

SOCIAL WELFARE

COMMONWEALTH GOVERNMENT AGENCIES

Commonwealth Department of Social Security

The Department is the Commonwealth Government's main administering authority for social welfare. Programmes administered by the Department range from direct income transfer payments to individuals, through grants to organisations, to direct welfare service provision.

The Commonwealth Department of Social Security continued its programme of decentralisation in Victoria. The Heidelberg office became fully decentralised and new offices were opened at Boronia and Northcote. At June 1984 there were thirty-seven regional offices operating throughout Victoria. Social workers and welfare officers have been located in every regional office as part of the Department's efforts to improve services to clients.

Transfer payments to individual citizens

The Social Security Act provides for direct payment to individuals in the form of age, invalid, wife's and widow's pensions, spouse carer's pension, supporting parent's benefit, family allowance, funeral benefit, unemployment, sickness and special benefits, orphan's pension, handicapped child's allowance, family income supplement, mobility allowance, sheltered employment allowance, and remote area allowance. All previous legislation regarding individual payments and allowances was consolidated in the *Social Security Act 1947*.

Each of the payments has a set of eligibility requirements which differ and are based upon criteria such as period of residence in Australia, age, income from labour, and other sources.

Since July 1976, all pensions and benefits, with the exception of invalid pensions paid to a person under pension age (sixty-five years for men and sixty years for women) and wife's pension paid to the wife of an invalid pensioner where both are under pension age, have been treated as taxable income.

Allowances paid in connection with pension, i.e. additional pension for children, guardian's or mother's allowance, and supplementary assistance are not taxable income. Since March 1984, payments for children made in connection with unemployment, sickness, and special benefits are not included as the recipients' taxable income. Family allowance payments are not taxable income.

The Department has set up an appeals procedure for persons dissatisfied with decisions made by the Department concerning pensions, benefits, or allowances. Such persons can ask a Review Officer who will normally be located in their local office to make an immediate reappraisal of the disputed decision. If the person is still dissatisfied, an appeal may be made to the Social Security Appeals Tribunal. A client may lodge an appeal direct with the Tribunal without reference to the Review Officer, if he or she wishes.

The Tribunal makes recommendations to the Department on whether such appeals against departmental decisions should be allowed. The Tribunal commenced operating in Victoria in February 1975 and consists of a number of part-time members, who are not public servants, and a full-time member seconded from the Department.

Age pensions

Age pensions, or old-age pensions as they were called from 1909 to 1947, were the first income security benefits to be introduced on an Australia wide basis. The rates of pension and the qualifying conditions have changed over the years and additional benefits have become payable but, fundamentally, the provisions have not altered markedly. Pensions are adjusted half-yearly in May and

November according to movements in the Consumer Price Index. From November 1976 an income-only test replaced the means test so the value of property owned by applicants is no longer taken into account.

In 1973, age pensions for persons aged seventy-five years and over were granted free of the means test. In 1975, the means test was abolished for persons aged seventy years and over; however in 1983 a specific income test was reintroduced for persons in this age bracket.

On 29 June 1984 there were 1,358,129 age pensioners (excluding wife's and spouse carer's pensioners) in Australia (the Victorian total being 362,103, of whom 68.1 per cent were women). The main reasons for the preponderance of women are that they may be granted age pensions five years earlier than men (i.e. at sixty years of age) and that they generally live longer than men. There were 209,152 age pensioners in Australia receiving supplementary assistance (including wife's and spouse carer's pensioners). The proportion of persons receiving age pensions in the population of pensionable aged persons has increased over time, i.e. at the 1911 Census the percentage was 32 per cent and by the 1976 Census it had reached 79 per cent; however, the 1981 Census does not provide this statistic.

Some persons of pensionable age are receiving invalid or widow's pensions, or service pensions from the Commonwealth Department of Veterans' Affairs.

Invalid pensions

The original Commonwealth pensions legislation contained provisions for invalid as well as age pensions and, although some of the qualifying conditions necessarily differ, the two schemes have many common characteristics. As with age pensions, the conditions have changed over the years, but there have always been the fundamental requirements connected with age, incapacity, residence, and income.

On 29 June 1984, there were 240,574 persons (excluding wife's and spouse carer's pensioners) in Australia receiving invalid pensions, of whom 79.9 per cent were men. There were also 108,264 invalid pensioners in Australia receiving supplementary assistance (including wife's and spouse carer's pensioners).

Wife's pension

The wife of an age or invalid pensioner may receive a pension if she is residing with him and does not qualify for a pension in her own right. If the husband receives an age pension free of the income test, the wife's pension remains subject to the income test. The pension is assessed as taxable income if the husband's pension is taxable, or the woman is aged sixty years or more.

At 29 June 1984 there were 6,390 pensions being paid to wives of age pensioners and 20,022 pensions being paid to wives of invalid pensioners in Victoria. Relative figures for Australia were 24,742 and 67,273 respectively.

Spouse carer's pension

A spouse carer's pension was introduced on 1 December 1983 for a man who is not receiving a pension from the Department of Social Security, or a service pension from the Department of Veterans' Affairs, and who is providing constant care and attention for his severely disabled wife or *de facto* wife for a permanent or extended period of time. His wife should be in receipt of an age or invalid pension or rehabilitation allowance. The same basic residence qualification and income test apply as for the wife's pension. At 29 June 1984 there were 432 persons receiving spouse carer's pensions in Australia (109 being paid in Victoria).

Widow's pension

For widow's pensions purposes the term 'widow' may include, in certain circumstances a woman whose husband has deserted her for at least six months, or a divorcee, a woman whose husband has been imprisoned for at least six months, or a woman who was the dependant of a man for at least three years immediately before his death. Widow's pensions (S.59) was amended from 25 June 1984 to deem as a deserted wife a woman deserted for at least six months who was an innocent party to an invalid marriage. Precise details are in Clause 20 of Amendment Act 78, 1984. The income test applies as for the age pension. On 29 June 1984 there were 163,045 widow pensioners in Australia and 45,660 in Victoria.

Supporting parent's benefits

A supporting mother's benefit was introduced on 3 July 1973. It provided assistance to mothers who were not eligible for the widow's pension. These included unmarried mothers, deserted *de facto*

wives, women whose *de facto* husbands were in prison, and other wives separated from their husbands for various reasons. These mothers qualified for a supporting mother's benefit six months after the date of the event which gave rise to eligibility, e.g. the birth of a child or separation.

From November 1980, the *Social Service Amendment Act 1980*, removed the six month qualifying period. On 10 November 1977, a supporting parent's benefit was introduced and this enabled benefit to be paid to a supporting father under similar conditions as applied to supporting mothers. A supporting father includes a widower, a divorcee, a separated husband or *de facto* husband, a husband or *de facto* husband of a prisoner, and an unmarried father. From 1 December 1983, eligibility supporting parent's benefit was extended to single adoptive parents and to other sole parents with legal custody, care and control of a child, and to married parents who are unable to live with their spouse in a matrimonial home, by reasons of the illness or infirmity of the spouse which prevents the spouse caring for the child for an indefinite period of time. Entitlement to this form of assistance is subject to an income test and other qualifications.

During 1983-84 payments for supporting parent's benefit in Victoria totalled \$164.1m. At 29 June 1984, the number of beneficiaries in Victoria was 28,836.

Unemployment, sickness, and special benefits

Legislation for these benefits was enacted in 1944 and the programme came into operation the following year. Unemployment and sickness benefits are essentially short-term benefits available to persons who are unemployed or temporarily incapacitated for work. An important feature of the Unemployment and Sickness Benefit Act was the provision it made for granting what was termed 'special benefit'. Special benefit was designed to provide for persons who could not qualify for those benefits or who were ineligible for age, invalid, widow's, or service pensions. It was to be granted to a person who, because of age, physical, or mental disability, or domestic or other circumstances, was unable to earn a sufficient livelihood for himself and his dependants.

An income test and a residency qualification are applied to applicants for these benefits. The allowable income limit was increased in November 1982 and again in March 1984.

From March 1973, the rates of pensions and benefits were brought into parity and this resulted in the abolition of the long-term rate of sickness benefit. The unemployment benefit has normally been paid fortnightly in arrears from November 1977. Sickness benefit has generally been paid fortnightly in arrears since 2 August 1982.

The number of unemployment benefits granted varies from one year to another according to the general employment situation and to dislocation in industry caused by industrial stoppages and structural factors. During 1983-84 an estimated total of 975,988 unemployment benefits were granted in Australia, and at 29 June 1984 there were 584,506 persons receiving benefits. Comparable figures for Victoria were 208,668 and 118,963 respectively.

Altogether, an estimated 142,179 grants of sickness benefits were made in Australia during 1983-84 (31,824 in Victoria), and there were 62,400 persons on benefit at the end of this period (13,555 in Victoria). Total expenditure in Australia on unemployment, sickness, and special benefits in 1983-84 was \$3,341m, expenditure in Victoria during the same period being \$710m.

Additional allowances

From May 1984, pensioners and beneficiaries may be eligible for up to \$12 a week for each dependent child under sixteen years or full-time student under twenty-five years. A guardian's allowance of \$8 per week was introduced for (single) unemployment, sickness, and special beneficiaries, while the rates of mother's allowance/guardian's allowance for (single) age, invalid, and widow's pensions and supporting parent's benefit were standardised to \$8 per week.

Up to \$10 a week supplementary assistance may be paid to pensioners, recipients of supporting parents' benefits, and sickness beneficiaries (after six weeks), if they pay rent or board, or board and lodging, and have little or no income apart from pension, or benefit.

Fringe benefits

In addition to income payments, there are a number of concessions and services available to the recipients of pensions and benefits already listed who qualify under a separate income test.

Such fringe benefits are provided by organisations other than the Department of Social Security and include the pensioner health benefits service, hearing aids for pensioners, municipal rate rebates, water and sewerage rate rebates, telephone rental concessions, motor insurance and registration

rebates, and transport concessions on Commonwealth Government trains, Victorian Government trains, trams and buses, and on buses operated by private companies. A reciprocal arrangement with the Australian Capital Territory, Tasmania, New South Wales, South Australia, and Western Australia permits Victorian pensioners to obtain transport concessions when visiting these areas.

Funeral benefits

Where a pensioner who is eligible for fringe benefits is responsible for the funeral expenses of another pensioner, a recipient of a wife's pension, a person receiving a tuberculosis allowance who is otherwise qualified for a pension, or his children or non-pensioner spouse, that pensioner may qualify for a funeral benefit up to a maximum of \$40 provided the deceased was also eligible for fringe benefits.

Where a person other than a pensioner eligible for fringe benefits is responsible for the funeral expenses of an age or invalid pensioner, or a person receiving a tuberculosis allowance, a funeral benefit up to a maximum of \$20 may be granted, provided the deceased was eligible for fringe benefits.

Expenditure on funeral benefits during 1983-84 was \$1.4m for Australia, and \$386,000 for Victoria.

Family allowances

Family allowances are a continuing payment made to each person (usually the mother) who has the care of one or more children under sixteen years of age, or one or more full-time students from sixteen to twenty-five years of age. The rate of allowance for each child depends upon the child's position in the family in relation to the other eligible children in the person's custody, care, and control. From January 1982, the monthly payments were increased for the third and subsequent children and payments for the first and second child were increased from October 1982. As at 30 June 1984, the monthly payments were: first child, \$22.80; second child, \$32.55; third child, \$39.00; fourth child, \$39.00; fifth and subsequent children, \$45.55 each.

The total number of families receiving the allowance for children under sixteen years of age and students in Australia and abroad on 29 June 1984 was 2,179,152 and the number of children in such families was 4,315,320. There were also 10,644 endowed children and students in institutions.

Double orphans pensions

An orphan's pension of \$55.70 per month is payable to any person having the custody, care, and control of a child under sixteen years of age or a full-time student child under twenty-five years of age if both parents (including adoptive parents of the child) are dead or if one parent is dead and the whereabouts of the other parent is unknown. Double orphan's pension is also payable where the sole surviving parent is imprisoned for a term not less than ten years or is a long-term patient of a mental hospital.

From November 1981, double orphan's pension has been payable to a person who is caring for a refugee child whose parents are not in Australia or whose whereabouts are unknown. An orphan's pension is free of any means test and is payable in addition to the family allowance. It is not subject to income tax.

Family income supplement

Family income supplement was introduced on 1 May 1983 to provide assistance for low-income families not receiving any other pension or benefit from the Commonwealth. Initially a tax-free payment of up to \$10 per week was paid for each child and this was increased to up to \$12 per week for each child in November 1983. The family income supplement is paid monthly to the person currently receiving the family allowance. An income test is based on average gross income over a four-week period preceding the claim and is paid for six months from date of lodgement of the claim.

Handicapped child's allowance

From November 1982, the handicapped child's allowance was increased to \$85 a month, and is payable to parents or guardians of a severely physically or mentally handicapped child who is being cared for in the family home. The allowance is designed specifically to assist parents and guardians who have a handicapped child under sixteen years of age or a full-time student under twenty-five years of age requiring constant attention and who prefer to provide this attention at home rather than place the child in an institution. A handicapped child's allowance in respect of a severely handicapped child

is free of any income test and is payable in addition to family allowances. The allowance is not paid for full-time students receiving invalid pensions.

From November 1977 this allowance was extended to parents or guardians of a substantially handicapped child whose handicap requires care and attention only marginally less than the care and attention that would be needed for a severely handicapped child. The allowance is related to the additional cost incurred due to the child's handicap and is subject to an income test. The allowance is not subject to income tax. At 29 June 1984 there were 28,502 handicapped children's allowances being paid in Australia.

Mobility allowance

From April 1983, a mobility allowance of \$10 per week is payable to disabled persons who are engaged in paid employment or who are undertaking vocational training. People who are unable to use public transport because of their disability are eligible for this allowance, but it is not payable if a sales tax exemption on a new motor vehicle was granted within two years preceding the claim.

Remote area allowance

A remote area allowance was introduced on 1 May 1984 for permanent residents of Income Tax Zone A (including Special Zone A), who are beneficiaries, pensioners (other than pensioners aged seventy or over whose pension was affected by the Special Income test introduced from November 1983), supporting parent beneficiaries and recipients of sheltered employment and rehabilitation allowances. The single rate is \$7 per week and married rate \$6 per week, with an allowance of \$3.50 per week per child/student. The allowance is tax-free, but the amount of allowance paid is to be deducted from the maximum Zone A income tax rebate. There is no Income Tax Zone A in Victoria.

Reciprocal agreements

The Social Security Act provides for the Commonwealth Government to enter into reciprocal agreements with the government of any other country on matters concerning pensions and benefits under the Act. Arrangements of this kind are operating with New Zealand and the United Kingdom. The general basis of these agreements is that residence in New Zealand or Britain may be treated as residence in Australia. In return, Australians who go to those countries for permanent residence receive concessions enabling them to qualify for equivalent benefits there.

Portability of pensions

Age and invalid pensioners and their wives, widow pensioners, spouse carer's pensioners and persons receiving a supporting parent's benefit may continue to receive their pensions or benefit while overseas, whether their absence is temporary or permanent. However, the period of absence determines where payment is made. For twelve months, payment may continue to be made in Australia or it may be cancelled and restored when the person returns to Australia. A review is made at the end of twelve months and if the person does not intend to return to Australia within the following three months, pension or benefit is transferred overseas whether their absence is temporary or permanent.

Granting of age, invalid, and widow's pensions for persons living overseas, who are in special need of financial assistance and who satisfy certain requirements, was introduced in March 1974.

Health insurance arrangements

The universal health insurance scheme, Medicare, came into effect on 1 February 1984. Medicare covers the full cost of shared ward accommodation in public hospitals when treatment is provided by doctors, who are appointed by the hospital. Other services, such as x rays, pathological tests, physiotherapy etc. provided by the hospital are free, in addition to out-patient treatment.

Medicare covers 85 per cent of the Scheduled Fee for medical services provided by any general practitioner or specialist (if a referral is made by the general practitioner). Consultations with optometrists are also covered.

The scheme entitles all permanent Australian residents and overseas visitors, with approval to remain in Australia for more than six months, to enrol for Medicare benefits.

The Department of Social Security issues pensioner medical entitlement cards, health benefits cards, health care cards and pharmaceutical benefits concession cards to pensioners, beneficiaries, and low income earners, according to specific income tests, and prescribed pharmaceuticals are available at reduced rates.

Most general practitioners bulk-bill the Commonwealth Government for services provided to

persons who have one of these cards and therefore they do not have to pay the 15 per cent gap in the Scheduled Fee.

From 1 January 1983, persons who lose eligibility for the invalid pension or the sheltered employment allowance because they have taken up employment, qualify for a Health Care card for a period of twelve months from the date they commence employment.

Grants to organisations to provide welfare services

The Commonwealth Government provides financial assistance to other levels of government and eligible non-profit organisations (e.g. religious, ethnic, or ex-servicemen's organisations). These organisations provide welfare services for special groups such as migrants, handicapped persons, aged persons, children, and homeless persons. The various programmes are: (1) aged or disabled persons homes; (2) personal care subsidy; (3) delivered meals subsidy; (4) States Grants (Home Care) Act; (5) handicapped persons assistance; (6) sheltered employment allowances; (7) homeless persons welfare; (8) welfare rights; (9) children's services; (10) financial assistance for community welfare agencies in need; and (11) grants to community organisations (emergency relief).

Aged or disabled persons homes

The Aged Persons Homes Act was introduced in 1954 to assist eligible charitable and benevolent organisations, or organisations of a similar nature, with Commonwealth capital grants towards the cost of providing self-contained and hostel-type accommodation for aged persons.

Grants were originally made on a \$1 for \$1 basis, but were increased to \$2 for \$1 in 1957. In 1967, local governing bodies were included as eligible organisations and grants became available for nursing accommodation. In April 1974, a separate subsidy for land became available. The Act was amended to the Aged or Disabled Persons Homes Act from 3 December 1974 to include disabled persons and the ratio of subsidy was increased to \$4 for \$1.

From 20 May 1976, the ratio of subsidy reverted to \$2 for \$1 and the maximum subsidy limits have progressively increased to the current rate established from 1 January 1983. At present, the maximum subsidy per single self-contained unit, hostel, or nursing bed is \$15,020 for building works and \$1,920 per unit/bed towards the land components.

An important requirement for a grant of subsidy is that the conditions of the homes approach, as far as possible, normal domestic life for the residents. In 1976 the Commonwealth Government introduced a needs-based priority system of capital funding on aged persons accommodation, and this programme is continuing.

Personal care subsidy

An amending Act passed during 1969 provided for payment of a personal care subsidy to approved homes where residents were provided with all meals and where staff were employed to assist those in need of help with bathing, dressing, personal laundry, supervision of medication and where 24 hour staff supervision was available for emergencies. The amount of subsidy was \$30 a week paid at four weekly intervals on the basis of the number of persons residing in approved accommodation who were: (1) eighty years of age and over, and (2) under eighty years of age but receiving personal care services due to permanent incapacity to perform those tasks themselves.

Effective from 1 January 1984 an Amending Act introduced a new two-tiered system of Hostel Care Subsidies which replaced the previous Personal Care Subsidy programme. Under the new system a basic Hostel Care Subsidy of \$40 per four weeks is paid in respect of each hostel resident assessed as requiring hostel care and an additional \$160 each four weeks is payable in respect of residents requiring and receiving specified personal care services.

The changes were introduced to encourage hostels to accommodate more frail aged or disabled persons and to provide levels of care appropriate to the needs of residents. Eligibility for the new subsidies is based on homes satisfying certain standards relating to fire safety, health and design, and also the provision of gazetted services.

The new system eliminates the previous automatic eligibility of over eighty year old residents, and now provides subsidy for actual services in hostels.

At 30 June 1984, 868 premises had been approved for subsidy in Australia, and the subsidy paid for the twelve months was \$39.9m. In Victoria, the number of homes was 220 and the subsidy paid was \$9.3m.

Delivered meals subsidy

The Delivered Meals Subsidy Act assists organisations to establish, maintain, improve, and expand approved 'meals-on-wheels' services.

The subsidy is paid on the basis of fifty cents for every meal provided by an eligible organisation and is paid quarterly. Also, an additional subsidy of five cents per meal was introduced in October 1972 for those eligible 'meals-on-wheels' services which undertook to provide an approved Vitamin C supplement for each delivered meal.

Non-profit religious, charitable, benevolent, and welfare bodies not controlled by the Commonwealth or State Government may apply for the subsidy. Local government bodies may also apply. At 30 June 1984, the number of approved services in Australia was 776, the number of meals served was 10,388,292 and the amounts granted totalled \$5.6m. The amounts granted in Victoria totalled \$2m.

States Grants (Home Care) Act

This Act, introduced in 1969, provides financial assistance for States developing home care services mainly for the aged, and for the States developing senior citizens centres. It also enables the Commonwealth Government to pay half the salary of a welfare officer co-ordinating home care services run by, or in association with, senior citizens centres. During 1983-84 payments of \$31.4m were made to the States under the Act, of which \$10.3m was allocated to Victoria.

Handicapped persons assistance

The Handicapped Persons Assistance Act came into effect in December 1974 following the repeal of the *Sheltered Employment (Assistance) Act 1967* and the *Handicapped Children (Assistance) Act 1970*. The former provisions of the repealed legislation were incorporated in the new Act which at the same time was broadened in scope to permit a wider range of assistance than had previously been provided. The Act now provides assistance to eligible organisations for the following prescribed services relating to handicapped or disabled persons: training, activity therapy, sheltered employment, residential accommodation, holiday accommodation as well as recreational facilities, and rehabilitation facilities which are auxiliary to those and other major services.

In respect of each of these prescribed services, \$4 for \$1 subsidies may be paid towards the capital cost of approved projects, the cost of approved building maintenance, the rental of approved premises, and the cost or lease of approved equipment. Salary subsidies of up to 50 per cent (or 100 per cent within the first two years after an organisation has commenced to provide a prescribed service) may also be paid. A higher rate of subsidy (80 per cent) for 'key staff' was introduced in 1984.

Additional payments that may be made are a handicapped children's benefit of \$5.00 per child for each day that accommodation is provided by eligible organisations to a handicapped child, and training fees of \$500 for each disabled person who completes twelve months normal employment after six months sheltered employment may be paid to the organisation providing that sheltered employment. An Open Employment Incentive Bonus of \$500, introduced in October 1983, may be paid to a disabled person who completes twelve months normal employment after six months sheltered employment.

Total expenditure under the Handicapped Persons Assistance Act in Victoria in 1983-84 was \$18.1m, and \$23.3m was allocated for the 1984-85 financial year.

Sheltered employment allowances

These allowances were introduced in 1967 under the since repealed Sheltered Employment (Assistance) Act, and are payable, in lieu of invalid pensions, to qualified disabled persons engaged in approved sheltered employment, or to those likely to become qualified if not provided with sheltered employment; the income test is the same as for invalid pensions. From February 1983, the income test free allowance of \$8.00 per week was increased to \$10.00 per week. This allowance is paid to persons receiving sheltered employment allowances in lieu of supplementary assistance. At June 1984 there were 9,597 recipients of sheltered employment allowance in Australia, representing an expenditure of \$45.9m, of which \$9.3m was expended in Victoria.

Homeless persons assistance

The Homeless Persons Assistance Act, which came into operation on 13 December 1974, makes provision for eligible organisations to be assisted in the provision of welfare services to homeless men or women.

The Act provides organisations with an opportunity to improve and upgrade existing facilities, to replace them, or to establish new facilities. Grants of up to 100 per cent may be made to meet the cost of the rental. Fixtures, furniture, furnishings, and equipment purchased for use in a homeless persons centre may also qualify for a grant.

Subsidies of up to 100 per cent of the salary of a social welfare worker employed at a homeless persons centre may be paid and, in special circumstances, for more than one such worker at a centre. Where an eligible organisation provides accommodation and food at a homeless persons centre, or meals for non-resident homeless persons, a subsidy may be paid of \$1.50 per person per day so accommodated, and 50 cents per meal served, or meal ticket used.

It is expected that projects under this programme will be subsumed under the Supported Accommodation Assistance Program during 1985. This new programme is a joint Commonwealth/State initiative with capital funding to be provided under the Commonwealth-State Housing Agreement.

Welfare rights programme

Funding was originally provided to five organisations in Victoria for the appointment of a welfare rights officer to work with organisations associated with disadvantaged minority groups within the community. Two of these organisations are Parents Without Partners, and the Council for the Single Mother and her Child who now receive ongoing funding under the Children's Services Programme at the rate of \$17,500 and \$13,500 per year respectively.

From 1 July 1979, responsibility for the three ethnic agencies (Comitato Assistenza Italiani, Australian Turkish Cultural Association, and Australian Greek Welfare Society) was transferred to the Department of Immigration and Ethnic Affairs.

Child care

In 1982-83 the Commonwealth Government, through the Department of Social Security's Office of Child Care provided \$98m for capital and recurrent funding for the establishment and operation of a wide range of children's services throughout Australia. These services include pre-schools, centre based full day care, family day care, family support services, youth services, occasional and emergency care and out of school hours care. In 1983-84 the corresponding figure was \$119m.

Commonwealth Rehabilitation Service

The major objectives of the Commonwealth Rehabilitation Service (CRS) are:

- (1) to develop further existing rehabilitation services and programmes so as to facilitate the integration and co-ordination with other rehabilitation agencies, public and private, at the regional and local level;
- (2) to expand CRS services and programmes to meet the needs of persons eligible for CRS assistance, through the use of intensive goal-orientated individualised programming;
- (3) to ensure the provision of adequate social/vocational rehabilitation services by the CRS which will complement existing and planned health, education, and welfare services provided by other government or non-government agencies;
- (4) to develop more community orientated (off-centre) services.

Future development of the CRS will therefore have a very different emphasis from that which has occurred in the past. Any future facility development will be on a smaller and relatively inexpensive basis and more widely dispersed.

Eligibility for rehabilitation assistance

A person's eligibility to undertake a rehabilitation programme free of charge through the Commonwealth Rehabilitation Service (CRS) is determined by the following requirements:

- (1) the disability is long-term. Rehabilitation assistance may be provided if the person's disability appears likely to continue for a period of not less than twenty-six weeks from its onset;
- (2) the disability results in a substantial handicap:
 - (a) to the person's undertaking employment, whether full-time or part-time employment or sheltered employment;
 - (b) to the person's undertaking or resuming household duties; and
 - (c) to the person's leading an independent or semi-independent life at home;
- (3) the person is likely to benefit substantially from rehabilitation treatment and training, i.e. in the areas of employment, home duties, or independent living;

(4) the person is within a specified age range. The rehabilitation service is primarily for the benefit of those people within the broad working age group, but it also caters for young people aged fourteen years and under sixteen years who would otherwise be likely to qualify for a pension on reaching age sixteen years.

An income security payment known as the Rehabilitation Allowance is available to people who are participating in a rehabilitation programme. It is paid at the same rate, and subject to the same income test as the invalid pension. An additional allowance for people who need to live away from their home is also available.

In addition to the rehabilitation units located in the rural areas of Ballarat, Bendigo, Geelong, Hamilton, Morwell, and Albury-Wodonga, there are units at Footscray and in the northern metropolitan area of Melbourne. A mobile rehabilitation team was formed in 1983 to service isolated areas within the State and to provide a link to the services offered at the rehabilitation units and centres.

Rehabilitation centres located in the metropolitan area at Glen Waverley and Toorak provide comprehensive programmes designed to meet the often complex needs of people with disabilities. The multi-disciplinary casework team approach used in these facilities has been developed to ensure that all problems are identified and appropriate programmes developed in full consultation with the client.

An ethnic rehabilitation counselling service is also available for non-English speaking people. Bi-lingual and multi-lingual Ethnic Rehabilitation Counsellors are given training to provide them with knowledge of CRS programmes, the process of rehabilitation, the roles of various professional staff members and other relevant matters. These counsellors visit potential clients following their referral to the CRS, to explain the services offered, to outline the concept of rehabilitation in culturally appropriate terms, to discuss realistically the benefits of participation in a programme, and, as appropriate, to elicit their agreement to undertake rehabilitation.

Mildly intellectually handicapped young people are trained in the development of work and social skills at Work Preparation Centres located in South Yarra and Footscray. Reset Manufacturing, Northcote, operates as a work adjustment centre providing practical work training for men and women with disabilities, to assist them develop their abilities to an employable standard.

During 1983-84, 725 people completed programmes of assistance with the CRS. Of these, 292 successfully obtained open employment, 159 were assisted to lead more fully independent lives in the community and the remainder entered sheltered workshops, obtained part-time employment, or returned to household duties.

Professional welfare services

Professional welfare staff employed in the Victorian Office totalled 112 at the end of June 1984 compared with a total of seventeen employed in 1972. During 1983-84 professional welfare staff continued to be integrated in specialised operational areas throughout the Department. Their skills have been utilised at State, area, and regional levels in a range of functions including planning, administration, monitoring, evaluation, community liaison, assessment for income maintenance and rehabilitation services, training, supervision, and direct personal service provision to clients.

During the course of 1983-84 social workers and welfare officers spent a large proportion of their time in the provision of direct personal services to individuals coming to the Department for income support or social or vocational rehabilitation. These personal services were provided to clients through casework, information, advice, and referral procedures.

Following the Department's introduction of revised Invalid Pension assessment procedures in 1983, social workers and welfare officers have become more involved in this process, using their knowledge and skills to assess the impact of the non-medical factors which may affect an individual's capacity for employment. They have also spent a significant proportion of their time providing personal services to clients who are receiving unemployment benefit, particularly where they have been unemployed for a lengthy period.

At the end of June 1984 social work positions had been allocated and staffed at each of the department's seven regional rehabilitation units. These developments are in line with the progressive community outreach approach outlined in the Commonwealth Rehabilitation Service 3 Year Plan for 1984 to 1987.

Following the Ash Wednesday bushfire disaster in February 1983, departmental welfare staff participated in the provision of counter disaster services to persons affected as a result of the fires.

In addition, departmental welfare staff have been involved in a wide range of activities to facilitate

the access of disadvantaged groups to departmental services. These activities include increased participation in the department's assessment process and information programmes, liaison with a wide range of community agencies in order to provide feedback to the department on the effectiveness of its service delivery, provision of support and training to public contact and monitoring the need for language services to assist non-English speaking clients.

Migrants and refugees

Migrant Services Unit

In 1980, the Department established the Migrant Services Unit. During 1983-84, the Unit aimed to meet the special needs of migrants from non-English speaking origins through the provision of interpreting/translating services and migrant information programmes.

Language services

The Department employs twenty-two interpreters on a regular part-time basis providing services in eleven languages at fifteen Regional Offices.

Furthermore a pool of eighty interpreters is also available to provide ad hoc services in thirty languages to all areas of the Department which require interpreting services on an irregular basis.

There are 202 bi-lingual officers, covering thirty languages, located at Regional Offices and other areas of the Department; these officers are receiving a linguistic ability performance allowance for the use of their linguistic skills during the performance of their normal duties.

In addition, the Department employs five ethnic liaison officers to service members of the Turkish, Yugoslav, Greek, and Arabic communities and one assistant counter officer to assist the Vietnamese community.

A qualified translator pool comprising ninety-six translators provides translation services in thirty-five languages to all areas of the Department. They are paid on a fee-for-service basis.

Migrant information

The Department is extending its information programmes to the non-English speaking public by means of multi-lingual advertisements on radio stations 3EA, 3CR, and multi-cultural television Channel 0-28. It also provides multi-lingual leaflets and information bulletins to migrants, refugees, ethnic groups, and welfare organisations.

Consultancy/liason/support services

A consultative service on migrant and refugee issues is provided within the Department and to other government authorities, community organisations and ethnic groups, in addition to training programmes.

Aboriginal liaison

During 1979-80, many initiatives were taken in respect of services to the Aboriginal community. Positions were created for Aboriginal liaison staff including a manager; and these positions were filled in close consultation with Aboriginal organisations and community leaders. Processes have been set up to ensure that the Department is in close contact with the needs and aspirations of Aboriginals in Victoria, and to ensure critical feedback on the effectiveness of departmental services.

The role of Aboriginal liaison staff has been to ensure appropriate access of Aboriginal persons and organisations to the Department's benefits and pensions as well as subsidy areas. The Unit is also involved in the development and running of cultural awareness programmes for both Aboriginal and non-Aboriginal departmental officers.

Home Deposit Assistance Scheme

On 18 March 1982, the Commonwealth Treasurer announced the commencement and main conditions of the Home Deposit Assistance Scheme to replace the Home Savings Grant Scheme which terminated on 2 June 1982.

The Home Deposit Assistance Scheme applies to first homes acquired on or after 18 March 1982. The major differences between the two schemes are:

- (1) maximum savings period reduced from three years to two years;
- (2) Home Deposit Assistance Grant payable on a dollar for dollar basis up to \$2,500; previously a \$2,000 grant was paid on a one dollar for every three dollars saved basis;
- (3) no value limit on home acquired;
- (4) no waiting period on payment of grant; and
- (5) income test on combined earnings of applicants.

On 7 May 1982, responsibility for administration of the Scheme was transferred from the Department of Housing and Construction to the Department of Social Security, but responsibility reverted to the former on 10 March 1983.

Appeals

During 1982-83 the Department finalised a total of 3,327 appeals from clients in Victoria (1,629 non-medical and 1,698 medical appeals). For 1983-84 the corresponding figures were 2,687 finalised appeals (1,647 non-medical and 1,040 medical appeals).

DEPARTMENT OF SOCIAL SECURITY, OUTCOME OF APPEALS HEARD FROM CLIENTS IN VICTORIA

Type of appeal	1982-83	1983-84
Non-medical -		
Upheld by the Department without reference to the Tribunal	398	338
Upheld or partly upheld following recommendations by the Tribunal	239	273
Recommended by the Tribunal to be upheld but were dismissed	73	75
Withdrawn or lapsed	297	195
Dismissed by the Tribunal	622	766
Medical -		
Upheld by the Department without reference to the Tribunal	927	475
Upheld or partly upheld following recommendations by the Tribunal	181	126
Recommended by the Tribunal to be upheld but were dismissed	25	22
Withdrawn or lapsed	98	52
Dismissed by the Tribunal	467	365

Since 1 April 1980, where a recommendation of the Social Security Appeals Tribunal has not been accepted by the Department, there has been a right of appeal to the Administrative Appeals Tribunal; since September 1980, this was extended to include any case reviewed by the Social Security Appeals Tribunal where the appeal is not upheld. The Tribunal has far-reaching powers and may affirm or vary a decision, set aside a decision, and substitute its own or order the Department to reconsider a decision. From 1 December 1982 the jurisdiction of the Administrative Appeals Tribunal was expanded to enable it to review decisions under the *Freedom of Information Act* 1982.

Information services

Through the Information Services section, the Department of Social Security attempts to:

- (1) ensure that eligible individuals are aware of their rights and entitlements to the various Department of Social Security payments and services; and
- (2) provide information to agencies and other government departments concerning payments and services available.

Activities include provision of access material and aids to agencies and welfare workers through a comprehensive mailing list, arranging for departmental speakers to present talks to various groups on social security matters, submitting regular articles for publication in suburban and country newspapers, in co-operation with other government departments and agencies developing more effective information systems, providing a liaison service for various sections within the Department to publicise new developments, and conducting research on welfare information dissemination practices.

Consultative arrangements

The Department maintains considerable involvement in a wide range of consultative mechanisms operating at the State level, and attempts to facilitate consultations which enable the community to participate in welfare programmes. The Victorian Social Security Consultative Committee was appointed by the Minister for Social Security in July 1979 to act as a specialist consultative group to the Department of Social Security by advising the Department of the effectiveness of its services in Victoria. It also links with the National Advisory Council on Social Welfare on broader issues.

The Victorian Social Security Consultative Committee also functions as a sub-committee of the Victorian Consultative Committee on Social Development and thus has the opportunity for the sharing of a wide range of resources.

The Department is an active participant, and foundation member of the Victorian Consultative Committee on Social Development. The Department is a member of the Steering Committee and most sub-committees which include Employment, Ethnic Affairs, and Information.

SOCIAL WELFARE PROGRAMMES, VICTORIA

Programme	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84
TRANSFER PAYMENTS TO INDIVIDUAL CITIZENS						
Age pensions –						
Number of pensioners	348,968	355,913	361,918	367,345	373,341	362,103
Wife's/spouse carer's pensioners	7,965	7,950	7,849	7,338	7,009	6,390
Amount paid (\$'000) (a)	861,285	931,738	1,041,745	1,183,830	1,278,127	1,386,289
Invalid pensions –						
Number of pensioners	54,305	57,863	57,464	57,603	60,551	66,887
Wife's/spouse carer's pensioners	14,655	16,095	15,616	15,385	16,706	20,022
Amount paid (\$'000) (a)	162,256	192,646	217,767	246,069	277,770	337,225
Widow's pensions –						
Number of pensioners	43,928	45,327	45,663	45,824	46,406	45,660
Amount paid (\$'000) (b)	133,634	149,630	172,138	195,675	209,614	230,741
Sheltered employment allowances –						
Amount paid (\$'000) (c)	3,817	4,507	5,442	6,580	7,984	9,370
Funeral benefits –						
Number of claims granted	12,127	12,623	12,876	12,291	12,808	12,302
Amount paid (\$'000)	374	379	392	379	405	386
Unemployment benefits –						
Number of benefits granted	190,023	(d) 178,900	(d) 177,900	(d) 186,100	241,959	208,668
Amount paid (\$'000) (e)	204,848	204,665	234,169	(d) 281,600	485,440	612,148
Sickness benefits –						
Number of benefits granted	28,244	(d) 30,600	(d) 30,900	(d) 33,900	33,182	31,824
Amount paid (\$'000) (f)	29,443	31,206	40,544	54,929	64,940	76,702
Special benefits –						
Number of benefits granted	8,454	(d) 15,250	(d) 15,100	(d) 13,500	12,895	16,807
Amount paid (\$'000) (g)	9,236	14,416	17,854	16,762	20,349	21,171
States Grants (Deserted Wives) Act –						
Amount paid (\$'000)	4,918	4,967	(h) 194	—	—	—
Supporting parents benefit –						
Number of beneficiaries	12,731	14,004	20,660	23,347	26,003	28,836
Amount paid (\$'000) (f)	45,791	51,666	80,499	114,767	134,432	164,115
Maternity allowances						
Number of allowances granted	26,137	—	—	—	—	—
Amount paid (\$'000)	(i) 851	—	—	—	—	—
Family allowance –						
Number of families	559,175	560,636	561,524	564,431	570,441	574,813
Number of approved institutions	128	139	185	139	139	139
Number of children and students in –						
Families	1,155,540	1,149,859	1,144,344	1,142,101	1,145,230	1,146,115
Institutions	3,026	2,580	2,541	2,411	2,527	2,060
Total amount paid (\$'000)	267,323	283,162	258,358	282,959	366,469	401,531
Double orphan's pension –						
Number of guardians	566	767	807	1,111	1,319	1,381
Number of institutions	18	21	21	21	n.a.	n.a.
Number of orphans	794	1,076	1,106	1,502	1,781	1,847
Amount paid (\$'000)	416	503	628	859	1,066	1,168
Handicapped child's allowances –						
Number of claims granted	1,376	2,289	(j)	(j)	(j)	(j)
Amount paid (\$'000)	4,937	5,805	5,759	6,379	7,283	7,508
Family Income Supplement –						
Number of claims granted	—	—	—	—	4,106	5,934
Amount paid (\$'000)	—	—	—	—	493	8,483
Mobility allowances –						
Number of claims granted	—	—	—	—	—	2,547
Amount paid (\$'000)	—	—	—	—	—	1,240
GRANTS TO ORGANISATIONS TO PRODUCE WELFARE SERVICES						
Aged or Disabled Persons Homes Act –						
Number of capital grants	26	28	45	33	57	45
Amount of grants (\$'000)	7,037	3,857	8,782	7,258	11,191	10,377
Aged Persons Hostels Act –						
Number of grants	11	5	7	4	1	3
Amount of grants (\$'000)	6,211	2,581	4,332	2,331	213	1,073
Personal Care Subsidy Act –						
Subsidies paid (\$'000)	3,496	3,779	4,870	5,976	9,034	9,329
Delivered Meals Subsidy Act –						
Expenditure (\$'000)	745	879	1,325	1,583	1,760	2,031
States Grants (Home Care) Act –						
Amount paid (\$'000)	4,408	5,659	6,069	5,471	8,813	10,326
Handicapped Persons Assistance Act –						
Number of grants approved	552	347	(e)	(e)	(e)	(e)
Amount paid (\$'000) (h)	11,849	8,704	11,834	14,152	16,200	18,067
Children's benefit –						
Amount paid (\$'000)	368	343	387	364	333	420
Homeless Persons Assistance Act –						
Amount paid (\$'000)	295	384	893	434	301	837
WELFARE SERVICES PROVISION						
Commonwealth Government Rehabilitation Scheme –						
Amount paid (\$'000)	4,500	5,024	5,924	3,042	8,496	12,069

(a) Amount comprises payment for pensioners, and pensioners in benevolent homes, pensions for wives and spouse carer's, additional pension/allowance for children, and supplementary assistance.

(b) Amount comprises payment for pensioners, and pensioners in benevolent homes, additional pension/allowance for children, and supplementary assistance.

(c) Amount comprises payment for allowees, pensions for wives, additional pension/allowance for children, and incentive assistance.

(d) Estimate.

(e) Amount comprises payment for beneficiaries and additional benefit for children.

(f) Amount comprises payment for beneficiaries, additional benefit for children, and supplementary allowance.

(g) As for (e), but excludes Special Benefits to migrants in accommodation centres.

(h) Payment of this allowance ceased on 1 January 1980.

(i) Payment of this allowance ceased on 1 November 1978.

(j) Information no longer available.

Further references: History of social services, *Victorian Year Book* 1962, pp. 281-95; Sheltered employment assistance, 1969, pp. 561-3; Report of the Senate Standing Committee on Social Welfare, 1981, pp. 646-7; Commonwealth Government welfare services, 1984, pp. 591-601

Commonwealth Department of Veterans' Affairs

Introduction

The Commonwealth Department of Veterans' Affairs is responsible, subject to the control of the Minister for Veterans' Affairs, for the administration of the Repatriation Act and associated legislation designed for the care and welfare of veterans, and the dependants of those who have died or are incapacitated as a result of their service. The main responsibilities of the Department are to pay pensions and to provide medical treatment. Other functions include the provision of assistance towards the education and training of children of certain veterans, the provision of gift cars for some severely disabled veterans, the payment of funeral grants for specified classes of veterans and their dependants, and various other forms of assistance. Since 5 October 1976, the Department has also been responsible for the administration of the Defence Service Homes Scheme and the Office of Australian War Graves.

Disability and dependants' pensions

Disability pensions, introduced under the *War Pensions Act* 1914, are intended to provide compensation for veterans who have suffered incapacity related to their service. Disability pensions for incapacity are paid in accordance with the assessed degree of disablement suffered by the veterans and are not subject to any income test or to income tax. The term 'disablement' includes such factors as physical or mental incapacity, pain and discomfort, a lowered standard of health, and inability to participate in normal recreations.

Dependants' pensions are payable to the wife of a disability pensioner and for each child under sixteen years of age or a student child who is not receiving a Commonwealth Government education living allowance or an invalid pension. The rate payable varies according to the veteran's assessed degree of incapacity.

If a veteran's death is accepted as being service-related, or if, at the time of his death, he was receiving the special rate of disability pension, or the equivalent rate payable to certain double amputees, a war widow's (or defence widow's) pension is paid to his widow, and pensions are also paid for each child under sixteen years of age or receiving full-time education regardless of age. Eligible war widows (and defence widows) may also receive an additional payment known as a domestic allowance. There were 407,277 (410,473) disability pensions payable to veterans, miscellaneous personnel and their dependants at 30 June 1984 (30 June 1983) and the annual expenditure including allowances was \$722.6m (\$646.4m). Of these pensions, 99,079 (100,867) were payable in Victoria and the annual expenditure was \$171m (\$154.4m).

Service pensions

Service pensions were introduced in 1936. Unlike a disability pension, a service pension is not a compensatory pension and was introduced to provide for the intangible and indefinable effects of war service. A service pension is payable to a veteran who has served in a theatre of war, and has either attained sixty years of age (fifty-five years of age in the case of a female veteran) or who is permanently unemployed. Veterans who had theatre of war service in the Armed Forces of a British Commonwealth or Allied country, in wars or war-like conflicts in which Australian forces were engaged, and who have resided continuously in Australia for ten years, may also qualify for a service pension. From February 1982, service pension eligibility was extended to Australian merchant mariners and from February 1983 to British Commonwealth and allied merchant mariners of the Second World War, who are able to meet the theatre of war and residency requirements.

Service pensions are subject to an income test which is similar in most respects to that applied to a social security age or invalid pension. The wife of a service pensioner may be eligible to receive a service pension (regardless of her age), provided she is not already in receipt of an income tested pension from the Department of Social Security.

Subject to certain conditions, service pensioners are eligible to receive a wide range of medical benefits, at the expense of the Department, for disabilities not related to their service. However, eligibility for this medical coverage is not extended to service pensioners who served only in the

Armed Forces of British Commonwealth or allied countries, or those service pensioners who served only in the Australian, British Commonwealth, or allied merchant navies. All service pensioners will qualify to receive a Pensioner Health Benefits card from the Department of Health and the full range of fringe benefits, if they satisfy the usual income test.

In Australia at 30 June 1984 (30 June 1983), 218,660 (200,492), veterans and 156,845 (140,656) wives were receiving a service pension. In Victoria at 30 June 1984 (30 June 1983), 53,575 (49,281) veterans and 38,633 (34,619) wives were in receipt of a service pension.

Medical care

Medical treatment is provided for repatriation beneficiaries for all disabilities which have been accepted as related to service. In addition, and subject to certain conditions, treatment is also provided for disabilities not related to service. A description of the types of service and institutions operated by the Department is set out on pages 638-9.

Education and training

With the assistance of a voluntary Education Board in each State, the Department administers the Soldiers' Children Education Scheme introduced in 1921. The object of this scheme is to encourage and assist eligible children to acquire standards of education compatible with their aptitudes and abilities and to prepare them for suitable vocations in life. Assistance is provided under the scheme for the children of veterans whose deaths have been accepted as service related, or who died from causes not service related, but who were receiving, at the time of death, a pension at or equivalent to the special rate, or who, as a result of service, are blinded or totally and permanently incapacitated.

From November 1982 the eligibility criteria were expanded to include children who have lost both parents (or where the veteran is deceased and the child is not being cared for by the remaining parent, step parent, or adoptive parent) and the veteran served in a theatre of war. Eligibility under this 'double orphan' provision does not depend upon the rate of disability pension in force at the time of the veteran's death nor the relationship between death and service.

Re-establishment benefits for former regular servicemen

Re-establishment loans may be granted, subject to certain conditions, to former regular servicemen who need financial assistance for their re-establishment in civil life. The maximum amounts of the loans are: business and professional \$5,000, and agricultural \$10,000.

General assistance

The Department also provides various other forms of assistance for certain classes of veterans and their eligible dependants. These benefits include gift cars and driving devices for some seriously disabled veterans, funeral benefits, immediate assistance, and recreation transport allowances.

DISABILITY AND SERVICE PENSIONS (a), VICTORIA

Year	Veterans	Dependants of incapacitated veterans	Dependants of deceased veterans	Total pensions in effect	Amount paid during year
DISABILITY PENSIONS					\$'000
1978-79	45,410	53,683	14,726	113,819	106,374
1979-80	43,838	51,287	14,355	109,480	109,824
1980-81	42,390	49,075	14,111	105,576	124,808
1981-82	41,005	46,904	13,948	101,857	125,846
1982-83	40,272	45,376	15,219	100,867	161,486
1983-84	39,226	43,913	15,940	99,079	177,128
SERVICE PENSIONS					
1978-79	33,007	20,175	(b)	53,182	108,343
1979-80	36,204	23,048	(b)	59,252	128,768
1980-81	40,114	26,655	(b)	66,769	167,025
1981-82	43,784	29,875	(b)	73,659	195,250
1982-83	49,281	34,619	(b)	83,900	258,569
1983-84	53,575	38,633	(b)	92,208	315,348

(a) Includes Far East Strategic Reserve, Special Overseas Service, Seamen's War Pensions, Act of Grace Pensions, and serving members - for disability pension only. Also includes Commonwealth Forces Service Pensions.

(b) Included in figure for dependants of incapacitated veterans.

VICTORIAN GOVERNMENT AGENCIES

Department of Community Welfare Services*Role and functions*

The Victorian Government first assumed some responsibility for welfare services in the 1860s and in so doing supplemented the services already being performed by voluntary agencies, some of which drew part of their financial resources from the Victorian Government.

It was not until almost one hundred years later that a Social Welfare Department was established within the Ministry of the Chief Secretary. Under the *Social Welfare Act 1970*, the Department came under the control of the newly appointed Minister for Social Welfare.

A later Act, the *Community Welfare Services Act 1970*, incorporated and replaced a number of Acts – including the *Social Welfare Act*. It established the Department of Community Welfare Services and reflected a modern approach to the provision of welfare services, based on the concept of a close working relationship between government and the community.

The primary purpose of the Department of Community Welfare Services is to promote the welfare of the Victorian community by ensuring appropriate levels of social welfare services, community development, and social planning activities. These services are provided direct by the Department, by agencies in the non-government sector and with the support of community organisations. Their organisation and delivery is on a programme basis. The major programmes are:

- (1) *Corporate management*. This determines the overall direction of the Department, conducts its relations with the Victorian Government, and operates its management services.
- (2) *Protective and substitute care*. This provides a wide range of services designed to give care and protection to children and young people at risk of abuse, neglect, or exploitation – and to provide care and control of young offenders.
- (3) *Development of a supportive community*. This provides a variety of consultative and co-ordinating arrangements, the provision of advice and the provision of a wide range of support and practical assistance to children, families, and individuals through community organisations.
- (4) *Concessions for pensioners, beneficiaries, and other low income earners*. Rate and transport concessions are provided to this group of people and the Department provides a co-ordinating and policy/advice function for all State concessions.

Nature and range of activities

The Department provides a diverse range of services through eighteen regional centres and six major institutions throughout the State under the rationale of a Corporate Management Program.

Corporate management

The Corporate Management Program has two major elements:

- (1) A Departmental executive consisting of the Minister's Office and the Office of the Director-General. It provides the key linkage between the Department and the Victorian Government, and determines overall directions for the Department.
- (2) A Management Advice and Support sub-programme concerned with providing policy and management advice to the Departmental Executive and the conduct of routine management and service functions.

Protective and substitute care

Children or young people at risk need protection, care and the emotional support of caring adults. This is usually best provided by supporting the child's natural family.

Some parents, however, are unable or unwilling to provide care for their children. The next best alternative is usually to provide care for the child in another family within his or her own community.

The Department conducts a number of programmes to assist families to provide adequately for their children. Where families are unable to do so, however, the Department may assume responsibility for the children either through a Court order or by voluntary agreement.

Some children become wards of the State and the Department assumes full responsibility for their care and protection. The guardianship of each ward is reviewed annually to ensure that the child does not remain a ward any longer than need be.

Where the situation does not warrant the removal of parental guardianship, the Children's Court may decide that a child be placed on a Supervision Order for up to three years. These children and their families are supervised by departmental field workers.

Currently, adoption services are provided by the Department and by eight approved adoption agencies on a State wide basis and long-term substitute care is provided through twenty-five foster care agencies.

Residential care is mainly provided in family group homes accommodating four or five children in a house in the community. Other forms of residential care include provision for younger adolescents in houses in the community, temporary/emergency residential units, campus care involving a number of small units on a large site, and a small number of congregate care facilities.

Youth accommodation

In the area of Youth Accommodation Services, the Department makes grants to support community based groups which operate a total of twenty-one services. These services provide accommodation for young people in the following ways: (1) youth refuges – short-term, staff supervised placement; (2) family community placement – placement of young people in private homes; (3) private board and lodging schemes; and (4) location of low-cost independent accommodation.

Young offenders

The Department has statutory responsibility for the care, control, and supervision of young people who have been sentenced by the courts. It also provides advisory services to the courts and to the young people who are to come before the courts.

Supervision of offenders is provided in the community wherever possible. The Department operates four Youth Welfare Services and subsidises one conducted by a non-government organisation. It subsidises two non-government Youth Support Units. It also supervises young probationers and parolees from youth training centres. Intensive supervision of young offenders in family settings in the community is also provided.

Young offenders exhibiting serious behavioural problems that cannot be resolved in community-based services are detained in youth training centres where low, medium, and high security accommodation and educational and vocational training are provided. The Department conducts five youth training centres and one is conducted by a non-government organisation.

Development of a supportive community

Community support for families and individuals needs to be available at the local level to ensure that people who need support have ready access to it. Services are all the more effective if users and potential users are involved in their planning and management.

So as to promote community involvement in policy development and the planning, management, and provision of services, the Department supports extensive consultation structures and procedures to improve the ability of those in the community to gain and manage resources.

Regional consultative councils

The Department provides for eighteen Regional Consultative Councils across Victoria, each covering a number of local government areas and consisting of people elected by residents, by non-government organisations and by local government. These Consultative Councils seek to develop co-operative approaches to family and community problems and issues, to provide advice to the Victorian Government, and to assist in social planning.

The establishment of three Aboriginal Regional Councils in the Mallee, Central Gippsland, and Goulburn regions is designed to promote advice to the Department on issues relating to the Aboriginal community. This complements the advice of State wide Aboriginal organisations.

The Department provides grants, staff, and resources at a central, regional, and local level to encourage and support community participation in the development and provision of services. It is assisting in the development of a human services information system to ensure wide dissemination of information about existing services.

Services in the community which are supported by the Department include Family Aid Services, Family and Financial Counselling, Women's Refuges, Child Care Services, Telephone Counselling and Telephone Services, Youth 'Drop-In' Centres, Neighbourhood Houses, and services to disaster victims.

Concessions for pensioners, beneficiaries, and other low income earners

The Victorian Government provides a range of concessions for pensioners and beneficiaries so as to increase the access of these groups to essential services. Concessions are available to eligible Victorian pensioners and beneficiaries for travel on public transport, for winter gas and electricity costs, and for local government and water and sewerage rates.

The Department monitors all Victorian Government fringe benefits and concessional pricing systems to assess the impact on people with low incomes and makes recommendations where appropriate.

Separation of the Office of Corrections

In July 1983, a new autonomous Office of Corrections was established with responsibility for adult institutional and community-based corrections programmes. Previously, the corrections programme had been the responsibility of the Department of Community Welfare Services.

The Director-General of Corrections reports directly to the Minister for Community Welfare Services and has Chief Administrator powers under the Public Service Act, statutory and financial powers, and operational autonomy.

The Director-General of Corrections took up his appointment in October 1983, and assumed responsibility for the services previously operated by the Division of Correctional Services within the Department of Community Welfare Services.

Adult correctional field services, which had previously been provided by the Family and Community Services Division through regional centres, were transferred in February, 1984.

Social planning arrangements

The 1978 amendments to the Community Welfare Services Act introduced new statements of functional responsibility for the Department. In particular, it included the responsibility for social planning.

'5(4) The functions of the Department with respect to social planning will be –

- (a) to establish, maintain and develop consultative arrangements which promote the co-ordination of social resources in Victoria in conjunction with government agencies, municipalities, voluntary organisations and community groups.
- (b) to integrate social planning with economic and physical planning in conjunction with other government agencies; and
- (c) to promote, assist and encourage community consultation in social planning.'

Within the context of these provisions, the Department has undertaken a co-ordinative role in social planning activities. It has established a set of protocols which were endorsed by Cabinet to undertake these activities in a manner which has required the consent and support of relevant Ministers and Departments.

Review of organisation and procedures

Following the election of the Cain Government in 1982, the Effectiveness Review Committee was requested to review the Department's organisational and procedural arrangements for the discharge of its social planning function.

The Review was also to develop strategies to facilitate the implementation of any needed changes.

The Review was initiated in May 1983 and was undertaken by the Management Consultancy Branch of the Public Service Board.

Corporate management

The Department provides a diverse range of services through its regional centres and major institutions. The overall direction and co-ordination of these services, the conduct of relations with the Victorian Government, and the operation of management services which can be more effectively provided centrally, provide the rationale for the Department's Corporate Management Program.

Under the Department's programme planning structure, responsibility for improving its performance and effectiveness resides with the components of this Program.

These include the Departmental Executive and the Policy, Planning and Resources Division. Functions include policy analysis, corporate planning, programme and management reviews, EDP systems management, budgeting and accounting, personnel services and training, organisational development, legal services, and public relations.

The Department is regionalised to make its services more accessible to the community; to encourage and support the development of programmes suited to local needs; and to improve co-operation and liaison with other government agencies and private welfare organisations and community groups at the regional level.

Regional centres operate a network of sub-offices and visiting services to outlying towns and shires to supplement their work. Eight regional centres are in operation in the Melbourne metropolitan area.

The Department's restructure has brought about a realignment of its functions, particularly within

Head Office. Changes include decentralisation and delegation of responsibilities to operational units, consistent with Victorian Government policy for greater community involvement in areas of social and economic development.

For administrative and organisational purposes, the Department's eighteen regions are grouped into four areas; North Eastern, South Eastern, Western, and North Western. Each area is under the oversight and control of an Area Director.

Community Programmes

The Community Programs Branch is committed to assisting communities plan and develop appropriate services and to the development of communities which support individuals and families.

The administration of Out of School Hours Services was transferred to the Department in January, 1984 and the Department is now responsible for the administration of funds to sixty Before and After School Hours Services, and ninety organisations providing 165 Holiday Care Services.

Consultations have occurred with Aboriginal communities concerning Aboriginal fostering and adoption and the establishment of Aboriginal Regional Consultative Councils. These will aim to develop closer links between the Department and the local Aboriginal community and work towards ensuring more appropriate and culturally relevant service provision.

Progress has been made in devolving control of family group homes to the Aboriginal community, and in the upgrading and expansion of the Aboriginal Affairs Unit.

The Women's Refuge Program operates to provide emergency accommodation for women and children forced to leave intolerable domestic situations. There are currently nineteen women's refuges funded that provided accommodation in 1983-84 for 270 women and 695 children.

Community Grants are provided to the following types of projects: family preservation and strengthening; auxiliary social services for individuals and families; individual and family well-being; volunteer services; information collection and dissemination; resource development and protection support services.

Disaster welfare

The unprecedented demands on welfare resources resulting from the 1983 'Ash Wednesday' bushfires marked a significant turning point for disaster welfare planning in Victoria.

The State Disaster Welfare Plan has been revised and an improved system for providing financial assistance has been set in place. The production of regional and municipal disaster welfare plans throughout Victoria has commenced.

Protective and substitute care

A Principal Officer has been appointed in the Protective and Substitute Care Branch and a supervisor for Protective and Substitute Care has been appointed in each of the State's eighteen Regions.

Children and young persons may be admitted or committed to the care of the Department through an order from the Children's Court, on the grounds that they are being ill-treated, exposed, or neglected; the guardians do not exercise adequate supervision and control; or that the child has broken the law. Children may also be placed in the care of the Department through an application to the Director-General by a parent or other custodian. The Director-General must be satisfied that admission to care will be in the best interests of the child.

The Department operates two large metropolitan reception centres: Allambie for boys and girls and Baltara for boys. These centres provide a high standard of child care and a diverse range of assessment, education, and recreation facilities.

When children have to stay for longer periods, because their personal or family problems take time to solve or because there is a delay in finding suitable placement, they often attend schools and other activities in the local community.

There are two small regional reception centres for boys and girls: Warrawee at Ballarat and Miralee at Mildura. Children accommodated in Miralee and Warrawee are able to be with their brothers and sisters, maintain a high degree of accessibility to their natural parents, and continue attendance at their local schools and kindergartens. Miralee and Warrawee are linked to assessment and social work services located within the community.

Children accommodated in reception centres are under fifteen years of age and are either awaiting determination of their circumstances by the Children's Court or awaiting return to their parents' care, where possible, or placement in alternative care in the community.

The Department maintains five youth training centres: Turana, Langi Kal Kal, and Malmsbury for

boys; Winlaton for girls; and Acheron as a combined youth training centre and holiday camp. There is one other youth training centre for boys at Bayswater which is conducted by the Salvation Army. Young persons entering Turana and Winlaton youth training centres are assessed according to their individual needs. This assessment is used as a basis for their participation in a particular programme in one of the centres while they work toward placement or serve a sentence of detention.

The programmes carried out at youth training centres aim to help these young persons to adjust to community living by encouraging social growth, and by providing opportunities for education, release from work for skill training and constructive use of leisure time. These are geared towards individual levels of ability, maturity, and interest. Special efforts are made to maintain and strengthen family relationships – visits by parents are encouraged and regular weekend and special leave may be granted. In most cases, regional social workers or the staff of community based units become involved in planning for the young person's return to the community, with appropriate supports and follow up.

Youth Services Unit

The role of the Unit covers three major areas of activity:

Planning. It plans, in conjunction with Regions, for the range and distribution of youth services that are required throughout the State. It advises on priorities for the reallocation and development of resources. It liaises with other government departments, local government and non-government bodies on issues related to the development and planning of youth services.

Standards and Guidelines Development. The unit develops and refines the objectives, guidelines, and standards for all existing and new youth services programmes. It is developing a research and knowledge base in relation to youth and youth services.

Monitoring, Review and Evaluation. The unit develops guidelines for monitoring, evaluating, and reviewing youth services, including demonstration of pilot projects.

The planning and programme development responsibilities of the Youth Services Unit relate to a wide range of services for young people, including: Youth Welfare Services, Youth Support Units, Youth Training Centres, Court Advisory Services, Youth Probation and Parole, Youth Hostels, Youth Accommodation Services, and services such as PACT (Personal Attention and Care by Team) and ICRASS (Intensive Community Remand and Supervision Scheme) both of which are support and supervision schemes for young offenders.

Children's Court Advisory Service

The Department continues to provide advice to courts to assist them in determining the most appropriate dispositions regarding young people brought before them. The Children's Court Advisory Service in Melbourne operates primarily to service the Melbourne Children's Court.

Supervised hostel accommodation

A total of twenty-nine hostels are operated throughout Victoria and provide supervised accommodation for young people who cannot remain at home and for whom the only alternative may be institutional care. Supervised accommodation is available within Departmental and approved youth hostels for 230 adolescents.

Intensive Community Remand and Supervision Scheme (ICRASS)

This is a new programme being developed on a pilot basis in the Western Suburbs Region. It provides for the placement of young people, who would otherwise be held on remand in a youth training centre, with specially selected families. The scheme has two parts – Remand Placements (approximately three weeks) and Supervision Placements (approximately six months). Both components emphasise minimising the placement of children and youth in institutional settings and both advocate supported and trained families as the preferred alternatives.

Prevention of child abuse and neglect

One of the functions of the Regional Supervisors, Protective and Substitute Care is to co-ordinate and integrate services to families where child maltreatment has occurred or is likely to occur. These Supervisors assist agencies to develop working agreements so that families will have speedy access to the services they need. In conjunction with other regional bodies the Supervisors develop mechanisms to identify gaps in services and plan needed services for maltreated children and their families.

Since November 1983 the Department has been developing a system of data collection which has enabled the collation of statistics from the Children's Protection Society and the Victoria Police, the two agencies authorised to receive notifications of child maltreatment.

Guardianship

When families are unable or unwilling to adequately care for, or supervise their children, the Department may assume this responsibility. This occurs as the result of orders made by the Court or by voluntary agreements between parents and the Departments.

Where children become wards of the State, the Department assumes full responsibility for their care and protection. It is required to make decisions in all matters affecting the welfare of the child in the same manner as would a good parent.

On admission of a child to guardianship, Departmental field staff consider the child's requirements and prepare a case plan. Where it is at all possible, the case plan will aim at enabling the parents to regain guardianship of the child.

The implementation on 1 February 1983 of the annual review of the wardship of each ward of the State, gives children who are wards, and their families, protection against unnecessary State intervention. The formalised Wardship Review provides an opportunity for the family, child, and Departmental field workers to re-examine the case plan of the child and ensure it remains an appropriate one.

Residential child care

Children are usually received into one of the four Departmental reception centres – Allambie and Baltara in Melbourne; Warrawee in Ballarat; and Miralee in Mildura. Normally, the children leave these centres after a stay ranging from a few weeks to a few months. They may move to a Departmental or voluntary children's home, or a foster home, or be home released under supervision to their parents or relatives.

Residential child care has, in the past, been typically associated with orphans' and children's homes. Today it is more correctly viewed as a range of residential facilities aimed at meeting the needs of those children who, for a variety of reasons, are not able to live with their families. Circumstances leading to children coming into care may include serious family problems which put the child's care and safety at risk, or a child's difficult behaviour may require supervision that is unable to be provided at home. Often both family problems and difficult child behaviour form the basis of a child being admitted to care.

In Victoria, there are about 1,800 children and young persons living in residential care. Most of the facilities are run by various church organisations or private welfare agencies, with about 500 children and young persons living in facilities run by the Department of Community Welfare Services. Non-government agencies operating approved children's homes caring for wards of State receive Victorian Government funding for ninety per cent of residential care workers' salaries, in addition to a per capita allocation for each child.

Before a child is placed in residential care every effort is made to maintain and support the child at home. If the family situation does not permit the child to stay at home, other alternatives are explored including relatives, foster care, and adoption. Residential care is considered when no reasonable alternative placement is available, or when it is identified as the most appropriate placement option. Residential care is frequently the most satisfactory way of dealing with a short-term or emergency situation.

Residential child care is normally regarded as temporary and part of a process leading to the return of children to their families or, where this is not possible, to new family settings in the community. Some disturbed children, or children with special needs, may require longer periods in residential care.

Foster care

The administration of the foster care programme was transferred to the former Regional Services Division in May 1976. The aim of this was to develop regionally based foster care programmes as integral parts of the regional welfare service networks throughout Victoria. The regional administration of foster care makes it possible for children to live in areas with which they are familiar, and facilitates continued contact with natural parents. The Department also conducts a bi-monthly conference of approved fostering agencies.

Adoption Section

The Adoption Section of the Department, together with eight approved private adoption agencies, arranges placements for children whose needs are best met by adoption. In the past, adoption was concerned mainly with babies, but the Adoption Section and approved agencies now seek adoptive

parents for older children and handicapped children. A specialised unit concentrates on publicising individual children and groups of children in order to find suitable adoptive parents. There is also a special unit dealing with inter-country adoption. Adoption applications by step-parents and relatives are referred to the Adoption Section for reports to court.

The counselling of natural parents considering adoption is provided by all adoption agencies and some counselling services. The Adoption Section shares with the Department's Regional Services the provision of State wide counselling facilities. The service aims to ensure that before deciding on adoption, natural parents carefully consider the alternatives, are informed about the support services available, and understand what adoption has to offer their child, as well as the effects of the consent and the court order on themselves.

An Adoption Information Service has been established within the Adoption Section where adopted persons, natural parents and relatives may seek information on past adoptions.

In a *Family Group Home*, four to eight children are cared for by cottage parents. Over the past few years there has been a considerable increase in the number of family group homes. (Nearly half of the children in care are currently located in family group homes). There are 198 family group homes in Victoria; seventy-four of these are run by the Department of Community Welfare Services. There are 138 family group homes in the Melbourne metropolitan area, sixty being in country areas. The houses look the same as any other house in the community and allow children living there to relate to a small number of persons in a non-institutional setting. Family group homes allow brothers and sisters to be cared for together, and encourages contact with family, friends, and neighbours. Children attend local schools and recreational facilities, and are encouraged to pursue their individual interests.

In *Campus Cottages* children and young persons live in small units on the one property. They are somewhat similar to family group homes in that children live in almost self-contained units, but the units or cottages are located on one site and recreation facilities and a variety of support staff such as psychologists, welfare officers, and social workers may also be located on site.

Congregate Care is the term used to describe the older residential care facilities which in the past have cared for large numbers of children and young persons in one or two large buildings. In these more traditional types of facilities (children's homes) children and young persons are usually cared for in groups of eight or more. In recent years, a number of these larger facilities have closed down, and some have changed to scattered family group homes. In the congregate care facilities that remain, the institutional atmosphere has been reduced by altering the large buildings so that residents can be cared for in self-contained units rather than in dormitories. In the past, most congregate care facilities had their own schools, and the children were sometimes isolated from the community. Today, most children and young persons living in the congregate care facilities attend local schools outside the facility and participate in many outside community activities.

The Department of Community Welfare Services continues to develop services to normalise life for children who are unable to live at home. There has been a rapid decline in residential care population over the past few years, and for those children who remain in care, there is an increased orientation to family style accommodation.

Youth probation

Probation in Victoria is an alternative to custodial care. The period of probation is up to three years, but not extending beyond their eighteenth birthday, for children. An offender admitted to probation consents to comply with certain conditions. These conditions are: to report to the probation service within forty-eight hours of appearing in court; not to break the law; to carry out the lawful instructions of the probation officer; to report and receive visits as directed by the probation officer; and to notify the probation officer within forty-eight hours of any change of address or change of employment during the period of probation. Special conditions may be added by the court, for example, directing abstinence from liquor, attendance at a medical or psychiatric clinic, or avoidance of specified company or places. A Children's Court can also make supervision orders which may include conditions to be observed by parents or persons with whom the child is living.

The probation officer requires that the probationer will be 'supervised by a probation officer', and it is the first responsibility of the officer to ensure that the conditions of the order are adhered to. At the same time, every effort is made to assist the probationer to develop personal resources and any other capabilities which may enable the probationer to lead a more useful and productive life in society. Contact between the probationer and the probation officer varies in its intensity. Initially, it tends to be more frequent, and then gradually decreases. The seriousness of the offence committed, the person's

adjustment and progress, and the length of the probation period all affect the degree of supervision.

A breach of the conditions of probation is reported by the supervising probation officer, and a decision is made whether or not any action will be taken. If a probationer is taken to court, it may result in a fine, or bond, admission to a new period of probation, or a sentence of detention in a youth training centre. On the other hand, the court may decide to take no action.

In Victoria, probation is a community based programme which involves the extensive use of volunteers as honorary probation officers in supervising child and adult probationers and in the provision of court advisory services and pre-court services and in the administration of probation services. Programme development in the area has been strengthened by the appointment, in all regions, of the Supervisors of Protective and Substitute Care.

Youth parole

The Youth Parole Board can release on parole young persons undergoing detention in a youth training centre at any time during the term of the sentence.

The main concern of the Youth Parole Board is whether the young person is a good risk on parole. The Board bases its decision on the reports it receives from parole officers and youth welfare authorities. Medical and psychiatric reports are also submitted when necessary. The person's history is also taken into account. The Board may either grant parole, defer consideration to a later date, or deny parole.

In the main, parole supervision procedures are similar to those of probation. On the day of release, the parolee is handed a parole order which contains conditions similar to those on probation orders. The parole officer is required to ensure that the conditions of parole are complied with, to assist the parolee, and where appropriate, the family of the parolee.

A major change in the Youth Parole Program has been an amendment to the Children's Court Act which enables the appointment of Honorary Parole Officers. This will considerably increase the Department's ability to provide sufficiently intensive supervision of youth parolees.

Other regional services

Other supportive services which have been established through regional centres, in conjunction with local community agencies, include financial counselling, family aides, emergency foster care, family counselling, and family support units. Regional centres are responsible for the supervision of residential care facilities within the region, case planning for children admitted to care, annual review of wardship, supervision of wards of State on home release to parents or relatives, school attendance, regulation of the employment of children under fifteen years of age in street trading or entertainment, the protection of children under five years of age who are placed away from home by their parents, and the provision of support for children and young persons in trouble with the law, including the preparation of pre-sentence and post-sentence court reports.

Family and Community Services Program

The Family and Community Services (FACS) Program is a process combining three basic resources – funding, staff, and consultative structures – with the overall objective of developing services which preserve and strengthen individual and family life, promote personal growth, and help persons to play a significant role in their local communities.

The three basic operating principles underlying the FACS Program are:

- (1) the encouragement of voluntary activity, and the recognition that the work of self-help groups is the most efficient means of deploying welfare resources;
- (2) the fostering of local community projects is a significant preventive strategy in a system of services for families and communities; and
- (3) the provision of appropriate services is best achieved by involving those affected by the program.

Regional consultative councils operate in the eighteen designated regions of Victoria, comprising representatives from government departments, local councils, welfare agencies, self-help groups, and elected citizens. In addition to recommending regional priorities for projects seeking funds from the FACS Program, regional consultative committees undertake consultation within their respective regions, to determine welfare needs and service deficiencies.

Funds are made available by the Victorian Government under the FACS Program for community service grants (incorporating local initiative grants) and information and co-ordination services. FACS Program staff are located at each regional centre to assist regional consultative councils and local communities to plan, design, and develop localised services within a regional network of family and community services.

Income security and State concessions

In February 1984 an Income Security Unit was established within the Policy Advice and Development Branch.

This Unit has responsibility for providing advice on broad questions of income security policy and for developing an advocacy role on behalf of pensioners, beneficiaries and other low income earners.

Staff of the Unit participate as Departmental representatives on the Commonwealth/State Management Committee on Emergency Relief, the Victorian Social Security Consultative Committee, the VCOSS Income Security and Taxation Management Committee and the Victorian Emergency Relief Committee.

In association with the Commonwealth, funding has been provided to the Victorian Council of Social Service to undertake monitoring and statistical analysis of emergency relief payments in Victoria.

In addition to its income security responsibilities, the Income Security Unit has responsibility for monitoring the State concessions system and advising the Victorian Government on reforms as required.

As part of this responsibility the Unit has continued to service the Ministerial Committee on State Concessions. This Committee has been reviewing the provision of State concessions to pensioners, beneficiaries and other low income earners to rectify gaps and anomalies within the concessions system.

DEPARTMENT OF COMMUNITY WELFARE SERVICES, SUMMARY OF RECEIPTS AND
PAYMENTS, VICTORIA
(\$)

Divisions	1983-84				1982-83
	Special appropriations	Annual appropriations	Works and services appropriations	Total	Total
Payments –					
Management services	..	76,437,075	95,082	76,532,157	..
Policy and planning	..	923,363	..	923,363	..
Programme development	492,678	1,245,614	..	1,738,292	..
Family and community services	..	74,255,071	4,300,562	78,555,633	..
Administrative services				(a)	68,872,925
Office of research and social policy				(a)	575,627
Regional services				(a)	23,056,654
Family and adolescent services				(a)	48,043,934
Correctional services				(a)	37,017,129
Training institute				(a)	1,345,657
Net appropriations	492,678	152,861,123	4,395,644	157,749,445	178,911,926
Transfer from appropriations to Trust Fund Anzac Day Proceeds Fund	..	230,977	..		
Total appropriations	492,678	153,092,100	4,395,644		
Trust fund –					
State trust accounts				638,907	233,260
Commonwealth trust accounts				2,542,883	2,523,253
Total trust accounts				3,181,790	2,756,513
Total payments				160,931,235	181,668,439
Receipts –					
Consolidated fund –					
Management services				1,039,746	..
Programme development				820,000	..
Family and community services				2,499,419	..
Administrative services				(a)	216,199

DEPARTMENT OF COMMUNITY WELFARE SERVICES, SUMMARY OF RECEIPTS AND PAYMENTS,
VICTORIA – *continued*
(\$)

Divisions	1983-84				1982-83
	Special appropriations	Annual appropriations	Works and services appropriations	Total	Total
Regional services				(a)	1,514,710
Family and adolescent services				(a)	1,220,039
Correctional services				(a)	1,421,424
Training institute				(a)	56,559
Total consolidated fund				4,359,165	4,428,931
Trust fund – State trust account				16,074	80,649
Total trust fund				16,074	80,649
Total receipts				4,375,239	4,509,580

(a) Non-recurring.

DEPARTMENT OF COMMUNITY WELFARE SERVICES, CLIENT SUMMARY
STATISTICS, VICTORIA

Component	1981-82	1982-83	1983-84
Adoptions –			
Children placed with a view to adoption	271	301	228
Adoption finalised	295	300	271
Child probation –			
Children placed on probation	1,687	1,757	1,453
Child protection –			
School exemptions issued	407	268	234
Employment permits issued	1,380	1,960	1,983
Street trading licences granted	36	39	25
Referrals accepted by Children's Protection Society	n.a.	n.a.	1,035
Court advisory services –			
Pre-sentence reports prepared	540	672	664
Foster care –			
Children placed in foster care	1,790	2,026	2,134
Placements discharged	1,335	2,644	1,969
Children in emergency foster care at end of year	14	58	81
Children in reception foster care at end of year	5	5	10
Children in pre-adoptive foster care at end of year	17	22	24
Children in short term and long term foster care at end of year	263	338	247
Children in extended family placement at end of year	n.a.	n.a.	185
Non-parent assistance –			
Payments for refugee children at end of year	2,182	2,425	413
Payments for non-refugee children at end of year			1,084
Reception centres –			
Young persons in Departmental Reception Centres at end of year	235	218	194
Residential child care –			
Children in care at 30 June located in Children's Homes –			
Departmental	338	330	312
Voluntary	1,476	1,506	1,330
Early adolescent units	66	69	96
Temporary emergency care	62	84	58
Refugee and migrant children –			
Placement supervision at 30 June	87	84	84
Supervision orders –			
Placed on supervision	656	654	683
Wards –			
Admitted	789	789	722
Discharged	1,113	1,133	966
In placement at 30 June	3,834	(a)3,490	3,053

DEPARTMENT OF COMMUNITY WELFARE SERVICES, CLIENT SUMMARY STATISTICS, VICTORIA — *continued*

Component	1981-82	1982-83	1983-84
Women's refugees—			
Accommodation requests received	n.a.	1,567	2,524
Accommodation requests met	n.a.	670	1,312
Youth training centres (YTC) —			
Youth trainees referred from Adult Courts	299	348	518
Youth trainees referred from Children's Courts	383	325	458
Young persons in Departmental YTCs at end of year	315	369	339
Young persons in Voluntary YTCs at end of year	48	43	42
Youth hostels —			
Young persons supported by Departmental hostels at end of year	26	22	21
Young persons supported by voluntary hostels at end of year	232	195	202
Youth welfare services (YWS) —			
Young persons in Departmental YWSs at end of year	316	280	263
Young persons in voluntary YWSs at end of year	53	34	46
Youth parole —			
On parole at beginning of year	146	154	140
Released	252	213	235
Cancelled	56	58	53
Completed parole	188	169	204
On parole at end of year	154	140	118

(a) Figures for 1982-83 should be treated with caution due to reconciliation of manual and computer records for 1983-84.

DEPARTMENT OF COMMUNITY WELFARE SERVICES,
GUARDIANSHIP OF CHILDREN, WARD ADMISSIONS
AND DISCHARGES, VICTORIA

Particulars	1982-83	1983-84
Admissions	796	722
Discharges	1,140	996
In care at 30 June	3,327	3,053
Persons in care at 30 June per 1,000 of Victorian population under 18 years of age	2.8	2.6

Due to the major restructure which took place in the Department during 1983-84, the Department of Management and Budget, with the agreement of the Auditor-General, directed that expenditure incurred by the Department prior to 1983-84 should not be apportioned under the programme budgeting concept now in use, but rather under the Department's previous structure.

The substantial increase in revenue in 1983-84 compared with previous years is attributed to a change in Department of Management and Budget policy which abolished most trust funds. Receipts formerly paid direct to certain trust funds are now credited to revenue.

Further references: Voluntary social services, *Victorian Year Book* 1965, pp. 304-7; Old People's Welfare Council, 1966, pp. 286-7; Voluntary Child Welfare, 1967, pp. 557-61; Voluntary social welfare work for the physically handicapped, 1968, pp. 558-60; Care of the elderly, 1969, pp. 582-4; Rehabilitation, 1970, pp. 577-8; Employment of the Handicapped, 1970, pp. 578-9; Royal Victorian Institute for the Blind, 1970, pp. 579-80; Victorian School for Deaf Children, 1971, pp. 557-8; Voluntary services for the mentally handicapped, 1972, pp. 546-50; Social welfare activities in local government, 1974, pp. 580-3; Brotherhood of St Laurence, 1975, pp. 840-2; Consumer participation in voluntary social welfare, 1975, pp. 845-7; Life Line, 1976, p. 730; Youth Line, 1976, p. 730; Citizens' Advice Bureaux, 1977, pp. 852-4; Family and Community Services Programme, 1979, pp. 650-1; International Year of the Child, 1980, p. 646; White Paper on Social Welfare, 1982, pp. 643-4; Victorian welfare services, 1984, pp. 601-4

VOLUNTARY SOCIAL WELFARE AGENCIES

Australian Red Cross Society

Activities

The Victorian Division of the Australian Red Cross Society is a link in the network of the International Red Cross Society and responsible for all its traditional activities, preventing and alleviating human suffering wherever it may be found. The Division maintains flexibility to try to meet the changing needs of the disadvantaged and handicapped in the community not met by government or other voluntary agencies.

The organisation is maintained by donations, subscriptions, and bequests. Its annual appeal for funds is headed by 'Red Cross Calling', a weekend door-knock in March, when volunteers call on residents throughout the city, suburbs, and country areas. In the year 1983-84 over \$13.4m was spent, mainly on services in Victoria, of which the Blood Bank used \$9.8m.

Many hundreds of Red Cross volunteers, supported by a small professional staff, provide a wide range of services throughout the Melbourne metropolitan and country areas. These include:

(1) *Blood transfusion service.* This service is administered by professional staff with volunteers carrying out non-professional duties as required. Whole blood and blood derivatives are supplied free of charge to all persons in need of them. There is an ever-growing demand for blood despite the use of fractionisation and more donors are always needed.

The Central Blood Bank, located in Blaston Street, South Melbourne was specially designed for this purpose. Mobile units visit municipalities, universities, and industries at regular intervals. More details of this service can be found on page 798 of the 1977 *Victorian Year Book*.

(2) *Transport.* Volunteer drivers, using a fleet of Red Cross cars or their own vehicles, travel over two million kilometres each year taking handicapped children and adults to hospitals, clinics, day centres, and special schools, and taking elderly persons out on regular outings, etc.

(3) *Emergency care services.* Red Cross disaster relief services are incorporated in the State Disaster Plan and the Society plays a major role in times of bushfires and other disasters and emergencies. Teams of volunteers are trained to establish Red Cross posts whenever the need arises to feed and look after firefighters, rescue workers, and evacuees. Disaster trailers are ready, packed with food to feed 200 people and with other supplies, to be sent quickly to the scene of a disaster.

In individual emergencies such as house fires, essential items, including new clothing and shoes for each member of the burnt-out family, blankets, pillows, linen, toiletries, and groceries are provided.

(4) *First aid instruction.* Trained instructors conduct a variety of courses in first aid in schools, industry, and for the general public.

(5) *Health and hospital services.* Book and picture libraries and personal services such as letterwriting, shopping, banking, and taking patients on outings are provided in many hospitals, nursing homes, and elderly citizens' homes. A library service for the homebound is available in many municipalities. Music therapy is provided mainly for psychiatric and geriatric patients in some hospitals and centres and boxes containing records and cassettes with annotated programmes are sent to hospitals and institutions to assist them to provide this type of therapy. A beauty therapy service is also provided as an integral part of rehabilitative medicine to boost the confidence and well-being, particularly of psychiatric and geriatric patients. At Red Cross headquarters a regular weekly 'Keromask' clinic trains persons in a technique of masking their disfiguring birthmarks, scars, or burns.

(6) *Home nursing equipment.* The loan of home nursing equipment such as wheelchairs, walking aids, bed pans, etc., is available free of charge from Red Cross headquarters and volunteer custodians of the equipment throughout Victoria.

(7) *Tracing agency.* This is a link in the international tracing service of the Red Cross which handles inquiries for news of relatives displaced by war, political disturbances, or large-scale disasters. Trained Red Cross volunteers are ready in the event of a wide-scale disaster in Australia to register victims and handle inquiries from relatives.

RED CROSS SOCIETY, BLOOD BANK OPERATIONS, VICTORIA

Particulars	Unit	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84
Blood donors on metropolitan rolls	number	135,490	146,841	150,650	186,099	143,410	136,653
Blood donations collected	number	248,349	236,963	248,760	251,081	240,996	240,878
Blood distributed	units	129,380	127,991	139,861	139,734	156,987	160,982
Stable plasma protein solution (SPPS)	units	23,828	27,787	30,302	29,494	32,885	34,856

RED CROSS SOCIETY, INCOME AND EXPENDITURE, VICTORIA
(**\$**)

Particulars	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84
Income –						
Commonwealth and Victorian Government grants	4,916,859	5,253,927	5,940,429	7,148,414	8,720,958	9,837,311
Annual appeal and fund raising	672,882	867,970	1,229,973	1,463,681	1,752,942	1,895,415
Donations – Red Cross branches and companies	827,179	757,282	570,930	556,658	647,003	680,737
Other	417,974	588,802	563,378	536,570	1,462,034	839,263
Total income	6,834,894	7,467,981	8,304,710	9,705,323	12,582,937	13,252,726
Expenditure –						
Blood transfusion service	4,950,820	5,315,245	6,002,588	7,195,326	8,745,169	9,856,918
Hospital services	347,090	387,977	412,486	486,823	567,046	633,044
Handcraft therapy	161,602	185,583	190,717	219,967	237,391	240,164
Relief activities	99,096	369,540	148,733	194,985	1,150,295	356,474
Social work services	177,352	115,578	56,532	87,099	65,932	100,337
Other community services	642,010	578,727	717,104	790,569	951,461	1,218,548
Other	463,433	570,041	771,008	724,695	888,344	1,087,730
Total expenditure	6,841,403	7,522,691	8,299,168	9,699,464	12,605,638	13,493,215

Further references: Blood Transfusion Service, *Victorian Year Book* 1971, pp. 559-60; Youth activities, 1972, p. 551; Red Cross service corps, 1972, pp. 551-2, Music Therapy Service, 1974, p. 584; Disaster relief services, 1975, pp. 838-40; Social work service, 1976, p. 729; Hospital Services 1977, pp. 851-2; Occupational Therapy Service, 1982, pp. 653-4; Services for groups with special needs, 1984, pp. 605-8; Statutory services for young persons, 1984, pp. 608-II

Friendly societies

The *Friendly Societies Act* 1958 regulates the operations of friendly societies in Victoria. The types of societies eligible for registration are:

- (1) 'Ordinary' societies, which provide one or more of the benefits set out in section 5 of the Act, namely, periodical payments during sickness, old age, and infirmity, lump sum payments on death or on the attainment of a specified age (endowment benefits), payments for hospital, medical, medicinal, and dental expenses;
- (2) dividing societies, which are 'shop clubs' providing sickness and funeral benefits, and which divide their assets periodically;
- (3) united friendly societies' dispensaries, which provide medicines to members of friendly societies; and
- (4) societies 'specially authorised' under the provisions of section 6 of the Act. The only societies which have been registered as 'specially authorised' societies are four total abstinence societies.

The following tables provide a summary of friendly societies' activities for the years 1976-77 to 1981-82. For further details, reference may be made to the Report of the Government Statist on Friendly Societies, printed annually by the Victorian Government Printer, Melbourne.

FRIENDLY SOCIETIES, DETAILS OF ACTIVITIES, VICTORIA

Particulars	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82
Number of societies –						
Ordinary	37	35	34	41	41	41
Dividing	63	60	60	58	59	57
Dispensaries	31	29	25	24	22	23
Specially authorised	4	4	4	4	4	4
Number of branches of ordinary societies	982	961	944	931	877	859
Membership – ordinary and dividing societies (a) –						
Contributors for sick and funeral benefits	130,784	130,508	124,753	124,246	125,732	122,800
Contributors for medical benefits	256,278	247,191	228,145	238,655	235,586	273,871
Contributors for hospital benefits	327,355	280,345	260,560	264,407	246,473	338,137
Contributors for ancillary benefits	182,988	148,933	156,840	143,972	127,948	129,470

FRIENDLY SOCIETIES, DETAILS OF ACTIVITIES, VICTORIA – *continued*

Particulars	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82
Benefit contracts in force for whole of life and endowment benefits	41,569	39,536	38,020	36,609	42,644	35,800
Investment assurance policies	n.a.	n.a.	n.a.	n.a.	n.a.	34,929
Members affiliated with dispensaries	50,674	48,783	44,993	47,841	45,805	45,678
Membership – specially authorised societies	188	166	173	181	157	175

(a) A member may contribute for any number or all of these benefits and is entered in the table in each benefit for which he contributes.

FRIENDLY SOCIETIES, INCOME, EXPENDITURE, FUNDS, VICTORIA
(\$'000)

Particulars	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82
Income –						
Ordinary and dividing societies	96,901	119,757	132,572	141,269	164,753	332,465
Dispensaries	6,329	6,331	5,858	6,633	6,889	8,219
Specially authorised societies	30	33	78	46	48	50
Total income	103,260	126,121	138,508	147,948	171,690	340,734
Expenditure –						
Ordinary and dividing societies	97,298	131,484	123,269	126,511	136,864	181,653
Dispensaries	5,811	6,298	5,800	6,680	7,073	7,823
Specially authorised societies	18	20	19	25	30	20
Total expenditure	103,127	137,802	129,088	133,216	143,967	189,496
Fund balances –						
Ordinary and dividing societies –						
Sick and funeral funds	24,098	25,465	25,651	27,015	28,160	29,156
Assurance funds	23,330	24,156	29,690	37,140	59,755	201,713
Medical benefit funds	–907	–8,597	–1,343	5,458	6,595	5,175
Hospital benefit funds	17,276	11,670	8,020	6,109	6,297	11,839
Management and other funds	10,694	12,370	14,352	21,194	26,442	29,918
Ancillary benefit funds	4,783	2,785	1,494	651	2,675	2,584
Total ordinary and dividing societies	79,274	67,849	77,864	97,567	129,924	280,385
Dispensaries	4,413	4,523	4,214	4,536	4,353	4,944
Specially authorised societies	359	372	431	452	549	579
Total funds	84,046	72,744	82,509	102,555	134,826	285,908

FRIENDLY SOCIETIES, AMOUNTS DISBURSED IN BENEFITS, VICTORIA
(\$'000)

Nature of benefit	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82
Sick pay	624	675	667	677	865	942
Funeral benefits	335	351	367	393	480	476
Non-contributory endowment benefits	176	142	988	193	346	189
Whole of life, endowment, and other assurance benefits	3,360	4,576	2,394	3,461	3,467	8,989
Medical benefits –						
Society benefit	29,228	52,051	34,277	30,180	35,541	45,731
Government subsidy	78	10	(a)12,774	(a)21,769	(a)20,911	(a)24,261
Hospital benefits –						
Society benefit	34,399	47,532	52,565	57,233	59,279	73,979
Government subsidy	162	2	—	—	—	—
Medicinal, dental, and ancillary benefits	7,162	7,558	9,498	9,998	8,439	9,685

(a) Commonwealth medical benefits paid via Friendly Societies, under the scheme commencing 1 November 1978.

Provision of welfare services by volunteers

A survey conducted in November 1982 investigated the amount of volunteer work undertaken in Victoria. The survey covered unpaid help given through all types of organisations except political parties and trade unions. The estimated number of persons who provided some voluntary help in Victoria for the year ended November 1982 was 819,700 consisting of 384,000 males and 435,700 females. A total of 101.3 million hours was spent on voluntary help in Victoria for the year, or an average of 123.6 hours per volunteer per year.

CHARACTERISTICS OF VOLUNTEERS WHO PROVIDED HELP TO EACH COMMUNITY SERVICE, VICTORIA, YEAR ENDED NOVEMBER 1982

Characteristics	Social	Education		Care			Health	
		General	Special	General	Children	Emergency	General	Special
PERSONS ('000)								
Sex –								
Males	263.3	84.1	6.2	42.8	7.8	6.6	13.7	10.5
Females	209.5	171.8	13.1	52.6	22.7	10.2	38.4	23.9
Total	472.8	255.9	19.3	95.4	30.4	16.9	52.0	34.3
Employment status –								
Not in labour force	138.0	98.9	9.9	41.2	14.2	*	29.2	15.4
In labour force –	334.8	157.0	9.4	54.1	16.3	12.4	22.8	18.9
Employed –	322.0	151.2	9.0	52.0	15.4	11.8	22.2	17.8
Full-time	261.8	100.0	6.8	39.3	10.1	9.0	14.8	11.7
Part-time	60.2	51.1	*	12.7	5.3	*	7.4	6.1
Unemployed	12.9	5.8	*	*	*	*	*	*
Children in household (a) –								
No children	227.5	31.2	10.5	56.2	7.8	7.5	34.8	21.8
One or more children –	245.3	224.7	8.8	39.2	22.6	9.4	17.2	12.6
Aged 5-14 years	172.8	199.4	6.3	25.2	12.7	6.8	10.8	7.5
Other than aged 5-14 years	72.5	25.2	*	14.0	9.9	*	6.4	5.1
HOURS ('000)								
Total hours provided	53,012.8	14,013.0	1,662.3	7,720.7	1,487.9	1,788.2	3,809.5	2,837.9
Hours (per cent) (b)	52.3	13.8	1.6	7.6	1.5	1.8	3.8	2.8
Average hours (c)	112.1	54.8	86.0	81.0	48.9	106.1	73.2	82.6

	Provisions		Public safety	Conservation and culture	Information			Accommodation (d)	Total
	Regular	Emergency			General	Welfare	Carecr		
PERSONS ('000)									
Sex –									
Males –	13.0	6.9	44.6	22.1	5.8	7.0		7.2	384.0
Females	40.5	20.3	9.8	12.3	5.8	5.2	*	6.5	435.7
Total	53.5	27.2	54.4	34.4	11.6	8.0	5.2	13.8	819.7
Employment status –									
Not in labour force	31.1	16.1	8.2	8.4	4.9	*	*	5.7	295.0
In labour force –	22.4	11.0	46.2	26.0	6.7	4.5	5.2	8.1	524.7
Employed –	21.6	10.8	45.1	25.2	6.5	4.5	5.0	7.6	503.6
Full-time	11.9	6.3	38.8	22.2	5.2	*	4.6	6.4	390.1
Part-time	9.6	4.5	6.3	*	*	*	*	*	113.5
Unemployed	*	*	*	*	*	*	*	*	21.2
Children in household (a)–									
No children	32.8	18.7	28.5	20.9	6.9	5.9	*	8.4	371.9
One or more children –	20.7	8.5	25.9	13.6	4.7	*	*	5.4	447.8
Aged 5-14 years	12.0	6.1	15.7	8.1	*	*	*	*	328.5
Other than aged 5-14 years	8.7	*	10.2	5.5	*	*	*	*	119.4
HOURS ('000)									
Total hours provided	2,873.1	1,737.7	4,108.5	3,119.0	*	*	*	813.2	101,301.1
Hours (per cent) (b)	2.8	1.7	4.1	3.1	*	*	*	0.8	100.0
Average hours (c)	53.7	64.0	75.6	90.6	*	*	*	59.0	123.6

(a) Children under 21 years of age in the household for whom the person has responsibility.

(b) Hours given to each community service as a percentage of the total hours given to all voluntary work.

(c) Number of hours divided by the number of volunteers for each community service.

(d) Total may be less than the sum of the components since persons could give help to more than one type of community service.

* Subject to sampling variability too high for most practical purposes.

Further references: Personal Emergency, *Victorian Year Book* 1981, pp. 669-70; Lord Mayor's Children's Camp, Portsea, 1981, pp. 671-2; Legacy, 1982, pp. 656-7; Victorian Association of Day Nurseries, 1983, p. 646; Probation Officers Association of Victoria, 1983, pp. 646-7; Correctional Services, 1984, pp. 611-14

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