

SOCIAL WELFARE

EVALUATION OF AUSTRALIAN HEALTH AND WELFARE SERVICES

Report of the Senate Standing Committee on Social Welfare

This inquiry was instituted because little information seemed available on the effectiveness of Australian health and welfare services or on community needs. Data on both matters is necessary for planning services.

The terms of reference were as follows: "Evaluation of the adequacy of Australian health and welfare services with particular reference to:

- (1) Standards of performance and provision of health and welfare services;
- (2) the pattern of current practice in the provision of such services in terms of need and demand;
- (3) mechanisms for evaluation of the effectiveness and efficiency of health and welfare services; and
- (4) requirements for ongoing evaluation as an integral part of the development of health and welfare service programmes."

The Committee advertised the inquiry in the national press and invited government departments and instrumentalities, non-government organisations, academics, and individuals to present written submissions. A total of 166 were received. Additional information was obtained from 120 witnesses who appeared before the Committee in 20 public hearings. The Committee also commissioned seven papers which were subsequently published as volume 2 of the report. Members of the staff and Committee also attended a number of evaluation seminars and conferences, a literature review was carried out and, in order to assist with the more complex aspects of the inquiry, a consultant was engaged.

The Committee concluded that the health and welfare system in Australia is neither rational nor planned in any comprehensive manner. There is insufficient knowledge of needs; very few stated goals or objectives; few standards of performance or provision; and a lack of adequate data which would enable evaluation to take place.

However, the findings were not all negative. The Committee also noted the recent and increasing commitment of many persons, agencies, government instrumentalities, and departments to improving evaluation technology and practice.

The Committee made 35 recommendations. Most of them concerned methods of improving the collection and dissemination of data needed for evaluation. Others dealt with the establishment of evaluation tools such as goals, objectives, and standards. A few were designed to encourage evaluation by establishing centres which would provide advice on how to evaluate and by providing resources to enable evaluation to take place. Several recommendations called for a commitment to evaluation by government and non-government sectors. A few suggested testing or research on new innovations such as zero base budgeting, sunset legislation, and social indicators. Recommendations were also made about re-organising the structure of the budget to enable it to become a more effective management tool.

On 6 November 1979, the Commonwealth Government made a formal response to the findings of the report. The recommendations most favourably considered by the Commonwealth Government were those concerned with data collection, and

implementation of these will make available information needed for evaluation. The Commonwealth Government also agreed with proposals to improve goals, objectives, and standards. Some of the recommendations which were designed to encourage evaluation and improve commitment to it were also accepted.

COMMONWEALTH GOVERNMENT AGENCIES

Commonwealth Department of Social Security

Introduction

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 Department of Social Security continued its programme of decentralisation by opening new offices at North Fitzroy, Swan Hill, Ringwood, and Cheltenham, and establishing a special unit to serve the Glen Waverley area in Melbourne until suitable accommodation in this area is available. At the same time, the range of services offered at existing offices has been upgraded. At May 1980, of the 34 regional offices operating throughout Victoria, 31 had the capacity to handle applications for all benefits, allowances, and pensions. Only three offices, Heidelberg, Horsham, and Mildura, are not yet fully decentralised. 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 Services Act provides for direct payment to individuals in the form of age, invalid, wife's, and widow's pensions, supporting parent's benefit, family allowance, funeral benefit, unemployment, sickness, and special benefits, orphan's pension, handicapped child's allowance, and sheltered employment allowance.

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 (65 years for men and 60 years for women) and wife's pension paid to the wife of an invalid pensioner where both are under age 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. However, payments for children made in connection with unemployment, sickness, and special benefits are included as the recipients' taxable income and supplementary allowance paid in connection with sickness benefit is taxable income. Family allowances 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 eight part-time members, who are not public servants, and a full-time member seconded from the Department. Normally, two part-time members and the full-time member consider each case. During 1979-80, the Tribunal finalised 1,459 appeals from clients. Of the finalised appeals, 424 were conceded by the Department before referral to the Tribunal and 257 after a Tribunal hearing. The Tribunal recommended that 701 appeals be dismissed.

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. The Administrative Appeals 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.

Age pensions

Age pensions, or old-age pensions as they were called from 1909 to 1947, were the first of the 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. Since 1973, age pensions for persons aged 75 years and over have been granted free of the means test. In 1975, the means test was abolished for persons aged 70 years and over who receive the basic pension. Pensions are adjusted half-yearly in May and November according to movements in the Consumer Price Index.

Since November 1978, pensioners over 70 years of age have received a basic rate (\$102.90 per fortnight single, and \$85.80 per fortnight married). To be eligible for any increase, they must satisfy the income test. From November 1976, an income only test has replaced the means test, so the value of property owned by applicants is no longer taken into account.

On 30 June 1980, there were 1,321,926 age pensioners in Australia (the Victorian total being 355,913 of whom 66.9 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 60 years of age as against 65 years of age) and that they generally live longer than men. There were 188,420 age pensioners in Australia (14.3 per cent of the total age pensioners) receiving supplementary assistance. 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.

Some persons of pensionable age are receiving invalid or widow's pensions, or service pensions from the Commonwealth Department of Veterans' Affairs (see pages 657-9).

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 30 June 1980, there were 229,219 persons in Australia receiving invalid pensions, of whom 69.1 were men. There were also 101,961 invalid pensioners in Australia (44.5 per cent of total invalid pensioners) receiving supplementary assistance.

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.

At 30 June 1980, there were 7,950 pensions being paid to wives of age pensioners and 16,095 pensions being paid to wives of invalid pensioners in Victoria. Relative figures for Australia were 30,843 and 60,163, respectively.

Widow's pensions

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, a divorcee, a woman whose husband has been imprisoned for at least six months, a woman whose husband is in a mental hospital, and a woman who was the dependant of a man for at least three years immediately before his death. The income test applies as for the age pension. On 30 June 1980, there were 166,182 widow pensioners in Australia.

Concessions for pensioners

In addition to income payments, there are a number of concessions and services available to the recipients of pensions 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 States or Territory.

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 of his 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 1979-80 was \$1.4m for Australia, and \$379,000 for Victoria.

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 one year's residence qualification is waived where the Department is satisfied that the claimant intends to remain in Australia permanently.

In 1960, the means test was liberalised, recovery was provided of sickness benefits from compensation in certain circumstances, and the waiting period of seven days for unemployment and sickness benefits was changed so that it is now only necessary to be served once in any period of thirteen weeks.

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. From 13 January 1975, for unemployment benefits and from 24 May 1975 for sickness benefits, benefit payments were made one week in advance rather than one week in arrears as previously. Payments were altered to cover fortnightly instalments on a trial basis from 23 March 1976. The unemployment benefit has normally been paid fortnightly in arrears from November 1977. 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 1979-80, an estimated total of 792,300 unemployment benefits were granted in Australia, and at 30 June 1980 there were 311,232 persons receiving benefits. Comparable figures for Victoria were 178,900 and 76,345, respectively.

Altogether, an estimated 142,100 grants of sickness benefits were made in Australia during 1979-80 (30,600 in Victoria), and there were 39,361 persons on benefit at the end of this period (9,593 in Victoria). Total expenditure in Australia on unemployment, sickness, and special benefits in 1979-80 was \$1,101m, expenditure in Victoria during the same period being \$250.3m.

State Grants (Deserted Wives) Act

The State Grants (Deserted Wives) Act came into operation on 1 January 1968. It provides for assistance to be given by the Commonwealth Government to the States in

respect of aid for mothers with children when the mothers are not eligible for benefits under the Social Services Act. Broadly, these include deserted wives during the first six months of desertion, wives during the first six months of the husband's imprisonment, deserted *de facto* wives, and unmarried mothers who are ineligible for the Commonwealth Government supporting parents' benefit. From 1 January 1980, the Victorian Government terminated its agreement under the State Grants (Deserted Wives) Act. During 1979-80, payments to the States under the States Grants (Deserted Wives) Act totalled \$24.7m. During the period 1 July 1979 to 31 December 1979, the Victorian total was \$4.9m.

Special benefit for supporting parents

From 1 January 1980, the Victorian Government withdrew from the States Grants (Deserted Wives) Act under which a supporting parent, who was ineligible for pensions or benefit, was paid from the first six months after the birth of the child, separation, or desertion.

As there is no specific pension or benefit available under the Social Services Act, supporting parents in Victoria are now being paid special benefit for the first six months. As this is less than the amount paid for widow's pension, the Victorian Government makes up the difference. After six months, subject to residential qualifications, the parent may be able to receive supporting parent's benefit or widow's pension.

Supporting parent's benefits

A supporting mother's benefit was introduced on 3 July 1973. It provides 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 gives rise to eligibility, e.g., the birth of a child or separation. On 10 November 1977, a supporting parents benefit was introduced and this enabled benefits 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, a husband of a mental hospital patient, and an unmarried father. Entitlement to this form of assistance is subject to an income test and other qualifications.

During 1979-80, payments under the supporting parent's benefit totalled \$259.6m, the Victorian total being \$51.7m.

Additional allowances

Pensioners and beneficiaries may be eligible for up to \$7.50 a week for each dependent child under 16 years or full-time students under 25 years. Recipients of age, invalid, and widow's pension, and supporting parent's benefits may be eligible for up to \$6.00 a week guardian's or mother's allowance if they are lone parents. Up to \$5.00 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.

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 16 years of age, or one or more qualified full-time students from 16 to 25 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.

The payment of the allowance changed from four-weekly payments to monthly payments from 15 May 1979, the payment periods being on the 15th of the month and ending on the 14th of the next month. The monthly payments are: first child \$15.20, second child \$21.70, third child \$26.00, fourth child \$26.00, fifth and subsequent children \$30.35 each.

The total number of families receiving the allowance for children under 16 years of age in Australia and abroad on 30 June 1980 was 2,073,778 and the number of children in such families was 4,213,817. There were also 10,034 endowed children and students in institutions. Expenditure for all endowed children for 1979-80 was \$1,035m.

Double orphans pensions

An orphan's pension of \$47.70 per month is payable to any person having the custody, care, and control of a child under 16 years of age or a full-time student child under 25 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. An orphan's pension is free of any means test and is payable in addition to family allowances.

Handicapped child's allowance

A handicapped child's allowance of \$15 a week 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 16 years of age or a full-time student under 25 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 means test and is payable in addition to family allowances. The allowance is not paid for full-time students receiving invalid pensions.

From 1 November 1977, this allowance was extended to parents or guardians of a substantially handicapped child whose handicap does not meet the medical criteria of 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 rate payable is up to \$65 per month.

Reciprocal agreements

The Social Services Act provides for the Commonwealth Government to enter into reciprocal agreements with the government of any other country in 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, and persons receiving a supporting parents benefit may continue to receive their pensions overseas, whether their absence is temporary or permanent. The 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.

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 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 assistance; (8) welfare rights; (9) child care; (10) community information centres; and (11) financial assistance for community welfare agencies in need.

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, but at the same time the maximum subsidy limits were increased, and on 1 April 1979 were established as \$12,100 per single self-contained unit, hostel, or nursing bed. An important requirement for a grant of subsidy is that the conditions of the home approach as nearly as possible normal domestic life for the residents.

The Commonwealth Government in 1976 announced that it proposed to allocate \$225m Australia-wide over the following three years for capital grants under the Aged or Disabled Persons Homes Act and the Aged Persons Hostels Act, grants being approved on a priority needs basis. Subsequently, a fourth year was added and in December 1979 a further three-year programme was announced timed to commence at the beginning of the 1980-81 financial year.

The Aged Persons Hostels Act is explained on page 710 of the *Victorian Year Book* 1976. Organisations which established an entitlement under this Act have had their entitlement preserved.

Personal care subsidy

An amending Act passed during 1969 provided for payment of a personal care subsidy to approved homes. Homes where residents are provided with all meals and where staff are employed to assist those who need help with bathing, dressing, personal laundry, and the cleaning of their rooms, and those who need help with medication, may be approved for subsidy. A staff member is to be available at all times to give assistance in the case of emergency. The amount of subsidy paid is \$15 a week payable at four-weekly intervals on the basis of the number of persons residing in approved accommodation who are: (1) 80 years of age and over, and (2) under 80 years of age but receiving personal care services because they are permanently unable to perform those tasks themselves. At 30 June 1980, 708 premises had been approved for subsidy in Australia, and the subsidy paid for the twelve months was \$14.5m. In Victoria, the number of homes was 189 and the subsidy paid was \$3.8m.

Delivered meals subsidy

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

The subsidy is paid on the basis of 25 cents for every meal provided by an eligible organisation and is paid quarterly. Also, an additional subsidy of 5 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 Governments may apply for the subsidy. Local government bodies may also apply. At 30 June 1980, the number of approved organisations in Australia was 671, the number of meals served was 8,357,208, and the amounts granted totalled \$2.5m. The Victorian totals were 208 approved organisations, 2,973,916 meals, and the amounts granted totalled \$879,000.

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 1979-80, payments of \$10.4m were made to the States under the Act, of which \$5.7m 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 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.

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.

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. An income test free special incentive allowance of \$5 per week is paid to persons receiving sheltered employment allowances, in lieu of supplementary assistance.

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 has established an Advisory Committee in each State, and helped to develop a co-ordinated programme of assistance in close association with all those involved in the welfare of the homeless population.

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 50 per cent of the salary of a social welfare worker employed at a homeless persons centre may be paid and, in special circumstances, to 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 75 cents per person per day so accommodated, and 25 cents per meal served or meal ticket issued.

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 funding under the Childrens Services Programme at the increased rate of \$13,500 per year. Payment beyond 30 June 1981 will be subject to a further review.

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

Child care

In 1979-80, the Commonwealth Government, through the Department of Social Security's Office of Child Care, has provided \$69.2m for a wide range of children's services throughout Australia. These services include pre-schools, centre-based full-day care, family day care, and occasional and emergency care out of school hours.

Commonwealth Government Rehabilitation Service

Eligibility for rehabilitation assistance at Commonwealth expense is confined to persons suffering from a physical or mental disability which appears likely to continue for a period of not less than 26 weeks from the date of commencement and is, or is likely to be a substantial handicap to:

- (1) The person undertaking employment, whether full-time, part-time, or sheltered employment;
- (2) the person undertaking or resuming household duties; or
- (3) the person leading an independent or semi-independent life in his own home.

Subject to these conditions, rehabilitation is available to all persons in the broad working age group, males 16-65 years and females 16-60 years and also to adolescents between the ages of 14-16 years who without treatment or training would be likely to become qualified to receive invalid pension on attaining the age of 16 years.

While undergoing treatment, persons continue to be paid whatever pension or benefit they were receiving prior to commencement of rehabilitation. Any artificial aids or appliances considered necessary are supplied without cost to the person. If training is required, training allowance is paid for the whole period of training.

During 1979-80, 1,149 persons were accepted for rehabilitation in Victoria, while 311 were placed in employment in Victoria. Expenditure on rehabilitation in Victoria during the year totalled \$5m.

In addition to the four Rehabilitation Centres in Melbourne, "Coonac" at Toorak, Glen Waverley Rehabilitation Centre at Glen Waverley, Work Preparation Centre at South Yarra, and Work Adjustment Centre at Northcote, Rehabilitation Units are conducted at Ballarat, Bendigo, Geelong and Morwell.

Where training is necessary to enable a disabled person to obtain employment, use is made of any suitable agency in the community. Business colleges and technical schools are used to a considerable extent and a great deal of training is provided in a work situation "on the job". Where this latter method is used it is expected that the trainee will be employed after satisfactorily undergoing a period of training. Duration of training varies from a few weeks to several years. At any particular time approximately 200 persons are undergoing rehabilitation training in Victoria.

Professional welfare services

Professional welfare staff employed in the Victorian Office totalled 78 at the end of June 1980, compared with a total of 17 employed in 1972. During 1979-80, particular attention was given to integrating professional welfare staff 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, training, supervision, and direct personal service provision to clients.

With the rapid decentralisation of departmental services during 1979-80, emphasis was placed on locating welfare staff in every regional office and developing their role as an element of integrated regional management teams. Apart from casework, they monitor the working of the public inquiry facilities, and help public contact staff gain a more sensitive appreciation of the needs of persons who seek departmental assistance.

During the course of 1979-80, regional social workers and welfare officers spent approximately 82 per cent 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.

The Department introduced new administrative procedures early in 1979 to minimise, wherever possible, referrals of departmental clients to voluntary agencies for emergency assistance. The social work staff were closely involved in the implementation of these new procedures within each regional office, and also for ensuring that voluntary agencies were advised of the new arrangements.

In addition, social workers and welfare officers have been involved in ongoing work with a variety of community groups and organisations including the Victorian Council of Social Services, Regional Emergency Services, Department of Community Welfare Services, Citizens Advisory Bureaux, church agencies and a range of other welfare agencies, and welfare co-ordinating organisations. Frequently, welfare staff represent the Department at the Regional Family and Community Services Consultative Committees. Staff have also participated in a number of projects, pilot studies, and surveys, and provided systematic feedback on the effects of departmental programmes and policies. These research and monitoring activities included emergency relief practices and assessing

the language needs of migrants, and the needs of lone parents who became eligible for Department of Social Security income support in lieu of State payments from the beginning of 1980.

Migrants and Aboriginals

During 1979-80, the Department set up a Migrant Services Unit comprising an executive officer and a project officer. The overall responsibilities of the Unit are to ensure that:

- (1) The Department has the necessary capabilities, in respect of its own services, to meet the special needs of migrants from non-English speaking origins;
- (2) the Department makes effective use of these capabilities; and
- (3) the effectiveness of all departmental services to migrants are monitored through consultation with ethnic communities.

In addition, a special liaison officer scheme has been developed to ensure that migrants and Aboriginals have equal access to the services and benefits provided by the Department.

Within this scheme, three ethnic liaison officers have been appointed to service members of the Greek, Yugoslav, and Turkish communities. These officers are located in various regional offices. In general, their role is to assist individual clients to obtain their entitlements, to advise their respective ethnic communities and ethnic welfare personnel about the services and programmes of this department, and to consult with members of their communities about the needs of migrants in relation to Department of Social Security provisions.

Aboriginal liaison

During 1979-80, many initiatives were taken in respect to services to the Aboriginal community. Positions were created for five Aboriginal liaison staff and these positions were filled in close consultation with Aboriginal organisations and community leaders. This close consultation with the Aboriginal community has in fact been a cornerstone of the Department's approach. 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 in simple terms, been to ensure appropriate access of Aboriginal persons and organisations to the Department's benefits and pensions as well as subsidy areas. The effectiveness of these officers is illustrated by the fact that applications for funding under the Children's Services Program have increased from \$90,000 in 1978-79 to over \$1m in 1979-80.

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, answering inquiries from the public on departmental programmes, 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, e.g., Victorian Social Security Consultative Committee which was appointed by the Minister for Social Security in July 1979. The Committee acts as a specialist consultative group to the Department of Social

Security by advising the Department of the effectiveness of its services in Victoria, and by linking to the National Consultative Council on Social Welfare on broader policy 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 all present sub-committees which include Accommodation; Employment; Ethnic Affairs; Family Policy; Information; and Victorian Social Security Consultative Committee.

Statistical summary

VICTORIA — SOCIAL WELFARE PROGRAMMES

Programme	1975-76	1976-77	1977-78	1978-79	1979-80
Transfer payments to individual citizens—					
Age pensions—					
Number of pensioners	316,950	329,467	342,565	356,933	363,863
Amount paid (\$'000) (a)	576,850	670,118	786,832	861,285	931,738
Invalid pensions—					
Number of pensioners	42,044	47,698	49,379	54,305	73,958
Amount paid (\$'000) (a)	90,906	114,621	138,545	162,256	192,646
Widow's pensions—					
Number of pensioners	36,664	39,125	41,312	43,928	45,327
Amount paid (\$'000)	90,491	102,341	119,255	133,634	149,630
Sheltered employment allowances—					
Amount paid (\$'000)	1,230	2,667	3,212	3,778	4,507
Funeral benefits—					
Number of claims granted	13,227	12,910	13,126	12,127	12,623
Amount paid (\$'000)	395	383	389	374	379
Unemployment benefits—					
Number of benefits granted	187,393	163,677	216,928	190,023	178,900
Amount paid (\$'000)	128,634	131,419	179,035	204,848	204,665
Sickness benefits—					
Number of benefits granted	31,623	28,464	30,047	28,244	30,600
Amount paid (\$'000)	25,976	28,950	30,608	29,443	31,206
Special benefits—					
Number of benefits granted (b)	7,350	7,817	8,684	8,454	15,250
Amount paid (\$'000) (b)	4,032	5,292	7,119	9,236	14,416
States Grants (Deserted Wives) Act—					
Amount paid (\$'000)	2,016	2,824	4,003	4,918	4,967
Supporting parent's benefit—					
Number of beneficiaries	9,275	10,716	12,414	12,731	14,004
Amount paid (\$'000)	25,678	32,123	39,635	45,791	51,666
Maternity allowances—					
Number of allowances granted	62,197	58,228	61,068	(c)26,137	..
Amount paid (\$'000)	1,953	1,808	1,903	(c) 851	..
Family allowances—					
Number of families	n.a.	560,261	564,776	599,175	560,636
Number of approved institutions	128	128	128	128	139
Number of children and students in—					
Families	1,181,692	1,178,318	1,179,289	1,155,540	1,149,859
Institutions	4,408	3,738	3,077	3,026	2,580
Total amount paid (\$'000)	73,912	282,527	286,695	267,323	283,162
Double orphan's pensions—					
Number of guardians	453	497	438	566	767
Number of institutions	15	15	15	18	21
Number of orphans	810	913	835	794	1,076
Amount paid (\$'000)	415	495	401	416	503
Handicapped child's allowances—					
Number of claims granted	1,748	1,317	1,480	1,376	2,289
Amount paid (\$'000)	2,155	3,833	4,828	4,937	5,805
Grants to organisations to produce welfare services—					
Aged or Disabled Persons Homes Act—					
Number of capital grants	38	17	41	26	28
Amount of grants (\$'000)	1,064	5,656	8,664	7,037	3,857

VICTORIA — SOCIAL WELFARE PROGRAMMES—*continued*

Programme	1975-76	1976-77	1977-78	1978-79	1979-80
Personal Care Subsidy Act— Subsidies paid (\$'000)	2,514	2,900	3,449	3,496	3,779
Delivered Meals Subsidy Act— Expenditure (\$'000)	585	540	730	745	879
States Grants (Home Care) Act— Amount paid (\$'000)	3,647	3,882	4,464	4,408	5,659
Handicapped Persons Assistance Act— Number of grants approved	476	469	395	552	347
Amount paid (\$'000)	2,248	5,244	8,845	11,849	8,704
Handicapped Persons Assistance Act— Children's Benefit Amount paid (\$'000)	270	329	358	368	343
Homeless Persons Assistance Act— Amount paid (\$'000)	491	383	449	295	384
Welfare services provision— Commonwealth Government Rehabilitation Scheme— Amount paid (\$'000)	3,994	4,142	4,248	4,500	5,024

(a) Amount comprises payment for pensioners and pensioners in benevolent homes, allowances/pensions to wives, guardian's allowance, additional pension in respect of children, and supplementary assistance.

(b) Excludes special benefits to migrants in accommodation centres.

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

Further references: *History of social services, Victorian Year Book 1962*, pp. 281-95; *Sheltered employment assistance, 1969*, pp. 561-3

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 16 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 16 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 434,767 disability pensions payable to veterans, miscellaneous personnel, and their dependants at 30 June 1980, and the annual expenditure including allowances was \$432,000,778. Of these pensions, 109,480 were payable in Victoria and the annual expenditure was \$109,824,498.

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. It is payable to a veteran who has served in a theatre of war, and has either attained 60 years of age (55 years of age in the case of a female veteran) or who is permanently unemployable. It may also be payable to a veteran of the Boer War. Certain veterans who had theatre of war service in the armed forces of the British Commonwealth or allied countries in wars or war-like conflicts in which Australian forces were engaged and who have resided in Australia for ten years may also qualify for a service pension.

Before November 1976, service pensions were subject to a means test, which, from that date, was replaced by a test on income only. The wife of a service pensioner may also be eligible if she is not in receipt of a pension, subject to an income test from the Commonwealth Department of Social Security. The same income test is applied to service pensions as to social security age or invalid pensions. Most service pensioners are also eligible to receive a wide range of medical and other fringe benefits for disabilities not related to their service. Eligibility for these benefits is not extended to service pensioners who served only in the armed forces of other British Commonwealth or allied countries. At 30 June 1980, 146,370 veterans and 93,589 wives were receiving a service pension. Of these, 7,171 veterans and 4,867 wives/widows were receiving a service pension in respect of service in the armed forces of other British Commonwealth countries.

In Victoria, at 30 June 1980, 36,204 veterans and 23,048 wives/widows 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 page 629.

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.

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.

Statistical summary

VICTORIA—DISABILITY AND SERVICE PENSIONS (a)

Year	Veterans	Dependants of incapacitated veterans	Dependants of deceased veterans	Total pensions in effect	Amount paid during year
DISABILITY PENSIONS					\$'000
1975-76	50,422	63,904	15,525	129,851	89,249
1976-77	48,826	60,491	15,169	124,486	98,156

VICTORIA—DISABILITY AND SERVICE PENSIONS (a)—continued

Year	Veterans	Dependants of incapacitated veterans	Dependants of deceased veterans	Total pensions in effect	Amount paid during year
DISABILITY PENSIONS—continued					\$'000
1977-78	46,965	56,238	15,116	118,319	108,827
1978-79	45,410	53,683	14,726	113,819	106,374
1979-80	43,838	51,287	14,355	109,480	109,824
SERVICE PENSIONS					
1975-76	24,165	11,418	715	36,298	55,141
1976-77	27,196	14,234	688	42,118	72,127
1977-78	30,052	17,599	(b)	47,651	93,631
1978-79	33,007	20,175	(b)	53,182	108,343
1979-80	36,204	23,048	(b)	59,252	128,768

(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

Introduction

Community Welfare Services Act 1978

In December 1978, the Victorian Parliament passed a Bill to amend the *Social Welfare Act 1970*. The new Act changed the name of the Social Welfare Department to that of Department of Community Welfare Services and this took effect in January 1979.

The major provisions of the new legislation include:

- (1) A mandatory annual review of wardships and children in care;
- (2) new provisions for cases of child maltreatment and where there is substantial and irreconcilable difference between a child and the person having care and custody of the child;
- (3) establishment of a Child Development and Family Services Council (to supersede the Family Welfare Advisory Council), a Correctional Services Council (to replace the Prisons Advisory Council), and an independent Appeals Tribunal; and
- (4) establishment of social planning and community development functions for the Department.

Child Development and Family Services Council and Correctional Services Council

By proclamation of section 11(1) of the Community Welfare Services Act, the two Ministerial Advisory Councils were established on 26 September 1980. The composition of each Council is drawn from a wide spectrum of social welfare activity and interest, with representation from voluntary organisations and the community, as well as government departments.

The Child Development and Family Services Council is responsible, through the Minister for Community Welfare Services and the Assistant Minister of Health, to the Cabinet Standing Committee on Social Development Policy. The Council's functions, as set out in the Act are:

- (1) At the request of any of the Ministers, to advise on policy and programme matters relating to community, family, youth, child care, and development, and in particular, the policies to be adopted and programme requirements and practices, but not including any matters otherwise referred to the Consultative Council on Maternal and Child Health, established pursuant to the provisions of the *Health Commission Act 1977*;
- (2) subject to the approval of any of the Ministers, to initiate, promote, or carry out investigations relating to community, family, youth, child care, and development and welfare matters, and to make recommendations arising out of those investigations;

- (3) to invite and receive information from State and Federal bodies, municipalities, non-government organisations, and community groups and others in the community, family, youth, child care, and development fields, and generally keep informed of developments the Council considers relevant to the work of the Council;
- (4) subject to the approval of any of the Ministers, to initiate meetings, seminars, and discussion documents in relation to child development and family services;
- (5) to advise the Minister on principles relating to licensing, contracts, and registration; and
- (6) at the request of any of the Ministers, to establish, convene, or co-ordinate sub-committees, working parties, or task forces which facilitate the undertaking of the functions of the Council.

The Correctional Services Council is responsible, through the Minister for Community Welfare Services and the Attorney General, to the Cabinet Standing Committee on Justice and Public Protection Policy. Its functions, also prescribed in the Act, are:

- (1) To advise the Ministers concerning the policies to be adopted and the programmes to be undertaken from time to time in relation to the custody, care, education, discipline, training, and treatment of persons held on remand or sentenced to imprisonment or to detention in a youth training centre by the Supreme Court, the County Court, or a Magistrates' Court;
- (2) to advise the Ministers concerning the policies to be adopted and programmes to be undertaken from time to time in relation to community correctional programmes;
- (3) to consult with government and non-government organisations and community groups on policies relating to correctional services in the community;
- (4) to seek and acquire information from government and non-government organisations and community groups on correctional services in the community; and
- (5) at the request of any of the Ministers, to initiate meetings, seminars, and discussion documents in relation to correctional services.

Appeals Tribunal

The 1978 amending legislation also provides for the establishment of an Appeals Tribunal so that: "Any person who is aggrieved by a decision of the Director-General in any case-planning matter relating to a departmental responsibility with respect to a child, young person or benefit may, where that person has no right of appeal to a court, appeal to the Appeals Tribunal against that decision and the decision of the Tribunal shall be final and without appeal".

When the relevant section of the Act is proclaimed, the Tribunal will be established with the following membership: a barrister and solicitor, an officer of the Department, and a person experienced in community welfare matters.

Social planning and community development

The new Act explicitly establishes community development functions for the Department of Community Welfare Services. Its functions with respect to community welfare and development and welfare services are:

- (1) To facilitate the development of welfare services and the administration of welfare programmes at the regional and local level in co-operation with government departments, voluntary organisations, and community groups;
- (2) to ensure, through such co-operation, that welfare services are fully accessible and information about them is readily available;
- (3) to promote co-ordination of welfare services planning and delivery and to encourage voluntary participation, self-help, and consumer involvement; and
- (4) to assist communities to identify and meet family and individual needs.

The Department's functions with respect to social planning are:

- (1) To establish, maintain, and develop consultative and co-operative arrangements which promote co-ordination of social resources in conjunction with government agencies, municipalities, voluntary organisations, and community groups;
- (2) to integrate social planning and economic and physical planning in conjunction with other government agencies; and
- (3) to promote and assist community consultation in social resource planning.

White Paper on Social Welfare

The provisions of the new Act need to be seen in conjunction with the White Paper, *Report on the Future of Social Welfare in Victoria*, which was presented to the Legislative Assembly by the Minister for Social Welfare on 28 November 1978. The White Paper presents the Victorian Government's view of the directions which social welfare will take in the next decade, indicating specific decisions that have been taken and providing a framework within which social policies will be developed and refined.

The White Paper followed a lengthy consultative process in which, at the request of the Minister, the Victorian Consultative Committee on Social Development played a key role. The views of more than 500 organisations and 5,000 individuals were obtained. Opinion polls were carried out and almost 200 submissions were received from government and local government bodies.

The White Paper recognises the need for greater co-ordination of government services at Federal and State levels, high quality information, more effective delivery of services at local level, and an overall policy framework that will provide for broadly based consultation and advisory mechanisms.

The White Paper makes a commitment to transferring resources into community-based programmes and stresses the importance of voluntary organisations and community development. There is also emphasis on the correctional services function and the need to achieve the United Nations minimum standards for prisons.

A White Paper Project Team was established in February 1979 for a three-year period to promote and facilitate the implementation of the White Paper recommendations and the Community Welfare Services Act. In a ministerial statement to the Legislative Assembly on 11 September 1980 the Minister for Community Welfare Services was able to report "substantial effort towards the implementation of all of the major recommendations of the White Paper".

*Family and Adolescent Services Division**Reception and Youth Training Centre Section*

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 in need of care and protection, are uncontrolled, or have 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. Allambie and Baltara provide a high standard of child care and a diverse range of assessment, education, and recreation facilities.

There are two small regional reception centres for boys and girls: Warrawee at Ballarat and Miraltee at Mildura. Children accommodated in Miraltee 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. Miraltee and Warrawee are linked to assessment and social work services located within the community.

Children accommodated in reception centres are under 15 years 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; Winlato for girls; and Acheron, which functions as a holiday camp. There is one other youth training centre for boys at Bayswater. The Bayswater centre is directed by the Salvation Army. Young persons entering Turana and Winlato youth training centres are classified by social workers according to their individual problems, and programmes are planned for them to meet their particular needs.

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 and training, 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.

Youth Welfare Services Section

The Youth Services Section is responsible for the planning, co-ordination, and administration of a range of youth services for statutory clients and young persons "at risk" to themselves and the community.

The Department operates two hostels, situated at Sunshine and Ivanhoe, to accommodate young persons coming from Turana and Winlaton. Residents at the hostels are encouraged to become self-reliant, and to find suitable private accommodation when they leave. There are also twenty-four voluntary hostels which work in close co-operation with the Department and are funded under the Voluntary Hostels Scheme.

The Department maintains four community-based youth welfare services, and finances another service at Doveton, which is operated by a voluntary agency. The Hawthorn Youth Welfare Service provides short-term non-residential care for boys between the ages of 14 years and 17 years. The boys participate in group discussions and undertake community service projects. They are helped individually through counselling, and in a variety of other ways, aimed at helping them to make a more satisfactory adjustment to community living. The Brunswick Youth Welfare Service is similar to the Hawthorn Service in its basic aims, but it also provides some residential accommodation, and caters for boys who experience problems at home, at school, or in their employment. The staff at the Brunswick Service work closely with parents, teachers, and employers. The Windsor Youth Welfare Service is for girls, and also includes a residential section. The Western Youth Welfare Service at Ascot Vale caters for young persons from the west and north-west regions of the Melbourne metropolitan area. It conducts special education programmes for the younger and older age groups, including an education and employment programme for young persons experiencing problems at school and work and has a separate residential section for boys and girls.

The Grassmere Youth Welfare Service at Doveton operates on a similar principle to the youth welfare services operated by the Department, but is directed by a voluntary agency. The Co-ordinator of Aboriginal Family and Adolescent Services supervises a hostel for Aboriginal boys and girls, and a Youth Support Unit in the inner urban region of Melbourne.

Youth Accommodation Services Programme

The joint Commonwealth/State Youth Accommodation Services Programme commenced early in 1980 and provides funding for accommodation and associated services to homeless young persons. In some cases this means the support of existing services being provided by voluntary agencies, and in others, the initiation of new services. It is anticipated that the programme will provide a range of services including accommodation in refuge-type facilities as well as a range of supported lodging schemes, information and referral services, and other counselling and personal support services as required. At present, fourteen such projects are operating in Victoria, providing emergency accommodation in nine regions and, in the case of one project, a specialist service for Aboriginal girls.

Adoptions 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.

The counselling of natural parents considering adoption is shared by adoption services and other counselling agencies and regions of the Department and seeks to ensure that parents who decide to have a child adopted have carefully considered the alternatives and are informed about the support services available.

The selection of adoptive parents and supervision of placements is the start of a continuing service which adoptive parents and adopted persons can call on. A service is being developed for adopted persons seeking information about their natural families.

Residential Child Care Section

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

The Department operates five children's homes of its own, each capable of caring for about thirty children, and seventy family group homes in which four to eight children are cared for by cottage parents in a family-type situation. Departmental children's homes take account of the individual needs of each child, and attempt to avoid an institutional-type atmosphere. Regional centre social workers review the progress of children in care in consultation with such persons as child care staff, youth officers, nurses, doctors, and teachers, and maintain contact with children released to their own homes. The continuing interest of parents in their children's progress is welcomed and encouraged by the Department.

Voluntary agencies operating approved children's homes caring for wards of State receive Victorian Government funding for 90 per cent of residential care workers' salaries, in addition to a per capita allocation for each child.

Introduction

Regional Services Division

The regionalisation programme aims to make the services of the Department 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 and private welfare agencies at the regional level.

The programme has been implemented progressively over the last seven years, and is now almost completed. Regional centres have been opened in the ten rural regions, and a network of sub-offices and visiting services to outlying towns and shires has been established to supplement the work of the regional centres. Eight regional centres are in operation in the Melbourne metropolitan area, serving the north-western suburbs, the north-eastern suburbs, the outer-eastern suburbs, the western suburbs, the southern suburbs, the inner urban region, and Western Port. The inner eastern regional centre which was the last established, was opened late in 1979.

Regional centres are administering an increasing number of the services provided by the Department, as the following notes indicate.

Financial assistance

The Department may provide financial assistance to families with no parents, foster families, or families experiencing financial hardship. The aim of the payments is to help keep families together when a shortage of money might lead them to break up.

Family counselling and information services

Services are provided for persons who wish to talk about, and seek information on, matters affecting their families. Referrals are made to accommodation services and advice is given on the availability of financial assistance, and other services relevant to the needs of families and individuals.

Foster care

The administration of the foster care programme was transferred to the Regional Services Division in May 1976, with the aim of developing regionally-based foster care programmes 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 conference of approved fostering agencies.

Probation

Probation in Victoria is an alternative to custodial care. When an offender is admitted to probation, which may be for a period of between one year and five years for adults, and up to three years, but not extending beyond their eighteenth birthday, for children,

the offender consents to comply with certain conditions. These conditions are: to report to the probation service within 48 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 48 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 order states 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 as to whether or not any action will be taken. If a probationer is taken to court, it may result in a fine, a bond, admission to a new period of probation, or a sentence of imprisonment or detention in a youth training centre. On the other hand, the court may decide to take no action.

Parole

Victoria has a Youth Parole Board and an Adult Parole Board. These Boards have the power to release on parole those persons who have been sentenced to imprisonment or detention, but who are eligible to be released on parole before the full sentence or detention is served. 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 Adult Parole Board, however, may not consider the release of a prisoner until the minimum term of the sentence, less remissions, has been served.

The main concern of the Parole Boards is whether the person is a good risk on parole. The Boards base their decisions on the reports they receive from the parole services, and the youth welfare and prison authorities. Medical and psychiatric reports are also submitted when necessary. The person's criminal history is also taken into account. The Boards may either grant parole, defer consideration to a later date, or deny parole. Parole Board decisions cannot be appealed against legally but, at the request of the prisoner or the prisoner's relatives, can be reviewed.

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.

Other regional services

Other supportive services being developed by regional centres, in conjunction with local community agencies, include financial counselling, family aides, family support units, emergency foster care, and emergency accommodation facilities. Regional centres are responsible for the supervision of residential care facilities, school attendance, regulation of the employment of children under 15 years of age in street trading or entertainment, the protection of children under 5 years of age who are placed away from home by their parents, after-care supervision of wards of State on home release to parents or relatives, and the provision of support for children and young persons in trouble with the law, involving the preparation of pre-sentence and post-sentence court reports.

The co-ordination and oversight of Departmental programmes and services at the regional level is maintained by Head Office co-ordinators of family substitute care (foster care), protective services, financial assistance, correctional field services, family supportive services, and family and community services programmes.

Special facilities

Some special facilities are provided as part of the activities of the Inner Urban Regional Centre. The Liaison and Referral Unit, located at Head Office, functions as a central reference point for all facilities and services in relation to case-planning inquiries and disputes, with access to all central records systems and the records of all facilities and services. As well, staff provide a comprehensive pre-sentence advisory service to the Melbourne Children's Court, and to families of children appearing before the Court, as well as liaising with the Victoria Police Force in all matters regarding children appearing before the Court.

The Special Supervision Unit is responsible for supervision of parolees who represent a severe risk to themselves or the community, or who demonstrate complex problems, independently of legal designation. The Unit provides a pre-parole service to the metropolitan prisons and youth training centres, and co-operates with regional centres in all matters associated with pre-parole and parolees.

Family and Community Services Programme

The Family and Community Services (FACS) Programme 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 Programme 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 programme.

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 Programme, 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 Programme for local initiative grants, community service grants, and information and co-ordination services. FACS Programme 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.

Correctional Services Division

Prisons

All persons detained in Victorian prisons are controlled and supervised by the Department of Community Welfare Services. The management of prisoners involves a wide range of operations, and a variety of specialised skills. Qualified staff are employed to carry out the Department's correctional services programmes and welfare services. The maintenance of security is another important and obvious feature of the Department's responsibility in the correctional field.

In Victoria, ten prisons are maintained for men, and one for women. Differences in the levels of security at the prisons, and in the types of programmes provided, make it possible to match prisoners to the prison which is most appropriate for their management and rehabilitation.

Pentridge Prison, situated in the Melbourne suburb of Coburg, is the largest prison in Victoria, and holds approximately half the number of male prisoners in the State. The Prisoners' Classification Centre is also located at Pentridge. Prisoners serving sentences of at least one year (or six months, if they are under 21 years of age), and those eligible for parole, are interviewed by the Classification Committee, which endeavours to place them in the most appropriate institution. Prisoners can be employed in a wide variety of prison industries, and industry products are supplied to outside customers as well as to

government departments. Pentridge industries include the manufacture of number-plates for motor vehicles, brush and broom-making, a bakery, the tailoring of jackets and jeans, printing, a laundry, and an engineering shop for maintenance work.

Pentridge is divided into four separate sub-prisons (Southern, Central, Northern, and Jika Jika High Security Unit) which share general administration and supply services. Each sub-prison is autonomous, and is administered by a Governor who is responsible to the prison Superintendent. The Southern Prison comprises three Divisions: (1) D Division holds trial and remand cases; (2) G Division is a psychiatric and medical clinic; and (3) F Division holds short-term prisoners convicted of minor offences. The Central Prison comprises two Divisions: (1) E Division provides dormitory accommodation for medium-term prisoners; and (2) B Division is a high-security division holding long-term prisoners. The Northern Prison comprises three Divisions: (1) J Division holds long-term prisoners who do not present disciplinary problems; (2) A Division holds mainly first offenders who are serving longer terms, and offers a wide range of diversified activities; and (3) H Division holds prisoners who are considered to be a security risk, or who have been sent for disciplinary or safety reasons from other Divisions or prisons. The Jika Jika High Security Unit consists of six independent Units which collectively will accommodate fifty-four maximum security prisoners. Prisoners will be able to participate in such industries as silk-screen printing, tailoring, printing, and brush making.

The new Pentridge Hospital accommodates twenty prisoner in-patients with a potential capacity of sixty, in the future. The two storey building, geographically located in the Central Prison, has been fitted with the most modern equipment available and will be staffed by both medical and custodial personnel.

Ararat Prison is the largest prison in Victoria outside Melbourne. It is a medium-security prison, in which most prisoners are housed in four-bed cells. Industries conducted at the prison include the manufacture of tubular steel products, signwriting, mat-making, silk-screen printing, forestry, and market gardening. Beechworth is a medium-security prison of the old walled-type. Prisoners at Beechworth take part in a variety of community service projects. The prison also has a carpenter's shop, a farm, and a large commercial pine plantation. Bendigo Prison is also an old walled medium-security prison. Prisoners there take part in community service projects, and the prison has a well-equipped sheetmetal work industry. Castlemaine Prison operates as a medium-security prison for offenders with sentences ranging from medium to short-term in length. Some Castlemaine prisoners work outside the prison for community organisations during the day, while mat-making is the main industry undertaken inside the prison. Vegetable gardening also provides employment for a number of prisoners. The Dhurringile Rehabilitation Centre is a minimum-security "open" prison farm, catering for short-term prisoners. At Dhurringile, prisoners work on the farm, in the orchard, or in the recently built cannery.

Geelong Prison is a maximum-security walled prison, and is the second most secure prison in Victoria. Geelong's main prison industry is tailoring, and articles of clothing are manufactured for use in other institutions. Morwell River Prison and Won Wron Prison are minimum-security prisons where prisoners engage in forestry work from seed-raising to tree felling. Sale Prison is a medium-security prison, which caters for prisoners serving both long and short-term sentences. Mat-making and signwriting are the main industries at Sale, while a number of prisoners work outside the prison.

Fairlea Prison is Victoria's only prison for women. It consists of a group of older-type buildings, which have been supplemented by a number of villa-type units, with an additional unit currently being constructed. At Fairlea, women prisoners can work in the laundry, or can be employed in the kitchen, or engaged in doing general cleaning work. Vegetable and flower gardens are maintained by the prisoners, and the women make and mend their own clothes.

Attendance centres

Attendance centres were established in Victoria in June 1976 as an alternative to full-time imprisonment. There are currently four attendance centres in Victoria, located at Geelong, Prahran, Spotswood, and Thornbury. During 1979-80, these centres handled 298 offenders. Each of the centres has the capacity to supervise forty attenders at any one time

thereby reducing the number of offenders who would otherwise have gone to prison. The Attendance Centre Scheme makes it possible for offenders to serve their sentences in the community, while at the same time maintaining their family life and their continuity of employment or education.

Instead of serving a traditional sentence in prison, an attendee gives time to the centre. He or she is able to continue working at a job, and earning money for personal and family needs, but is required to attend the centre for two evenings a week for discussions, training, or advice. Saturdays are spent in doing community work similar to that done by voluntary service organisations. It is estimated that about 70 to 80 per cent of community work now undertaken is for needy individuals. Community service projects carried out during the scheme's operation to date represent nearly 4,000 man days worked.

Offenders who attend the centre come by sentence of a court. The courts endeavour to ensure that offenders who could endanger the public do not receive the benefits of the scheme, or the other alternatives to imprisonment. The superintendent of an attendance centre supplies to the court, upon request, a report on the suitability of an offender before sentence is passed. When offenders start at an attendance centre, the superintendent and the welfare officers try to identify their individual needs, at the same time helping them to face problems and attempt to overcome them. This can be done by discussion, counselling, or referral to a community service, such as marriage guidance, English classes, and other facilities.

The work of attendees is organised by the programme supervisor. Attendance centre projects range from fire-fighting to home maintenance for pensioners and needy individuals, to the construction of aids for handicapped persons, and to gardening and beautification programmes. The beneficiaries of the scheme include children's homes, hospitals, schools, handicapped persons, pensioners, the National Trust of Australia (Victoria), and local councils.

Office of Research and Social Policy

The functions of the Office of Research and Social Policy are the:

- (1) Development of a theory base for public welfare practice and social policy analysis in conjunction with all levels of government and the voluntary sector;
- (2) development of a social indicators and resources system to monitor community needs and programme requirements;
- (3) development of a research and evaluation system to test the efficiency and effectiveness of social programmes;
- (4) development of social planning procedures and guidelines for programme implementation in co-operation with other divisions of the department; and
- (5) development of social administration systems in association with other divisions.

The Office has adopted the following unit structure: (1) Directorate; (2) Social Planning and Resource Development Unit; and (3) Evaluation and Social Indicators Unit.

Training Division

The Community Welfare Training Institute is responsible for the training services provided by the Department. The Institute offers courses relevant to the major aspects of welfare work undertaken by government and non-government agencies. It offers courses for a Certificate in Child Care, Certificate in Youth Work, Certificate in Welfare Work, and Certificate in Penology. In addition, there are courses of training for honorary probation officers and welfare volunteers. Tuition in all courses offered by the Institute is free of charge. Students undertaking a certificate course may be eligible for financial assistance under the Commonwealth Government's Tertiary Education Assistance Scheme. The Minister for the Department of Community Welfare Services also makes available some financial assistance to students in need who would not otherwise receive help. A Social Welfare Training Council, comprising twelve members, exercises general supervision of courses.

Statistical summary

VICTORIA—DEPARTMENT OF COMMUNITY WELFARE SERVICES:
REVENUE AND EXPENDITURE
(\$'000)

Particulars	1975-76	1976-77	1977-78	1978-79	1979-80
Revenue	938	1,202	1,007	862	1,530
Expenditure—					
Central Administration				35,596	42,388
Research and Social Policy } (a)71,602		21,167	27,833	(b)284	(b)336
Regional Services (including					
Probation and Parole Services)	3,228	4,732	(c)15,973	(c)21,074	(c)20,590
Family and Adolescent Services	24,460	30,678	25,555	26,534	29,181
Correctional Services	10,825	12,734	14,385	16,703	18,912
Training Services	672	846	729	949	913
Total expenditure	110,788	70,157	84,475	101,140	112,320
Net expenditure	109,850	68,955	83,468	100,278	110,790

(a) This figure includes \$59m from the Hospitals and Charities Fund.

(b) Prior to 1978-79, Research and Social Policy expenditure was included in Central Administration.

(c) Includes Family Assistance payments previously included in Family Welfare Services. See page 649 of *Victorian Year Book 1979*.

NOTE: This table excludes Expenditure on Works and Services and recouped payments from the Commonwealth Government under the Deserted Wives Act.

VICTORIA—FAMILY ASSISTANCE: FAMILIES
RECEIVING ASSISTANCE AT 30 JUNE (a)

Type of case	Families receiving assistance		Children involved	
	1979	1980	1979	1980
Cases where the Commonwealth Government reimburses half of the expenditure—				
Deserted wives	2,221	82	4,728	184
Wives of prisoners	49	..	108	..
Single mothers	530	15	541	17
Deserted <i>de facto</i> wives	392	11	602	17
<i>De facto</i> wives of prisoners	10	..	19	..
Allowances for children	..	2,813	..	5,036
Cases not subject to Commonwealth Government reimbursement—				
Assistance to persons who care for children whose parents—				
Are deceased	355	422	496	575
Have deserted the child	449	533	630	730
Are in prison	104	124	141	164
Special benefits (b)	41	..	81	..
Total	4,151	3,999	7,346	6,723

(a) From 1 January 1980, Department of Community Welfare Services ceased to take applications for family assistance. Parents who were receiving family assistance through this Department now receive special benefits from the Department of Social Security which are supplemented by payment of allowances for children by Department of Community Welfare Services. At 30 June 1980, certain applications for family assistance had not yet been taken over by the Department of Social Security.

(b) Those receiving special benefits on the grounds of hardship.

VICTORIA—ADOPTIONS

Organisation	1975-76	1976-77	1977-78	1978-79	1979-80
Community Welfare Services—					
Children placed during year	101	189	127	96	106
Legally finalised adoptions	173	158	154	112	141
Private agencies—					
Children placed during year	426	287	249	280	205
Legally finalised adoptions	460	328	290	276	230

**VICTORIA—FAMILY AND ADOLESCENT SERVICES:
ADMISSIONS AND DISCHARGES OF WARDS**

Particulars	1975-76	1976-77	1977-78	1978-79	1979-80
Admissions during year	1,055	922	915	854	680
Discharges during year	1,001	1,128	1,273	1,218	1,325
Total wards at end of year—					
Males	r3,759	r3,659	r3,367	r3,116	2,689
Females	r2,425	r2,319	r2,253	r2,140	1,922

**VICTORIA—CORRECTIONAL SERVICES: RECEPTIONS AND DISCHARGES
OF CONVICTED PERSONS**

Particulars	1975-76	1976-77	1977-78	1978-79	1979-80
Prisons					
Receptions during year	9,574	8,901	9,201	8,443	8,424
Discharges during year	9,568	8,965	9,088	8,415	8,302
In prison at end of year—					
Males	1,549	1,488	1,594	r1,622	1,730
Females	38	35	42	40	54
Number of prisons for—					
Males	11	10	10	10	10
Females	1	1	1	1	1
Attendance centres					
Receptions during year	17	183	246	339	298
Discharges during year	..	138	182	316	300
In attendance at end of year—					
Males	17	57	125	145	142
Females	..	5	1	4	5
Number of attendance centres	2	2	4	4	4

**VICTORIA—PROBATION AND PAROLE SERVICES:
PERSONS ON PROBATION AND PAROLE**

Particulars	1975-76	1976-77	1977-78	1978-79	1979-80
Placed on probation or supervision during year	4,438	r4,136	3,728	3,631	3,380
Completed probation or supervision during year	3,946	3,888	n.a.	n.a.	n.a.
Probation or supervision cancelled during year	481	374	n.a.	n.a.	n.a.
On probation or supervision at end of year—					
Males	4,725	4,795	n.a. }	5,404	5,190
Females	1,525	1,329	n.a. }		
Released on parole during year	r984	r851	r866	r819	796
Completed parole during year	r817	r695	r642	r615	591
Parole cancelled during year	r279	r254	r271	r238	216
On parole at end of year	r1,015	r917	r870	r836	825

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

VOLUNTARY SOCIAL WELFARE AGENCIES

Personal Emergency

Personal Emergency originated in April 1960 as a result of an idea expressed by the Melbourne City Coroner. He felt that a telephone service should be available for persons

who were in a depressed or suicidal state, or perhaps were involved in some kind of personal crisis.

The Mental Hygiene Authority undertook to provide the premises at the Alexandra Parade Clinic, Melbourne, for the service, and the staff to train volunteers to man the telephones. It was a 24 hour service with volunteers on a roster until 11 p.m. and psychiatric nurses taking calls until 9 a.m. the following morning. In 1974, the psychiatric nurses were recalled from overnight duties at the Clinic and extra volunteers were trained to take over the 12 midnight until 9 a.m. rosters, thereby creating a service entirely manned by volunteers. In 1975, the Clinic moved to new premises in Elizabeth Street, Melbourne, and became a Community Mental Health Clinic, supported by the Commonwealth Government under the new Community Mental Health programme. In 1977, the Clinic became a part of the Mental Health Division of the Health Commission of Victoria.

With support, supervision, and training of volunteers supplied by full-time staff at the Clinic, the service now receives over 22,000 calls per year on a 24 hour basis. These calls are handled by approximately 200 volunteers who can offer support and advice in a variety of ways. The general areas are:

- (1) *Crisis intervention.* This could mean the caller, a family member, or friend's life at risk. The volunteer may instil a calming element into the call or, when appropriate, take initiatives to save life.
- (2) *General counselling.* This involves spending time with the caller in a telephone counselling situation — helping to clarify a variety of problems and examining options which could be useful.
- (3) *Referrals.* With the back-up of a comprehensive resource index, this provides the latest information on community agencies, government departments, and emergency socio-economic and crisis and medical referrals.
- (4) *Support.* This involves being responsive and supportive to lonely and isolated persons. Support and encouragement is also given to persons who are involved in ongoing psychiatric therapy.
- (5) *Research.* This entails assessing and collating the trends in callers problems and with knowledge gained from this information, liaising with other helping agencies and services within the community.

The caller can be assured of a trained counsellor providing an anonymous and confidential service for 24 hours in the day. For the counsellors, the staff of the Clinic provide emergency support for difficult calls on a 24 hour basis. The telephone number of Personal Emergency is published each year on the inside cover of the Melbourne telephone directory.

Australian Red Cross Society

Activities

The Victorian Division of the Australian Red Cross Society is responsible for all the activities of the Society in Victoria. Red Cross is a voluntary organisation maintained by donations and subscriptions; it conducts an annual appeal for funds. The primary objects of the Society are: furnishing aid to the sick and wounded, irrespective of nationality; rendering assistance in the case of large-scale public disaster, calamity, or need; improvement of health; prevention of disease; and the mitigation of suffering in Australia and elsewhere. The services include:

- (1) *Blood transfusion service.* Whole blood and blood derivatives are provided free of charge to all persons in need of them.
- (2) *Transport.* Red Cross volunteer drivers cover nearly 2,000,000 kilometres each year taking handicapped children and adults to special schools, clinics, and hospitals, or elderly persons on outings, etc.
- (3) *Disaster and emergency relief services.* Red Cross plays a major role in times of bushfires and other disasters and emergencies. Teams of volunteers are trained to set up Red Cross posts whenever the need arises. In individual emergencies such as house fires, Red Cross provides essential items such as bedding, clothing, toilet requisites, etc.
- (4) *Social work service.* An information and advisory service to individuals and communities in more than 40 country areas.

(5) *Occupational therapy service.* Continuing rehabilitation in an activity centre setting. A home visiting service, as well as community links for disabled persons and activity training courses for volunteers is provided.

(6) *Inquiry and Tracing Bureau.* This is a link in the international tracing service of the Red Cross. The Bureau handles hundreds of inquiries annually on behalf of persons in Victoria, for news of relatives displaced by war, political disturbances, or large-scale disasters.

(7) *Home nursing equipment.* Items required for nursing patients at home, including wheelchairs and walking aids, are available on loan free of charge. Approximately 6,500 loans are made each year.

(8) *Community services.* Trained personnel carry out a wide range of services in hospitals, baby health centres, and geriatric homes, and to the aged and sick in their own homes, and assist with such services as the delivery of meals-on-wheels.

Statistical summary

VICTORIA—RED CROSS SOCIETY: BLOOD BANK OPERATIONS

Particulars	Unit	1975-76	1976-77	1977-78	1978-79	1979-80
Blood donors on metropolitan rolls	number	109,569	87,914	104,839	135,490	146,841
Blood donations collected	number	171,732	183,903	207,871	248,349	236,963
Blood distributed	units	105,841	110,793	118,730	129,380	127,991
Stable plasma protein solution (SPPS)	units	19,482	21,294	23,653	23,828	27,787

VICTORIA—RED CROSS SOCIETY: INCOME AND EXPENDITURE (\$)

Particulars	1975-76	1976-77	1977-78	1978-79	1979-80
Income—					
Commonwealth and Victorian Government grants	2,965,570	3,822,761	3,811,810	4,916,859	5,253,927
Annual appeal and fund raising	369,424	554,831	617,778	672,882	867,970
Donations—Red Cross branches and companies	614,808	713,284	792,167	827,179	757,282
Other	405,394	264,094	263,035	417,974	588,802
Total income	4,355,196	5,354,970	5,484,790	6,834,894	7,467,981
Expenditure—					
Blood transfusion service	2,693,410	3,325,908	3,843,037	4,950,820	5,315,245
Hospital services	227,137	245,300	287,559	347,090	387,977
Handcraft therapy	137,618	119,605	137,079	161,602	185,583
Red Cross homes	415,788	543,746	(a)	—	—
Relief activities	133,658	85,837	121,721	99,096	369,540
Social work service	182,652	193,001	175,566	177,352	115,578
Other community services	221,764	312,614	313,125	642,010	578,727
Other	537,262	530,724	608,123	463,433	570,041
Total expenditure	4,549,289	5,356,735	5,486,210	6,841,403	7,522,691

(a) Red Cross homes ceased to operate from this year.

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*

Lord Mayor's Children's Camp, Portsea

The Lord Mayor's Children's Camp is situated beside the Nepean Highway, Portsea, 96 kilometres from Melbourne, on high ground overlooking the entrance to Port Phillip Bay. Its object is to give children from throughout Victoria a holiday, to have each child medically and dentally examined, and to provide the service of qualified optometrists. Nine camps are held annually between November and April, each Camp accommodating 150 girls and 150 boys. The Camp is made available to private groups for the remainder

of the year. The versatility of the facilities is reflected in the wide variety of groups that use the Camp annually.

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 medicine and medical and surgical appliances 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 1974-75 to 1978-79. 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.

VICTORIA—FRIENDLY SOCIETIES: DETAILS OF ACTIVITIES

Particulars	1974-75	1975-76	1976-77	1977-78	1978-79
Number of societies—					
Ordinary	35	39	37	35	34
Dividing	69	66	63	60	60
Dispensaries	30	30	31	29	25
Specially authorised	4	4	4	4	4
Number of branches of ordinary societies	1,015	1,006	982	961	944
Membership—ordinary and dividing societies (a)—					
Contributors for sick and funeral benefits	144,054	135,642	130,784	130,508	124,753
Contributors for medical benefits	320,717	(b)	(c) 256,278	247,191	228,145
Contributors for hospital benefits	336,185	291,469	327,355	280,345	260,560
Contributors for ancillary benefits	—	(d) 496,999	182,988	148,933	156,840
Benefit contracts in force for whole of life and endowment benefits	40,743	41,449	41,569	39,536	38,020
Members affiliated with dispensaries	68,532	54,416	50,674	48,783	44,993
Membership—specially authorised societies	152	156	188	166	173

(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.

(b) Nil-membership. With the introduction of the Medibank Medical Scheme on 1 July 1975, membership of the Medical Benefit Funds of Friendly Societies ceased.

(c) As a result of changes to the National Health Scheme, Medical Benefit Funds recommenced operations on 1 October 1976.

(d) The figure of 496,999 includes 284,596 belonging to the H.B.A. Friendly Society which was registered just prior to the commencement of 1975-76, and whose registration was cancelled on 6 October 1976.

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

Particulars	1974-75	1975-76	1976-77	1977-78	1978-79
Income—					
Ordinary and dividing societies	74,809	84,681	96,901	119,757	132,572
Dispensaries	5,252	6,024	6,329	6,331	5,858
Specially authorised societies	22	28	30	33	78
Total income	80,083	90,733	103,260	126,121	138,508

VICTORIA—FRIENDLY SOCIETIES: INCOME, EXPENDITURE, FUNDS—*continued*
(\$'000)

Particulars	1974-75	1975-76	1976-77	1977-78	1978-79
Expenditure—					
Ordinary and dividing societies	70,352	68,173	97,298	131,484	123,269
Dispensaries	5,287	5,641	5,811	6,298	5,800
Specially authorised societies	10	12	18	20	19
Total expenditure	75,649	73,826	103,127	137,802	129,088
Fund balances—					
Ordinary and dividing societies—					
Sick and funeral funds	23,027	23,096	24,098	25,465	25,651
Assurance funds	18,290	20,866	23,330	24,156	29,690
Medical benefit funds	1,785	1,078	-907	-8,597	-1,343
Hospital benefit funds	10,420	15,799	17,276	11,670	8,020
Management and other funds	9,952	10,015	10,694	12,370	14,352
Ancillary benefit funds	..	8,784	4,783	2,785	1,494
Total ordinary and dividing societies	63,474	79,638	79,274	67,849	77,864
Dispensaries	3,284	3,768	4,413	4,523	4,214
Specially authorised societies	332	347	359	372	431
Total funds	67,090	83,753	84,046	72,744	82,509

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

Nature of benefit	1974-75	1975-76	1976-77	1977-78	1978-79
Sick pay	574	577	624	675	667
Funeral benefits	308	322	335	351	367
Non-contributory endowment benefits	156	524	176	142	988
Whole of life, endowment, and other assurance benefits	2,330	2,770	3,360	4,576	2,394
Medical benefits—					
Society benefit	14,745	(a) 9,536	29,228	52,051	34,277
Government subsidy	11,374	2,987	78	10	(c) 12,774
Hospital benefits—					
Society benefit	29,095	25,205	34,399	47,532	52,565
Government subsidy	1,586	1,348	162	2	—
Medicinal, dental, and ancillary benefits	929	(b) 1,183	7,162	7,558	9,498

(a) Includes payments by H.B.A. Friendly Society amounting to \$5,269m.

(b) Includes payments by H.B.A. Friendly Society amounting to \$8,007m.

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

RECREATION

Victorian Department of Youth, Sport and Recreation

Sport and recreation

The Victorian Department of Youth, Sport and Recreation assists recreation and sport in Victoria in two main ways:

(1) By providing capital financial assistance to municipal councils towards the construction of indoor sports and recreation centres, indoor and outdoor swimming pools, and the development and extension of existing recreation reserves and facilities, including the purchase of land. To the end of 1979-80, the Department assisted 198 of the 211 Victorian municipalities with subsidies totalling \$19.05m and loans totalling \$3,200,188.

(2) By providing assistance to State-wide sports and recreation bodies for the development and promotion of sporting and recreational activities in Victoria. During 1979-80, \$571,004 was provided for this purpose. In addition, \$15,454 was provided for sports coaches, education courses, and assistance to handicapped groups.

Racing

The administration of the *Racing Act 1958* is the responsibility of the Department of Youth, Sport and Recreation through its Racing Division. A close liaison is maintained with the Victoria Racing Club, Trotting Control Board, and Greyhound Racing Control Board for the purposes of implementing and supervising the provisions of the Act. These three bodies control the sports of racing, trotting, and greyhound racing, respectively. A close association is also maintained with the Totalizator Agency Board. The Division also provides administrative and secretarial services to the Racecourses Licences Board (Racing and Trotting Divisions) and the Greyhound Racing Grounds Development Board. It also issues permits and licences pursuant to the *Racing Act*. During the year ended 30 June 1980, 166 permits for such activities as picnic race meetings, mixed sports gatherings, trotting races at agricultural shows, restricted trotting meetings, and greyhound plump-ton coursing matches were issued, together with licences for 58 racecourse, 28 trotting tracks, and 13 greyhound racing grounds.

The greater part of the funds for the Department of Youth, Sport and Recreation is received from the racing industry by means of a deduction from specified off-course totalizator investments. The present rate of deduction is 2 per cent of daily double investments, 2 per cent of trifecta investments and 4 per cent of quadrella investments. For the year ended 31 July 1980, \$7.4m was paid directly to the Department. In addition, a further amount of \$36.4m was allocated by the Victorian Government to the Health Commission, and \$4.4m to the Racecourses Development Funds from off-course investments. A further \$12.7m was deducted from on-course totalizator investments and distributed to the Health Commission.

Youth Affairs

The Office of Youth Affairs established within the Department of Youth, Sport and Recreation, provides a focus for the implementation of the Victorian Government Youth Policy. The former youth section has been expanded with the current number of staff in the Office of Youth Affairs being five. The Co-ordinator and Executive Officer positions were established during the year. In addition, the Office of Youth Affairs has a research officer position which is seconded to the support staff of the Victorian Employment Committee.

The Office of Youth Affairs has the role of co-ordinating existing programmes and services provided to young persons by Victorian Government departments and of identifying areas for programme development. The Office is expected to maintain a research and policy analysis base from which it can monitor youth policy and youth need.

The total funds available in the Youth Fund for 1979-80 were \$1.9m. The main allocations from the Youth Fund were: \$545,000 for federal and State-wide youth agencies; \$270,797 under the Special Youth Development Programme to assist with the salary costs of thirty-two special youth workers including outreach workers; \$170,534 for community recreation programmes conducted by State, registered, and private schools; \$180,164 to individual youth clubs and groups to assist with operating, equipment, and programming costs; \$104,244 in youth building subsidies; and \$74,984 to nine State-wide youth agencies to assist with the employment of special officers with responsibility for recruitment and training of volunteer workers.

The "Youth 2000" series has continued with "Youth 2009-Local Youth Policy Development Process". The project was the sixth in the series and maintained the involvement of young persons in a consultative process. The project was funded by the Department and undertaken by the Youth Council of Victoria which expected to present a final report in September 1980. Youth 2009 was the final project in the Youth 2000 series.

Finance

The following table shows details of principal sources of receipts and payments, for the years 1978-79 and 1979-80:

VICTORIA—DEPARTMENT OF YOUTH, SPORT AND RECREATION:
RECEIPTS AND PAYMENTS
(\$)

Particulars	1978-79	1979-80
Receipts—		
Racing—percentage of Totalizator Agency Board turnover	7,102,208	7,399,837
Tabella—percentage of Totalizator Agency Board turnover	27,153	25,548
Soccerpools Consultations	1,284,320	1,641,121
Commonwealth Department of Home Affairs	91,641	53,700
Loan Repayments (Municipalities)	93,900	279,530
“Life. Be in it.” (Royalties, sales, and Commonwealth contribution)	123,335	163,930
Miscellaneous	10,705	64,622
Total	8,733,262	9,628,288
Payments—		
Sports and Recreation Fund	7,113,682	9,756,717
Youth Affairs Fund	2,208,353	2,023,516
Australian Football Fund	174,541	177,975
Total	9,496,576	11,958,208

“Life. Be in it”

The Department initiated its “Life. Be in it” campaign in 1975 to help promote the fitness and general health of Victorians and to encourage greater participation in a wide range of physical and recreational activities. Marketing and advertising techniques have been used to develop strategies to motivate and bring about greater community activity levels.

In 1980, the “Life. Be in it” programme continued to expand. A State budget of \$200,000 was used to initiate local and State projects which ranged from the production of information materials, motivational posters, and brochures, to special “Life. Be in it” days and activities. Additionally, it provided support for on-going programmes and provided equipment and pool grants. One major project in 1980 was the production of “Life. Be in it” resource material to assist in promoting recreation and physical activity throughout the community. At a national level, a leisure education package will be launched in 1981.

Councils and boards

Under the Youth, Sport and Recreation Act, as amended in 1977, the Minister is advised on policy by the State Youth Council, the State Recreational Council, and the State Sports Council. Each council meets not less than six times during the year to initiate, consider, and review departmental policies. In addition, there are the following five advisory bodies: the Youth Council of Victoria, Junior Football Council, Bushwalking and Mountain-craft Leadership Training Advisory Board, Victorian Advisory Council on Recreation for the Handicapped, and State Swimming and Water Safety Development Committee.

Municipal recreation

The Department of Youth, Sport and Recreation has, as a major priority, the encouragement and further development of the State’s municipal recreation network. To this end, the Department has regionalised its own resources and staff and established a strong municipal recreational service. During 1979-80, the number of municipalities utilising the Department’s Municipal Recreational Officer’s (MRO) subsidy increased from 76 to 78. A notable benefit of the subsidy has been the encouragement given to a number of municipalities to appoint additional recreation staff and to establish recreation departments within their administrative structures.

Research, planning, and technical services

In the 1979-80 Budget, \$145,000 was allocated to research projects. These projects included the:

- (1) Evaluation of the Municipal Recreation Service Scheme;
- (2) Preston Institute Coronary Risks Study;
- (3) history and development of sport and recreation in Victoria;
- (4) Green Paper on Development of Sport;
- (5) Geelong Regional Plan;
- (6) holiday evaluation; and
- (7) Facilities Management Manual.

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