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## SECTION XXIV.

## PUBLIC BENEVOLENCE.

## § 1. Introductory.

1. **General.**—Charity and charitable effort in Australia may be classified under three headings, viz.:—(a) State; (b) public; (c) private. To the first belong all institutions wholly provided for by the State; examples are the lunatic asylums in the various States, the Government hospitals in Western Australia, and the Government asylums for infirm in New South Wales. The second class includes public institutions of two kinds, viz.:—(i.) Institutions partially subsidised by the State or State endowed, but receiving also private aid, and (ii.) those wholly dependent upon private aid. To the former division belong such institutions as the Melbourne and other large metropolitan hospitals. Of the latter examples are institutions established and endowed by individuals for the benefit of the needy generally. To the third class belong all charitable movements of a private or special character.

A more or less accurate statistical account is possible in classes (a) and (b), but in regard to (c) it may be said that, for obvious reasons, no tabulation is possible. Public response to special appeals and summary relief in kind, often considerable, is nevertheless not statistically recorded. Hospitals, orphanages, homes, benevolent asylums, etc., form, of course, the main channels in which the current of charity flows. There are, nevertheless, numerous other and minor charities, perhaps less definitely established and less frequently noticed, which mark the course and measure the amount of a considerable volume of private beneficence. In institutions which receive Government aid management and finance are usually relegated to executive bodies, ordinarily elected on a democratic basis.

The distribution of wealth in the Australian Commonwealth, and the generally favourable condition of Australia as regards scope for the exercise of natural ability, operate to prevent the development of a permanent pauper class, and at the same time lessen in a dual way the burden of charity. This latter is brought about by the increase, on the one hand, of the number of people whose prosperity enables them to relieve the indigent and unfortunate, and by the reduction, on the other, of the number who need assistance. Enactments of State Legislatures have decreed short hours and a liberal holiday allowance for large numbers of persons engaged in industrial and other pursuits, and, even in occupations not covered by Act of Parliament, the general conditions of employment often provide a considerable amount of leisure. This, and an equable climate, enable the community to spend much of its time in the open air, thus reducing the ravages of disease and the scourge of epidemic. No poor-rate is levied in Australia, and Government aid without return is required only for the aged and disabled. The only States which have had an old-age pension system are New South Wales, Victoria, and Queensland; but in June, 1908, legislation by the Commonwealth Parliament (Invalid and Old Age Pensions Act, No. 17 of 1908) provided for the payment of old-age pensions throughout the Commonwealth as from the 1st July, 1909, or such earlier date as may be enacted, and the Old Age Pensions Appropriation Act (No. 18 of 1908) appropriated £750,000 for invalid and old-age pensions. Detailed reference to old-age pensions will be found in § 3, Miscellaneous, chap. xxxii.

To meet temporary conditions, or rather, what ought to be temporary conditions, various relief works have been started from time to time, in which the able-bodied who may be forced to seek official relief are required to make some return for the assistance afforded. In the past, attempts to relieve the unemployed have led to large expenditures, but at the present time the entire scheme of such relief is on an altogether more satisfactory footing.

In each of the States the care of the insane is undertaken by the Government. Their condition has been steadily ameliorated by progress in psychiatry.

Young children deprived of parental training and control are cared for and educated in "orphanages" and "industrial schools," and those who have been guilty of some specific offence, or who are beyond adequate parental control, are committed to "reformatories."

In common with other civilised communities, relief funds have from time to time been organised for famine-stricken territories (*e.g.*, China, India, etc.), or for places where plague, flood, fire, or earthquake has shewn the need of urgent relief. Proper statistical records of these, however, are not available.

Not uncommonly the Daily Press accepts the duties of collectorship in charity appeals.

**2. Charity Reforms.**—Lately, the evident overlapping of charitable effort has led to discussion regarding the methods of collection and distribution. The proportion absorbed in expenses, alleged to be unduly large, has also given rise to a desire for improved administration. An important conference of representatives of the charitable associations was held in Melbourne in September, 1907. It was the initiation of an effort to systematically digest the experiences of the committees of management of the various hospitals and kindred institutions. These obtain their revenue from State and municipal subsidies, from proceeds of concerts, entertainments, etc., from organised public collection, from private contributions and bequests, and from patients. Collectors are in some cases paid, in others not. Frequently, institutions similar in character enter into competition for subscriptions. The result is overlapping, both in organisation and expenditure. It has been officially stated that far too small a proportion of the money which the generosity of subscribers furnishes benefits the real sufferers. The public eleemosynary impulse is probably also prejudiced by the utilisation of institutions for the poor or destitute by classes who can afford to pay for medical or surgical treatment, as in the case, for example, of hospitals. Organisation and co-ordination would make available for the sick and needy large sums which are now spent in the upkeep of redundant buildings and the maintenance of unnecessary officers and servants. Societies have accordingly been formed to prevent overlapping.

Other proposed reforms take into account the origins of poverty and crime, seeking to remedy the underlying causes. It is becoming widely recognised that better houses and workrooms and improved sanitation do much to ameliorate the condition of the lower strata of society. Legislative measures by States and municipalities enforce, to some extent, cleanliness and healthy modes of life. By Factories Legislation, Pure Food and Health Acts, provisions for safeguarding dangerous machinery and permitting only competent persons to be employed thereon, it is hoped to secure such improvement of social conditions as will root out the causes of poverty and crime.

**3. Difficulties of General Tabulation.**—Differences in the organisation of charities prevent uniform tabulation of statistics for all the States, but certain of the larger features of the statistics of benevolence have been combined for the whole Commonwealth. Combinations for the whole of Australia for the five years ended 1908, are given for hospitals, benevolent asylums, orphanages, and hospitals for the insane. Satisfactory tabulation for other charities is not yet possible. Where the combination has been for dissimilar periods the nearest years have been taken, and in some cases, where information has not been forthcoming, figures for the previous year have been repeated. As a result of the effort to standardise the information, emendations have been made in the figures published in preceding Year Books, whereby it is believed a more satisfactory basis of comparison has been established.

## § 2. The Larger Charities of Australia.

1. **Hospitals.**—Most of the State capitals have several large and well-equipped hospitals, and there is at least one in every important town. In large centres there are hospitals for "specials"—consumptives, women, children, infectious diseases, incurables, etc. The hospitals in Australia, with the admissions, patients treated, deaths, and expenditure, are shewn in the following table; but the figures include (except number of hospitals) for 1904 only the Adelaide Hospital among South Australian institutions, and in the case of Tasmania the figures for 1907 have been repeated, the 1908 returns not being available. In 1904, 1905, and 1906 hospitals for "specials" are included; but in 1907 and 1908, only general hospitals are tabulated:—

### AUSTRALIAN HOSPITALS, 1904 to 1908.

Particulars.	1904.	1905.	1906.	1907.	1908.
Number of institutions ...	304	308	313	304	312
Number of beds ...	11,384	11,778	12,108	11,463	12,057
Admissions during year ...	89,650	94,117	99,308	98,031	107,154
Indoor patients treated ...	96,748	101,200	106,488	104,483	114,666
Deaths ...	6,967	7,476	7,627	8,005	8,559
Expenditure ...	£ 582,761	602,394	612,628	639,002	758,993

In addition to those admitted to the institutions there are large numbers of out-patients. The exact number of these cannot be given, but 280,000 would be a rough estimate of distinct cases for 1908.

Fuller detail of hospital statistics are given for 1908 in the table below, the States of the Commonwealth being shewn separately:—

### GENERAL HOSPITALS.—NUMBER, STAFFS, AND ACCOMMODATION OF HOSPITALS IN THE COMMONWEALTH, 1908.

Particulars.	N.S.W.*	Victoria.	Q'land.	S.A.	W.A.†	Tas.‡	Cwlth.
Number of Hospitals—							
Government ...	1	...	2	8	31	5	47
Other ...	134	45	72	5	...	9	265
<b>Total ...</b>	<b>135</b>	<b>45</b>	<b>74</b>	<b>13</b>	<b>31</b>	<b>14</b>	<b>312</b>
Medical Staff—							
Males ...	468	\$	129	80	35	\$	710
Females ...	2	\$	10	5	...	\$	17
<b>Total ...</b>	<b>468</b>	<b>\$</b>	<b>139</b>	<b>85</b>	<b>35</b>	<b>\$</b>	<b>  727</b>
Nursing Staff & Attendants—							
Males ...	100	28	161	44	57	\$	390
Females ...	1,181	559	545	304	165	\$	2,754
<b>Total ...</b>	<b>1,281</b>	<b>587</b>	<b>706</b>	<b>348</b>	<b>222</b>	<b>\$</b>	<b>£3,144</b>
Accommodation—							
Number of dormitories, etc	874	414	541	93	102	108	2,132
Capacity in cubic feet	5,537,888	4,236,701	3,232,080	1,173,759	944,448	651,277	15,776,153
Number of beds ...	4,335	3,153	2,460	766	885	458	12,057
Cubic feet to each bed ...	1,277	1,344	1,314	1,532	1,067	1,422	1,308

\* Exclusive of hospital for convalescents and consumptives, and maternity homes. † Exclusive of assisted hospitals. ‡ Figures for 1907. § Information not available. || Exclusive of Victoria and Tasmania. ¶ Exclusive of Tasmania.

**GENERAL HOSPITALS.—PATIENTS TREATED IN HOSPITALS IN THE COMMON-WEALTH, 1908.**

Particulars.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Cwlth.
<b>Indoor Relief: Distinct Persons Treated—</b>							
Males ... ..	26,037	15,115	15,771	3,784	5,387	2,692	68, 86
Females ... ..	21,312	10,109	6,982	2,614	2,795	2,063	45,880
<b>Total ... ..</b>	<b>47,349</b>	<b>25,224</b>	<b>22,753</b>	<b>6,398</b>	<b>8,182</b>	<b>4,760</b>	<b>114,666</b>
<b>Inmates at beginning of Year—</b>							
Males ... ..	1,561	1,297	884	259	371	141	4,513
Females ... ..	1,191	776	469	181	129	113	2,859
<b>Total ... ..</b>	<b>2,752</b>	<b>2,073</b>	<b>1,353</b>	<b>440</b>	<b>500</b>	<b>254</b>	<b>7,372</b>
<b>Admissions &amp; Re-admissions during Year—</b>							
Males ... ..	24,476	13,818	14,887	3,525	5,016	2,476	64,198
Females ... ..	20,121	9,333	6,513	2,433	2,666	1,890	42,956
<b>Total ... ..</b>	<b>44,597</b>	<b>23,151</b>	<b>21,400</b>	<b>5,958</b>	<b>7,682</b>	<b>4,366</b>	<b>107,154</b>
<b>Discharges—Recovered:</b>							
Males ... ..	17,361	11,609	13,399	1,899	2,512	2,317	49,097
Females ... ..	15,853	8,165	5,892	1,478	1,376	1,802	34,566
<b>Total ... ..</b>	<b>33,214</b>	<b>19,774</b>	<b>19,291</b>	<b>3,377</b>	<b>3,888</b>	<b>4,119</b>	<b>83,663</b>
<b>Relieved:</b>							
Males ... ..	4,476	302	†	995	1,851	†	\$7,624
Females ... ..	2,666	129	†	564	952	†	\$4,311
<b>Total ... ..</b>	<b>7,142</b>	<b>431</b>	<b>†</b>	<b>1,559</b>	<b>2,803</b>	<b>†</b>	<b>\$11,935</b>
<b>Unrelieved:</b>							
Males ... ..	629	162	420	301	138	30	1,680
Females ... ..	406	104	180	145	53	22	910
<b>Total ... ..</b>	<b>1,035</b>	<b>266</b>	<b>600</b>	<b>446</b>	<b>191</b>	<b>52</b>	<b>2,590</b>
<b>Not stated:</b>							
Males ... ..	...	...	...	...	53	24	77
Females ... ..	...	...	...	...	13	25	38
<b>Total ... ..</b>	<b>...</b>	<b>...</b>	<b>...</b>	<b>...</b>	<b>66</b>	<b>49</b>	<b>115</b>
<b>Deaths—</b>							
Males ... ..	1,951	1,687	1,020	312	450	170	5,590
Females ... ..	1,069	869	463	238	231	99	2,969
<b>Total ... ..</b>	<b>3,020</b>	<b>2,556</b>	<b>1,483</b>	<b>550</b>	<b>681</b>	<b>269</b>	<b>8,559</b>
<b>Inmates at End of Year—</b>							
Males ... ..	1,620	1,355	932	277	383	149	4,716
Females ... ..	1,318	842	447	189	170	123	3,089
<b>Total ... ..</b>	<b>2,938</b>	<b>2,197</b>	<b>1,379</b>	<b>466</b>	<b>553</b>	<b>272</b>	<b>7,805</b>
<b>Average Daily Number Resident—</b>							
Males ... ..	1,244	†	†	310	373	171	†
Females ... ..	965	†	†	241	180	144	†
<b>Total ... ..</b>	<b>2,209</b>	<b>2,207</b>	<b>1,420</b>	<b>551</b>	<b>553</b>	<b>315</b>	<b>7,255</b>

\* Exclusive of hospitals for convalescents and consumptives and maternity homes. † Figures for 1907. ‡ Information not available. § Cases relieved are included in those recovered, in Queensland and Tasmania.

The revenue and expenditure of the institutions were as follows :—

### GENERAL HOSPITALS.—REVENUE AND EXPENDITURE, 1908.

Particulars.	N.S.W.*	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.†	Cwlth.
Revenue—	£	£	£	£	£	£	£
Fees of patients, etc. ...	38,877	15,705	14,111	3,260	9,024	†	80,977
Government grants ...	132,882	53,097	71,847	38,777	86,130	14,595	397,328
Other ...	59,567	83,763	59,592	9,227	11,241	11,546	274,935
Total ...	271,326	152,565	145,550	51,264	106,395	26,141	753,241
Expenditure—							
Salaries ...	210,729	128,019	125,157	41,673	84,580	18,711	608,869
Maintenance ...	73,593	17,037	21,528	10,462	21,518	5,986	150,124
Other ...							
Total ...	284,322	145,056	146,685	52,135	106,098	24,697	758,993

\* Exclusive of hospitals for convalescents and consumptives, and maternity homes, in 1907; but including homes for consumptives in 1908. † Figures for 1907. ‡ Included in "Other." § Exclusive of one assisted hospital only.

**2. Hospitals for General and Special Cases.**—The tables here given refer to general hospitals. In addition there are hospitals for "specials," (such as women's, children's, and infectious diseases hospitals), and institutions nearly allied to hospitals (such as consumptive sanatoria). In the first and second numbers of the Commonwealth Year Book, these were tabulated with general hospitals. Where the institutions carry on general hospital relief, they are still included with those establishments.

(i.) *New South Wales.* A feature of the last decade has been the establishment of hospitals in many country towns of growing importance. In 1898, there were 13 metropolitan and 97 country hospitals; in 1908 these had increased to 21 and 115. A government hospital is established at Little Bay. There are four Women's and one Children's Hospital in the metropolis. Other leading institutions are the Thomas Walker Convalescent Hospital, Dental Hospital, Home for Incurables, Hospital for Infants and Asylum for Women and Children, Infants' Home, etc.

(ii.) *Victoria.* Special hospitals, not included in the above tabulation, comprise the Women's Hospital, with infirmary and midwifery departments, the Children's Hospital, the Hospital for Women and Children, two Consumptive Sanatoria (one a Government institution), Inebriates' Institute, Convalescent homes, etc.

(iii.) *Queensland.* There are four lying-in and two children's hospitals in Queensland, and a sanatorium; also two lock hospitals, established under the provisions of the Contagious Diseases Act of 1868.

(iv.) *South Australia.* In connection with the leading general hospital in the metropolis, there is a consumptive home and infectious diseases block; there is also a children's hospital, two lying-in homes, sanatorium, convalescent home, home for incurables, etc.

(v.) *Western Australia.* The leading general hospitals are government establishments. There is a lying-in establishment in connection with the metropolitan women's home; and in other places, a home for the dying and incurable, homes and rests for sailors, strangers, etc.

(vi.) *Tasmania.* Included in the Tasmanian general hospitals are two which pay particular regard to "special cases;" these are the hospital for contagious diseases (a

Government institution) and the convalescent home. Other important institutions of a general nature are the New Town charitable establishment, and the invalid dépôt.

**3. Benevolent and Destitute Asylums.**—A marked increase has taken place in the amount of aid bestowed upon the aged. Two elements, each of them independent of the growth of population, have influenced this increase. One is, that the general age of the community has advanced,—the large flow of immigration of fifty and sixty years ago having been mostly one of persons in the prime of life; the other is the increased regard paid in all British communities to the well-being of the helpless. The result in Australia has been that numerous establishments have been founded for the housing and protection of such as are no longer able to care for themselves. The institutions are supported by government and municipal aid, public subscriptions, charity performances, bequests, etc., and in many cases relatives of indigent and afflicted persons contribute to their maintenance.

The impossibility of an entirely satisfactory statistical tabulation which exists in regard to all forms of charitable aid, is especially marked in the case of benevolent institutions, since the conditions under which they have been established in the different centres in the Commonwealth have caused divergence in their development and in the classes of cases treated by them. For example, in Western Australia the Home for Destitute Women includes a maternity ward, for which the statistics are not separately kept. Since the predominating function of the Institution is aid to the destitute, it has been included among benevolent asylums. In Victoria, nine of the hospitals are also Benevolent asylums, and they are included wholly under the former. In South Australia, the Destitute Asylum includes lying-in and children's departments.

#### BENEVOLENT INSTITUTIONS.—REVENUE AND EXPENDITURE, 1908.

Particulars.	N.S.W.	Victoria.	Q'land.	S.A.	W.A.	Cwth.
Revenue—	£	£	£	£	£	£
Government aid ... ..	74,197	22,415	52,894	17,953	27,459	194,918
Municipal aid ... ..	...	1,093	...	...	...	1,093
Public subscriptions, legacies, etc. ...	6,339	14,202	1,067	...	...	21,608
Fees ... ..	81	2,282	...	451	80	2,894
Other ... ..	6,350	3,174	688	272	53	10,537
<b>Total ... ..</b>	<b>86,967</b>	<b>43,166</b>	<b>54,649</b>	<b>18,676</b>	<b>27,592</b>	<b>231,050</b>
Expenditure—						
Buildings ... ..	3,900	5,896	717	269	5,657	15,839
Maintenance ... ..	80,283	33,457	52,470	18,407	15,746	200,363
Other ... ..	2,054	305	313	...	6,189	8,651
<b>Total ... ..</b>	<b>85,637</b>	<b>39,658</b>	<b>53,500</b>	<b>18,676</b>	<b>27,592</b>	<b>225,063</b>

(i.) *Government Asylums for the Infirm, New South Wales.* There are six of these institutions in New South Wales, with something over 4000 beds, generally nearly all in use. Deaths in 1908 numbered 771, and the expenditure amounted to £71,908.

(ii.) *Benevolent Asylums, Victoria.* Besides the asylums attached to hospitals, there are eight institutions in Victoria. The daily average number indoors was 2402 for 1907-8, with 1615 distinct cases of outdoor relief. Deaths numbered 535. The total expenditure was £29,658, receipts being £43,166—£22,415 from Government and £20,751 from other sources.

(iii.) *Benevolent Asylums, Queensland.* There are four institutions in Queensland, with 1259 beds. The total number in the asylums during 1908 was 1717, with a daily average of 1200. Deaths numbered 184. Expenditure amounted to £21,040, and receipts to £22,190, of which £20,435 was Government aid.

(iv.) *Destitute Asylum, Adelaide.* Outside of hospitals and lunatic asylums the destitute of South Australia are dealt with and relieved at the Destitute Asylum, Adelaide. The institution includes lying-in and children's departments. In the asylum the average number of inmates in 1907-8 was 412. There were seventy-six deaths during the year. Expenditure totalled £6454. In addition, £12,421 was dispensed through the institution for outdoor relief of the destitute in both metropolitan and rural districts.

(v.) *Homes for the Destitute, Western Australia.* There are four of these homes in Western Australia supported by public funds. Attached to the Perth Women's Home is a lying-in department. More than a thousand cases were dealt with during 1907, with a daily average of 624. There were eighty-eight deaths.

(vi.) *Charitable Establishments, Tasmania.* There are two principal Government charitable establishments in Tasmania. Beds numbered 449 in 1908. The total number treated was 757, of whom ninety-two died. The daily average resident was 355. Total expenditure was £5202, receipts amounting to the same sum, of which £4629 was contributed by the State.

**4. Orphanages, Industrial Schools, etc.**—The organisation of charitable effort varies greatly in regard to orphans and waifs. In many institutions shelter and some form of industrial training is offered to destitute children of all classes, whether orphans or not, while some of those styled orphanages do not confine their relief to orphans strictly so called. The figures in the next table are those for institutions where, it is believed, the principal effort is on behalf of those who are really orphans:—

#### ORPHANAGES IN COMMONWEALTH, 1904 to 1908.

Particulars.	1904.	1905.	1906.	1907.	1908.
Number of institutions ... ..	35	35	35	35	35
Number of beds ... ..	2,732	2,781	2,848	2,946	2,979
Admissions ... ..	1,328	1,286	1,333	1,465	1,393
Total number of inmates during year ...	4,772	4,887	4,868	5,081	4,078
Deaths ... ..	11	17	15	17	19
Expenditure ... ..	60,295	60,564	61,098	62,439	65,154

(i.) *New South Wales.* The care of destitute and neglected children is entrusted to the State Children's Relief Board, whose officers are charged with a strict supervision regarding the welfare of the children and the relation to them of those to whom they are boarded out. Useful trades and profitable occupations are taught, and many of the children become useful members of society. The number of children under the board's supervision in 1908-9 was 4247. The board's expenditure in 1908-9 was £82,536, or £19 8s. per child.

There are also eleven orphanages, with about 1000 persons under care. Deaths are but one or two annually, and the yearly expenditure fluctuates between £8800 and £10,000.

New South Wales has three reformatory institutions—the Carpenterian State Reformatory, and the "Sobraon" State Training Ship for boys, the enrolment for 1908 being 129 and 379 respectively; and the Girl's State Industrial School, where for the same year the enrolment was 144.



The Training Ship has attained very satisfactory results. In forty years more than 5000 boys have been dealt with, and the records shew that 98 per cent. of these have developed into good citizens. Attached to the "Sobraon" is the steam and sailing schooner "Dart," where the boys are taught seamanship. The boys subjected to a course of training are, at the expiration of their term, apprenticed to approved persons. To the Carpenterian Reformatory are sent boys who have been convicted in the courts, whom it is desired to keep apart from other prisoners, and who are taught useful trades.

(ii.) *Victoria.* There are nine orphanages in Victoria, with 1483 beds. The total number under care is close upon 2000, annual admissions being about 500. The average annual number of deaths is ten, and the average annual expenditure about £21,000.

At the end of 1908 there were three industrial and eleven reformatory schools in the State. Of these, one industrial and one reformatory school are wholly controlled by the Government, being used merely as receiving and distributing depôts. The children are sent thence to foster homes, situations, or other institutions dealing with State wards. The other schools are under private management, receiving an allowance for State wards. Many of the reformatory children are placed with friends or licensed out. On 31st December, 1908, the wards of the State numbered 5703—comprising 5477 neglected and 226 reformatory children. There were also 38 children free from legal control, who, being incapacitated, were maintained by the State. The total expenditure in 1908 was £71,283, of which £68,743 was borne by the Government.

A training ship has been purchased, but at the end of 1909 was not ready for use. The beneficial results of the system experienced in New South Wales are expected to follow in Victoria.

(iii.) *Queensland.* There are six orphanages in Queensland with nearly 1000 beds. The average number under care is about 1350, deaths averaging six per annum. Yearly expenditure is about £21,000.

There are also six industrial and reformatory schools. The total number of children under State control at the end of 1903 was 2259. The gross cost was £23,808, of which £1823 represents receipts from parents' contributions, etc.

(iv.) *South Australia.* The State Children's Department exercises a supervision over the probationary and industrial schools, the reformatories, and the Methodist Home. The total number of admissions into these institutions in 1907-8 was 195. The number of inmates was on 30th June, 1908, 185, in addition to which 1151 were placed out, or had been adopted or apprenticed. There were two deaths of children in industrial schools, and six of those placed out and in other institutions. The number of children under State control on 30th June, 1908, was 1341. The expenditure for 1907-8 was £19,948 in gross, of which the Government aid was £18,310.

(v.) *Western Australia.* In Western Australia there were, in 1907, eight orphanages (including industrial orphanage schools). The admissions during the year were 131, and the number in institutions on 31st December was 453. There were no deaths during the year. The State expenditure was £9762.

In the Government Industrial School there were, at the end of 1903, 231 inmates, 159 having been admitted during the year. One death occurred. At the end of 1908 529 children were under State control. The net cost to the State was £11,621, parents' contributions amounting to £461.

(vi.) *Tasmania.* There were eleven admissions to the orphanage in 1907, and forty-nine inmates during the year. No deaths occurred. Expenditure amounted to £683.

There are three industrial schools under benevolent institutions in the State. Admissions in 1907 numbered nine, and total inmates during the year ninety-three. One death occurred. The expenditure was £2386.

Under the boarding-out system an annual average of 150 children are placed out at an annual average expenditure of £1640.

The following table summarises the number of neglected children under State Departments. In New South Wales a number of children are boarded out with their own mothers. The inclusion of these would make the total number of children 8227, and the gross cost to the State, £86,123:—

**STATE RELIEF OF NEGLECTED CHILDREN.—TRANSACTIONS OF STATE DEPARTMENTS IN THE COMMONWEALTH (EXCLUSIVE OF TASMANIA), 1908.**

Particulars.	N.S.W.*	Vict.	Qld.	S.A.†	W.A.	Tas.‡	Cwltth.§
Number of Children under State control at end of year—							
Males ... ..	2,453	2,977	1,149	728	317	...	7,624
Females ... ..	1,794	2,726	1,110	613	212	...	6,455
Total ... ..	4,247	5,703	2,259	1,341	529	...	14,079
Gross cost to State of children's relief	£ 63,307	£ 71,283	£ 23,808	£ 19,948	£ 12,082	£ ...	£ 190,428
Receipts from parents' contributions, etc.	3,587	2,540	1,823	1,638	461	...	10,049
Net cost ... ..	59,720	68,743	21,985	18,310	11,621	...	180,379

\* For year ended following 5th April. † For year ended following 30th June. ‡ Information not available. § Exclusive of Tasmania. || In addition, £564 was spent on buildings.

5. **Lepers.**—Lazarets for the treatment of lepers have been established in New South Wales (Little Bay); Queensland (Stradbroke Island, near Brisbane, and Dayman Island, Torres Straits); and the Northern Territory of South Australia (Mud Island). Quarantine and isolation stations have also been used for the segregation of patients. A great deal of information concerning the beginning and progress of leprosy in Australia has been collected and published by Dr. J. Ashburton Thompson, Chief Government Medical Officer and President of the Board of Health, New South Wales, from whose reports the following table has been compiled:—

**CASES OF LEPROSY RECORDED IN AUSTRALIA, 1855 to 1908.**

State.	1855 to 1904.	1904.	1905.	1906.	1907.	1908.	Total.
New South Wales ... ..	116	8	9	7	4	2	146
Victoria ... ..	*26	—	1	—	—	—	*27
Queensland ... ..	†136	17	19	14	21	23	†230
South Australia ... ..	36	—	1	—	1	—	38
Western Australia ... ..	4	—	—	—	—	3	7
Tasmania ... ..	—	—	—	1	—	—	1
Total ... ..	*†318	25	30	22	26	28	*†449

\* In addition, some Chinese.

† In addition, many Kanakas.

6. **Hospitals for the Insane.**—The method of compiling insanity statistics has been fairly uniform throughout the States, but the various methods of observing the early stages of the development of insanity introduce an element of uncertainty which considerably reduces the value of comparison. In the summary given below licensed houses (except as regards expenditure) are included for New South Wales, and for Victoria in 1907 and 1908; but not reception houses and observation wards in gaols:—

#### HOSPITALS FOR INSANE, COMMONWEALTH, 1904 to 1908.

Particulars.	1904.	1905.	1906.	1907.*†	1908.*†
Number of institutions ... ..	28	27	27	30	30
Number of beds ... ..	13,109	13,144	13,507	13,238	14,317
Admissions ... ..	2,640	2,593	2,839	2,583	2,638
Total number under treatment ... ..	16,164	16,462	16,803	17,000	17,373
Discharged as recovered, relieved, or improved	1,300	1,183	1,258	1,216	1,159
Deaths ... ..	986	966	1,003	1,018	1,071
Expenditure ... ..	£386,534	387,395	404,354	500,168	582,531

\* Includes five licensed houses for insane in Victoria. † Exclusive of receiving wards at two general hospitals, previously included.

The proportion of insane, as well as the total number under treatment, as returned, is gradually rising. In the next table the number of insane under official care in Australia is given, and in the table following the proportion of insane to population.

The number of insane persons in institutions in Australia at the end of each of the past five years was as follows:—

#### INSANE PERSONS IN THE COMMONWEALTH, 1904 to 1908.

State.	1904.	1905.	1906.	1907.	1908.
New South Wales ... ..	5,010	5,193	5,422	5,509	5,673
Victoria ... ..	4,646	4,768	4,876	4,969	5,014
Queensland ... ..	1,878	1,938	2,029	2,069	2,184
South Australia ... ..	975	983	994	1,019	1,051
Western Australia ... ..	474	494	546	630	707
Tasmania ... ..	460	475	482	502	507
Commonwealth ... ..	13,443	13,851	14,349	14,698	15,136

For the period embraced in the tables Victoria shews the highest rate of insanity, roughly one in 250 persons. It is stated that this is chiefly owing to the proportionately greater number of old persons in that State. On the other hand, in Western Australia, where the population is much younger, a considerably lower insanity rate has prevailed, only about one in 500 in 1904, 1905, and 1906, and about one in 400 in 1907 and 1908.

## PROPORTION OF INSANE, AUSTRALIA, 1904 to 1908.

State.	1904.	1905.	1906.	1907.	1908.
PER 1000 OF THE POPULATION.					
New South Wales ...	3.44	3.49	3.55	3.51	3.56
Victoria ...	3.84	3.91	3.96	2.98	3.94
Queensland ...	3.60	3.67	3.79	3.82	3.96
South Australia ...	2.62	2.60	2.59	2.59	2.58
Western Australia ...	1.95	1.94	2.08	2.41	2.65
Tasmania ...	2.55	2.62	2.62	2.73	2.73
Commonwealth ...	3.37	3.42	3.48	3.50	3.54

Increase in the number of recorded cases of insanity does not necessarily imply an actual increase, and does not here imply an equivalent increase. Consequent upon the development of a more rational attitude to the treatment of mental cases there is growing up a greater willingness to submit necessary cases to treatment at an earlier stage than formerly. It is important to bear this in mind, because the small progressive increase in the preceding table is probably to be attributed largely, if not solely, to this circumstance. The increase in expenditure is another evidence of the greater care bestowed on the insane.

The leading features in regard to institutions for the care of the insane are given for 1908:—

## HOSPITALS FOR THE INSANE.—NUMBER, STAFFS, AND ACCOMMODATION, AUSTRALIA, 1908.

Particulars.	N.S.W.	Vict.*	Qld.	S.A.	W.A.	Tas.	Cwlth.
Number of Institutions—							
Government ...	7	7	3	1	3	1	22
Private ...	3	5†	...	...	...	...	8†
Total ...	10	12	3	1	3	1	30
Medical Staff—							
Males ...	15	18	5	2	3	†	43‡
Females ...	1	...	...	...	...	†	1§
Total ...	16	18	5	2	3	†	44‡
Nursing Staff & Attendants—							
Males ...	404	385	120	49	80	†	1,038§
Females ...	271	387	78	44	35	†	815§
Total ...	675	772	198	93	115	†	1,853§
Accommodation—							
No. of dormitories ...	¶302	1,276	730	†	45	...	†
No. of single rooms ...	¶826	...	...	†	...	269	†
Capacity in cubic feet ...	¶3,114,177	3,235,824	1,300,435	†	561,972	710,450	†
No. of beds ...	4,967	4,670	2,208	1,048	919	505	14,317
Cubic feet to each bed ...	{ ¶600\$ ¶1,000* }	693	589	†	612	1,407	†

\* Exclusive of Receiving House Royal Park, and of the Receiving Wards at Bendigo and Geelong hospitals. † There are five private licensed houses in Victoria, in which there were 105 cases at end of 1907, and the same number at end of 1908. Other figures for these private asylums are not available. ‡ Information not available. § Exclusive of Tasmania. || Figures for 1907. ¶ Government hospitals only. \$ Ordinary dormitory. \*\* Hospital dormitory.

## HOSPITALS FOR THE INSANE.—PATIENTS TREATED, 1908.

Particulars.	N.S.W.	Vic.	Q'ld.	S.A.	W.A.	Tas.*	Cwlth.
No. of distinct persons treated during year							
Males ... ..	3,887	2,972	1,509	727	598	290	9,983
Females ... ..	2,658	2,749	921	546	229	287	7,390
Total ... ..	6,545	5,721	2,430	1,273	827	577	17,373
Admissions & re-admissions during year—							
Males ... ..	564	424	236	142	143	50	1,559
Females ... ..	405	336	125	112	56	45	1,079
Total ... ..	969	760	361	254	199	95	2,638
Discharges—Recovered:							
Males ... ..	210	115	72	68	37	25	527
Females ... ..	177	82	38	48	20	20	385
Total ... ..	387	197	110	116	57	45	912
Relieved and unrelieved:							
Males ... ..	50	49	15	22	2	...	138
Females ... ..	30	58	9	9	3	...	109
Total ... ..	80	107	24	31	5	...	247
Absconders:							
Males ... ..	3	22	...	2	1	...	28
Females ... ..	...	2	...	...	...	...	2
Total ... ..	3	24	...	2	1	...	30
Deaths:							
Males ... ..	268	229	68	50	45	12	672
Females ... ..	134	150	44	41	14	16	399
Total ... ..	402	379	112	91	59	28	1,071
Inmates at end of year:							
Males ... ..	3,356	2,557	1,354	597	515	252	8,631
Females ... ..	2,317	2,457	830	454	192	250	6,500
Total ... ..	5,673	5,014	2,184	1,051	707	502	15,131
Average daily number resident:							
Males ... ..	3,266	2,392	1,311	586	478	252	8,285
Females ... ..	2,172	2,253	809	441	177	253	6,105
Total ... ..	5,438	4,645	2,120	1,027	655	505	14,390

\* Most of the Tasmanian figures are not available for 1908. Those for 1907 have been given.

In some of the States it is the practice to allow persons well advanced towards recovery to leave the institutions and reside with their relatives or friends, but they are nevertheless under supervision of the asylum authorities and are kept on the books. These patients are shewn in the above table as inmates. In nearly every case absconders are retaken. They are shewn above as readmitted.

The revenue of Government asylums is small in comparison with their cost, and consists chiefly of patients' fees. The proportion of expenditure borne by the States amounts to about 86 per cent.

### HOSPITALS FOR THE INSANE (GOVERNMENT ONLY).—REVENUE AND EXPENDITURE, 1908.

Particulars.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	C'wealth.
Revenue—	£	£	£	£	£	£	£
Fees of patients, etc. ...	29,163	20,936	4,395	5,435	3,154	4,592	67,675
Other ...	1,351	...	914	...	373	204	2,842
Total ...	30,514	20,936	5,309	5,435	3,527	4,796	70,715
Expenditure—							
Salaries ...	68,531	156,041	52,014	28,054	29,872	17,291	511,468
Maintenance ...	96,897	51,637	304		15		
Other ...	10,812						
Total ...	176,240	207,678	52,318	28,054	29,887	17,291	511,468

(i.) *New South Wales.* There are seven Government and three private hospitals for insane. In 1908, the medical staff consisted of 15 males and 1 female; the nursing staff and attendants numbered 404 males and 271 females. In State institutions 6545 persons were treated during the year—3887 males and 2658 females. There were 564 admissions of males, and 405 of females. Discharges were as follows:—As recovered, 210 males and 177 females; as relieved, 50 males and 30 females. Three males absconded, and deaths numbered 268 males and 134 females. On 31st December, 1908, the inmates numbered 3356 males and 2317 females, with an average daily number resident of 3266 males and 2172 females. The average length of residence in the hospitals of persons who died during the year was 4 years 8 months for males and 5 years 9 months for females; and that of persons who were discharged during the year was 1 year 2 months for males and 1 year 7 months for females. Revenue was £29,163 from fees of patients, and £1351 miscellaneous. Expenditure was £176,240: £68,531 for salaries; £96,897 for maintenance, and £10,812 miscellaneous.

There are also two State reception houses, where suspected persons are confined for observation, being subsequently either discharged or transferred to lunatic asylums. In two of the gaols observation wards have been instituted, with similar functions.

(ii.) *Victoria.* There are seven Government asylums in Victoria, and five private licensed houses. The medical staff consists of 18 males; the nursing staff of 385 males and 387 females, made up of 78 males and 48 female artisans, 272 male attendants and 317 female nurses, the ordinary staff comprising 35 males and 22 females. The clerical staff numbers 22 males. In State institutions 2972 males and 2749 females were treated during the year; 424 males and 336 females having been admitted or re-admitted. Discharges were:—As recovered, 115 males and 82 females; as relieved, 42 males and 50 females; as unrelieved, 7 males and 8 females. The number of absconders was 22 males and 2 females, while 19 male and 2 female absconders were retaken. Deaths numbered 229 males and 150 females. On 31st December, 1908, the persons on the asylum books were 2557 males and 2457 females; the average daily number residing being 2392 males and 2253 females. The average residence in the hospitals of those who died was 6 years 10 months for males, and 9 years 3 months for females; that of those discharged, 1 year 2 months for males, and 1 year 8 months for females. Receipts (fees of patients) amounted to £20,936. Expenditure was £207,678; £51,637 for buildings and repairs, £3971 for head office, salaries, etc., and £152,070 for maintenance, including £1498 expenses in connection with the committal and transport of lunatics, and £798 in connection with boarded-out patients.

There are also lunacy wards in two of the general hospitals. On 24th September, 1907, a State receiving house was opened, where persons are placed for observation, and subsequently discharged or transferred to asylums.

(iii.) *Queensland.* In Queensland there are three Government hospitals with a medical staff numbering five. Nursing staff attendants number 120 males and 78 females. In 1908 the numbers treated were 1509 males and 921 females, 236 males and 125 females being admissions and re-admissions. The discharges were:—As recovered, 72 males and 38 females; as relieved, 14 males and 8 females; as unrelieved, 1 male and 1 female. There were 68 deaths of males and 44 of females. At the end of the year there remained in the institutions 1354 males and 830 females, the average daily number resident during the year having been 1311 males and 809 females. The average residence in the institutions of those who died was 7 years for males and 9 years for females, and for those who were discharged, 11 months for males and 1 year 2 months for females. The revenue was £5,309, made up of fees of patients, £4395; and miscellaneous, £914. The expenditure was £52,318—£22,834 for salaries, £29,180 for maintenance, and £304 miscellaneous.

There are also three reception houses for insane, which act as depôts to which patients are sent to see whether their mental illness is of a merely temporary character, readily to be relieved, or is of such a nature as to need further treatment at the State asylums.

(iv.) *South Australia.* The Government Hospital for Insane is controlled by a staff of two medical officers. The nursing staff consists of 49 males and 44 females. The number treated in 1908 was 1273—727 males and 546 females, 142 males and 112 females being admitted or re-admitted during the year. Discharges were:—As recovered, 68 males and 48 females; as relieved, 10 males and 3 females; as unrelieved, 12 males and 6 females. There were two absconders (male). Deaths numbered 50 males and 41 females. At the end of 1908 there were 597 male and 454 female inmates, the average daily number for the year being 586 males and 441 females. The average residence of those who died was 5 years 10 months for males and 5 years 7 months for females; of those discharged, 9 months for males and 1 year 7 months for females. Revenue was from fees of patients, £5435. The expenditure was £28,054—£12,103 for salaries and £15,951 for maintenance.

(v.) *Western Australia.* There are three Government hospitals for insane, with a medical staff of three. The nursing staff consists of 80 males and 35 females. The patients treated in 1908 numbered 827—598 males and 229 females, 179 (128 males and 51 females) of these being new admissions; and 20 (15 males and 5 females) re-admissions. Discharges were:—As recovered, 37 males and 20 females; as relieved, 3 females; as unrelieved, 2 males. One male absconded. Deaths numbered 59—45 males and 14 females. At the end of the year 515 males and 192 females were inmates. The average daily number resident was 478 males and 177 females. The period of residence of those who died during the year averaged 672 days for males, and 522 days for females; of those who were discharged—192 days for males, and 200 days for females. The receipts were fees of patients, £3154; and other receipts, £373. The expenditure consisted of £14,134 for salaries; £15,738 for maintenance; and £15 miscellaneous.

Particulars of the New Norfolk Asylum, Tasmania, are not available for 1908.

(vi.) *Causes of Insanity.* The proportion of causes of insanity to the total of ascertained causes in Australia in 1907 and 1908 shows that hereditary influences have been the chief factor, one-fifth of the total ascertained causes coming under this head, Domestic troubles, adverse circumstances, etc., have also been a fruitful source. About one case in eight was due to intemperance in drink.

## PROPORTION OF ASCERTAINED CAUSES OF INSANITY, AUSTRALIA, 1907 and 1908.

Causes.	1907.	1908.
	Per cent.	Per cent.
Domestic trouble, adverse circumstances, mental anxiety ...	14.7	14.5
Intemperance in drink ...	13.7	12.9
Hereditary influence, ascertained; congenital influence, ascertained ...	20.3	18.8
Pregnancy, lactation, parturition and puerperal state, uterine and ovarian disorders, puberty, change of life ...	8.2	6.8
Previous attacks ...	11.0	13.5
Accident, including sunstroke ...	4.3	4.0
Old age ...	7.7	8.0
Other causes ascertained ...	20.1	21.5
All ascertained causes ...	100.0	100.0

7. **Treatment of Inebriates.**—The treatment of inebriates is referred to in the section dealing with Public Justice hereinbefore. (See page 902.)

8. **Protection of Aborigines.**—For the protection of the aboriginal Australian race there are institutions, under the supervision of Aborigines Boards, where the blacks are housed and encouraged to work, the children receiving elementary education. The work is usually carried on at mission stations, but many of the natives are nomadic in habit of life, and receive food and clothing when they call, whilst others but rarely come under the notice of the boards. The native race is extinct in Tasmania. The expenditure on maintenance, etc., for 1906 was—New South Wales, £13,184; Victoria, £4,325; Queensland, £10,570; South Australia, £12,902; Western Australia, £15,125; total for Commonwealth, £56,106; for 1907:—New South Wales, £13,490; Victoria, £4,078; Queensland, £9,498; South Australia, £19,117; and for 1908:—New South Wales, £15,434; Victoria, £4,679; Queensland, £9,989; South Australia, £6,097; and Western Australia, £17,949; Commonwealth, £54,148.

9. **Other Charitable Institutions.**—Owing to variety of name and function of other charitable institutions it has been found impracticable to give detailed results. The aid given in kind—food, clothing, tools of trade, etc.—is considerable, whilst the shelter and treatment afforded ranges from a bed for a night for casual callers in establishments ministering minor charity, to indoor treatment over long periods for those that exist for the relief of the aged and infirm. The institutions not so particularised include asylums for the deaf, dumb, and blind, maternity institutions and infant homes, homes for the destitute and aged poor, industrial colonies, night shelters, crèches, homes of hope, rescue homes, free kindergarten and ragged schools, auxiliary medical charities, free dispensaries, benevolent societies, charity organisation, ambulance and health societies, boys' brigades, humane and animals' protection societies, prisoners' aid associations, shipwreck relief societies, bush fires and mining accident relief funds.

10. **State Expenditure on Charities.**—The table below gives the amount expended by Government on charities. In some of the States amounts have been included for minor items, which in other States are charged to other heads. The figures are for financial years in New South Wales, Victoria, and Queensland up to 1907, for calendar years in South Australia and Western Australia, and in Tasmania for the calendar year 1904, and financial years 1905-6 and 1906-7. The last two columns give the amounts in the calendar years 1907 and 1908:—



## STATE EXPENDITURE ON CHARITIES, 1904 to 1908.

State.	Year.	Amount.	Year.	Amount.	Year.	Amount.	Amount in 1907.	Amount in 1908.
		£		£		£	£	£
New South Wales ...	1904-5	494,818	1905-6	528,281	1906-7	493,605	440,360	481,887
Victoria ... ..	"	294,483	"	292,454	"	304,151	361,498	383,086
Queensland ... ..	"	174,379	"	169,336	"	193,721	206,881	216,144
South Australia ...	1904	98,635	1905	99,194	1906	101,023	113,345	88,752
Western Australia ...	"	103,891	"	108,122	"	112,376	146,685	175,839
Tasmania ... ..	"	46,843	1905-6	44,671	1906-7	48,911	47,537	*47,537

\* 1907 figures repeated.

The average annual State expenditure for the first three years given was—New South Wales, £505,568; Victoria, £297,030; Queensland, £179,135; South Australia, £99,617; Western Australia, £108,130; Tasmania, £46,808; Commonwealth, £1,236,288. The total in 1907 was £1,316,306, and in 1908, £1,393,245.

11. **Total Charitable Expenditure.**—The expenditure in the Commonwealth in money on hospitals, charities, and all forms of relief publicly given, comprising the amounts furnished by Government and those raised by public subscription, etc., but excluding old-age pensions, is estimated at £1,700,000 for the year 1908.