people, families and whaanau able to secure the right supports to meet their needs and aspirations (including supports they were already entitled to but couldn't access under the old system)?</p>	<p>a. Experiences of disabled people, families and whaanau</p> <p>b. Experiences of the EGL Waikato Leadership Group members</p> <p>c. Experiences of the EGL Waikato Demonstration Team members</p> <p>d. Experiences of Community of Practice</p> <p>e. Demonstration operational resource allocation data</p>

# EGL Waikato Value for Money Analysis

## Economy: Good stewardship of resources

### *Criteria description/reflection question:*

- 1. The resources used in EGL include the knowledge, networks, and cultural capacities of Tuuhono, and the time, money, intellectual and emotional energy invested by disabled people and their whaanau in engaging with EGL. Good stewardship of resources includes recognising the opportunity cost of these intangible resources, using them appropriately, respectfully and without wastage.***

The economy criterion relates to good stewardship of resources. It is important to note that good stewardship also encompasses contractual accountability, however review of this aspect is out of scope as this is addressed through other mechanisms. Traditionally through a public sector management lens, good stewardship of resources implies decisions are generally and solely determined by government and officials. In the context of EGL, decision making is purposefully shared with disabled people, families and whaanau as rightful decision makers and therefore can be better positioned to be good stewards of resources.

The EGL Waikato VfM criteria description makes clear, EGL Waikato purposively uses a broad interpretation of resource that includes time, effort, and expertise of Tuuhono, and disabled people and their whaanau. So, any reflection on stewardship of resource within EGL needs to reflect on these intangible resources as well as tangible resources such as funding.

The principles of self-determination, person-centred and mana-enhancing in EGL Waikato create a programme where disabled people, families and whaanau are the ones making decisions and enacting these decisions – with support from Tuuhono and other allies. This means that good stewardship of resource for the VfM analysis needs to be considered across the EGL ecosystem (i.e., EGL Waikato Leadership Group, EGL Waikato Demonstration team including Tuuhono, disabled people, families and whaanau).

### **Stewardship of resources across the EGL ecosystem**

#### *Commitment to kaupapa enables good stewardship by guiding decision making about resource use*

Across the EGL ecosystem the EGL principles are reflected in practice and embedded in processes and structures (e.g., support self-assessment and funding allocation criteria and process). This deep integration of the principles creates an enabling environment where commitment to kaupapa and cohesion are evident because there is shared understanding of what EGL is trying to achieve and how it intends to do that.

Early engagement work to build readiness and capability within the EGL Waikato leadership and operational team was critical to creating this commitment to kaupapa. For example, EGL Waikato spent the first two years of the Demonstration building disabled people and whaanau leadership. Within EGL the leadership of disabled people, families and whaanau has created the conditions in which the EGL principles and the voice of disabled people are central to decision-making. This includes high levels of buy-in to the principles and the EGL outcomes across the EGL ecosystem.

In terms of good stewardship of resources, commitment to kaupapa and the deep integration of the EGL principles has created an environment where decisions about resource use are constantly compared to the EGL principles to ensure resource use is aligned with EGL intentions. These processes help to ensure that there is good stewardship of resources happening within the EGL Waikato ecosystem.

### *Respectful use of intangible resources is valued and embraced by the entire EGL ecosystem*

Another benefit of the deep integration of the EGL Waikato principles and the early capability building is the wide acceptance of the value and important role of intangible resources in EGL. There are robust systems in place to understand and encourage the respectful use of intangible resources across the entire programme. For example, tangible resources such as personal budgets are allocated based on intangible resources such as the expertise, time and energy of disabled people, families and whaanau, along with the EGL principles and continue to be managed in line with a plan that reflects the EGL principles.

The intangible resources contributed by the EGL Waikato team are also highly valued and embraced within the Demonstration. Early capability building has supported a strengths-based environment within the EGLW team where everyone's leadership capability is realised, and everyone has an important role to play. This enables the amplification of each person's contribution because the intangible resource they contribute is mobilised into something more effective. Thus, ensuring resources are used appropriately, respectfully and without wastage.

### *Good stewardship of resources in relation to Te Tiriti o Waitangi obligations is an important component of EGL Waikato*

From 2014, the design and implementation of EGL Waikato intended to reflect the needs of taangata me whaanau hauaa and ensure EGL Waikato is culturally responsive. This saw the elevation of Maaori as a critical group to engage and ensuring Maaori were clearly represented at both strategic and operational levels. While the initial involvement of Maaori in the co-design of EGL Waikato in 2015 was later than it should have been, the roopuu at the time did not feel that they were disadvantaged. Since that time, Maaori leadership has remained within the Leadership Group and have now formed the Waikato Maaori Core Group. In 2020 this group revitalised the Maaori Action Plan to encompass how EGL Waikato will work alongside taangata me whaanau hauaa

Given the population of taangata me whaanau hauaa in the Waikato, good stewardship of resources also required that EGL Waikato dedicate an appropriate level of resource to operating responsively and through Te Ao Maaori and local iwitanga. In April 2020, 35% of total active participants identified as Maaori. In general, taangata me whaanau hauaa have positive experiences of EGL, and with their Tuuhono. The establishment of dedicated Tuuhono Maaori and the value of their cultural capability has been recognised. There are some examples in previous evaluation reports that some taangata me whaanau hauaa did not believe the Te Ao Maaori grounding of EGLW was sufficient for their needs. However, for the most part taangata me whaanau hauaa value and appreciate the support of Tuuhono Maaori.

### *Stewardship of resources by disabled people, families and whaanau*

#### *Tuuhono empower and enable disabled people, families and whaanau to be good stewards of their tangible and intangible resources.*

The inclusion of the self-determination, person-centred and mana-enhancing EGL principles highlight the focus on starting engagement where the disabled person and their whaanau is at. Tuuhono practicing these principles empower and enable disabled people and whaanau to unlock their potential and realise the value of their time, effort, and expertise. For example, Tuuhono might start conversations with disabled people, families and whaanau about what their good life may look like and what can support this. Focusing on what intangible resources disabled people, families and whaanau already have and affirming and strengthening these resources as part of the package is critical to stewardship in this context. This strengths-based capability building approach supports good stewardship of resources by ensuring intangible resources are valued and used appropriately, respectfully and without wastage.

Another way Tuuhono empower and enable good stewardship of resource by disabled people and their whaanau is through taking a learning focus when talking about the creation and management of personal budgets. Working with their Tuuhono, disabled people, families and whaanau focus on exploring their needs and aspirations, reflected in their supported self-assessment, which in turn

informs a decision-making panel who tailor a personal budget accordingly - a critical intention of EGL and given effect by EGL Waikato.

Sometimes, but as expected, the lives of disabled people, families and whaanau change and for some, rapidly and not always in a positive way. Within EGL Waikato, disabled people, families and whaanau have the autonomy to respond to their changing needs. This is because EGL Waikato has a relational, strengths-based approach and systems to support the oversight of personal budgets. The ability and capability to respond to change is foundational to the capability building approach Tuuhono and other EGL Waikato staff use. Generally, Tuuhono, through conversations, create opportunities for learning and explore how tangible and intangible resources of disabled people and whaanau can be most effectively used to enable achievement of their goals. This learning focus helps to ensure disabled people and their whaanau are empowered to be good stewards of their resources.

Previous evaluation reports highlight that disabled people and their whaanau believe that the intangible resources they contribute are valued and respected by Tuuhono and EGL Waikato. Disabled people, families and whaanau acknowledge the additional physical, mental, and emotional load associated with participating in EGL Waikato. This additional load comes from a mana-enhancing approach that builds capability to support the valued outcomes of being person-centred, self-determination, and ordinary life outcomes. Yet, they also acknowledge that this additional load is worth it to realise choice and control in their lives. This desire to self-determine and lead their own change is reflected in the high proportion of disabled people, families and whaanau in EGL Waikato who are self-managing their personalised budget (approximately 80%). This suggests that most disabled people, families and whaanau have the desire and capability to be good stewards of their budget and are effectively supported to do this through a high trust model.

### Efficiency: Using resources productively to maximise delivery of supports

The efficiency criterion generally focuses on how resources are utilised productively to maximise delivery of supports. In the context of EGL, this is about fundamentally shifting from cost-minimisation and external determination of access, to maximising how much choice and control EGL can extend within its available resources:

- Shifting from delivering services *to / for* people to working *with* to support choices and control *by / as* disabled people, families and whaanau
- Shifting from a limited mix of predetermined services and supports to a mix of services and supports that provide a range of options that extend more choice and control to disabled people, families and whaanau
- Shifting from prescription and a programmatic / formulaic approach to intentionally testing ideas, collect evidence, reflect, learn, and adapt?

### Relational Efficiency - Interpersonal relationships and communication

#### **Criteria description/reflection question:**

- 1. *Interpersonal relationships and communication are the foundation for efficient resource use in EGL. Without good relationships, resources will be wasted and opportunities to enable good lives will be lost. Cultural concordance of staff and whaanau, and ways of working as set out in EGL principles, are enablers of good relationships.***

#### *EGL Waikato operates a highly relational model where relationships are prioritised at all levels.*

At the core of EGL and EGL Waikato is the value of relationship building. Disabled people, families, and whaanau, the EGL Waikato Leadership group and operational team, as well as national governance relationships are all integral to their relational approach. Relationships are interconnected and communication in the relationships flow both ways so although the primary relationship is between disabled people and whaanau and their Tuuhono, disabled people and whaanau also have relationships with EGL Waikato team and leadership and vice versa. The EGL principles themselves are highly relational, for example, the mana-enhancing principle ensures that



the abilities and contributions of disabled people, families and whaanau are recognised and respected. Hence, the deep integration of the EGL principles in EGLW has reinforced a relational approach.

The relationship between disabled people, families and whaanau and their Tuuhono has been identified as critical in previous evaluations. This relationship was one of the primary reasons disabled people and whaanau believe EGL Waikato has supported the achievement of their outcomes. Further, a key outcome for disabled people and whaanau was attaining “empathetic and empowering relationships with trusted people in their community, including other disabled people and whaanau”.<sup>22</sup>

Critical processes such as communication strategies, that enable re-balancing of power are hard wired into EGL Waikato ways of working. For example, Tuuhono will always start engagement with disabled people, families and whaanau where they are at and respond accordingly. This means that a strong relationship and effective communication must occur between Tuuhono and disabled people and whaanau, right from initial engagement. At an organisational level within the EGL Waikato ecosystem, even now that EGL Waikato has reached a mature stage of operation, practices that enable power sharing, which might more typically be used early on, are still in place and are valued enough to remain so. For example, Leadership Group meetings are independently chaired, and the voices of disabled people, families and whaanau is always heard first before other perspectives. Finally, leadership of disabled people, families and whaanau within EGL Waikato is prioritised, initially through early capacity building and more latterly by maintaining and strengthening leadership roles for disabled people, families and whaanau within community forums, for example.

#### *EGL Waikato seeks to provide a culturally responsive approach that enables mana-enhancing relationships*

The vision and principles of EGL align to the intentions of Whaanau Ora and Whaia Te Ao Marama – Maaori Disability Strategy, with both core to a Te Tiriti-based response. As noted earlier, 35% of the disabled people, families and whaanau involved in EGL Waikato are Maaori and many have been involved in EGL Waikato from the beginning. The high proportion and longevity of engagement of Maaori, the sustained engagement of Maaori leadership and relationships with Iwi, are indications that EGL Waikato is purposefully implementing a culturally responsive approach. The cultural capacity of Tuuhono Maaori is critical to the high proportion of taangata me whaanau hauaa but the entire EGL Waikato ecosystem is encouraged and enabled to work in culturally responsive ways. As highlighted in a recent case study (2020), “Embedding the EGL principles into the Demonstration infrastructure and staff practices creates the anchor for a holistic approach focusing on the wellbeing of disabled people, families and whaanau, resulting in localised investment in disabled people”.<sup>23</sup>

#### **Allocative Efficiency – The right mix of services and supports<sup>24</sup>**

The right mix of services and supports in this context reflects the distribution of resources that enable services and interventions to meet the needs of recipients, as well as wider strategic objectives. Therefore, in the context of EGL, this needs to not only reflect what the right mix is, but also the extent to which the mix of services and supports enhances choice, control, and access. This can then inform decisions about whether EGL Waikato should be doing a little less in one area to order to be able to do a bit more of something else. Exploring the later part of this criterion will occur within the discussion regarding considerations for future implementation.

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<sup>22</sup> Were, L., and Crocket, A. (2019). Enabling Good Lives Waikato Demonstration: Phase Three Evaluation Report. p. 6

<sup>23</sup> Ihi Research, Moana Research and FEM 2006 Ltd., (2020). Te Piringa:Whaanau-centred Maaori and Pacific Led Primary Health Care Case Studies.

<sup>24</sup> In economic theory, allocative efficiency occurs where the distribution of goods and services in the economy matches consumers’ preferences, and price is equal to the marginal cost of production. In public services, the term can be used analogously to refer to governments distributing resources to the right mix of services or interventions to meet needs and strategic objectives.

*Criteria description/reflection questions:*

1. *Does EGL improve the extent to which each disabled person and their whaanau receives the right combination of supports, that are person-centred and tailored to individual needs and goals?*
2. *Does EGL improve the extent to which people connect with and/or participate in community?*
3. *Does EGL improve the extent to which people access mainstream services before specialist disability services?*
4. *Does EGL improve the extent to which taangata me whaanau hauaa are able to access supports that fulfil the articles of Te Tiriti o Waitangi?*

*EGL Waikato is completely focused on disabled people, families and whaanau receiving the right combination of supports that reflect their goals and aspirations through a person-centred and tailored approach.*

EGL Waikato done well exemplifies allocative efficiency from the collective perspective of disabled people, families and whaanau. The prevailing system is characterised by an individualised approach with disabled people being locked into need and funding formulas. Conversely, EGL Waikato is highly personalised and based on need and aspirations of the disabled person, their family and whaanau. Taking a whole-of-life holistic approach and having the disabled person, their family and whaanau at the centre of EGL Waikato creates a mana-enhancing system that is highly personalised and adaptive to each person's perspectives on what the 'right' mix of support is.

This highly personalised and adaptive approach is reflected in EGL Waikato systems and processes, for example, the supported self-assessment, funding allocation planning and committee discussion. All previous phases of evaluation, particularly phase three identified that EGL Waikato has contributed to the lives of disabled people, families and whaanau by:

- "creating flexibility and freedom
- providing adaptable, individualised funding and supports
- supporting self-management of personal budgets".<sup>25</sup>

*Community engagement is a significant focus in planning and conversations between disabled people, families, and whaanau and their Tuuhono.*

EGL Waikato intentionally supports and encourages disabled people, families and whaanau to engage in their community. For example, the Leadership Group established Disabled People and Family core groups, as well as focusing engagement and advocacy on aspirations are ways community engage occurs. Focusing the engagement on aspirations of disabled people, families and whaanau creates opportunities for them to articulate how they wish to engage with their community and how they see this occurring. In fact, if engagement with community is not mentioned, Tuuhono are trained to specifically ask about this to explore what is possible.

However, whilst EGL Waikato can intentionally focus on encouraging disabled people, families and whaanau to engage with their community, as well as provide capability development for this to occur, they are not the only organisation responsible for supporting disabled people and whaanau to do this. The community itself must be physically accessible and responsive and this is not always the case, particularly in more rural areas.

EGL Waikato supports and advocates for the whole sector having a shared focus on strengthening the accessibility and responsiveness of community. Examples of this include their work across the housing system, collaborative projects with both the Waikato DHB and Waikato University and creating alternative options for supporting families to manage behaviour issues. An associated but distinct development was the establishment of a Community of Practice for Disability Support Service providers to come together to build an understanding of what it takes to give effect to the EGL vision and principles.

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<sup>25</sup> Were, L., and Crocket, A. (2019). Enabling Good Lives Waikato Demonstration: Phase Three Evaluation Report. p. 5  
Prepared by Hikitia and Julian King & Associates

*Management of personalised budgets enables disabled people, families and whaanau to manage and determine who they engage with, making it easier to use mainstream services first.*

All disabled people, families and whaanau in EGL Waikato are managing their budgets, with the majority, approximately eighty percent, directly self-managing. Management of personalised budgets provides complete choice and control over the supports they access, and they can use mainstream services more easily. In addition, they are able to mobilise support from their existing and local networks, such as being able to engage young people to work with their peers, supporting disabled people to access activities or sourcing Personal Assistant support to enable participation in meetings. In addition, it is becoming more acceptable that whaanau are a key part of support mechanisms, and disabled people can recompense them appropriately.

The Phase Two evaluation highlighted that disabled people, families and whaanau who were self-managing reported this process:

- enhanced their confidence
- created great self-governance and control
- greater transparency of spend
- enabled the funding to go further
- created greater flexibility
- developed important skills: financial management, human resource skills.<sup>26</sup>

Using mainstream services first, and disabled people, families and whaanau having more choice and control in their decisions, has however elevated tension in the sector. Now that there is more choice about which supports are used, specialist disability services are having to rethink their business models. They need to decide whether they maintain their current model or adapt to the new environment and offer a fee for service or some other procurement approach.

*Through EGL Waikato, taangata me whaanau hauaa are accessing supports in ways more aligned with Te Tiriti o Waitangi, but there could be more investment in building leadership capacity in the taangata whenua roopuu and Tuuhono Maaori.*

EGL Waikato seeks to strengthen tino rangatiratanga by enacting Te Tiriti and deeply integrating the principles, particularly self-determination and mana-enhancing at every level. There is a strong component of 'as Maaori' engagement for taangata me whaanau hauaa which is highly related to Tuuhono Maaori. Also, there is a strong whaanau response, and needs and aspirations of disabled people are considered in the context of their whaanau or community.

Through EGLW there has been a drive to address the disparity in access and what is considered possible for Maaori. There is a specific focus on creating a more equitable system. The Tuuhono Maaori, the Maaori core group and the value that is placed on their voice and their work are critical to this equity focus. There is, however, more that could be done to build the leadership capacity of these two groups to bolster what they can achieve within EGL Waikato, such as resourcing the actions within the Maaori Action Plan.

### Dynamic Efficiency

**Criteria description/reflection question:**

***Improving relational and allocative efficiency over time. For example, how effectively is EGL learning and adapting what and how it delivers?***

*The entire EGL Waikato ecosystem prioritises learning about their work and adapting to ensure that EGL Waikato works as well as it can for disabled people, families and whaanau.*

EGL Waikato values learning and reflecting on their work to understand what they could improve and adapt. At both strategic and operational levels, those involved are highly attuned to what is going on around them and have fostered an environment where learning is an embedded process. For

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<sup>26</sup> Were, L. (2017). Enabling Good Lives Waikato Demonstration: Phase Two Evaluation Summary Report. p. 49  
Prepared by Hikitia and Julian King & Associates

example, they engage in reflective practices, supervision and peer support and sought evaluative support even before EGL Waikato was implemented.

EGL Waikato have also embedded a culture where learning is encouraged throughout the EGL Waikato ecosystem. As noted earlier, disabled people, families and whaanau voice is highly valued in EGL Waikato and this allows learning and decision making to happen both from the top down (i.e., EGL Waikato leadership noticing something and speaking with Tuuhono and disabled people and whaanau about how it could change) and bottom up (i.e., disabled people and whaanau noticing something and talking to leadership and how it could change).

One of the developments in EGL Waikato over the past six years is learning about what works in relation to maximising outputs and making changes to their delivery accordingly. The three previous phases of evaluation demonstrate how they have been learning, what action they have taken and then their reflections on what the impact of this has been. For example, EGL Waikato now has a greater understanding of the value of investing in children and sustaining whaanau over time. Similarly, there is now an understanding in EGL Waikato about what it takes to invest well in people living with multiple and significant complex needs. As a result of this improved understanding, EGL Waikato has adjusted their approach accordingly to maximise benefits for this group.

## Effectiveness: Achieving intended outcomes

### **Criteria description/reflection question:**

- 1. How well is EGL enabling positive changes in people's lives?**

*EGLW is a highly effective programme. It is delivering positive outcomes for disabled people, families and whaanau.*

Success criteria for disabled people and whaanau that reflected the EGL principles were set early in the design and development of EGL Waikato. All evaluation reports to date have reflected on the performance of EGL Waikato against the success criteria. These demonstrate incremental improvement over time culminating in the Phase Three evaluation report which demonstrated very positive outcomes for disabled people, families and whaanau. For example, nearly all disabled people and whaanau indicated through a survey and in-person reflections that EGL Waikato is far better than the previous system and over half had achieved their desired outcomes in the past one to two years.

Further, disabled people, families, whaanau shared experiences of a greater sense of independence, confidence, and connection as well as greater access to environments not previously accessible. These align with the EGL principles of self-determination, mana-enhancing, relationship building and mainstream first. Disabled people, families and whaanau indicate that it is primarily EGL Waikato that has supported the achievements of these outcomes. However, there are other factors outside of EGL Waikato that have had an influence.

There have however been some disabled people, families, whaanau for whom EGL Waikato has not enabled such positive outcomes. For some, factors outside of EGL Waikato (such as general wellness and energy, other agencies not following through and challenges with finding and keeping the right supports) have influenced their achievement of positive outcomes. Factors within EGL Waikato that have negatively influenced achievement of positive outcomes are a poor relationship with Tuuhono or having to change Tuuhono. This is something that EGL Waikato has been working on by making sure that disabled people and whaanau are introduced to another Tuuhono who is their backup.

## Equity: Recognising and responding to diversity to achieve equity

### **Criteria description/reflection questions:**

- 1. To what extent and in what circumstances do disabled people and their whaanau have greater equity of access under EGL compared to the previous system, and why?**

## 2. *Are taangata me whaanau hauaa experiencing equity of access under EGL compared to the previous system, and why?*

*EGL Waikato is fundamentally an equity-based response. Systems and processes are aligned with the EGL principles which prioritise person-centred, relational approaches that enable equity of access for disabled people, families, and whaanau.*

Equity of access within EGL Waikato occurs when disabled people, families and whaanau get supports that meet their needs and aspirations in a timely way as individuals and as whaanau. Previous evaluation reports identify that this is happening for the majority of disabled people, families, and whaanau involved in EGL Waikato. Most disabled people, families and whaanau reflected that with EGL Waikato they have greater access than what was possible in the previous system and that their ability to have choice and control over their supports had removed some of the traditional barriers that limited their access.

The Tuuhono role and their capability building approach with disabled people, families and whaanau are critical in the achievement of an equity response. Tuuhono use a person-centred approach which starts at the place of the disabled people, families, and whaanau. This approach creates the platform for capability building, unlocking potential and making progress towards and realise aspirations. As noted earlier, disabled people, families and whaanau having the capability to self-manage their supports and exercise choice and control to self-determine their journey creates equity of access.

The centrality of the equity approach within EGL Waikato is enabled through a supportive and reinforcing environment. The entire EGL Waikato ecosystem, where the EGL principles are deeply embedded, ensures that everyone understands the need for and value of their equity approach. Further, everyone is committed to practicing in ways that fulfil the EGL principles, thereby creating an equitable system.

*EGL Waikato is committed to engaging Maaori, as Maaori and with Maaori, so they can achieve their outcomes as Maaori.*

Early on EGL Waikato intentionally focused on engagement with Maaori by creating Tuuhono Maaori to enable engagement with taangata me whaanau hauaa as Maaori. The leadership have taken clear ownership of getting EGLW right for taangata me whaanau hauaa and have supported learning and adapting their service to strengthen their equity approach accordingly.

Taangata me whaanau hauaa have indicated in previous evaluations that what they are able to and achieve through EGL Waikato is greater than the previous system – the degree of flexibility and freedom in a safe and supportive environment. However, some taangata me whaanau hauaa believed that EGL Waikato could do more to ensure they are able to mobilise supports within EGL Waikato to best respond to their needs and aspirations as Maaori and as whaanau Maaori. This was taken on board by EGL Waikato leadership, and they continue to strive to adapt their service so they can effectively engage with all their taangata me whaanau hauaa wherever they are at.

## Meeting the Value Proposition of EGL Waikato: Creating value through access, choice, and control

### Criteria description/reflection questions

1. What is the change in choice and control for disabled people, families and whaanau, attributable to EGL Waikato?
2. To what extent and in what circumstances are disabled people, families and whaanau able to secure the right supports to meet their needs and aspirations (including supports they were already entitled to but couldn't access under the old system)?

The justification for the resources used by EGL Waikato is deeply rooted in social justice and social responsibility. The primary purpose of EGL is to give disabled people and whaanau access, choice and

control over their own lives – a basic human right they have typically not been allowed to exercise in the past. So, as highlighted earlier and by Cabinet, the value proposition of EGL is about whether it is the ‘right’ thing to do, to enable disabled people, families and whaanau to exercise their basic right for choice and control over their own lives. As a result, the VfM reflection questions originally posed that focused on a Cost Benefit Analysis comparison to the previous system and between different cohort to validate EGL Waikato as an approach as well as affirm the concept of EGL are no longer considered relevant to the VfM approach because they do not reflect current thinking. Instead, we address the value proposition directly.

*Improved access, choice and control are unequivocal outcomes of EGL Waikato. Disabled people, families and whaanau identified that the EGL Waikato system is directly responsible for most of this improvement.*

Feedback from disabled people, families and whaanau in previous evaluation reports identified substantial improvements in access, choice and control are experienced by nearly all disabled people and whaanau. Those who did not report improvements reflected that this was influenced by factors external as well as internal to EGL Waikato.

*Disabled people, families and whaanau have attributed their increase in use of mainstream services as being directly attributable to EGL Waikato.*

As mentioned earlier, disabled people, families and whaanau have increased their use of mainstream services through EGL Waikato. This can mean establishing relationships in the community and become known and recognised. This also reflects the ability for disabled people, families and whaanau to also access the information they need, when they need it, as well as community options that are for everyone.

One of the EGL principles is mainstream first and Tuuhono focus some of their engagement with disabled people, families and whaanau to working through what mainstream services they want to access and how to make this happen. Self-management of budget and being able to mobilise local networks for support have created a supportive environment where disabled people and whaanau are able to access mainstream services. The phase three evaluation highlighted that nearly 90% of respondents (~41) were able to realise the principle of mainstream first.

## Considerations for Future Implementation

The EGL Waikato approach to implementation has centered the EGL principles in all that is done. As a result, the principles have strongly contributed to the value of the programme. **Continuing to align practice at all levels with the EGL principles** is fundamental to the ongoing delivery and future scaling of EGL Waikato.

The intentional strategy for capacity and capability building of disabled people and their whaanau to enable their leadership and contribution to decision making has meant that the direction for EGL Waikato has been informed and determined by disabled people, and their whaanau, along side providers and officials. The contribution and insight from the EGL Waikato Demonstration Team is also valued, and as such, the considerations discussed in this section reflect the thoughts of both the EGL Waikato Leadership group and Demonstration Team gathered through two facilitated workshops.

The intentional planning approach of EGL Waikato so far has contributed to success and value creation. Therefore, the Leadership Group wish to continue this **planned and intentional approach to scale and develop infrastructure for growth and sustainability**. Yet, **creating space for exploration of opportunities** as they occur is also seen as valuable. For example, having a project space to raise emerging learning about where EGL Waikato should be active and then investigating how this could be done.

Overall, the general consensus is that strengthening the value of EGL Waikato will take a dual focus in the next few years. Firstly, to maintain and grow the work for disabled people and their whaanau in the Waikato ensuring that the high quality work done to date continues. Secondly, to push into being more active in the wider local and national systems levels e.g. community and government or cross agencies. Therefore considerations are categorised into two areas, each reflecting one of the dual focus areas. Some considerations are based on strengthening or sustaining existing practices, while others suggest the development of new approaches reflecting the desire to push into new spaces.

#### *Existing practices to strengthen or sustain*

- Growing the capacity and capability of disabled people and their whaanau to enable their leadership in EGL has contributed to the impact and success of EGL Waikato. Therefore, **continuing the intentional capacity and capability building** is crucial. Examples of specific areas to strengthen and sustain are continue developing disabled people and whaanau to be in a Tuuhono role and building peer networks within the Demonstration.
- Relationships and trust are critical to the creation of value in EGL Waikato. **Maintaining current connections and relationships** across EGL Waikato e.g., through existing forums was raised as vital. Similarly, searching out and **creating new connections** (e.g., peer to peer networks) will also contribute to the value of EGL Waikato. For example, engaging with Iwi to understand their desire for a relationship with EGL Waikato, working with Maaori providers and whaanau-led development networks to support more cultural responsiveness and inclusion. Also, creating relationships with private organisations to explore where they may be able to support capacity and capability building for disabled people and whaanau.
- A key strength of EGL Waikato is the diversity of people involved at all levels of the Demonstration, and the inclusion of multiple perspectives. The diversity and inclusion of multiple perspectives contributes to the strongly grounded person-centred approach of EGL Waikato. The leadership group wish to continue to **grow and be inclusive of diversity and multiple perspectives**.
- Continuing investment in time, resource and capability of the tuuhono to amplify their culturally responsive practice is also important. This will enable EGL Waikato to more fully respond to Maaori and Pasifika as Maaori and Pasifika, an area raised in previous phases of evaluation that could be strengthened further.
- EGL Waikato Leadership also believe that **providers of disability services have a responsibility to build capacity and capability** of disabled people and their whaanau to replicate the approach of EGL Waikato. This would enable more disabled people and their whaanau to engage in leadership and decision making, personally and collectively, and enhance their self-determination, choice and control.
- Finally, **continuing the learning approach of EGL Waikato and sharing stories** of what contributes to success and what is being learned with others to influence their work is important. Continuing to **embed evaluation and learning** into daily practice, while **building evaluative capacity and capability** throughout the EGL Waikato ecosystem remains a valued area of investment. In addition, continuing to focus on **celebrating the achievements** of EGL Waikato was seen as a vital practice to maintain, with the disabled persons forum put forward as an area in which to focus.

#### *New approaches to contribute to wider local and national systems level change*

- There is a desire to plan how the Demonstration can successfully engage and work with more disabled people and their whaanau locally, at the same time, moving into wider community and national systems level work whilst **maintaining integrity of its vision**. One suggestion as part of this process was to **clarify the role and focus of the EGL Waikato Leadership group**. Another suggestion was to have Tuuhono locally based, this is particularly important in rural communities. Place-based Tuuhono will be more visible and present in the community and also support a community development approach.
- Ensuring the **sustainability of the workforce** is critical to ongoing value creation in EGL Waikato. The Tuuhono have a vital role in the success of EGL Waikato, and ongoing support

to enable them to sustain the intensity of their role as EGL Waikato scales up is important. For example, recruiting new Tuuhono, having a client management system that enables remote working in a geographically spread role, and supporting Tuuhono wellness.

- Similarly, there was a desire to **create more transparent reporting** for leadership and governance group, particularly around budgets and contingency planning.
- Linked to scaling out to reach more disabled people and whaanau is **more specific and focused engagement with disabled people and whaanau at particular points in their journey to create additional value**. The examples used were early engagement with children and their families at diagnosis and people who required support to secure appropriate housing and/or new living arrangements. These have been identified as areas where supporting disabled people and their whaanau provides significant benefit.
- **Development of strategies to engage more broadly with the community** was identified as useful by the Leadership Group. For example creating **Community Liaison or Community Education strategies**. As noted earlier in the report, EGL Waikato has primarily been working with disabled people and their whaanau to enable engagement in communities. However, communities may not always be accessible for disabled people and whaanau. So this is an area where EGL Waikato want to amplify their contribution to create change.
- There is also a desire within EGL Waikato to be **more active at a national systems level**. For example, carrying out advocacy work to encourage the Ministry of Health to support system level change that incorporates the valuable aspects identified in the design and implementation of EGL Waikato. Therefore there is a need to **develop and share messages about critical aspects of EGL Waikato** that have made a difference and contributed to success for example, messages about the significant contribution of intangible resources and ways to help people manage their own budgets.
- Suggested ways to contribute to national level advocacy also includes the need to **advocate for evaluation use**, particularly to sustain an EGL-informed Developmental Evaluation approach, including the VfM approach developed for this phase four evaluation. manage their own budgets. A continuation of this
- Exploring possibilities for and **creating new partnerships and relationships** with organisations that can support and complement this advocacy work for effective systems change is another consideration for something to start doing. For example Disabled Persons' Assemblies and the Disabled Persons' Organisations.

EGL Waikato has consistently focused on building a relational and high trust approach that has a strong foundation aligned with the EGL principles. This strong foundation and their proven way of working means they are now poised to grow further to consolidate and strengthen their existing work alongside developing new ways of creating value for disabled people and their whaanau.