
14 Services for people with a disability

The Australian, State and Territory governments aim to maximise opportunities for people with a disability to participate actively in the community, by providing services and support for people with a disability, their families and carers.

This chapter focuses on services covered by the third Commonwealth State/Territory Disability Agreement (CSTDA), which applied to the period 1 July 2002 to 30 June 2007. The Australian Government and State and Territory governments are currently negotiating a fourth CSTDA.

The CSTDA forms the basis for the provision and funding of services for people with a disability, where the person's disability manifests before the age of 65 years and for which they require ongoing or long term episodic support. Specialist psychiatric disability services are excluded from the chapter to improve data comparability across jurisdictions.

Services for people with a disability can be grouped into income support, disability support services and relevant generic services provided to the community as a whole. This Report generally does not report performance information on income support. Disability support services are primarily delivered under the CSTDA, as well as through programs such as Home and Community Care (HACC) and Commonwealth Rehabilitation Services (CRS) Australia. Performance information on the HACC program is provided in the 'Aged care services' chapter (chapter 13). CRS Australia's services are not covered in this Report.

Some generic services provided to the community as a whole are covered elsewhere in this Report — for example, school education (chapter 4), vocational education and training (VET) (chapter 5), public hospital care (chapter 10), specialised mental health services (chapter 12) and public housing (chapter 16). Other generic services provided to people with a disability — such as transport and utility services at concessional rates — are outside the scope of this Report.

Profile of specialist disability services

The CSTDA defines 'specialist disability services' as 'services or initiatives specially designed from time to time to meet the needs of people with disabilities'

(CSTDA 2003, p. 10). A definition of disability is provided in box 14.1.

Box 14.1 Definition of disability

The International Classification of Functioning, Disability and Health defines disability as being an experience for the person involved that may include the impairment of their body structure and function, limitation of their activity and restriction of their participation in life areas. The International Classification of Functioning, Disability and Health also recognises the role of physical and social environmental factors in affecting disability (WHO 2001).

The Australian Bureau of Statistics (ABS) Survey of Disability, Ageing and Carers (SDAC) was conducted in 1981, 1988, 1993, 1998 and 2003, and was based on the International Classification of Functioning, Disability and Health and its predecessor. The 2003 survey defined a disability as a limitation, restriction or impairment that has lasted, or is likely to last, for at least six months and restricts everyday activities.

Self care, mobility and communication are defined as core activities. The ABS defines levels of core activity limitation as follows:

- mild — where a person does not need assistance and has no difficulty with self care, mobility and/or communication, but uses aids or equipment
- moderate — where a person does not need assistance, but has difficulty with self care, mobility and/or communication
- severe — where a person sometimes needs assistance with self care, mobility and/or communication tasks; has difficulty understanding or being understood by family or friends; or can communicate more easily using sign language or other non-spoken forms of communication
- profound — where a person is unable, or always needs assistance, to perform self care, mobility and/or communication tasks.

The CSTDA (2003, p. 9) defines 'people with disabilities' as those whose disability manifests itself before the age of 65 years and for which they require significant ongoing and/or long term episodic support. For these people, the disability will be attributable to an intellectual, psychiatric, sensory, physical or neurological impairment or acquired brain injury (or some combination of these) which is likely to be permanent and results in substantially reduced capacity in at least one of the following:

- self-care/management
- mobility
- communication

Source: ABS (2004b); WHO (2001); CSTDA (2003); 2008 Report, box 14.1, pp. 14.3.

Indigenous data in the services for people with a disability chapter

The services for people with a disability chapter in the *Report on Government Services 2008* (2008 Report) contains the following data items on Indigenous people:

- proportions of age groups who have a profound or severe core activity limitation
- users per 1000 people in 2005-06 of the following services:
 - accommodation support
 - employment
 - community access
 - community support
 - respite
- labour force participation and employment rates of people with a profound or severe core activity limitation, 2006.

Attachment tables

Attachment tables for data within the services for people with a disability chapter of this compendium are contained in attachment 14A of the compendium. These tables are identified in references throughout this chapter by an 'A' suffix (for example, table 14A.3 is table 3 in the services for people with a disability attachment). As the data are directly sourced from the 2008 Report, the compendium also notes where the original table, figure or text in the 2008 Report can be found. For example, where the compendium refers to '2008 Report, p. 14.15' this is page 15 of chapter 14 of the 2008 Report, and '2008 Report, table 14A.2' is attachment table 2 of attachment 14A of the 2008 Report.

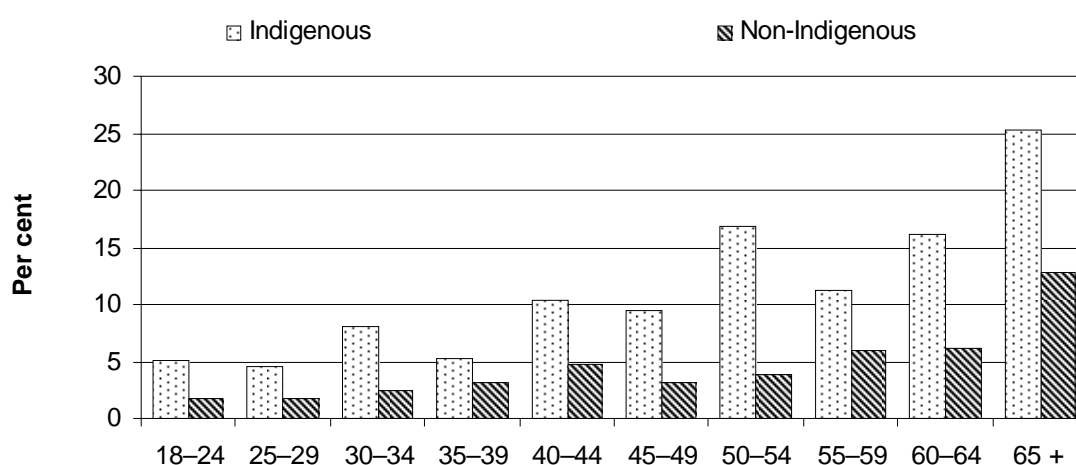
Disability prevalence among Aboriginal and Torres Strait Islander people

Indigenous people have significantly higher rates of profound or severe core activity limitation than non-Indigenous people. The Australian Institute of Health and Welfare (AIHW) estimated that the proportion of Indigenous people aged over 18 years who had a profound or severe core activity limitation was approximately 2.4 times that of non-Indigenous people in 2002 (AIHW 2006). This estimate is based on data from the ABS's General Social Survey (GSS) and National Aboriginal and Torres Strait Islander Social Survey (NATSISS) and takes into account differences in the:

- age structure of the Indigenous and non-Indigenous populations
- method that was applied in remote areas for the two surveys (for further details on the difference in method see AIHW 2006).

The difference (in rate ratio terms) between the populations is most marked for people aged 50–54 years and those aged 30–34 years (figure 14.1).

Figure 14.1 Proportions of age groups who have a profound or severe core activity limitation, by Indigenous status, 2002^a



^a For the NATSISS, there were a number of differences in the ‘screening’ questions used to establish disability status and disability type for persons living in remote and non-remote areas. While a ‘common’ set of questions was asked in both remote and non-remote areas, some additional questions were asked in non-remote areas only. The expanded set of screening questions asked in non-remote areas is referred to as the ‘broader criteria’, the smaller set is referred to as the ‘common criteria’. For the reported proportions, the relative impact of the broader criteria on the Indigenous estimate in non-remote areas was calculated and applied as a weight to the estimate for remote areas. The non-Indigenous estimates from the GSS are based on the broader criteria only (AIHW 2006).

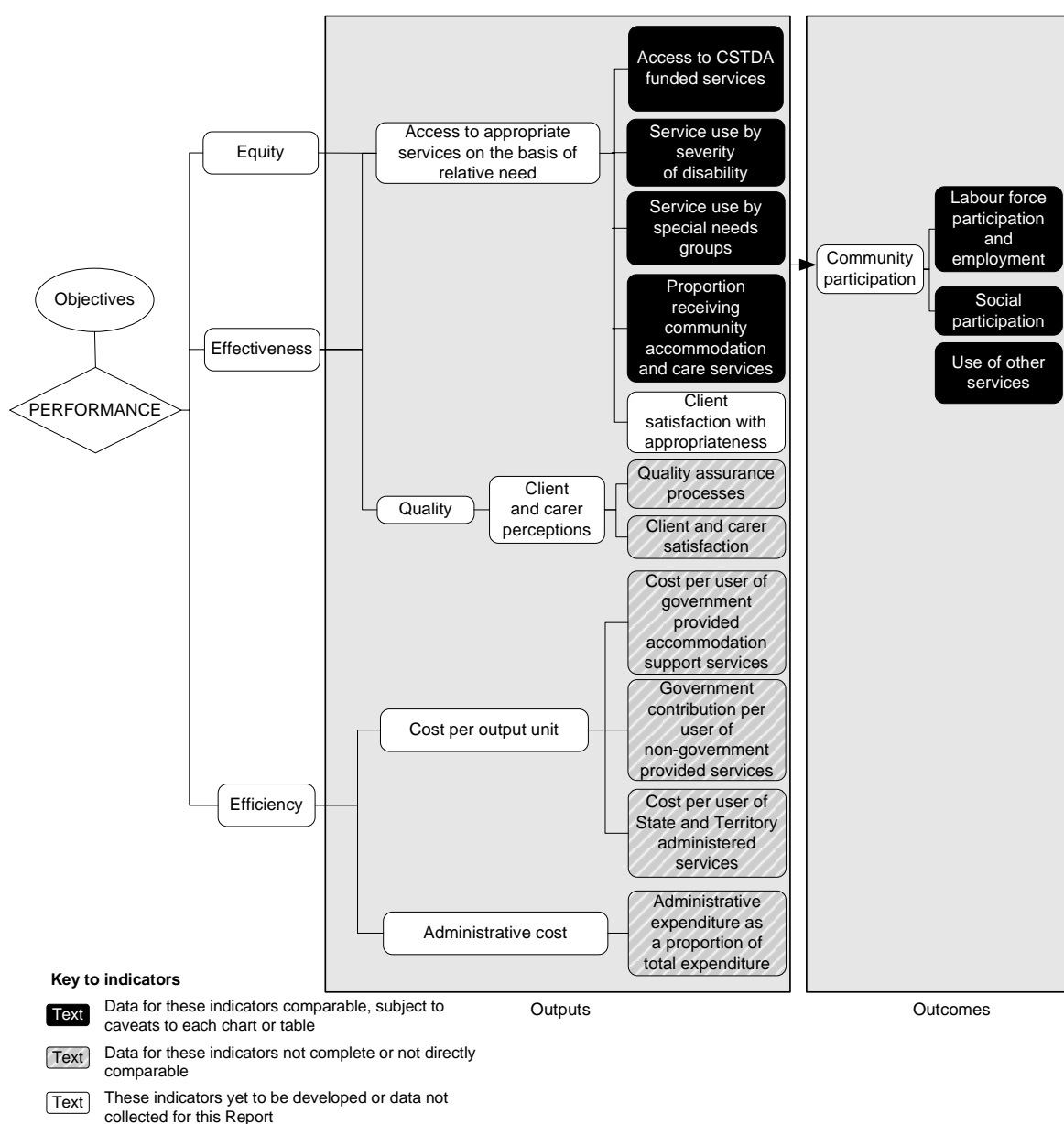
Source: AIHW (2006); 2008 Report, figure 14.5, p. 14.11.

The *Overcoming Indigenous Disadvantage: Key Indicators 2007* contains additional data from the GSS and NATSISS, including a comparison of the Indigenous and non-Indigenous peoples rates of selected long-term health conditions (SCRGSP 2007).

Framework of performance indicators

Data for Indigenous people are reported for a subset of the performance indicators for specialist disability services in the 2008 Report. It is important to interpret these data in the context of the broader performance indicator framework outlined in figure 14.2. The performance indicator framework shows which data are comparable in the 2008 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary.

Figure 14.2 Performance indicators for services for people with a disability



Source: 2008 Report, figure 14.9, p. 14.16.

The performance indicator results reported in this chapter generally relate to CSTDA funded services. This Report includes service user data for 2005-06. These data were sourced from the CSTDA National Minimum Data Set (NMDS) collection, which is coordinated by the AIHW.

When considering the indicator results derived using service user data, comparisons between jurisdictions and between the 2004-05 and 2005-06 data (see attachment) should be undertaken with care. While the implementation of the CSTDA NMDS continues to improve data quality, quality is still affected by a number of factors. In particular, the proportion of service users and service outlets that provided data (response rates) and the 'not stated' rates of particular data items vary across jurisdictions and between 2004-05 and 2005-06.

Service use by special needs groups — Indigenous people

One indicator of access is the comparison between the representation of all people with a disability who use CSTDA funded services and the representation of people with a disability from special needs groups (box 14.2).

Box 14.2 Service use by special needs groups

The proportion of people from special needs groups accessing CSTDA funded services is an indicator of governments' objective that access to appropriate services should be equitable for all members of the community. The special needs group reported here is for people identified as Indigenous.

This indicator compares the proportion of service users per 1000 people from a particular special needs group with the proportion of service users per 1000 people outside the special needs group. The disability service types reported are accommodation support, employment, community access, community support and respite services. For accommodation support, community access, community support and respite services, people aged under 65 years are included in the population counts for both the special needs groups and the people outside the special needs groups. For employment, only people aged 15–64 years are included in these population counts.

(Continued on next page)

Box 14.2 (Continued)

Holding other factors constant, the proportion of service users per 1000 people from a special needs group should not vary significantly from the proportion of service users per 1000 people outside the special needs group. While a markedly lower proportion may represent reduced access for a special needs group, it may also represent strong alternative support networks (and thus a lower level of need), or the individual choice of people with a disability not to access CSTDA funded services. Similarly, while a higher proportion may suggest poor service targeting or the lack of alternative support networks, it may also reflect the special needs group having a greater prevalence of disability.

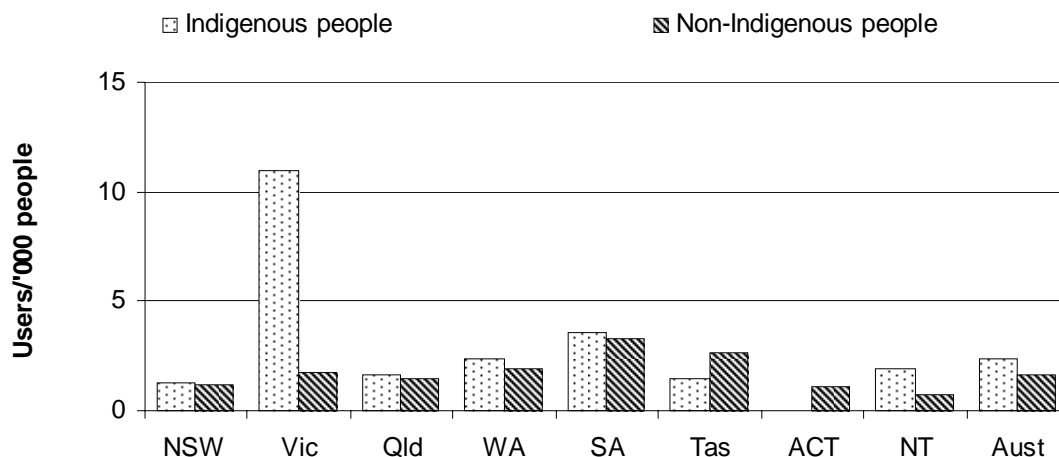
The CSTDA funded services are provided on the basis of need and available resources. This indicator does not provide information on whether the services are appropriate for the needs of the people receiving them, or correctly targeted to those most in need. The indicator also does not take into account differences in:

- the prevalence of disability between people in the special needs group and people outside the special needs groups — for example, this may be a significant issue when comparing Indigenous and non-Indigenous populations' access to services
- the level of informal assistance that is available for people in special needs groups and outside the special needs groups. Results for outer regional and remote/very remote users of accommodation support services, for example, need to be considered with care because alternatives to government funded accommodation support services may be more readily available in these areas. Specifically, accommodation support services in outer regional and remote/very remote areas are largely provided informally, making use of local area coordinators and local community resources.

Comparisons between Indigenous and non-Indigenous populations' access to services need to be undertaken with care as the prevalence of disability is significantly different for these two populations (figure 14.1).

Nationally, the proportion of the Indigenous population who used CSTDA funded accommodation support services in 2005-06 (2.4 Indigenous service users per 1000 Indigenous people aged under 65 years) was higher than the proportion of the non-Indigenous population who used these services (1.6 service users per 1000 non-Indigenous people aged under 65 years) (figure 14.3). Nationally, the proportion of the Indigenous population who used CSTDA funded employment services in 2005-06 (5.9 Indigenous service users per 1000 Indigenous people aged 15–64 years) was higher than the proportion of the non-Indigenous population who used these services (5.2 service users per 1000 non-Indigenous people aged 15–64 years) (figure 14.4).

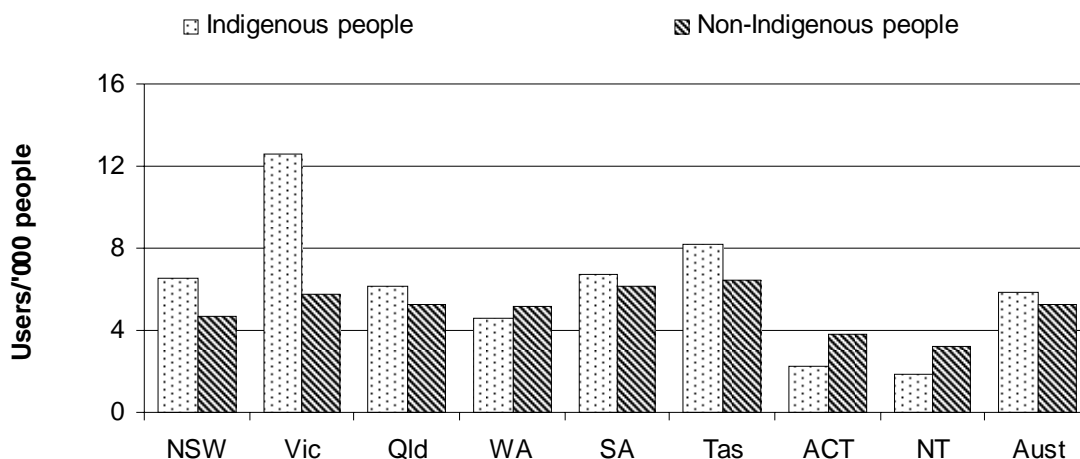
Figure 14.3 **Users of CSTDA funded accommodation support services per 1000 people, by Indigenous status, 2005-06^{a, b, c}**



^a See table 14A.1 for detailed notes relating to these data. ^b These data need to be interpreted with caution due to a number of factors impacting on data quality. See section 14.6 for further information on these quality issues. ^c ACT data for service users per 1000 Indigenous people are not published as they are based on a small number of service users.

Source: ABS (2004c, 2005); AIHW (unpublished); table 14A.1; 2008 Report, figure 14.22, p. 14.31.

Figure 14.4 **Users of CSTDA funded employment services per 1000 people, by Indigenous status, 2005-06^a**



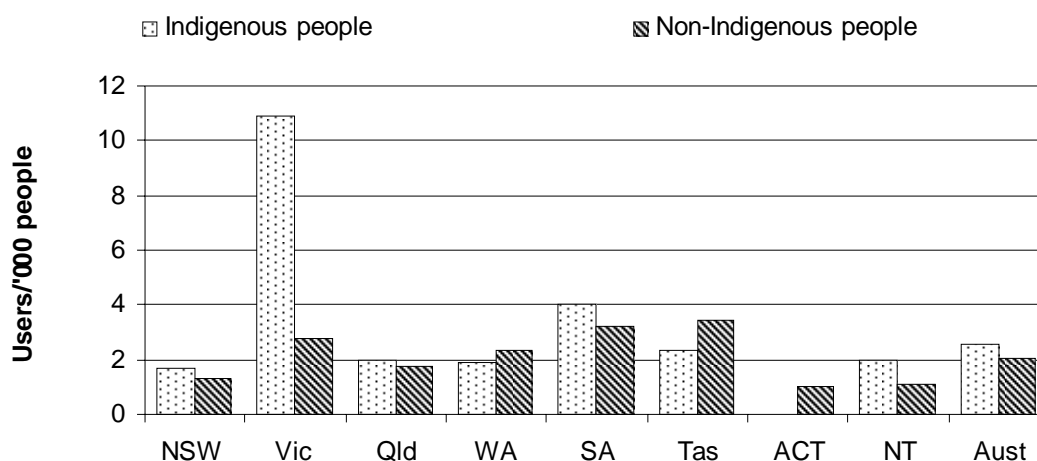
^a See table 14A.2 for detailed notes relating to these data.

Source: ABS (2004c, 2005); AIHW (unpublished); table 14A.2; 2008 Report, figure 14.23, p. 14.31.

Nationally, the proportion of the Indigenous population who used CSTDA funded community access services in 2005-06 (2.5 Indigenous service users per 1000 Indigenous people aged under 65 years) was higher than the proportion of

the non-Indigenous population who used these services (2.0 service users per 1000 people aged under 65 years) (figure 14.5).

Figure 14.5 Users of CSTDA funded community access services per 1000 people, by Indigenous status, 2005-06^{a, b, c}



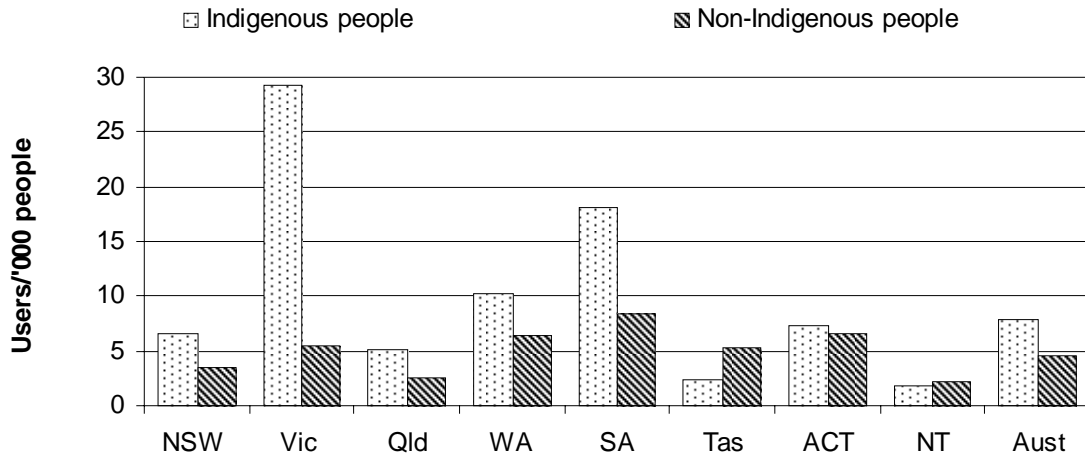
^a See table 14A.3 for detailed notes relating to these data. ^b These data need to be interpreted with caution due to a number of factors impacting on data quality. See 2008 Report, section 14.6 for further information on these quality issues. ^c ACT data for service users per 1000 Indigenous people are not published as they are based on a small number of service users.

Source: ABS (2004c, 2005); AIHW (unpublished); table 14A.3; 2008 Report, figure 14.24, p. 14.32.

Nationally, the proportion of the Indigenous population who used CSTDA funded community support services in 2005-06 (8.0 Indigenous service users per 1000 Indigenous people aged under 65 years) was higher than the proportion of the non-Indigenous population who used these services (4.5 service users per 1000 people aged under 65 years) (figure 14.6). Due to the relatively high rate of missing data, care should be taken when interpreting this measure. Data exclude 15 013 service users (out of a total of 96 469) whose Indigenous status was not reported.

Nationally, the proportion of the Indigenous population who used CSTDA funded respite services in 2005-06 (2.9 Indigenous service users per 1000 Indigenous people aged under 65 years) was higher than the proportion of the non-Indigenous population who used these services (1.3 service users per 1000 people aged under 65 years) (figure 14.7).

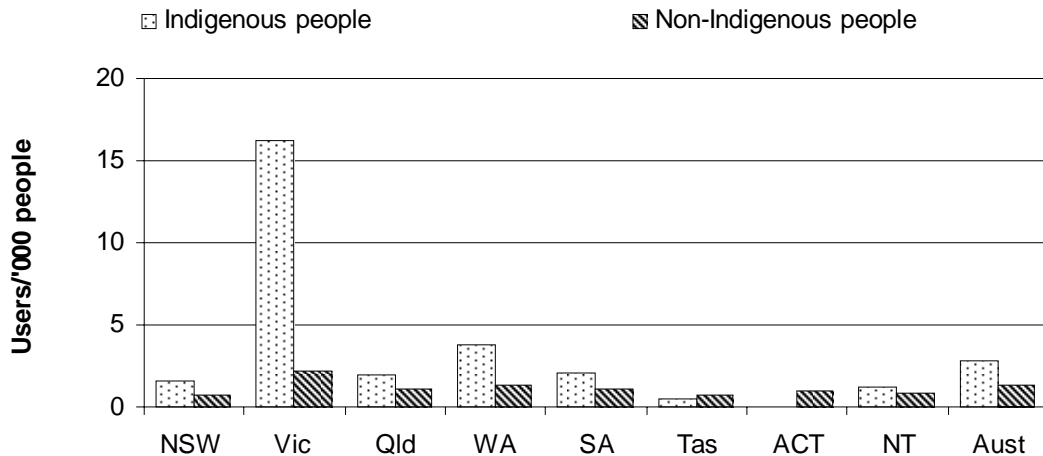
Figure 14.6 Users of CSTDA funded community support services per 1000 people, by Indigenous status, 2005-06^{a, b}



^a See table 14A.4 for detailed notes relating to these data. ^b These data need to be interpreted with caution due to a number of factors impacting on data quality. See 2008 Report, section 14.6 for further information on these quality issues.

Source: ABS (2004c, 2005); AIHW (unpublished); table 14A.4; 2008 Report, figure 14.25, p. 14.33.

Figure 14.7 Users of CSTDA funded respite services per 1000 people, by Indigenous status, 2005-06^{a, b, c}



^a See table 14A.5 for detailed notes relating to these data. ^b These data need to be interpreted with caution due to a number of factors impacting on data quality. See 2008 Report, section 14.6 for further information on these quality issues. ^c ACT data for service users per 1000 Indigenous people are not published as they are based on a small number of service users.

Source: ABS (2004c, 2005); AIHW (unpublished); table 14A.5; 2008 Report, figure 14.26, p. 14.33.

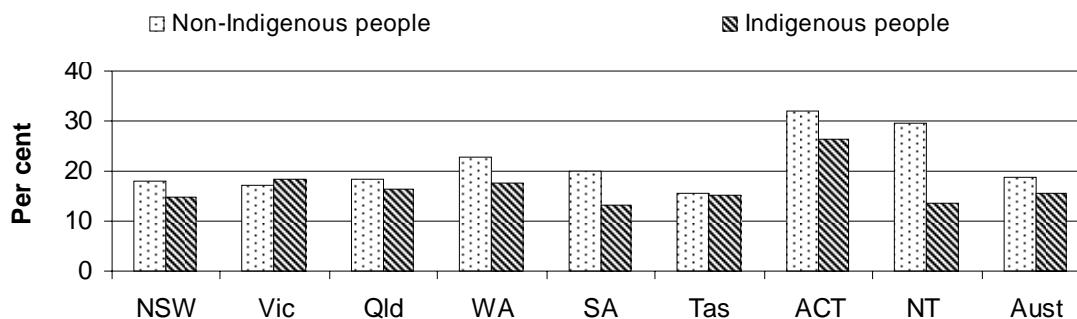
Outcomes

Labour force participation

Nationally, the estimated labour force participation rate of people aged 15–64 years with a profound or severe core activity limitation in 2006 (18.4 per cent) was below the rate for people without a profound or severe core activity limitation (76.1 per cent). The detailed definition of the labour force participation rate and its calculation method is provided in the 2008 Report, section 14.7.

The labour force participation rates of people aged 15–64 years with a profound or severe core activity limitation by geographic location and Indigenous status in 2006 are reported in figure 14.8. Nationally, the estimated labour force participation rate of people with a profound or severe core activity limitation was 15.7 per cent for Indigenous people, lower than the rate for non-Indigenous people (18.6 per cent) (figure 14.8).

Figure 14.8 Estimated labour force participation rates of people with profound or severe core activity limitation aged 15–64 years, by special needs groups, 2006^{a, b, c, d}



^a People with a profound or severe core activity limitation are those who need assistance with core activities: self-care, mobility and communication because of a disability or long term health condition (lasting six months or more). ^b The ABS 2006 Census module, used to source these data, was designed to measure ASSNP. In previous years, the data were sourced from the SDAC and the ABS disability module. The ASSNP is conceptually comparable with the SDAC and ABS disability module population of people who have a profound or severe core activity limitation, but due to the different collection methodology and shortening of the question set used, the population identified is smaller (but displays very similar characteristics). It is likely that the reduction is at the less severe end of the profound or severe core activity limitation population. As such, these data will differ from those of previous years. ^c The ACT does not have outer regional and remote/very remote areas. ^d The NT does not have major cities or inner regional areas.

Source: ABS (unpublished) *2006 Census of Population and Housing*; table 14A.6; 2008 Report, figure 14.40, p. 14.60.

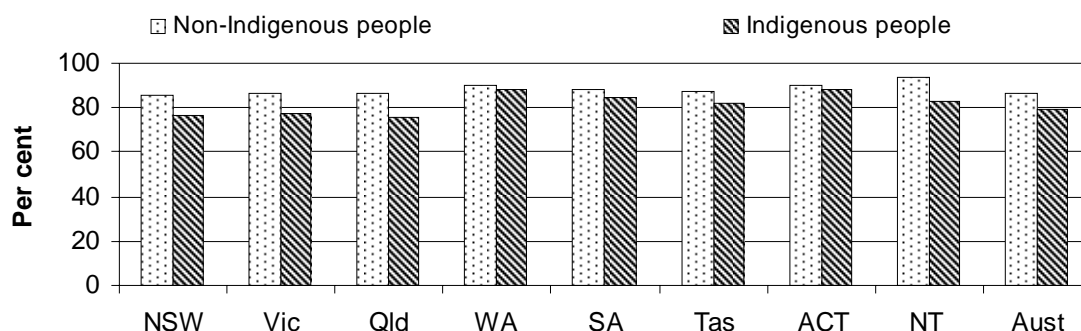
Employment

Nationally, the estimated employment rate of people aged 15–64 years with a profound or severe core activity limitation in 2006 (86.6 per cent) was below the rate for people without a profound or severe core activity limitation (94.7 per cent).

The detailed definition of the employment rate and its calculation method is provided in the 2008 Report, section 14.7. Employment rates should be interpreted in conjunction with labour force participation rates (figures 14.8).

The employment rates of people aged 15–64 years with a profound or severe core activity limitation by geographic location and Indigenous status in 2006 are reported in figure 14.9. Nationally, the estimated employment rate of people with a profound or severe core activity limitation was 79.3 per cent for Indigenous people, below the rate for non-Indigenous people (86.9 per cent) (figure 14.9).

Figure 14.9 **Estimated employment rates of people with profound or severe core activity limitation aged 15–64 years, by special needs groups, 2006^{a, b, c, d}**



^a The ABS 2006 Census contained a variable 'core activity need for assistance'. This variable is conceptually comparable with the SDAC population of people with a profound or severe core activity limitation. Data derived from this variable are not suitable for updating the prevalence estimates for this population, but can be used to provide information on the characteristics of this population. ^b People with a profound or severe core activity limitation are those who need assistance with core activities: self-care, mobility and communication because of a disability or long term health condition (lasting six months or more). ^c The ACT does not have outer regional and remote/very remote areas. ^d The NT does not have major cities or inner regional areas.

Source: ABS (unpublished) *2006 Census of Population and Housing*, table 14A.6; 2008 Report, figure 14.42, p. 14.62.

Attachment tables

Attachment tables for data within this chapter are contained in the attachment to the compendium. These tables are identified in references throughout this chapter by an 'A' suffix (for example, table 14A.3 is table 3 in the services for people with a disability attachment). The tables included in the attachment are listed below.

- Table 14A.1** Users of CSTDA accommodation support services, per 1000 people, by Indigenous status
- Table 14A.2** Users of CSTDA employment services, per 1000 people, by Indigenous status
- Table 14A.3** Users of CSTDA community access services, per 1000 people, by Indigenous status
- Table 14A.4** Users of CSTDA community support services, per 1000 people, by Indigenous status
- Table 14A.5** Users of CSTDA respite services, per 1000 people, by Indigenous status
- Table 14A.6** Labour force participation and employment of people with a profound or severe core activity limitation, by special needs groups, 2006 (per cent)
- Table 14A.7** Labour force participation and employment of people with a profound or severe core activity limitation, by special needs groups, 2005 (per cent)

References

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- 2004c, *Experimental Projections of the Aboriginal and Torres Strait Islander Population, 30 June 2001 to 30 June 2009*, Cat. no. 3238.0, Canberra.
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