
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.

The Commonwealth State/Territory Disability Agreement (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. This chapter focuses on services covered by the third CSTDA, which applied to the period 1 July 2002 to 30 June 2007. Specialist psychiatric disability services are excluded from the chapter to improve data comparability across jurisdictions.

The Australian, State and Territory governments agreed to extend the third CSTDA to 31 December 2007. It was further extended until 31 December 2008, to enable negotiations for the next National Disability Agreement to be finalised. Governments have agreed the following 8 priority areas for the new Agreement:

- better measurement of current and future need
- moving towards National Population Benchmarks for key disability services
- making older carers a priority
- quality improvement systems based on disability standards
- service planning and strategies to simplify access
- early intervention, lifelong planning and independence strategies
- increased workforce capacity
- increased access for Indigenous people with disability.

Government assistance 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 for older Australians 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.

Results in this chapter are derived using the service user data collected under the CSTDA National Minimum Data Set (NMDS). Data quality for the CSTDA NMDS continues to improve, but the results based on this collection should be interpreted with caution. Quality issues related to these data are discussed in the service user data quality and other issues section.

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 United Nation's *Convention on the Rights of Persons with Disabilities and Optional Protocol*, ratified by Australia on 17 July 2008, defines 'persons with disabilities' as including those who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others.

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.

(Continued on next page)

Box 14.1 (Continued)

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 third 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 (2004); CSTDA (2003).

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 2009* (2009 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/potential population in 2006-07 of the following services:
 - accommodation support
 - community support
 - community access
 - respite

-
- employment services.

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 2009 Report, the compendium also notes where the original table, figure or text in the 2009 Report can be found. For example, where the compendium refers to ‘2009 Report, p. 14.15’ this is page 15 of chapter 14 of the 2009 Report, and ‘2009 Report, table 14A.2’ is attachment table 2 of attachment 14A of the 2009 Report.

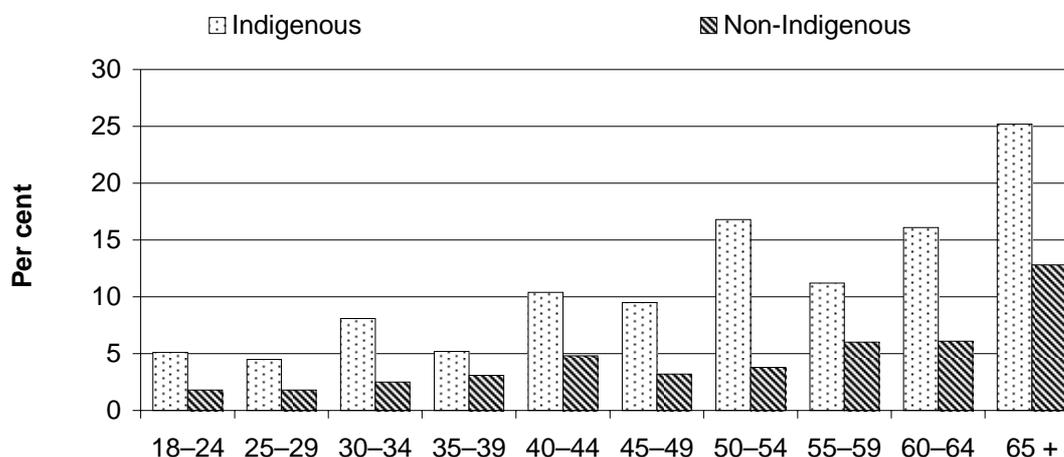
Disability prevalence among Aboriginal and Torres Strait Islander people

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 2006a). 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 2006a).

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



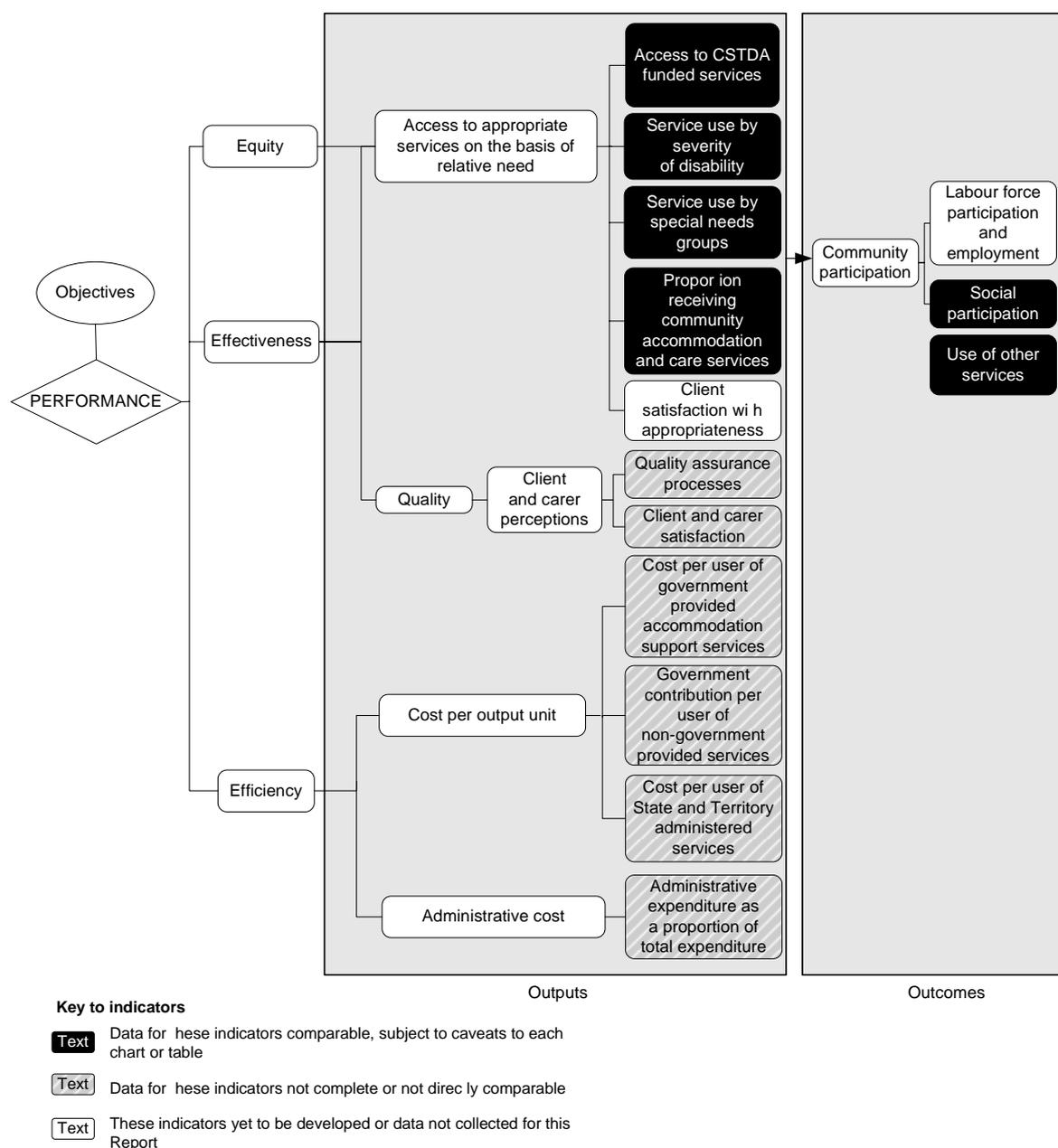
^a For the NATSISS, there were a number of differences in the ‘screening’ questions used to establish disability status and disability type for persons living in remote and non-remote areas. While a ‘common’ set of questions was asked in both remote and non-remote areas, some additional questions were 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.

Source: AIHW (2006) ‘Potential Population’ — *Updating the Indigenous Factor in Disability Services Performance Indicator Denominators*, Welfare Working Paper Series Number 50, Cat. no. DIS 45, Canberra; 2009 Report, figure 14.5, p. 14.13.

Framework of performance indicators

Data for Indigenous people are reported for a subset of the performance indicators for specialist disability services in the 2009 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 2009 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: 2009 Report, figure 14.9, p. 14.18.

The performance indicator results reported in this chapter generally relate to CSTDA funded services. This Report includes service user data for 2006-07. 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 years (for further details see the service user data quality and other issues section and 2009 Report, section 14.6, p. 14.94).

Service use by special needs groups — Indigenous people

‘Service use by special needs groups’ is an indicator of governments’ objective that access to services should be equitable for all members of the community and provided on the basis of relative need (box 14.2). For the first time, this Report compares access for people from special needs groups with access for people from outside the special needs group in terms of the ‘potential population’ (that is, people in the relevant groups who have the potential to need services). These new results are *experimental estimates* and are presented for illustrative purposes only (they will be further refined in future reports). They have been developed to account for differences in the prevalence of disability between people in the special needs group and people outside the special needs group. As in previous reports, the indicator also compares access in terms of the whole population in the relevant groups. For information on how the potential populations for Indigenous and non-Indigenous people were derived see the service user data quality and other issues section.

Box 14.2 Service use by special needs groups

The 'service use by special needs groups' indicator compares the proportion of service users per 1000 people (or per 1000 potential population) in a particular special needs group with the proportion of service users per 1000 people (or per 1000 potential population) outside the special needs group. The special needs group reported here is for people identified as Indigenous.:

The disability service types reported are accommodation support, employment, community access, community support and respite services.

Holding other factors constant, the proportion of service users per 1000 people (or per 1000 potential population) in a special needs group should not differ significantly from the proportion of service users per 1000 people (or per 1000 potential population) outside the special needs group.

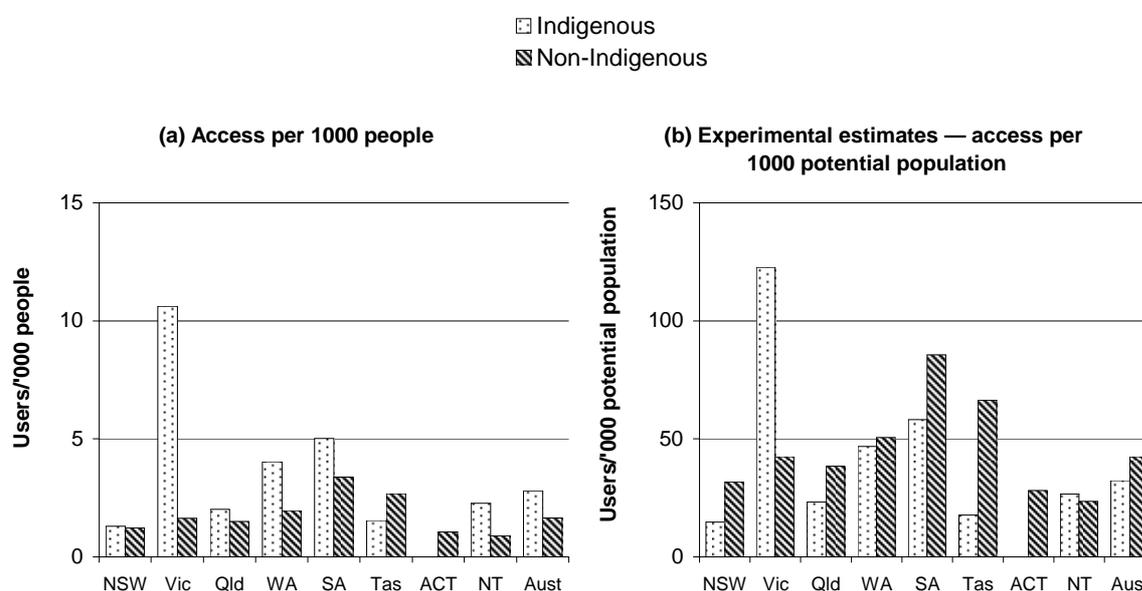
For both measures, while a markedly lower proportion may indicate reduced access for a special needs group, it may also represent strong alternative support networks (and thus a lower level of need), or a lower tendency of people with a disability in a special needs group to choose to access CSTDA funded services. Similarly, a higher proportion may suggest poor service targeting, the lack of alternative support networks or a greater tendency of people with a disability in a special needs group to choose to access CSTDA funded services. For the measure that compares the proportions of service users per 1000 population, significant differences in access may also reflect the special needs group having a higher/lower prevalence of disability.

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 does not take into account differences in 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.

Data reported for this indicator are comparable.

Nationally, the proportion of the Indigenous population who used CSTDA funded accommodation support services in 2006-07 (2.8 service users per 1000 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 people aged under 65 years) (figure 14.3a). In contrast, the proportion of the Indigenous potential population who used CSTDA funded accommodation support services in 2006-07 (32.3 service users per 1000 potential population) was lower than the proportion of the non-Indigenous population who used these services (42.4 service users per 1000 potential population) (figure 14.3b).

Figure 14.3 Users of CSTDA funded accommodation support services, by Indigenous status, 2006-07^{a, b, c, d}



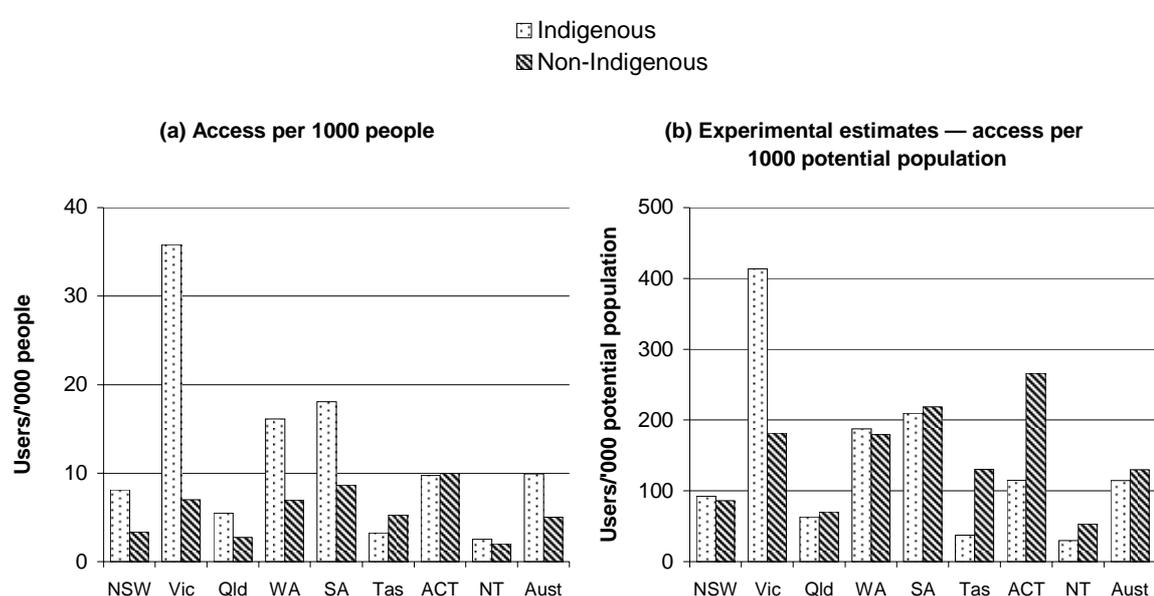
^a See table 14A.1 for detailed notes relating to these data. ^b These data need to be interpreted with caution due to a number of factors affecting data quality. See the service user data quality and other issues section and the 2009 Report, section 14.6 for further information on these quality issues. ^c ACT data for service users per 1000 Indigenous people or Indigenous potential population are not published as they are based on a small number of service users. ^d Results for the per 1000 potential population are *experimental estimates* and are presented for illustrative purposes only. They will be further refined in future reports. Results can differ significantly for these estimates and those calculated per 1000 population, including that access for the special needs group may be higher in one measure and lower in the other. These estimates seek to adjust for the prevalence of disability across special needs groups.

Source: AIHW (unpublished), derived from the CSTDA NMDS; ABS *Australian Demographic Statistics 2006* Cat. no. 3101.0; ABS (2004) *Experimental Projections of the Aboriginal and Torres Strait Islander Population, 30 June 2001 to 30 June 2009*, Cat. no. 3238.0; AIHW (2006) *Potential population — Updating the Indigenous Factor in Disability Services Performance Indicator Denominators*, Cat. no. DIS 45, Canberra; table 14A.1; 2009 Report, figure 14.25, p. 14.38.

Nationally, the proportion of the Indigenous population who used CSTDA funded community support services in 2006-07 (9.9 service users per 1000 people aged under 65 years) was higher than the proportion of the

non-Indigenous population who used these services (5.0 service users per 1000 non-Indigenous people aged under 65 years) (figure 14.4a). In contrast, the proportion of the Indigenous potential population who used CSTDA funded community support services in 2006-07 (114.6 service users per 1000 potential population) was lower than the proportion of the non-Indigenous potential population who used these services (129.7 service users per 1000 potential population) (figure 14.4b).

Figure 14.4 **Users of CSTDA funded community support services, by Indigenous status, 2006-07^{a, b, c}**



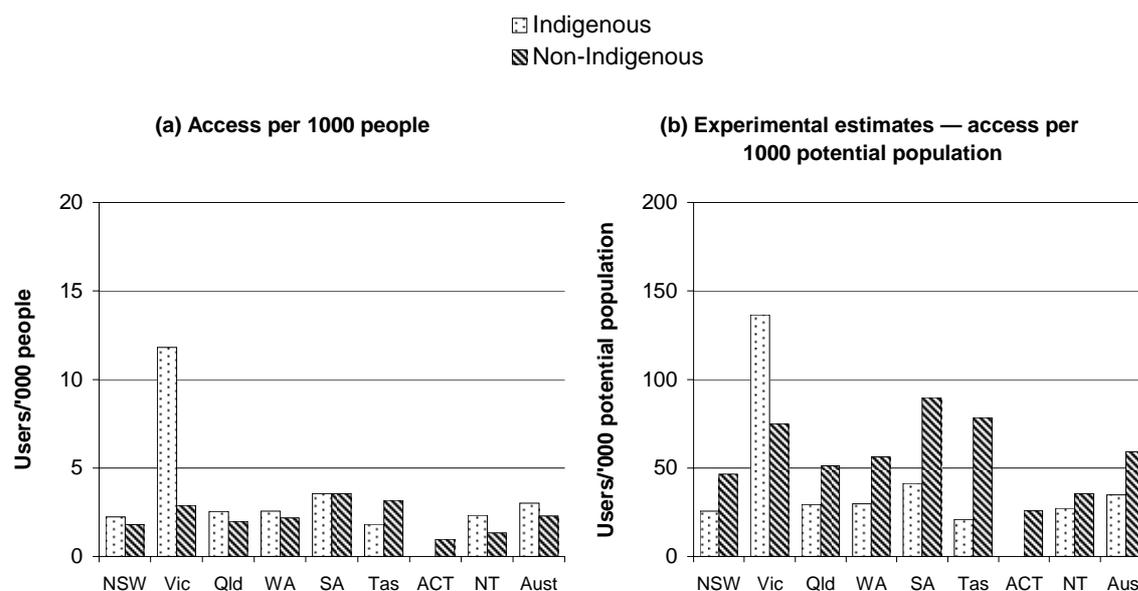
a See table 14A.2 for detailed notes relating to these data. **b** These data need to be interpreted with caution due to a number of factors affecting data quality. See the service user data quality and other issues section and the 2009 Report, section 14.6 for further information on these quality issues. **c** Results for the per 1000 potential population are *experimental estimates* and are presented for illustrative purposes only. They will be further refined in future reports. Results can differ significantly for these estimates and those calculated per 1000 population, including that access for the special needs group may be higher in one measure and lower in the other. These estimates seek to adjust for the prevalence of disability across special needs groups.

Source: AIHW (unpublished), derived from the CSTDA NMDS; ABS *Australian Demographic Statistics 2006* Cat. no. 3101.0; ABS (2004) *Experimental Projections of the Aboriginal and Torres Strait Islander Population, 30 June 2001 to 30 June 2009*, Cat. no. 3238.0; AIHW (2006) *Potential population — Updating the Indigenous Factor in Disability Services Performance Indicator Denominators*, Cat. no. DIS 45, Canberra; table 14A.2; 2009 Report, figure 14.26, p. 14.39.

Nationally, the proportion of the Indigenous population who used CSTDA funded community access services in 2006-07 (3.0 service users per 1000 people aged under 65 years) was higher than the proportion of the non-Indigenous population who used these services (2.3 service users per 1000 people aged under 65 years) (figure 14.5a). In contrast, the proportion of the Indigenous potential population who used CSTDA funded community access services in 2006-07 (34.8 service users

per 1000 potential population) was lower than the proportion of the non-Indigenous population who used these services (59.1 service users per 1000 potential population) (figure 14.5b).

Figure 14.5 Users of CSTDA funded community access services, by Indigenous status, 2006-07^{a, b, c, d}

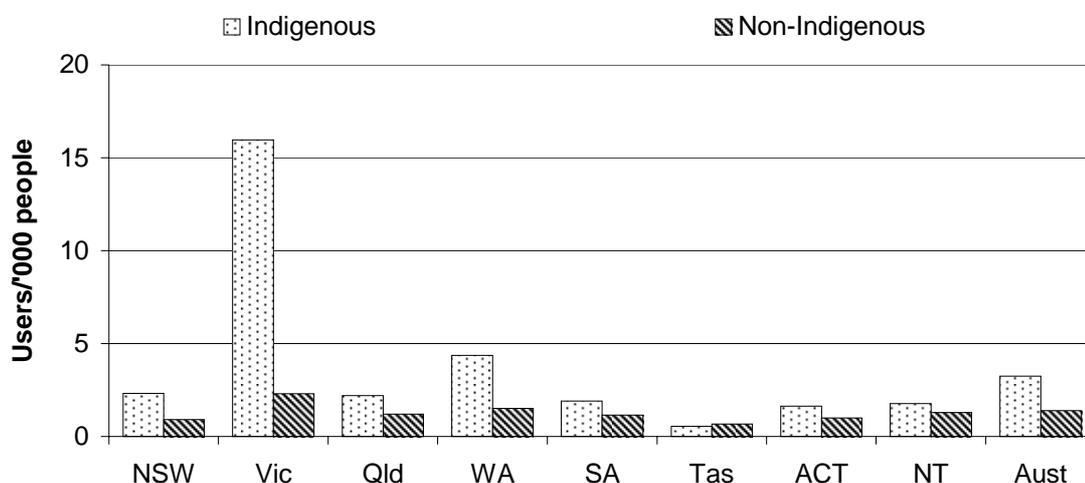


a See table 14A.3 for detailed notes relating to these data. **b** These data need to be interpreted with caution due to a number of factors affecting data quality. See the service user data quality and other issues section and the 2009 Report, section 14.6 for further information on these quality issues. **c** ACT data for service users per 1000 Indigenous people are not published as they are based on a small number of service users. **d** Results for the per 1000 potential population are *experimental estimates* and are presented for illustrative purposes only. They will be further refined in future reports. Results can differ significantly for these estimates and those calculated per 1000 population, including that access for the special needs group may be higher in one measure and lower in the other. These estimates seek to adjust for the prevalence of disability across special needs groups.

Source: AIHW (unpublished), derived from the CSTDA NMDS; ABS *Australian Demographic Statistics 2006* Cat. no. 3101.0; ABS (2004) *Experimental Projections of the Aboriginal and Torres Strait Islander Population, 30 June 2001 to 30 June 2009*, Cat. no. 3238.0; AIHW (2006) *Potential population — Updating the Indigenous Factor in Disability Services Performance Indicator Denominators*, Cat. no. DIS 45, Canberra; table 14A.3; 2009 Report, figure 14.27, p. 14.40.

Nationally, the proportion of the Indigenous population who used CSTDA funded respite services in 2006-07 (3.3 service users per 1000 people aged under 65 years) was higher than the proportion of the non-Indigenous population who used these services (1.4 service users per 1000 people aged under 65 years) (figure 14.6). Access to respite as a proportion of the potential population is not reported by Indigenous status as data to estimate the potential populations are not available.

Figure 14.6 Users of CSTDA funded respite services per 1000 people, by Indigenous status, 2006-07^{a, b, c}

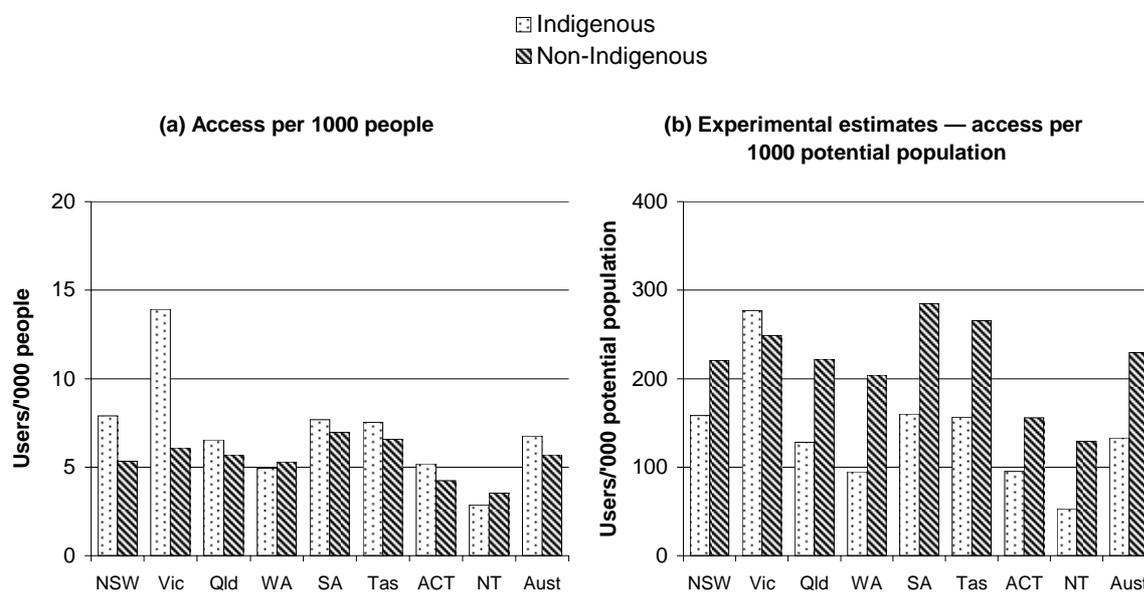


^a See table 14A.4 for detailed notes relating to these data. ^b These data need to be interpreted with caution due to a number of factors affecting data quality. See the service user data quality and other issues section and the 2009 Report, section 14.6 for further information on these quality issues. ^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: AIHW (unpublished), derived from the CSTDA NMDS; ABS *Australian Demographic Statistics 2006* Cat. no. 3101.0; ABS (2004) *Experimental Projections of the Aboriginal and Torres Strait Islander Population, 30 June 2001 to 30 June 2009*, Cat. no. 3238.0; AIHW (2006) *'Potential population' — Updating the Indigenous Factor in Disability Services Performance Indicator Denominators*, Cat. no. DIS 45, Canberra; table 14A.4; 2009 Report, figure 14.28, p. 14.41.

Nationally, the proportion of the Indigenous population who used CSTDA funded employment services in 2006-07 (6.8 service users per 1000 people aged 15–64 years) was higher than the proportion of the non-Indigenous population who used these services (5.7 service users per 1000 people aged 15–64 years) (figure 14.7a). In contrast, the proportion of the Indigenous potential population who used CSTDA funded employment services in 2006-07 (133.0 service users per 1000 potential population) was lower than the proportion of the non-Indigenous population who used these services (229.5 service users per 1000 potential population) (figure 14.7b).

Figure 14.7 Users of CSTDA funded employment services, by Indigenous status, 2006-07^{a, b}



^a See table 14A.5 for detailed notes relating to these data. ^b Results for the per 1000 potential population are *experimental estimates* and are presented for illustrative purposes only. They will be further refined in future reports. Results can differ significantly for these estimates and those calculated per 1000 population, including that access for the special needs group may be higher in one measure and lower in the other. These estimates seek to adjust for the prevalence of disability across special needs groups.

Source: AIHW (unpublished), derived from the CSTDA NMDS; ABS *Australian Demographic Statistics 2006*, Cat. no. 3101.0; ABS (2004) *Experimental Projections of the Aboriginal and Torres Strait Islander Population, 30 June 2001 to 30 June 2009*, Cat. no. 3238.0; AIHW (2006) *Potential population — Updating the Indigenous Factor in Disability Services Performance Indicator Denominators*, Cat. no. DIS 45, Canberra; table 14A.5; 2009 Report, figure 14.29, p. 14.42.

Service user data quality and other issues

Data quality

Data quality considerations should be taken into account when interpreting the CSTDA NMDS service user data used in this chapter. In particular, data quality should be considered when making comparisons across jurisdictions and across years.

There are three aspects of quality that affect the accuracy and reliability of the data reported in this chapter:

- service type outlet response rates
- service user response rates

- ‘not stated’ rates for individual data items.

The first two of these affect the service user counts — nationally, by jurisdiction and service type — and all three affect the accuracy of analyses of individual data items (AIHW 2006a).

‘Not stated’ rates

‘Not stated’ rates for individual data items vary between jurisdictions (AIHW 2006a). One reason for the higher level of ‘not stated’ responses to some data items may be the increased efforts to improve the coverage and completeness of the CSTDA NMDS collection overall. For example, therapy services (a community support service) in the ACT participated for the first time in the 2004-05 collection. In an effort to include all users of these services, provisional data collection processes were used that meant minimal data were provided for each user (AIHW 2006a).

Table 14.1 shows the total ‘not stated’ rates for the relevant individual data items used in this chapter. Results reported in this chapter are not adjusted to account for these ‘not stated’ rates.

Table 14.1 ‘Not stated’ rates for Indigenous status (per cent)

| <i>Data item</i> | <i>Accommodation support</i> | <i>Employment</i> | <i>Community access</i> | <i>Community support</i> | <i>Respite</i> |
|------------------|------------------------------|-------------------|-------------------------|--------------------------|----------------|
| 2003-04 | 3.4 | 7.0 | 17.5 | .. | .. |
| 2004-05 | 8.6 | 4.1 | 14.1 | 29.5 | 16.8 |
| 2005-06 | 2.3 | 1.8 | 7.8 | 15.6 | 7.1 |
| 2006-07 | 2.8 | – | 7.2 | 5.5 | 6.7 |

.. Not applicable. – Nil or rounded to zero.

Source: AIHW (unpublished), derived from the CSTDA NMDS.

Deriving potential populations for the special needs groups measures

Potential populations have been estimated for Indigenous people and non-Indigenous people. These ‘potential populations’ are estimates of the number of people with the potential to require disability support services in the relevant group, including individuals who meet the service eligibility criteria but who do not demand the services.

The approach used to derive the potential populations by Indigenous status involved the following steps:

- Multiply the national five-year rates of severe/profound core activity limitation by the Indigenous population for people aged 0–64 years. The Indigenous counts for each five-year age group are then multiplied by the Indigenous factor (2.4) to obtain an ‘Indigenous potential population’ within each age group. The non-Indigenous counts are derived by subtracting the Indigenous counts from the total ‘potential population in each age group.
- Sum the five-year age group counts to derive a total Indigenous and non-Indigenous ‘potential population’ for each state/territory.
- For employment, repeat the above steps, but restrict to people aged 15–64 years, then multiply each State/Territory total by state/territory specific labour force participation rates for people aged 15 years and over.

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, by Indigenous status |
| Table 14A.2 | Users of CSTDA community support services, by Indigenous status |
| Table 14A.3 | Users of CSTDA community access services, by Indigenous status |
| Table 14A.4 | Users of CSTDA respite services, by Indigenous status |
| Table 14A.5 | Users of CSTDA employment services, 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

- ABS (Australian Bureau of Statistics) 2004, *Disability, Ageing and Carers Australia: Summary of Findings 2003*, Cat. no. 4430.0, Canberra.
- AIHW (Australian Institute of Health and Welfare) 2006a, *Disability Support Services 2004-05: National Data on Services Provided under the CSTDA*, Cat. no. DIS 46, Canberra.
- 2006b, *'Potential Population' — Updating the Indigenous Factor in Disability Services Performance Indicator Denominators*, Welfare Working Paper Series Number 50, Cat. no. DIS 45, Canberra.
- CSTDA (Commonwealth State/Territory Disability Agreement) 2003, *Agreement between the Commonwealth of Australia and the States and Territories of Australia in Relation to Disability Services*, Australian Government Department of Family and Community Services, Canberra.