
14 Services for people with disability

CONTENTS

Indigenous data in the Services for people with disability chapter	247
Framework of performance indicators	248
Service use by special needs groups — Indigenous people	250
Service user data quality and deriving potential populations	256
Attachment tables	260
References	260

Attachment tables

Attachment tables are identified in references throughout this Indigenous Compendium by an 'A' suffix (for example, in this chapter, table 14A.3). As the data are directly sourced from the 2010 Report, the Compendium also notes where the original table, figure or text in the 2010 Report can be found. For example, where the Compendium refers to '2010 Report, p. 14.15' this is page 15 of chapter 14 of the 2010 Report, and '2010 Report, table 14A.2' is attachment table 2 of attachment 14A of the 2010 Report. A full list of attachment tables is provided at the end of this chapter, and the attachment tables are available from the Review website at (www.pc.gov.au/gsp).

The Australian, State and Territory governments aim to ensure that people with disability and their carers have an enhanced quality of life and participate as valued members of the community. The *National Disability Agreement* (NDA), effective from 1 January 2009, provides the national framework and key areas of reform for the provision of government support and services for people with disability. The NDA replaced the third *Commonwealth State Territory Disability Agreement* (CSTDA), which commenced on 1 July 2002 and was due to expire on 30 June 2007. To enable negotiations for the new NDA to be finalised, the third CSTDA was extended to 31 December 2008. Box 14.1 *Report on Government Services 2010* (2010 Report) provides an overview of the CSTDA and the NDA.

Reforms under the NDA are directed at creating a disability services system that is effective, efficient and equitable, and has a focus on: early intervention; timely, person-centred approaches; and lifelong planning. Ten priority areas have been identified to underpin the policy directions and achieve these reforms, including increased access for Indigenous Australians (2010 Report, box 14.1, pp. 14.2-3).

Australian, State and Territory governments are jointly responsible for developing and implementing reforms to improve outcomes for Indigenous people with disability.

Indigenous data in the Services for people with disability chapter

The Services for people with disability chapter in the 2010 Report contains the following data items on Indigenous people:

- users per 1000 people/potential population in 2007-08 of the following services:
 - accommodation support services
 - community support services
 - community access services
 - respite services
 - employment services
- labour force participation and employment of people with a profound or severe core activity limitation, 2005 and 2006.

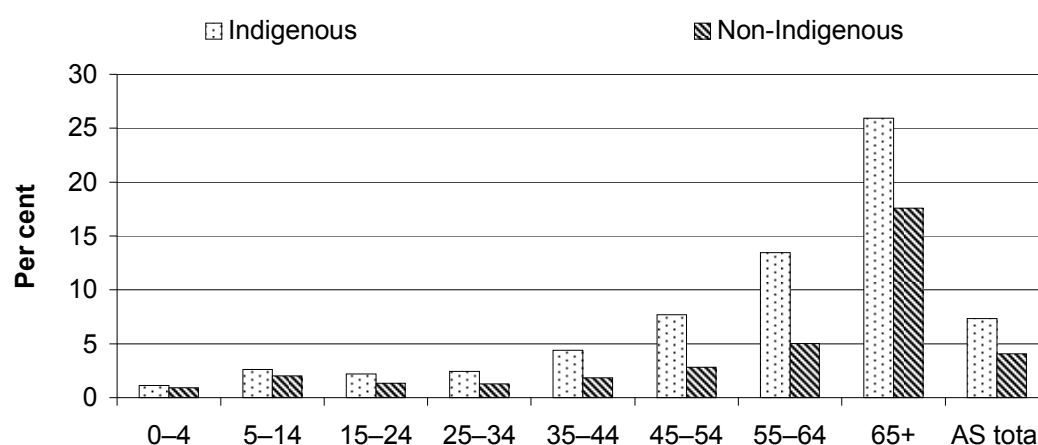
Indigenous people have significantly higher rates of profound or severe core activity limitation than non-Indigenous people. Disability data on ‘core activity need for assistance’ are available from the ABS 2006 Census. The concept of ‘core activity need for assistance’ (ASSNP¹) is similar to the concept of profound or severe core activity limitations, but the relevant data are not suitable for direct comparison due to differences in the questions asked and the methods of data collection.

Nationally, across all age groups in 2006, Indigenous people were 1.8 times as likely (on an age standardised basis) as non-Indigenous people to need assistance with core activities. The disparity between Indigenous and non-Indigenous people increased with age. The gaps were highest in the age groups 45–54 years and 55–64 years. In these age groups, Indigenous people were 2.7 times as likely as

¹ The acronym ASSNP is the variable name used by the ABS to define ‘core activity need for assistance’. It appears to incorporate a shortened version of ‘assistance need’ and the letter ‘P’ indicates that the classification describes a characteristic of a person. This acronym is used throughout the chapter to denote ‘core activity need for assistance’.

non-Indigenous people to need assistance with core activities (figure 14.1). See AIHW (2006) for similar rate ratio estimates based on data from the ABS's *General Social Survey* (GSS) and *National Aboriginal and Torres Strait Islander Social Survey* (NATSISS) (ABS 2003, ABS 2004).

Figure 14.1 People with a need for assistance with core activities, by age group, 2006^a



AS = age standardised. ^a Excludes overseas visitors.

Source: SCRGSP (2009) *Overcoming Indigenous Disadvantage: Key Indicators 2009*, Productivity Commission; 2010 Report, figure 14.2, 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 2010 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 2010 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary.

The Report's statistical appendix contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (including Indigenous and ethnic status) (appendix A).

COAG has agreed six National Agreements to enhance accountability to the public for the outcomes achieved or outputs delivered by a range of government services (see chapter 1 for more detail on reforms to federal financial relations). The NDA

covers the area of disability services. The agreement includes sets of performance indicators, for which the Steering Committee collates annual performance information for analysis by the COAG Reform Council (CRC).

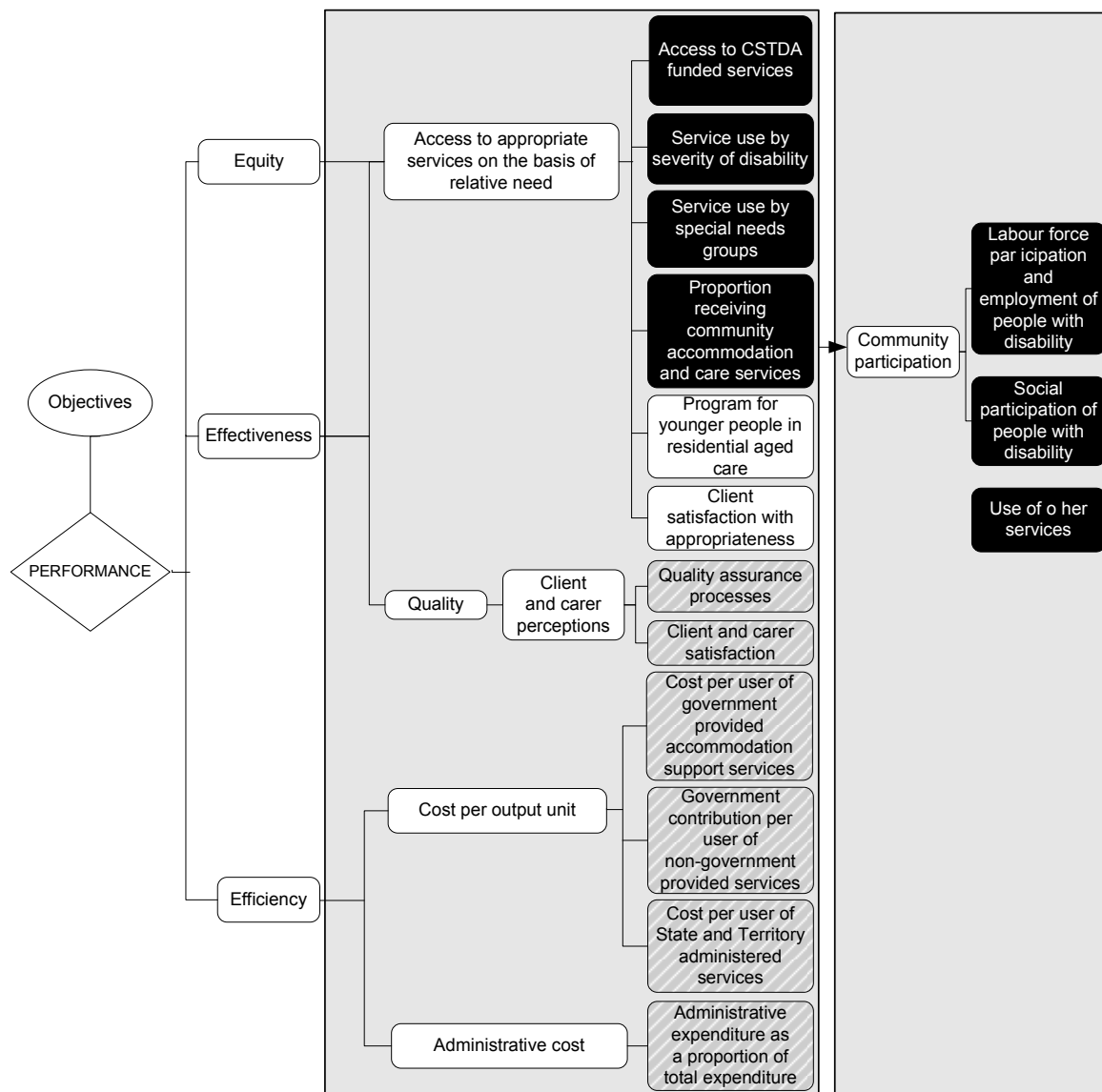
The measurement details of the NDA were under development at the time of preparing this Report. It is anticipated that the performance indicators reported in the Services to people with disability chapter will be revised to align with the performance indicators in the NDA for the 2011 Report.

The performance indicator results reported in this chapter mainly relate to CSTDA funded services, because this Report includes service user data for 2007-08. These data were sourced from the CSTDA NMDS collection which is managed by Australian, State and Territory governments at the service and jurisdictional level and by the AIHW at the national level. Under the NDA, governments have committed to the ongoing improvement of and the ongoing provision of data for the NMDS (renamed the Disability Services NMDS).

When considering the performance indicator results derived from service user data, comparisons between jurisdictions and across years should be undertaken with care. While the implementation of the NMDS continues to improve, data quality is still affected by a number of factors, including that:

- 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 (see 2010 Report, section 14.6 for further details)
- the interpretation of NMDS service definitions can differ across jurisdictions (for example, the target group for services classified as ‘early intervention’ can differ).

Figure 14.2 Performance indicators for services for people with disability



Key to indicators

- Text** Data for these indicators comparable, subject to caveats to each chart or table
- Text** Data for these indicators not complete or not directly comparable
- Text** These indicators yet to be developed or data not collected for this Report

Source: 2010 Report, figure 14.9, p. 14.23.

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). The Report compares access for people from special needs groups with access for people from outside the special needs group of the total population and the 'potential population'. The potential population is an estimate, derived using a range of data sources, of the number of people with the potential to require disability support services, including individuals who meet the service eligibility criteria but who do not demand the services. Results are reported on the basis of the potential population to account for differences in the prevalence of disability between people in the special needs group and people outside the special needs group. For information on how the potential populations for the special needs groups were derived see 2010 Report, section 14.6.

Box 14.1 Service use by special needs groups

'Service use by special needs groups' is defined by two measures:

- the proportion of service users per 1000 total population in a particular special needs group, compared to the proportion of service users per 1000 total population outside the special needs group
- the proportion of service users per 1000 potential population in a particular special needs group, compared to the proportion of service users per 1000 potential population outside the special needs group.

Both measures are reported for accommodation support, community support, community access and employment services. For respite services, data are reported per 1000 total population only due to data limitations.

Data are reported for three special needs groups:

- people from outer regional and remote/very remote locations
- people identified as Indigenous Australians
- people who were born in a non-English speaking country (that is, not born in Australia, New Zealand, Canada, the United Kingdom, South Africa, Ireland, the United States or Zimbabwe).

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.

(Continued on next page)

Box 14.1 (Continued)

For both measures, while a markedly lower proportion can indicate reduced access for a special needs group, it can also represent strong alternative informal support networks (and a consequent lower level of otherwise unmet need), or a lower tendency of people with disability in a special needs group to choose to access CSTDA funded services. Similarly, a higher proportion can suggest poor service targeting, the lack of alternative informal support networks or a greater tendency of people with disability in a special needs group to choose to access CSTDA funded services. For the measure that compares access per 1000 population, significant differences in access can 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 on the basis of relative 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 are likely to 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.

Data for access per 1000 potential population need to be interpreted with care due to a number of factors affecting data quality. Potential sources of error include:

- that there are service users for whom ‘special needs group’ status (for example, Indigenous status) is not stated or not collected — poor and/or inconsistent levels of Indigenous identification between states and territories would affect comparisons
- the assumptions underlying the method used to derive the potential populations
- for the Indigenous estimates, differential Census undercount between states and territories might also introduce bias in the results that could affect the comparability of estimates across jurisdictions.

Nationally, in 2007-08, the proportion of the Indigenous population who used CSTDA funded accommodation support services was 2.8 service users per 1000 population, higher than the proportion of the non-Indigenous population who used these services (1.6 service users per 1000 population) (figure 14.3a). The proportion of the Indigenous potential population who used CSTDA funded accommodation support services (39.9 service users per 1000 potential population) was lower than

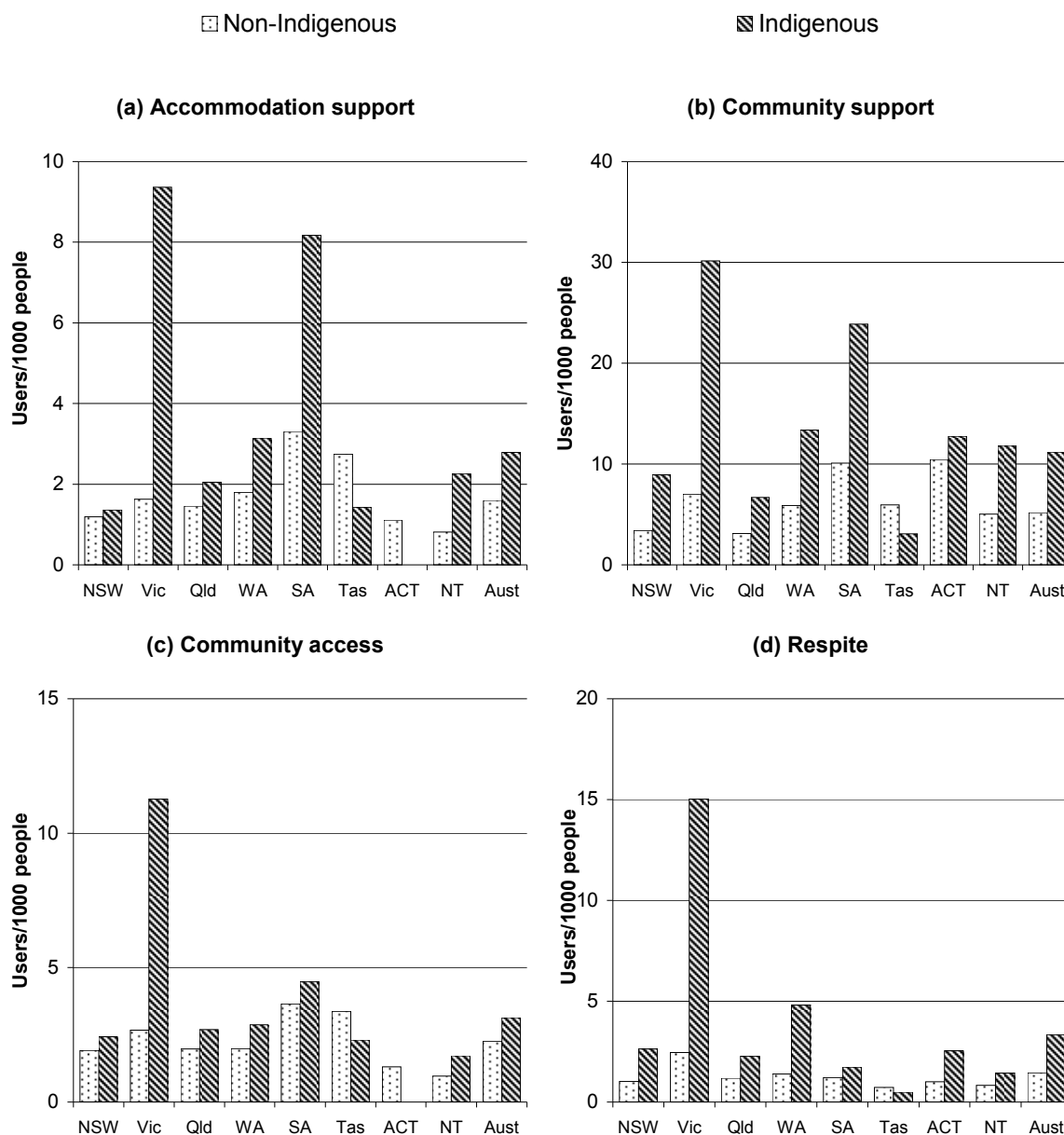
the non-Indigenous potential population who used these services (40.5 service users per 1000 potential population) (figure 14.4a).

Nationally, in 2007-08, the proportion of the Indigenous population who used CSTDA funded community support services was 11.2 service users per 1000 population, higher than the proportion of the non-Indigenous population who used these services (5.2 service users per 1000 population) (figure 14.3b). The proportion of the Indigenous potential population who used CSTDA funded community support services (159.9 service users per 1000 potential population) was higher than the proportion of the non-Indigenous potential population who used these services (131.0 service users per 1000 potential population) (figure 14.4b).

Nationally, in 2007-08, the proportion of the Indigenous population who used CSTDA funded community access services was 3.1 service users per 1000 population, higher than the proportion of the non-Indigenous population who used these services (2.3 service users per 1000 population) (figure 14.3c). The proportion of the Indigenous potential population who used CSTDA funded community access services (44.9 service users per 1000 potential population) was lower than the proportion of the non-Indigenous potential population who used these services (57.4 service users per 1000 potential population) (figure 14.4c).

Nationally, in 2007-08, the proportion of the Indigenous population who used CSTDA funded respite service was 3.3 users per 1000 population, higher than the proportion of the non-Indigenous population who used these services (1.5 service users per 1000 population) (figure 14.3d). Access to respite as a proportion of the potential population is not reported. To derive an estimate of the respite potential populations across the relevant groups Census data on people with a ASSNP who had a primary carer are needed. These data were not collected.

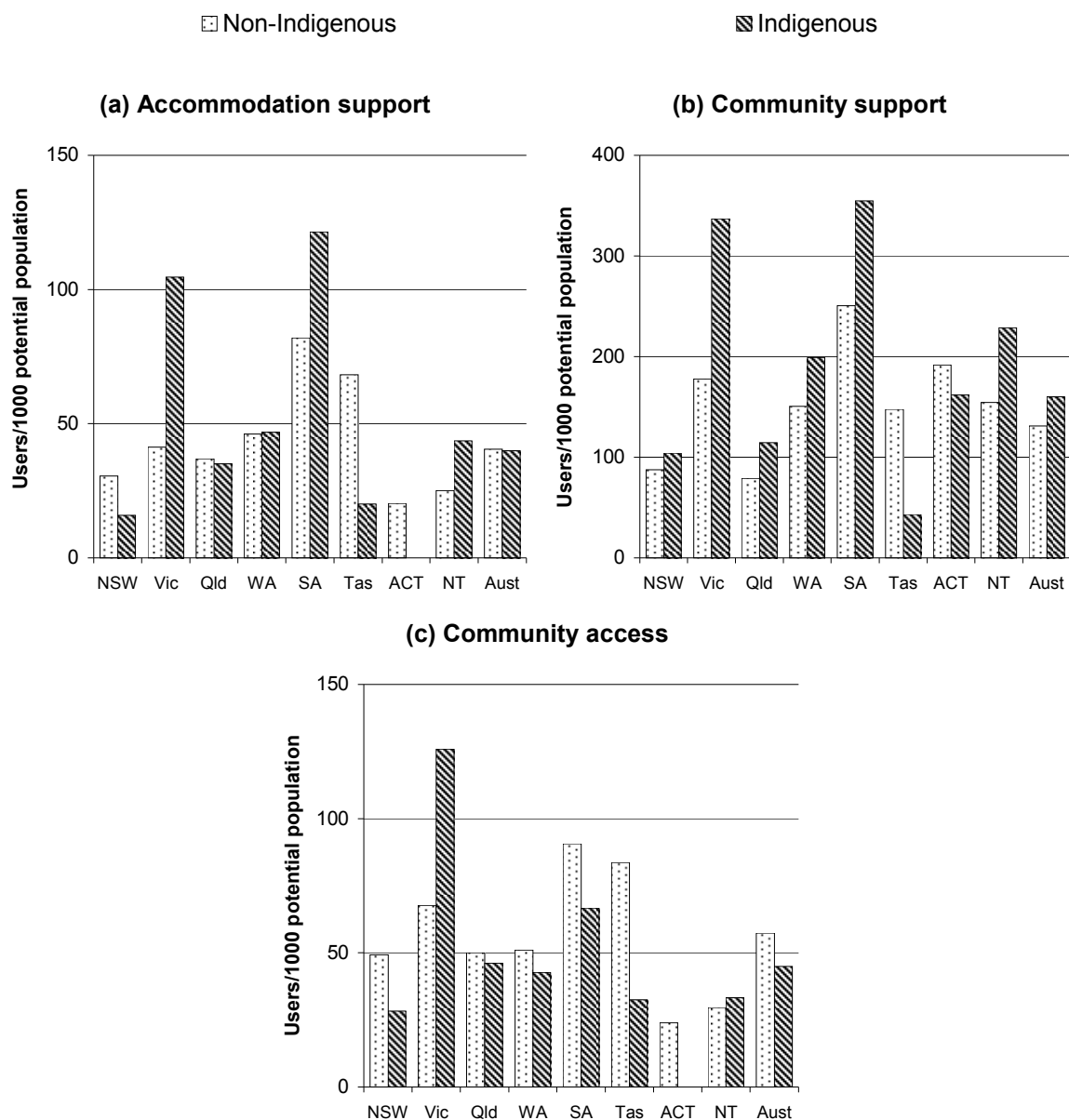
Figure 14.3 Users of State and Territory administered CSTDA funded services per 1000 people, by Indigenous status, 2007-08^{a, b, c}



^a See tables 14A.1, 14A.2, 14A.3 and 14A.4 for detailed notes relating to these data. ^b Data need to be interpreted with care due to a number of factors affecting data quality. Section 14.6 (2010 Report) contains further information on these quality issues. ^c ACT data for service users per 1000 Indigenous people for accommodation support and community access are not published as they are based on a small number of service users.

Source: AIHW (unpublished) CSTDA NMDS; AIHW (unpublished) derived from ABS (2007) *Population by Age and Sex, Australian States and Territories, Jun 2007*, Cat. no. 3201.0 and ABS (2009) *Experimental Estimates and Projections, Aboriginal and Torres Strait Islander Australians, 1991 to 2021*, Cat. no. 3238.0; tables 14A.1, 14A.2, 14A.3 and 14A.4; 2010 Report, figure 14.19, p. 14.40.

Figure 14.4 Users of State and Territory administered CSTDA funded services per 1000 potential population, by Indigenous status, 2007-08^{a, b, c}



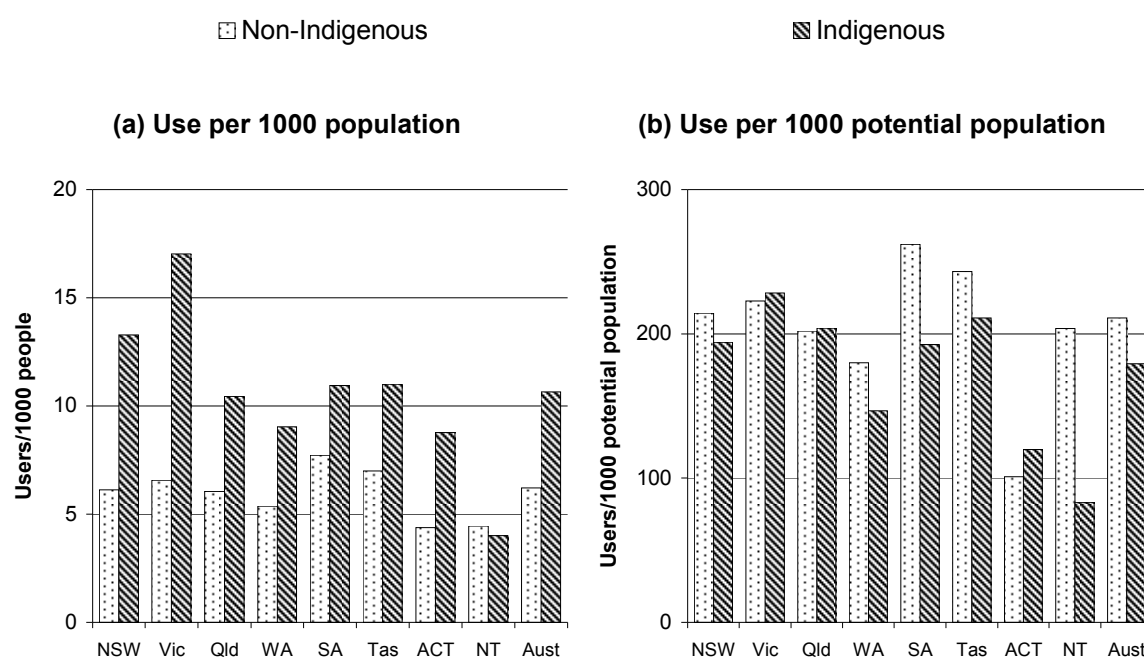
^a See tables 14A.1, 14A.2 and 14A.3 for detailed notes relating to these data. ^b Data need to be interpreted with care due to a number of factors affecting data quality. Section 14.6 (2010 Report) contains further information on these quality issues. ^c ACT data for service users per 1000 Indigenous potential population are not published for accommodation support and community access as they are based on a small number of service users.

Source: AIHW (unpublished) *CSTDA NMDS*; AIHW (2009) *Disability Support Services 2007-08 National Data on Services Provided under the CSTDA*, Cat. no. DIS 56; tables 14A.1, 14A.2 and 14A.3; 2010 Report, figure 14.20, p. 14.41.

Nationally, in 2007-08, the proportion of the Indigenous population who used CSTDA funded employment services (10.6 service users per 1000 population) was

higher than that of the non-Indigenous population (6.2 service users per 1000 population) (figure 14.5a). The proportion of the Indigenous potential population who used CSTDA funded employment services (179.3 service users per 1000 potential population) was lower than that of the non-Indigenous potential population (210.9 service users per 1000 potential population) (figure 14.5b).

Figure 14.5 Users of CSTDA funded employment services, by Indigenous status, 2007-08^{a, b}



^a See table 14A.5 for detailed notes relating to these data. ^b Data need to be interpreted with care due to a number of factors affecting data quality. Section 14.6 (2010 Report) contains further information on these quality issues.

Source: AIHW (unpublished) CSTDA NMDS; AIHW (unpublished) derived from ABS (2004) *2003 SDAC*, Cat. no. 4430.0, ABS *2006 Census of Population and Housing (CDATA Online)*, ABS (2007) *Labour Force Australia, Detailed Electronic Delivery, June 2007*, Cat. no. 6291.0.55.001, ABS (2009) *Experimental Estimates and Projections, Aboriginal and Torres Strait Islander Australians, 1991 to 2021*, Cat. no. 3238.0 and ABS (2007) *Population by Age and Sex, Australian States and Territories, Jun 2007*, Cat. no. 3201.0; table 14A.5; 2010 Report, figure 14.21, p. 14.42.

Service user data quality and deriving potential populations

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 2009).

‘Not stated’ rates

‘Not stated’ rates for individual data items vary between jurisdictions (AIHW 2009). 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 2009).

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 individual data items (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					
Need for assistance with ADL	17.4	3.2	32.3	..	..
Indigenous status	3.4	7.0	17.5	..	..
Country of birth	3.6	3.9	..	..	..
Geographic location	1.0	–	..	..	..
2004-05					
Need for assistance with ADL	5.1	3.1	12.2	32.7	13.0
Indigenous status	8.6	4.1	14.1	29.5	16.8
Country of birth	3.1	3.5	..	..	..
Geographic location	1.0	–	..	..	..
2005-06					
Severity of core activity limitation	3.9	14.5	11.8	28.4	12.8
Indigenous status	2.3	1.8	7.8	15.6	7.1
Country of birth	2.8	6.8	..	..	..
Geographic location	0.7	0.3	..	..	..
2006-07					
Need for assistance with ADL	3.2	7.0	13.0	24.0	11.6
Indigenous status	2.8	–	7.2	5.5	6.7
Country of birth	2.7	1.3	9.9	6.2	5.6
Geographic location	1.2	–	3.9	1.7	1.9
2007-08					
Need for assistance with ADL	3.3	5.0	15.2	23.5	11.3
Indigenous status	2.2	0.1	7.7	5.6	6.4
Country of birth	2.0	0.8	10.0	5.6	5.4
Geographic location	0.9	0.2	4.8	3.6	1.6

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

Source: AIHW (unpublished) *CSTDA NMDS*; 2010 Report, table 14.5, p. 14.92.

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:

- Deriving current State/Territory based 10-year age and sex specific rate ratios of people with ASSNP by Indigenous status using the 2006 Census.
- Multiplying the current State/Territory Indigenous and non-Indigenous 10-year age and sex population estimates by national 10-year age and sex specific rates of severe/profound core activity limitation from the 2003 SDAC. Then multiplying the Indigenous and non-Indigenous counts for each 10-year age and sex group by the 10-year age and sex specific rate ratios of people with ASSNP to obtain an Indigenous/non-Indigenous potential population within each age and sex group.
- Summing the 10-year age and sex group counts to derive a total Indigenous and non-Indigenous potential population for each State/Territory.
- For employment, repeating the above steps, but restricting the calculations to those people aged 15–64 years, then multiplying each State/Territory total by State/Territory specific labour force participation rates for people aged 15–64 years.

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 disability attachment). Attachment tables are on the Review website (www.pc.gov.au/gsp). Users without access to the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Compendium). 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) 2003, *General Social Survey*, Cat. no. 4159.0, Canberra.
- 2004, *National Aboriginal and Torres Strait Islander Social Survey*, Cat. no. 4714.0, Canberra.
- AIHW (Australian Institute of Health and Welfare) 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, *Disability Support Services 2007-08: National Data on Services Provided under the CSTDA*, Cat. no. DIS 56, Canberra.