Supporting Information

Supplementary methods and results

This appendix was part of the submitted manuscript and has been peer reviewed.
It is posted as supplied by the authors.

Appendix to: Schwabe J, Caughey GE, Wesselingh SL, et al. The impact of ageing-in-place reforms on the provision of home care packages for older Australians, 2008–21: a repeated cross-sectional study. *Med J Aust* 2024; doi: 10.5694/mja2.52405.

Table 1. Summary of changes to the home care package (HCP) program in Australia between 2012 and 2020

July 2013 – Introduction of the 4-Level System

- With the 4-Level System being introduced, the government equates Level 2 to the pre-existing Community Aged Care Package (CACP), Level 4 to the pre-existing Extended Aged Care at Home and the Extended Aged Care at Home Dementia (EACH, EACH-D) packages, and introduces two new packages to support people with basic care needs (Level 1) and people with intermediate care needs (Level 3).

Reform 1: July 2014 - Income Testing

- The income testing reform was aimed to direct the limited financial resources available in the HCP program to people who need them the most.
- Older Australians eligible for an HCP provide their income and financial assets details to Services Australia.
- Depending on their financial situation, older Australians may pay a basic daily fee and/or an income-adjusted care fee. When financial situations change, income-tested fees are updated.

Reform 2: July 2015 – Consumer Directed Care

- The Consumer Directed Care reforms were aimed to give older Australians choice, flexibility, and control over the types of services they receive, how services are provided, who provides the services, and when the services are provided.
- Providers are required to …
    1. Work with recipients to create a home care agreement, a care plan, and an individualised budget.
    2. Let recipients decide how involved they want to be in managing their services.
    3. Have ongoing care discussions to make sure services are meeting needs.
    4. Help recipients to access information and make informed decisions.
    5. Be transparent about how much funding they have and where it is going.
    6. Inform recipients of, and help them understand, any fees and charges they will pay under their home care agreement.

Reform 3: February 2017 – Increasing Choice in Home Care

- The Increasing Choice in Home Care reform was aimed to allow recipients to choose their provider, increase the fairness of the admission process, and reduce the paperwork for providers.
- Home Care Packages are assigned to individuals instead of providers, so that older Australians can choose their provider and can take any unspent funding with them if they change home care providers.
- One national priority system was set into place to have a nationally consistent assignment process based on individual needs and waiting times. Previously, recipients had to go on waiting lists with multiple providers in their area.
- The increasing choice reform also reduced paperwork for providers because providers do not have to apply for package places through approval rounds anymore. Additionally, the criteria used to approve a provider for all types of care were simplified.

Reform 4: July 2019 – Increasing Information and Reaction to Interim Report of Royal Commission

- The Increasing Information reform was aimed to improve recipient information on HCP pricing and increase the transparency of the HCP program to recipients, providers, and all other stakeholders.
- Home care providers are required to publish their pricing information on the My Aged Care website and provide their pricing schedule to care recipients. Providers also must offer reasonable prices and meet requirements for administration costs.
- Quarterly Home Care Packages Program data reports are published by the Australian Government (Australian Institute of Health and Welfare), including information on assessment, approvals, services, and people waiting for services.
- Additionally, the government reacted to the interim report of the Royal Commission into Aged Care Quality and Safety with additional funding of $496.3 million, equating to 10,000 additional HCP rolled out over the following quarters.

Table 2. Home care packages (HCPs) for Australians aged 65 years or older, 2013–14 and 2020–21: number, and crude and age- and sex-standardised rates

Characteristic	2013–14			2020–21			Change, 2013–14 *v* 2020–21		
		HCPs/1000 older people			HCPs/1000 older people				
	Number	Crude	Standardised*	Number	Crude	Standardised*	Absolute change	Change in crude rate, points	Change in standardised rate, points (95% CI)
Home care packages	31 119	9.34	9.23	67 967	16.2	16.4	+36 848	+6.86	+7.18 (7.02–7.34)
Level 1	669 (2.1%)	0.20	0.19	20 997 (30.9%)	5.02	5.05	+20 328	+4.82	+4.85 (4.78–4.92)
Level 2	22 766 (73.2%)	6.84	6.75	24 038 (35.4%)	5.74	5.82	+1272	−1.10	−0.93 (−1.05 to −0.82)
Level 3	1191 (3.8%)	0.36	0.35	14 973 (22%)	3.58	3.62	+13 782	+3.22	+3.26 (3.20–3.32)
Level 4	6493 (20.9%)	1.95	1.93	7959 (11.7%)	1.90	1.92	+1466	−0.05	−0.01 (−0.07 to 0.06)
Age group (years)									
65–74	4967 (16%)	1.49	1.48	12 086 (17.8%)	2.89	2.82	+7119	+1.40	+1.34 (1.28–1.41)
75–84	13 034 (41.9%)	3.91	3.93	28 578 (42%)	6.83	6.86	+15 544	+2.92	+2.94 (2.83–3.04)
85 or older	13 118 (42.1%)	3.94	3.82	27 303 (40.2%)	6.52	6.73	+14 185	+2.58	+2.90 (2.80–3.01)
Sex (women)†	19 654 (63.2%)	5.90	5.80	41 732 (61.4%)	9.97	10.3	+22 078	+4.07	+4.50 (4.37–4.63)
Culturally and linguistically diverse‡	3372 (10.8%)	1.01	0.99	10 983 (16.2%)	2.62	2.65	+7611	+1.61	+1.66 (1.60–1.72)
Remoteness of aged care planning region: not major cities§	8749 (28.1%)	2.75	2.60	19 487 (28.7%)	4.70	4.70	+10 738	+1.95	+2.10 (2.01–2.18)

CI = confidence interval.

* Adjusted for age and sex as appropriate (stratum-specific estimates not adjusted for stratum variable).

† Missing data: 2013–14, eight (< 0.1%); 2020–21, six (< 0.1%).

‡ People whose preferred language is not English. Missing data: 2013–14, 123 (0.4%); 2020–21, 1505 (2.2%).

§ Inner regional, outer regional, remote, and very remote categories. Missing data: 2013–14, 418 (1.3%); 2020–21, 193 (0.3%).

Table 3. Change in standardised* home care package (HCP) rate (per 1000 Australians aged 65 years or more) after each of four ageing-in-place reforms, 2013–14 to 2020–21: total, by care level, and by recipient characteristics

	Before 1st reform (2013–14)		After 1st reform (2014–15)		After 2nd reform (2015–16)		After 3rd reform (2017–18)		After 4th reform (2019–20)		Final year included (2020–21)	
Characteristic	**Total**	**Std. HCPs/ 1000**	***diff to prev. year***	**Std. HCPs/ 1000**	***diff to prev. year***	**Std. HCPs/ 1000**	***diff to prev. year***	**Std. HCPs/ 1000**	***diff to prev. year***	**Std. HCPs/ 1000**	**Total**	**Std. HCPs/ 1000**
Home care packages	31,119 (100%)	9.23	***-1.8***	7.3	***1.7***	8.9	***3.0***	13.3	***3.6***	15.3	67,967 (100%)	16.4
Level 1	669 (2.1%)	0.19	***-0.1***	0.1	***0.1***	0.2	***1.3***	1.5	***2.2***	4.5	20,997 (30.9%)	5.05
Level 2	22,766 (73.2%)	6.75	***-1.6***	5.1	***1.1***	6.1	***2.0***	9.0	***1.3***	7.3	24,038 (35.4%)	5.82
Level 3	1,191 (3.8%)	0.35	***0.2***	0.6	***0.3***	0.9	***0.2***	1.5	***0.2***	2.4	14,973 (22%)	3.62
Level 4	6,493 (20.9%)	1.93	***-0.4***	1.5	***0.2***	1.7	***-0.4***	1.3	***0.0***	1.2	7,959 (11.7%)	1.92
Age group (years)												
65-74	4,967 (16%)	1.48	***-0.3***	1.1	***0.3***	1.5	***0.5***	2.3	***0.6***	2.6	12,086 (17.8%)	2.82
75-84	13,034 (41.9%)	3.93	***-0.8***	3.1	***0.7***	3.8	***1.3***	5.6	***1.5***	6.5	28,578 (42%)	6.86
85 or older	13,118 (42.1%)	3.82	***-0.7***	3.1	***0.6***	3.6	***1.2***	5.3	***1.6***	6.2	27,303 (40.2%)	6.73
Sex: women†	19,654 (63.2%)	5.80	***-1.0***	4.7	***1.0***	5.7	***1.9***	8.3	***2.3***	9.7	41,732 (61.4%)	10.3
Culturally and linguistically diverse‡	3,372 (10.8%)	0.99	***-0.2***	0.8	***0.3***	1.1	***0.4***	1.6	***0.6***	2.3	10,983 (16.2%)	2.65
Remoteness of aged care planning region: not major cities§	8,749 (28.1%)	2.60	***-0.5***	2.1	***0.5***	2.6	***1.3***	4.4	***0.8***	4.5	19,487 (28.7%)	4.70

* Adjusted for age and sex as appropriate (stratum-specific estimates not adjusted for stratum variable).

† Missing data: 2013–14, eight (< 0.1%); 2014–15, eight (< 0.1%); 2015–16, 10 (< 0.1%); 2017–18, 13 (< 0.1%); 2019–20, 10 (< 0.1%).

‡ People whose preferred language is not English. Missing data: 2013–14, 123 (0.4%); 2014–15, 610 (2.8%); 2015–16, 949 (2.9%); 2017–18, 343 (0.7%); 2019–20, 966 (1.5%).

§ Inner regional, outer regional, remote, and very remote categories. Missing data: 2013–14, 418 (1.3%); 2014–15, 392 (1.5%); 2015–16, 439 (1.4%); 2017–18, 281 (0.6%); 2019–20, 828 (1.3%).

Table 4. Proportions of home care package recipients by selected characteristics, 2013–14 to 2020–21, by care level

Year	Home care level	Culturally and linguistically diverse	Women	Not in major cities	65-74 years	75-84 years	85 years or older
2013–14	L1	19.3%	56.4%	24.5%	14.6%	46.6%	38.7%
2013–14	L2	9.9%	65.1%	27.7%	14.7%	42.4%	42.8%
2013–14	L3	17.8%	60.9%	30.8%	20.5%	40.4%	39.1%
2013–14	L4	11.9%	57.5%	29.6%	19.6%	39.8%	40.6%
2014–15	L1	12.0%	58.3%	30.9%	16.8%	49.4%	33.8%
2014–15	L2	11.5%	65.2%	28.4%	14.9%	42.2%	43.0%
2014–15	L3	11.7%	63.2%	28.4%	18.0%	39.6%	42.4%
2014–15	L4	10.4%	62.4%	27.2%	18.4%	38.7%	42.9%
2015–16	L1	17.0%	64.3%	29.6%	16.8%	48.2%	35.1%
2015–16	L2	12.6%	64.5%	28.3%	15.9%	42.3%	41.8%
2015–16	L3	13.0%	61.2%	27.3%	19.1%	40.5%	40.4%
2015–16	L4	11.3%	60.7%	28.8%	19.0%	39.0%	42.1%
2016–17	L1	12.7%	60.6%	33.7%	17.2%	46.0%	36.8%
2016–17	L2	10.8%	62.5%	29.9%	16.4%	41.8%	41.9%
2016–17	L3	12.7%	58.5%	29.3%	20.5%	40.7%	38.8%
2016–17	L4	11.2%	59.1%	29.5%	21.5%	40.3%	38.2%
2017–18	L1	13.9%	62.9%	36.7%	18.5%	46.6%	34.9%
2017–18	L2	11.1%	62.0%	32.8%	17.1%	41.3%	41.6%
2017–18	L3	11.1%	58.8%	32.4%	19.7%	39.6%	40.7%
2017–18	L4	14.2%	59.3%	29.4%	21.3%	39.3%	39.4%
2018–19	L1	16.4%	61.7%	36.5%	18.3%	46.8%	34.9%
2018–19	L2	13.9%	63.4%	30.6%	16.0%	41.6%	42.4%
2018–19	L3	12.5%	59.1%	30.5%	20.6%	39.1%	40.3%
2018–19	L4	15.5%	58.7%	31.1%	22.0%	38.9%	39.0%
2019–20	L1	16.7%	61.1%	32.3%	17.1%	45.1%	37.7%
2019–20	L2	14.1%	63.3%	28.2%	16.3%	41.9%	41.8%
2019–20	L3	13.6%	60.4%	26.8%	20.2%	39.2%	40.5%
2019–20	L4	15.4%	57.4%	26.4%	21.7%	38.1%	40.1%
2020–21	L1	20.4%	60.8%	30.4%	18.6%	45.9%	35.5%
2020–21	L2	13.2%	63.1%	28.8%	16.0%	40.9%	43.1%
2020–21	L3	13.9%	61.0%	27.8%	17.6%	40.2%	42.2%
2020–21	L4	18.0%	58.7%	25.2%	21.2%	38.7%	40.1%

Table 5. Differences in standardised* home care package rates (per 1000 Australians aged 65 years or more), 2013–14 and 2020–21, by care level

	Level 1			Level 2			Level 3			Level 4		
Characteristic	**2013/14**	**2020/21**	***diff***	**2013/14**	**2020/21**	***diff***	**2013/14**	**2020/21**	***diff***	**2013/14**	**2020/21**	***diff***
Home care packages	0.19	5.05	***+4.83***	6.75	5.82	***-0.93***	0.35	3.62	***+3.27***	1.93	1.92	***-0.01***
Age group (years)												
65-74	0.03	0.91	***+0.88***	0.98	0.9	***-0.08***	0.07	0.61	***+0.54***	0.37	0.39	***+0.02***
75-84	0.09	2.31	***+2.22***	2.87	2.36	***-0.51***	0.14	1.44	***+1.30***	0.77	0.74	***-0.03***
85+	0.07	1.82	***+1.75***	2.81	2.54	***-0.27***	0.13	1.55	***+1.42***	0.76	0.78	***+0.02***
Sex: women†	0.11	3.13	***+3.02***	4.32	3.74	***-0.58***	0.21	2.25	***+2.04***	1.08	1.15	***+0.07***
Culturally and linguistically diverse‡	0.04	0.99	***+0.95***	0.67	0.77	***+0.1***	0.06	0.5	***+0.44***	0.23	0.35	***+0.12***
Remoteness of aged care planning region: not major cities§	0.05	1.54	***+1.49***	1.87	1.67	***-0.2***	0.11	1	***+0.89***	0.57	0.48	***-0.09***

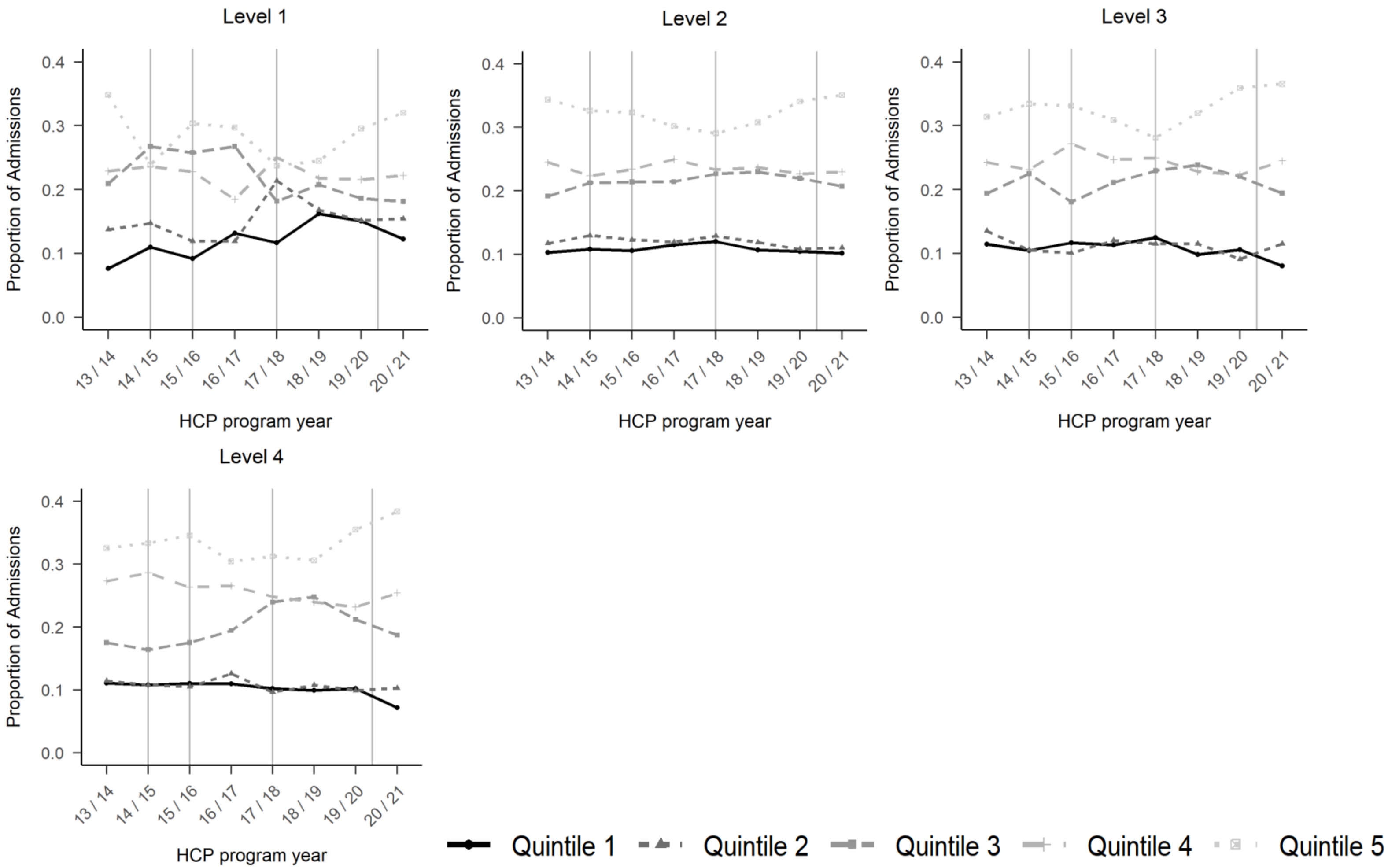
* Adjusted for age and sex as appropriate (stratum-specific estimates not adjusted for stratum variable).

† Missing data: 2013–14: Level 1, zero; Level 2, eight (< 0.1%); 2020–21: Level 1, one (< 0.1%); Level 2, five (< 0.1%).

‡ People whose preferred language is not English. Missing data: 2013–14: Level 1, five (< 0.1%); Level 2, 91 (0.4%); Level 3, 10 (0.8%); Level 4, 17 (0.3%); 2020–21: Level 1, 555 (2.6%); Level 2, 447 (1.9%); Level 3, 316 (2.1%); Level 4, 298 (2.3%).

§ Inner regional, outer regional, remote, and very remote categories. Missing data: 2013–14: Level 1, nine (1.3%); Level 2, 293 (1.3%); Level 3, 18 (0.3%); Level 4, 98 (1.5%); 2020–21: Level 1, 108 (0.5%); Level 2, 422 (1.8%); Level 3, 199 (1.3%); Level 4, 166 (2.1%).

Figure 1. Proportions of home care package (HCP) recipients by socio-economic disadvantage (Index of Relative Socio-Economic Disadvantage, IRSD), 2013–14 to 2020–21, by care level*



* Includes 348,547 HCP recipients for whom aged care planning region IRSD information were available; quintile 1 = 69 most disadvantaged aged care planning regions.

Table 6. Proportions and numbers of recipients in aged care planning regions (ACPRs), 2013–14 and 2020–21, by socio-economic disadvantage (Index of Relative Socio-Economic Disadvantage, IRSD)

Quintile	Recipients before 1st Reform (2013–14)	Recipients after most recent reform (2020–21)	*Difference in proportion (percentage points)*
Q1 (0–20%)	3250 (10.4%)	6790 (10%)	-0.5
Q2 (20–40%)	3667 (11.8%)	8446 (12.4%)	0.6
Q3 (40–60%)	5875 (18.9%)	13176 (19.4%)	0.5
Q4 (60–80%)	7788 (25%)	15877 (23.4%)	-1.7
Q5 (80–100%)	10539 (33.9%)	23678 (34.8%)	1.0

* Includes 348,547 HCP recipients for whom aged care planning region IRSD information were available; quintile 1 = 69 most disadvantaged aged care planning regions.

Table 7. Proportional supply and demand of home care packages, 2018–19 to 2020–21, by care level

Year	Care level	Variable	Proportion
2018–19	1	Supply	19.6%
2018–19	2	Supply	50.8%
2018–19	3	Supply	19.5%
2018–19	4	Supply	10.1%
2019–20	1	Supply	29.1%
2019–20	2	Supply	47.2%
2019–20	3	Supply	15.9%
2019–20	4	Supply	7.8%
2020–21	1	Supply	30.9%
2020–21	2	Supply	35.4%
2020–21	3	Supply	22.0%
2020–21	4	Supply	11.7%
2018–19	1	Demand	2.2%
2018–19	2	Demand	37.4%
2018–19	3	Demand	37.0%
2018–19	4	Demand	23.5%
2019–20	1	Demand	5.6%
2019–20	2	Demand	39.8%
2019–20	3	Demand	39.0%
2019–20	4	Demand	15.6%
2020–21	1	Demand	5.5%
2020–21	2	Demand	43.0%
2020–21	3	Demand	39.5%
2020–21	4	Demand	11.9%