

2.42 Whatever the level of service provision, a major difficulty in development of employment opportunities in more remote and rural areas was the relative scarcity of employment options; while this would have an effect on many members of the population of those areas, the emphasis on physical work could disadvantage many people with a physical disability.⁵⁹ Additional factors such as need for transport, and cost of transport, as well as lack of access to services such as education and training, limited the options of most people with disabilities. They were considered to be an inhibiting factor in employment opportunities for Aboriginals with disabilities in particular:

The provision of services to rural communities often requires the consumer of those services to travel to a regional centre in order to gain access to the service. For many rural Aboriginal communities transport to services is both costly and limited. Accessing education, training, employment, health and social security services for Aboriginal people with a physical disability is an imposing task given the lack of suitably equipped and modified transport. The cost associated with the acquisition of such transport services is unaffordable for an individual with a physical disability in a remote and isolated area.⁶⁰

Recommendation

The Committee RECOMMENDS:

4. That the particular needs of people with disabilities in rural and remote areas be studied (for example, by the Rural and Remote Areas Unit, DHH&CS), and that strategies be developed to overcome problems identified as limiting the provision of appropriate services.

Age

2.43 While there is relatively little written about discrimination on the basis of age in Australia, there is an increasing awareness of the negative image imposed on society through the media in particular, about older age groups and Commonwealth age discrimination legislation has been proposed.⁶¹ Nonetheless, there is a general negative image of ageing, with incompetence and dependence being marked features of that image. In a society where production or active participation in paid employment is an important means of identifying value, it is difficult to dissociate non-participation in employment from non-value.

59. *Transcript of Evidence*, p. 3839 (Office of the Director of Equal Opportunity in Public Employment).

60. *ibid.*

61. It has been suggested that this legislation would take into account discrimination against young people as well as those in older age groups. At March 1992 this legislation was still being considered by a task force.

2.44 Like older people, children or those who are seen as children, can be perceived in negative ways including as non-contributors to the economy, and they lack the information and experience necessary to create a more positive image. Lack of direct contribution to the economy is a characteristic of the young, and this has made certain groups of young people and those who may be seen as permanently non-adult, highly disadvantaged.

2.45 In respect of disability, age is a complex factor. '... age is not always a factor in disability. A young person can have a disability which requires a high level of intervention. If such people have less money when high intervention is required all the time, they will be at a further disadvantage.'⁶²

2.46 Many witnesses commented on people with disabilities being treated by the community and by employers as if they were children, and this fact is crucial to understanding the loss of dignity and independence experienced and a consequent lack of experience in making decisions and choices, the hallmark of the independent adult.⁶³ Such discrimination was experienced most directly in some forms of employment, but was also a result of overprotective families, especially in respect of people with intellectual disabilities – 'we still have a guy who is 55 who is a lovely guy, but his mother does not think he is ready for work yet'.⁶⁴ Family attitude was extremely important in a number of ways⁶⁵, especially regarding support for people to be able to participate in activities appropriate to their age and there were obvious effects on women especially, creating a link between gender and 'age' which appeared detrimental. In particular, lack of encouragement of women either to work⁶⁶ or to become more independent in employment may have contributed to their living at a level inappropriate to their age.⁶⁷ For some younger women, greater opportunities may reduce the risk of this⁶⁸, but programs would need to ensure that older women also received the benefits of new services. Additionally, insofar as some people with disabilities begin to age earlier as a result of disability⁶⁹, programs and services may need to be specifically directed to more

62. *Transcript of Evidence*, p. 5329 (Australian Association of Social Workers Ltd (Tasmanian Branch)).

63. See below, Chapter 3, Paragraphs 3.116, 3.120.

64. *Transcript of Evidence*, p. 4468 (Australian Red Cross Society, Queensland Division).

65. *Transcript of Evidence*, p. 4468 (Australian Red Cross Society, Queensland Division), p. 5080 (Royal South Australian Deaf Society Inc.), pp. 5206-8 (PE Personnel), p. 5338 (Jobmatch), p. 5389 (Summit Industries).

66. See below, Paragraphs 2.52, 2.54.

67. *Transcript of Evidence*, p. 4464 (Australian Red Cross Society, Queensland Division).

68. *Transcript of Evidence*, p. 4876 (Disability Advisory Council of Australia).

69. *Transcript of Evidence*, p. 440 'Often it is the case that somebody who has worked until about the age of 50 cannot work any longer; the ageing process of cerebral palsy is such that sometimes they become so severely disabled that they cannot work any more' (The Spastic

flexible outcomes, including different work patterns or a greater need for non 'work' occupations.⁷⁰

2.47 The most important points relative to age may be, firstly, that the decreased value often given to people because of not being employed should be countered wherever possible, and programs must be able to take this into account. Secondly, it is also important that the wide range of programs and services which are being developed are not directed to the young at the expense of older people with disabilities who have similar needs. While accepting the importance of breaking the nexus between the end of school and placement in an often inappropriate setting (because of lack of alternatives) it is also essential to provide programs for those in older age groups who have also had very limited opportunities.⁷¹

Many people in this age range [late fifties] have a low standard of formal education, and with the modern age of technology, plus the economic climate, many have found themselves redundant. People with disability at this age often have an even lower standard of formal education and therefore are often the first hit by retrenchment. Often they are unable, because of their disability, to transfer to a job requiring a lower standard of skills as these are often very physical occupations. Added to that, there are the effects of natural ageing on a body already suffering from a disability.⁷²

2.48 Possibly greater reluctance to try new services because of previous adverse experiences means that services will need to be able to meet such concerns as well as provide appropriate training.⁷³ While such reluctance is experienced by a range of people with disabilities, fear of rejection may be more entrenched by those in older age groups.⁷⁴ The Committee has made a recommendation on age discrimination at the end of Paragraph 2.59.

Gender

2.49 Generally, women are disadvantaged in Australian society in and outside of employment; various stereotypes about women are perpetuated, with dependence sometimes being seen as a valuable quality but one which simultaneously makes the individual less of a person and more vulnerable. While there has been noticeable

Centre of New South Wales).

70. *Transcript of Evidence*, p. 5031 (Australian Down's Syndrome Association Incorporated). See also *Transcript of Evidence*, p. 4440 (Disabled Peoples' International, Queensland Branch). Aboriginal people also are considered to age earlier, particularly because of disability.

71. *Transcript of Evidence*, pp. 4440-41 (Disabled Peoples' International, Queensland Branch).

72. *Transcript of Evidence*, p. 4440 (Disabled Peoples' International, Queensland Branch).

73. See below, Paragraph 3.3.

74. *Transcript of Evidence*, pp. 4455-83 (Australian Red Cross Society, Queensland Division).

improvement in certain areas relating to specific discrimination, wages/salaries equalisation and access to a greater variety of paid employment, changes have not yet led to full equality.

2.50 Similar limitations exist for women with disabilities⁷⁵, although many of the comments made by witnesses indicated that specific concerns were expressed primarily about women with intellectual disabilities. These limitations, therefore, may result primarily from the concerns of families and particularly in respect of employment which is not 'sheltered':

The disproportionate under-representation of females in job placements has been observed in other competitive employment programs. A similar bias is found in P.E. Personnel's register of job seekers. It would appear from this data that parents of daughters with an intellectual disability are less inclined to direct their daughters towards competitive employment. This may arise on their part from a heightened fear of sexual exploitation in an integrated environment and a general concern for their daughters' safety.⁷⁶

2.51 Another consumer organisation pointed out that 'right from the early years of education, there needs to be action around the issue of the double disadvantage that girls with disabilities face in their lives as well'.⁷⁷

2.52 Other evidence indicated that women might possibly be kept at home to look after household jobs⁷⁸; it was not mentioned if this type of work was as likely to be expected of males, but the skills acquired in a domestic situation, although extensive and transferable, presumably would not be exercised outside the home unless specific opportunities were developed.

2.53 Other indications of gender discrimination also exist in the limited range of jobs available to women in some forms of employment; for example, 'domestic' jobs such as sewing were common in sheltered employment, although other organisations provided quite a variety of jobs for both men and women. The Committee visited one organisation which was operating a supported employment service in lawn and garden maintenance; administrators stated that they would accept both men and

75. *Transcript of Evidence*, pp. 4802-4 (Disability Advisory Council of Australia). See also *Transcript of Evidence*, pp. 5865-5866, 5917 (HREOC).

76. *Transcript of Evidence*, p. 5166 (Project Employment Inc.). See also *Transcript of Evidence*, p. 5208 (PE Personnel), and Submission No. 210, p. 4 (National Women's Consultative Council).

77. *Transcript of Evidence*, p. 5614 (DEAC - Disability Employment Action Centre).

78. *Transcript of Evidence*, p. 5208 (PE Personnel).

women (and such policies were not unusual), but that most of the staff were male.⁷⁹

2.54 One witness suggested that NESB women with disabilities might be discouraged from employment – ‘people from some cultures have a different perspective on employment for women, especially for women who have some form of disability who may actually have to work next to males’.⁸⁰

2.55 In other evidence it was stated that the problem lay not only in parental or similar protection but also in the attitude of employers and in the type of jobs available. One solution, suggested by a placement service, was to change attitudes – ‘We have to be able to access other types of jobs, larger corporations and also government areas, so that more girls, young women or older women can get jobs there’.⁸¹

2.56 While perhaps it is indicative of a stereotype to assume that women with disabilities would automatically be responsible for child care, it was noted by the National Women's Consultative Council that employment/education/training options for such women might only be viable if suitable child care was provided:

The provision of adequate child care and priority of access should be given to women with disabilities wishing to undertake education, training or employment. The providers of such child care must be cognisant of the difficulties faced by women with disabilities in effecting their choices. For example, the transition from home to work or from home to training may take longer and be more fragmented. It may be appropriate to provide additional related service until this transition is complete.⁸²

2.57 The difficulties for women in other types of employment and for women with other than intellectual disabilities are similar to some extent (although other issues were also raised):

In our society it is easy to take control of the lives of women with disabilities and assimilate them into traditional submissive roles. The choices that are available to most women in Australian society do not apply to women with disabilities. They are handicapped by low

79. Waverley Helpmates, Melbourne (visited 22 November 1990).

80. *Transcript of Evidence*, pp. 4008-9 (Community Program Services).

81. *Transcript of Evidence*, p. 5209 (PE Personnel).

82. Submission No. 210, p. 3, Recommendation 9 (National Women's Consultative Council).

expectations and lack of knowledge about options and choices in the way they wish to live their lives.⁸³

2.58 One example given was of (anecdotal) evidence that women with disabilities were placed in government departments 'dealing with disability and rehabilitation'.⁸⁴ This type of evidence would suggest a lack of consideration on the part of the relevant department; it is especially important for Commonwealth departments to be aware of general attitudes about women and people with disabilities, and to take steps to counter negative images.

2.59 Stereotypes exist also for men, with disadvantages resulting from inability to meet various social expectations, including physical strength, successful participation in the workforce, provision of financial/emotional support to a family, etc. For those who do not wish to adhere to these norms or for those who do, but feel unable to measure up to supposed standards, severe emotional stress may occur with considerable individual/family and social change:

Having to give up a job and seek other employment options (which are probably very few) can cause major psychological trauma which is often more debilitating than the physical impairments caused by M.S. itself. This is especially true for males who find the prospect of unemployment particularly threatening.⁸⁵

Recommendation

The Committee RECOMMENDS:

5. That departments providing or funding services used by people with disabilities be aware of the more subtle discrimination against people with disabilities based on age, on the belief that people with disabilities are dependent and/or childlike, and on gender, and ensure that service providers do not maintain these forms of discrimination.

Matching services to needs

2.60 For programs to be effective they must address the different needs of individuals or as many as can reasonably be addressed at much the same time. Programs and services which, unconsciously, are directed to people with high literacy skills, for instance, may only ensure that the planned target group of people with poor literacy skills reject the message or cannot understand it. While a number of people with a similar disability may benefit from a particular program, it may

83. Submission No. 210, p. 1 (National Women's Consultative Council). See also Margaret Steinberg 'Special Consultations with Disabled Women and Girls' (NWAC Research Report, partially incorporated in *Transcript of Evidence*, pp. 4119-4143 (Dr M. Steinberg).

84. Submission No. 210, p. 4 (National Women's Consultative Council).

85. See Submission No. 15, p. 2 (People with Multiple Sclerosis Queensland).

better service the needs of young, rather than older people, men rather than women, Anglo rather than persons of other ethnic groups. Consequently, information which could enable components of the program to meet the specific needs of all participants or potential participants, is essential.

2.61 Departments need to be able to obtain and disseminate such information, hence their planning and data systems must be able to accommodate such variables. In addition, their information/education services, both internal and external, must also reach their target groups, so that services are both carefully planned and able to attract the attention of those to whom they are directed.

2.62 Interdepartmental work⁸⁶ and the development of a number of interconnected initiatives, as in the 1990-91 Budget⁸⁷, demonstrate that multi-departmental approaches may be a useful process in providing services which meet broad needs of people with disabilities. Additionally, both DHH&CS and DEET have established a number of specialist services already in order to maximise access of disadvantaged groups as, indeed, have a number of other departments including the Department of Social Security. However, there are still gaps in service provision, and, while there have been developments in providing services for young people, it is considered particularly important to ensure that young school leavers are not ignored, either to go to inappropriate employment or to be unable to access any support services:

... this transitional period is a critical period and what happens then might well determine the long term future that an individual ... faces.⁸⁸

2.63 Another way of ensuring that services are able to meet a range of needs is to allocate services to 'generic' departments, that is, to have departments which provide training and employment for the community in general provide such services also for people with disabilities.⁸⁹

2.64 This suggestion was made often by witnesses and in submissions.⁹⁰ As an integral part of normalisation, and to avoid the correlation of disability and illness, it may be thought that employment services should not be operated by the Department of Health, Housing and Community Services. Some organisations

86. An example of interdepartmental working groups is the Disability Task Force set up to develop new policy to maximise opportunities and limit disincentives for people with disabilities. The major departments involved have been DSS, DHH&CS, DIR and Finance.

87. See the 1990/91 Budget Paper, *New Initiatives for People with Disabilities*. See also *Transcript of Evidence*, pp. 4781-95 (DEET).

88. *Transcript of Evidence*, p. 3710 (The New South Wales Council for Intellectual Disability).

89. However, see below Paragraph 2.77. See also Paragraphs 3.82, 5.120-5.125.

90. *Transcript of Evidence*, pp. 3708-9, 3716 (The New South Wales Council for Intellectual Disability), p. 5376 (JobMatch).

suggested that, if there is competition for funds, this should be competition among employment services, and not between employment and other services – ‘the competition would all be employment related’.⁹¹ At the very least, JobSupport argued, there should be better links between relevant departments to ensure effective operation of different components of programs.⁹²

2.65 Organisations did note, however, that while ‘generic’ departments and programs were preferred, there was still a need for specialised services within these in order to ensure a greater chance of success for participants.

I think there is a case to have people with specialised skills and knowledge operating some of these generic services in employment.⁹³

2.66 Where this did not occur, it was believed, those generic services were unable to meet needs.

It is not recognised by DEET that many people with disabilities are more appropriately assisted in finding and monitoring employment by specialised job search, on the job training and on-going liaison and support.⁹⁴

2.67 Developing services to meet the needs of different groups, with considerable variation in background and experience, is clearly a challenge. This is particularly the case in a period of high unemployment and an increase in multiskilling.⁹⁵

Multiskilling certainly is making it more difficult to put people with a disability into employment – within the Public Service, particularly.⁹⁶

A more competitive and more skilled non-disabled/non-disadvantaged workforce presents greater difficulty of access for people with disabilities.⁹⁷

91. *Transcript of Evidence*, pp. 5376-7 (Jobmatch). Obviously, the division of Commonwealth/State responsibilities in the disability field could affect this view to some extent.

92. *Transcript of Evidence*, p. 5378 (JobMatch).

93. *Transcript of Evidence*, p. 4417 (Queensland Association for Mental Health). See also *Transcript of Evidence*, p. 4418.

94. *Transcript of Evidence*, p. 5160 (Project Employment Inc.).

95. See especially *Transcript of Evidence*, p. 3716 (New South Wales Council for Intellectual Disability).

96. *Transcript of Evidence*, p. 4197 (Epic Employment). See also *Transcript of Evidence*, pp. 1320-21 (National Council on Intellectual Disability).

97. See *Transcript of Evidence*, pp. 1320-21 ‘The trend is evident throughout a whole range of occupations to require higher and higher academic qualifications which perhaps have nothing to do with the job that is to be done. That may relate to some future promotion, but even

2.68 The development of access and equity guidelines, and particularly the recent broadening of these to include a wider range of cultural backgrounds, including Aboriginal, could help to ensure that these disadvantaged groups are better serviced. However, both the then DCSH and DEET had already directed considerable attention to the specific needs of Aboriginals although, for the latter Department, not necessarily for Aboriginals with disabilities. In addition, as part of its charter, the Aboriginal and Torres Strait Islander Commission (ATSIC) established in 1990 will work towards the achievement of justice and equity for Aboriginal and Torres Strait Islander (ATSI) people. As such, the commission has a fundamental role to play in advising the Commonwealth government on the development, implementation and co-ordination of programs of assistance for ATSI people with disabilities.⁹⁸

2.69 The Disability Services Program in DHH&CS considers gender a factor which may inhibit participation, and undertook research to determine access of women to CRS services.⁹⁹ While a number of relevant DEET programs are not specifically directed to women, they may be included in other 'disadvantaged' categories. However, this may not mean that generic services will be particularly useful to them, for example because of their lack of recent work experience, and also because their disability may be a more important factor than gender.

2.70 Socio-economic disadvantage and related factors are not specifically addressed by services for people with disabilities. Most services which are directed to people with disabilities appear based on the assumption that access is limited more by lack of services than by lack of knowledge or experience in accessing services, or by unwillingness to become involved with the system. While it is true that the absence of comprehensive data makes it difficult to determine both the numbers of people with disabilities and the factors which affect their access to such services as are available, it is also likely that services not only need to be increased but to be aware of individual access problems.

2.71 As was suggested above, socio-economic disadvantage may affect a number of areas of individuals' lives, and programs and services which cannot take account of this may perpetuate the exclusion of groups from required assistance. Where programs are directed to addressing issues of disadvantages, including lack of

then it is doubtful. As there is an increased emphasis within our society on academic qualifications then people with intellectual disabilities fall farther and farther behind ordinary job opportunities' (National Council on Intellectual Disability).

98. Aboriginal and Torres Strait Islander Commission, *Annual Report*, 5 March 1990 – 30 June 1990, p. ix.

99. As women did not suffer the same accident rates as men, the research indicated that 50 per cent access to CRS services would not be appropriate.

employment experience, it is essential that they can identify both the factors that limit access and the long and short-term effects of these.¹⁰⁰

2.72 If assumptions which become central to programs are inadequately researched, it is possible for the program or service to fail in its objectives. This could easily produce further disadvantage.

2.73 The issue, therefore, is that while there is a need to ensure that people do not miss out on services, it is also essential that they are not provided with services which cannot meet their needs.

2.74 Similar comments could also be made about other groups (who may also have experienced socio-economic disadvantage). This has been recognised to some extent by the establishment in DEET of specialist units – for example, Disability Access Support Units (DASUs) – which may be essential in the effective operation of programs such as Skillshare.¹⁰¹ The new service *Paid Work Experience for People with Disabilities*¹⁰² for people with a high level of disability may also be an effective means of providing relevant work experience for those people with disabilities who would have difficulty working in a wage subsidy program. While concern has been expressed about marginalisation produced through specific programs, it is also important to ensure that such programs and other assistance is available for those who will benefit from them.

2.75 Generic programs will often be inappropriate for people with particular disabilities and such individuals can be easily marginalised through failing to keep up with others or for other reasons: ‘in order to gain equal access you sometimes need special conditions to allow certain groups to gain that equal access’.¹⁰³

2.76 This is not to say that focussed or specialist services will inevitably succeed in meeting all needs equally. For example, the Innovative Rural Education & Training Program may be valuable to people in rural areas, but is not necessarily able to meet the needs of people with disabilities in a rural location. Services would need either to be developed within generic programs so as to meet such individual needs, or generic programs may need to be combined with specialist services which could meet the different needs of people with disabilities.

100. For example, there is some awareness demonstrated of the ill-effects of socio-economic disadvantage in education – see DEET National Board of Employment Education and Training *A Fair Chance for All*, February 1990, pp. 14-19. DEET only addresses indirectly the issue of socio-economic disadvantage in some labour market programs.

101. See Senate *Hansard*, 4 December 1991, pp. 4121-4122. It has been suggested that there is conflict between the Skillshare Guidelines for 1992 and the draft SkillShare strategy paper which recommended additional funding for projects that met set targets in terms of clients with disabilities; however, see below Paragraphs 5.68, 5.137-5.138.

102. DEET Program Performance Statement 1991-92, p. 117.

103. *Transcript of Evidence*, p. 5605 (DEAC – Disability Employment Action Centre). However, see Senate *Hansard*, 4 December 1991, p. 4121.

2.77 What has emerged in the Committee's consideration of DEET programs (particularly as they operated in 1989 and 1990) is that it is difficult for a Department with overall responsibility for employment services to be able to meet all the needs of differing target groups through generic services. The desirability of DEET providing all Commonwealth employment services for people with disabilities must be questionable, at least in the next few years to 1995.

2.78 Major changes in the workforce and the particular needs of people with disabilities will both be factors that must be addressed, and addressed consistently and with creativity. DEET has demonstrated that it can meet the needs of some people with disabilities through generic programs and that it is willing to introduce special services to assist others with some severe disabilities. It is necessary for these special services to be properly evaluated, and for others to be developed for people requiring flexible and/or part-time employment, before DEET can take on greater responsibilities for people with disabilities.

2.79 The Committee considers that it is still necessary for DHH&CS to continue developing other employment options and assisting in the transition of sheltered workshops to more open employment and structures. The Disability Services Program in the Department is specifically directed to people with disabilities, and its capacity to achieve social justice outcomes for people with disabilities may be greater than that of DEET. The extent to which this is the case is likely to depend on the program identifying specific needs and adjusting services to meet these.

2.80 A major step in this direction has been taken with the development of a new data system which is intended to identify areas of highest unmet need on a quantitative basis, and which also has the capacity to add qualitative data.¹⁰⁴ Although based on the ABS 1988 Disability and Ageing Survey which required self-identification and assessment, the new system will also access DSS income security data at a 'small area' (local) level. The benefit of this will be a greater dependence on identified need for income support, rather than on statistics which may result in an underestimate, as there is often a reluctance to identify that one has a disability if there is no apparent benefit to be gained. However, it should also be noted that in the 1988 survey, 32.8 per cent of people with disabilities were not in the labour force nor in receipt of a listed pension, and therefore DSS data will not provide the complete picture. Additional information should also be available from the Home and Community Care (HACC) program which will be able to provide some information on clients' age, service type and location, to give a better picture of the needs of some non-aged people with disabilities. However, it must be remembered that there is a need to develop standard definitions and terminology in order to ensure more useful data collection and use.

The Committee has made recommendations on the need for standard definitions and terminology, and on data collection in Chapter 1.

104. See above, Paragraphs 1.42-1.44.

2.81 The refinement of available data, in conjunction with the development of consultative bodies and the use of qualitative information, should provide the basis for a more complete knowledge of need. Nonetheless, knowledge of broad need, in the sense of numbers and general categories of service required, will not in itself meet specific needs. The Department of Health, Housing and Community Services' Disability Services Program has indicated its awareness of this, including through research carried out by the CRS on access to specific types of employment (public versus private)¹⁰⁵; through the establishment of complaints units and advocacy services; through the development of a consumer rights strategy¹⁰⁶; and through the provision of information from a number of consultative bodies such as DACA, the Disability Services Advisory Committees, and HACC advisory committees.

2.82 However, a more direct way of determining and meeting certain types of needs might be to run several external evaluations of new program types such as CETPs and Supported Employment services. Until recently, it was not possible to utilise much information from these new services because the Department had remained at arm's length from them and had not insisted upon the regular provision of standard data.¹⁰⁷ While the number of persons using these programs is small, and hence no general conclusions could be reached in terms of specific components that might need to be developed to meet the needs of women with disabilities or Aboriginal women with disabilities, for example, the long-term usefulness of the services in meeting a range of employment needs will depend on their capacity to meet these needs as well.

2.83 A census of disability services was undertaken in March 1991¹⁰⁸, was still being finalised in September 1991¹⁰⁹, and more detailed information was expected to be available in 1992.¹¹⁰ During the Budget Estimates session in September 1991 it was stated that 'detailed information' had not been obtained for 1990-91 for new services, and therefore the extent of employment of service users was not known.¹¹¹ This absence of information is discussed in greater detail below¹¹² but it is important to note here that the absence of systematic data collection on new service types must have had an effect on identifying the problems and benefits of such services over the last five years. In particular, the absence of a range of information especially on specific needs and on the needs of people with severe

105. Senate Estimates Committee E, 18 April 1991, p. E94.

106. DHH&CS Program Performance Statement 1991-92, p. 130.

107. See below, Chapter 5, Paragraphs 5.186-5.193, and Chapter 6, Paragraphs 6.316-6.330.

108. DHH&CS Program Performance Statement 1991-92, p. 130.

109. Senate Estimates E, 12 September 1991, p. E201.

110. *ibid.*

111. *ibid.*

112. See Paragraphs 5.186-5.193, 5.219-5.236. See also Appendix 7.

and/or multiple disabilities and on the extent to which they can be assisted by new services, is a weakness in Departmental operation and in advancing social justice.

2.84 This is not to undervalue the considerable achievements of the Disability Services Program over the last five years; it has made considerable changes in the employment area. However, in the absence of information about unmet need, and about the extent to which services can meet the variable employment needs of particular groups of individuals, the depth of change produced through the implementation of the DSA is still difficult to measure.

2.85 New service types have indicated a capacity to provide employment options outside of sheltered employment for some people with severe and/or multiple physical disabilities, and services have also been established for people with moderate to severe intellectual disabilities. The major questions, then, relate not so much to the actual establishment of services for such groups, but how equitably these can be distributed; how much they cost; how long employment is maintained; whether services can meet a number of different needs; and, for people with severe to profound disabilities, whether 'employment' is a real option, valued by them. These issues are discussed further in Chapters 5 and 6.