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## CHAPTER 13

### WELFARE SERVICES

This chapter relates to welfare services other than those concerned specifically with education, health and repatriation. The latter are dealt with, in the main, in the relevant chapters of this Year Book. Apart from a summary of government expenditure on welfare services, the chapter is devoted to a description in some detail of the services provided by the Commonwealth. For information on the many important welfare services provided by State and local governments, especially in the fields of child and Aboriginal welfare, reference should be made to the Year Books or Statistical Registers of the States and the annual reports of the State departments concerned. Information on pension and superannuation schemes provided for government and semi-government employees, mine workers, parliamentarians, and employees of private business is included in the chapter Private Finance. See also Year Book No. 55, 1969, page 456, for short descriptions of the National Safety Council of Australia, lifesaving organisations, the Royal Humane Society and the Order of St John.

There are numerous welfare services provided by charitable and other non-government institutions and organisations. There are institutions providing shelter and caring for needy, aged, infirm or handicapped persons, neglected children, destitute persons, wayward boys and girls, and the like. Many organisations, too, provide aid in kind (food, clothing, etc.), auxiliary medical and nursing services, and other assistance to relieve suffering and hardship. Considerable work is also done by such organisations in the rehabilitation or establishment in the community of various types of people, such as prisoners and migrants, and in the prevention and alleviation of cruelty and maltreatment of any sort. Comprehensive information regarding the activities of such organisations is not available.

Further information on subjects dealt with in this chapter is included in the annual bulletins *Australian National Accounts*; *Commonwealth Finance*; and *State, Territory and Local Government Authorities' Finance and Government Securities*. Current and summarised information on Commonwealth social services is contained in the *Quarterly Summary of Australian Statistics* and the *Monthly Review of Business Statistics*.

#### Commonwealth expenditure on welfare services

This section deals with various government payments for the relief of the aged, indigent, infirm, widowed and unemployed, assistance to families, Aboriginal welfare, etc. For summary statements of cash payments to persons made by public authorities under various functional heads, see *Australian National Accounts* and the other annual bulletins mentioned above. Expenditure by State governments on certain welfare services and on Aboriginal welfare is shown on page 417. Commonwealth expenditure on welfare services is, in the main, financed through the National Welfare Fund. A brief description of the operation of this trust fund and details of the itemised welfare expenditure are provided in the following sections. The cost of other welfare services is met from general or special departmental appropriations; other trust funds; or specific purpose grants to the States. Information on the major items which are not paid from the National Welfare Fund is included on pages 415–18. Chapter 18—Public Finance and, in more detail, the bulletin *Commonwealth Finance* provide analyses of Commonwealth expenditure by function and economic type. The cost of administering each Commonwealth benefit is not separately compiled.

#### The National Welfare Fund

The National Welfare Fund was established by the *National Welfare Fund Act* 1943 to finance a scheme of national welfare and has operated from 1 July 1943. At the Fund's commencement it was used to finance funeral benefits and maternity allowances, but other social and health benefits were made a charge on the fund from time to time, and at present expenditure on all benefits except repatriation, telephone rental concessions and a few minor social and health benefits is met from the fund. The fund is used only to finance the benefits themselves; it is not used to finance the cost of

administering the benefits, or of capital works associated with the benefits. Since the contributions to the fund from Consolidated Revenue equal expenditure from the fund the balances in the fund grow each year by the interest on investment of these balances.

NATIONAL WELFARE FUND: EXPENDITURE, INTEREST  
AND BALANCES 1964-65 TO 1968-69

(\$'000)

Year	Expenditure (a)	Interest on investments	Balance in fund at end of year
1964-65 . . . . .	890,366	4,199	422,581
1965-66 . . . . .	941,574	4,241	426,822
1966-67 . . . . .	1,031,117	4,284	431,106
1967-68 . . . . .	1,075,049	4,327	435,433
1968-69 . . . . .	1,162,350	4,370	439,803

(a) Met by equal contributions to the fund from consolidated revenue.

COMMONWEALTH EXPENDITURE FROM NATIONAL WELFARE FUND  
STATES, TERRITORIES, ETC., 1968-69

(\$'000)

Service, etc.	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	N.T.	A.C.T.	Abroad	Total
<b>Social services—</b>										
Age and invalid pensions	217,581	140,538	90,079	50,828	39,404	16,768	1,459	1,437	493	558,587
Widows' pensions . . . . .	25,589	18,090	10,677	6,815	4,786	2,465	280	309	70	69,080
Funeral benefits . . . . .	640	407	237	144	96	42	..	4	..	1,571
Maternity allowances . . . . .	2,761	2,281	1,144	688	648	267	77	91	3	7,960
Child endowment(a) . . . . .	66,430	54,132	28,676	18,162	15,540	6,710	1,430	2,113	69	193,263
Unemployment benefits . . . . .	2,627	2,246	2,474	1,286	309	297	19	9	..	9,268
Sickness benefits . . . . .	2,187	1,473	801	461	389	166	24	30	..	5,531
Special benefits(b) . . . . .	657	838	249	126	97	55	4	3	..	2,031
Sheltered employment allowances . . . . .	101	..	..	151	37	..	..	..	..	288
Commonwealth Rehabilitation Service(c) . . . . .	735	590	341	304	208	76	..	6	..	2,260
States Grants (Deserted Wives) . . . . .	570	..	158	139	215	67	..	..	..	1,149
Other . . . . .	127	241	..	..	..	..	..	..	..	368
<b>Total social services . . . . .</b>	<b>320,005</b>	<b>220,836</b>	<b>134,835</b>	<b>79,106</b>	<b>61,729</b>	<b>26,913</b>	<b>3,294</b>	<b>4,003</b>	<b>635</b>	<b>851,356</b>
Total health services(d) . . . . .	116,734	73,997	42,868	28,409	23,338	9,116	395	833	..	(e)297,918
Rental losses(f) . . . . .	..	..	60	..	..	..	..	..	..	60
Home savings grants . . . . .	4,325	4,379	1,950	1,177	760	305	3	118	..	13,015
<b>Grand total . . . . .</b>	<b>441,064</b>	<b>299,212</b>	<b>179,714</b>	<b>108,692</b>	<b>85,827</b>	<b>36,334</b>	<b>3,691</b>	<b>4,955</b>	<b>635</b>	<b>(e)1,162,350</b>

(a) Includes payments for student children aged 16 to 20 years. (b) Includes special benefits paid to migrants in Commonwealth centres or hostels awaiting their first placement in employment in Australia. (c) Includes expenditure on training scheme for widow pensioners—commenced September 1968. (d) Details of expenditure from the National Welfare Fund on health services are included in Chapter 14—Public Health, page 423. (e) Includes \$2,226,000 for some health services not allocable by State and Territory. (f) Contributions to States under the Commonwealth and State Housing Agreement Act 1945 for losses on rental housing.

COMMONWEALTH EXPENDITURE FROM NATIONAL WELFARE FUND  
TOTAL, 1964-65 TO 1968-69

Service, etc.	1964-65	1965-66	1966-67	1967-68	1968-69	
					Amount	Per head
	\$'000	\$'000	\$'000	\$'000	\$'000	\$
Social services—						
Age and invalid pensions . . . . .	426,597	442,355	481,840	513,984	558,587	45.89
Widows' pensions . . . . .	47,044	50,017	56,438	61,061	69,080	5.68
Funeral benefits . . . . .	866	1,050	1,334	1,338	1,571	0.13
Maternity allowances . . . . .	7,294	7,159	7,294	7,349	7,960	0.65
Child endowment(a) . . . . .	172,830	176,432	199,282	187,920	193,263	15.88
Unemployment, sickness and special benefits(b) . . . . .	14,540	15,557	19,044	18,832	16,830	1.38
Sheltered employment allowances . . . . .	..	..	..	104	288	0.02
Commonwealth Rehabilitation Service(c)	1,604	1,660	1,844	1,944	2,260	0.19
States Grants (Deserted Wives) . . . . .	..	..	..	201	1,149	0.09
Other . . . . .	..	..	..	..	368	0.03
<i>Total social services</i> . . . . .	<i>670,774</i>	<i>694,229</i>	<i>767,076</i>	<i>792,734</i>	<i>851,356</i>	<i>69.94</i>
Health services(d)—						
<i>Total</i> . . . . .	<i>208,113</i>	<i>233,785</i>	<i>252,014</i>	<i>268,972</i>	<i>297,918</i>	<i>24.48</i>
Rental losses(f) . . . . .	130	213	142	44	60	..
Homes savings grants . . . . .	11,349	13,346	11,885	13,299	13,015	1.07
<b>Grand total</b> . . . . .	<b>890,366</b>	<b>941,574</b>	<b>1,031,117</b>	<b>1,075,049</b>	<b>1,162,350</b>	<b>95.50</b>

For footnotes (a), (b), (c), (d) and (f) see table on page 400.

### Commonwealth social services

Under the provisions of section 51 of the Constitution, the Commonwealth Government is empowered to legislate on:

'(xxiii) Invalid and old age pensions:

'(xxiiiA) The provision of maternity allowances, widows' pensions, child endowment, unemployment, pharmaceutical, sickness and hospital benefits, medical and dental services (but not so as to authorize any form of civil conscription), benefits to students and family allowances:'.

The latter paragraph was inserted in the Constitution after being accepted by the electors at a referendum in 1946.

Before 1947, Commonwealth social service benefits were paid under various Acts. On 1 July 1947, with the passage of the *Social Services Consolidation Act 1947*, all Acts providing social service benefits were amalgamated. The Act is at present styled the *Social Services Act 1947-1969*.

#### Reciprocal social services agreements with other countries

*New Zealand.* An agreement between the Governments of Australia and New Zealand for reciprocity in social services came into operation on 3 September 1943 and was amended from 1 July 1949. The reciprocal arrangements cover age and invalid pensions, widows' pensions, child endowment, and unemployment and sickness benefits, and apply to both permanent and temporary changes of residence. Residence in one country may be treated as residence in the other country in relation to entitlement to benefits in which a residential qualification applies. Persons from one country taking up a permanent residence in the other country become eligible for any of the specified benefits of the new country under the same conditions (with one or two exceptions) as apply to citizens of that country. Persons in receipt of any of the specified benefits in one country may continue to receive those benefits while temporarily absent in the other country.

*United Kingdom.* A reciprocal agreement on social services between United Kingdom and Australia came into operation on 7 January 1954. Amendments became effective from 1 April 1958 and 1 October 1962. Under the current agreement residence in one country may be treated as residence in the other country as the basis for entitlement to benefits in which a residential qualification applies. Australians going to the United Kingdom for permanent residence are treated in the United Kingdom as if they had been insured under the National Insurance Scheme while in Australia, so that they can qualify for various National Insurance benefits. There is also provision for the safeguard of social service rights for persons going from one country to the other for temporary residence.

#### Social service benefits provided

The social service benefits provided by the Commonwealth Government under the *Social Services Act 1947-1969*, and the date on which each came into operation, are:

Age pension . . . . .	1 July 1909
Wives' and children's allowances for age pensioners . . . . .	14 October 1965
Invalid pension . . . . .	15 December 1910
Guardians' allowances for widowers and other unmarried age and invalid pensioners with children in their care . . . . .	14 October 1965
Wives' and children's allowances for pensioners who are invalids . . . . .	8 July 1943
Special payments to a surviving pensioner . . . . .	10 October 1968
Widows' pensions . . . . .	30 June 1942
Supplementary assistance (age, invalid and widows' pensions) . . . . .	15 October 1958
Widows' pensions—children's allowances . . . . .	2 October 1956
Funeral benefit . . . . .	1 July 1943
Maternity allowance . . . . .	10 October 1912
Child endowment . . . . .	1 July 1941
Child endowment—student children . . . . .	14 January 1964
Unemployment benefit . . . . .	1 July 1945
Sickness benefit . . . . .	1 July 1945
Special benefit . . . . .	1 July 1945
Sheltered employment allowance . . . . .	30 June 1967
Commonwealth Rehabilitation Service . . . . .	10 December 1948
Training scheme for widow pensioners . . . . .	27 September 1968

#### Age and invalid pensions

Age pensions are payable to men, sixty-five years of age and over, and women, sixty years of age and over, who have lived in Australia continuously for at least ten years, which need not be immediately prior to the date of claim for a pension. If a person has completed five years', but not ten years', continuous residence, and has lived in Australia for periods which exceed a total of ten years, the period of continuous residence otherwise required is reduced by the total of his periods of residence in Australia in excess of ten years. Any periods of absence during which a person's home remains in Australia, and absences in certain other circumstances, are counted as residence, and any absence in an external Territory of the Commonwealth, while not counting as residence, does not interrupt continuity of residence in Australia. Residence in New Zealand or the United Kingdom may be treated as residence in Australia.

Invalid pensions are payable to persons, sixteen years of age and over, who have lived in Australia for a continuous period of five years (including certain absences) at any time, and who are permanently incapacitated for work to the extent of at least eighty-five per cent, or permanently blind. If the incapacity or blindness first occurred outside Australia, except during a temporary absence, the residence qualification is the same as for an age pension.

*Current rates of pension.* The maximum standard rate was increased to \$780 per annum (\$15 a week) from 9 October 1969. This is payable to a single, widowed, or divorced pensioner, a married man whose wife receives a wife's allowance, or a married pensioner whose spouse is not receiving an age or invalid pension, a tuberculosis allowance, or a service pension. The standard rate may also be paid to married pensioner couples who, because of failing health, have lost the economies of living together. The maximum married rate was also increased from 9 October 1969, and is \$1,378 per annum (\$26.50 a week) for a married couple, both pensioners, i.e. \$689 per annum (\$13.25 a week) each. For a married person whose spouse receives a tuberculosis allowance, or a service pension, the maximum rate is also \$689 per annum (\$13.25 a week)

A wife's allowance may be granted, subject to the means test, to the wife of an invalid pensioner or of an age pensioner permanently incapacitated, blind, or who has the care of a child, if she is not receiving an age or invalid pension, or a service pension under the *Repatriation Act 1920-1969* (see Chapter 5, Repatriation). The maximum annual rate of a wife's allowance is \$364 per annum (\$7 a week).

Additional pension for dependent children under 16 years is payable, subject to a means test, at the rate of \$130 per annum (\$2.50 a week) for the first child and \$182 per annum (\$3.50 a week) for each other child. Single or widowed age or invalid pensioners with a dependent child may receive a guardian's allowance of up to \$4 a week, or up to \$6 a week if the child is under 6 years of age or is an invalid child requiring full-time care. Eligibility for the additional pension for children is extended to include a child over sixteen years until he reaches twenty-one years, provided he is wholly or substantially dependent on the pensioner and is receiving full-time education at a school, college or university. Supplementary assistance of up to \$2 a week, subject to a means test, is available to pensioners receiving the maximum standard rate pension if they pay rent or pay for board and lodging or for lodging.

At 30 June 1969, 609,462 age pensioners (86 per cent of all age pensioners) and 113,865 invalid pensioners (94 per cent of all invalid pensioners) were receiving the maximum pension and 149,162 age and invalid pensioners were in receipt of supplementary assistance.

If the pensioner is an inmate of a benevolent home, the maximum payable to him is \$5.10 a week if he is eligible for the standard rate pension, or \$4.80 a week otherwise. The rest is paid to the home for his maintenance. The balance is not paid to the home if the pensioner is in an infirmary ward, as payments under the Commonwealth Hospital Benefits Scheme are made in that case. The maximum payable to a standard rate pensioner is increased if supplementary assistance is also payable.

Special payments to a surviving pensioner became operative from 10 October 1968. On the death of one member of a married pensioner couple the surviving pensioner spouse becomes entitled to receive, for up to six fortnightly instalments, the equivalent of the two pensions that would have been paid if the spouse had not died. For the purpose of this provision the term 'pensioner' includes a person in receipt of an age, invalid or service pension; a wife's allowance; a rehabilitation allowance; or a sheltered employment allowance.

A table showing the maximum rates of pension operating since 1 July 1909 at dates prior to 14 October 1965 is included on page 608 of Year Book No. 51. Details of the respective rates and allowances payable since 14 October 1965 are included in subsequent Year Books.

*Means test.* Age and invalid pensions (other than pensions paid to blind persons) and allowances paid to wives are subject to a means test which applies to income and property. The rate of pension payable depends on the claimant's *means as assessed*. These consist of his annual rate of income plus a property component equal to \$2 for each complete \$20 of his net property above \$400. A person's *means as assessed* may consist entirely of income, entirely of the property component, or of various combinations of income and property component. Since 27 September 1969, the rate of pension payable in any case is reduced by half of the amount by which *means as assessed* exceed \$442 where the pensioner is married or \$520 where the pensioner is single, widowed, or divorced, instead of the full amount in excess of these limits as under the previous means test. Where the standard rate applies, no pension is payable where the value of property is \$21,200 or more (\$25,360 or more if qualified for a guardian's allowance at the lower rate and \$27,440 at the higher rate) if the pensioner is single, widowed or divorced; or \$18,600 if the pensioner is married. Where the married rate applies, no pension is payable where the value of property is \$18,600 or more. The wife's allowance is affected by income and property on the same basis as the pension, i.e. it is reduced by half the amount of *means as assessed* over \$442. Supplementary assistance is reduced by the amount by which *means as assessed* exceed \$52.

Certain types of income are excepted. The main exceptions are: income from property: gifts or allowances from children, parents, brothers, or sisters; benefits (other than annuities) from friendly societies; child endowment or other payments for children; Commonwealth health benefits and amounts received from registered benefit organisations. A pensioner's income may also be reduced by up to \$208 per annum (\$4 a week) for each dependent child under sixteen years (twenty-one years if a full-time student).

Certain types of property are disregarded. They include the permanent home of the pensioner, his furniture and personal effects, the surrender value (up to \$1,500) of life insurance policies, the capital value of annuities or contingent interests, and the value of any reversionary interests.

For the purposes of the means test the income and property of a married person are considered to be half the total income and property of the husband and wife unless they are legally separated or in other special circumstances.

## AGE AND INVALID PENSIONS: STATES AND TERRITORIES, 30 JUNE 1969

<i>Pensions in force</i>	<i>N.S.W.</i>	<i>Vic(a)</i>	<i>Qld</i>	<i>S.A.</i>	<i>W.A.</i>	<i>Tas.</i>	<i>N.T.</i>	<i>A.C.T.</i>	<i>Aust.</i>
<i>Age—</i>									
Males .	77,870	52,413	35,756	19,483	15,257	6,353	626	518	208,276
Females .	191,624	131,363	75,233	46,848	35,175	14,676	752	1,364	497,035
<i>Persons</i> .	<i>269,494</i>	<i>183,776</i>	<i>110,989</i>	<i>66,331</i>	<i>50,432</i>	<i>21,029</i>	<i>1,378</i>	<i>1,882</i>	<i>705,311</i>
<i>Invalid—</i>									
Males .	28,001	15,129	11,680	5,692	4,746	2,231	296	147	67,922
Females .	22,455	11,496	9,690	4,593	3,667	1,588	191	142	53,822
<i>Persons</i> .	<i>50,456</i>	<i>26,625</i>	<i>21,370</i>	<i>10,285</i>	<i>8,413</i>	<i>3,819</i>	<i>487</i>	<i>289</i>	<i>(b)121,744</i>

(a) See footnote (g) to table on page 405. (b) Includes 456 pensioners tentatively transferred to sheltered employment allowances.

## NEW PENSIONERS, BY SEX AND MARITAL STATUS: AUSTRALIA, 1968-69

<i>Marital status</i>	<i>Age pensioners</i>			<i>Invalid pensioners</i>			<i>Total</i>
	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	
Single(a) . . .	3,393	5,225	8,618	5,961	4,026	9,987	18,605
Married . . .	17,428	19,543	36,971	8,444	4,127	12,571	49,542
Widowed . . .	3,194	15,398	18,592	757	1,131	1,888	20,480
Divorced . . .	435	1,208	1,643	591	556	1,147	2,790
<b>Total . . .</b>	<b>24,450</b>	<b>41,374</b>	<b>65,824</b>	<b>15,753</b>	<b>9,840</b>	<b>25,593</b>	<b>91,417</b>

(a) Includes married but permanently separated.

The average age of new age pensioners was 68.9 years for men and 66.2 years for women.

## NEW INVALID PENSIONERS, BY AGE GROUP: AUSTRALIA, 1968-69

	<i>16-19 years</i>	<i>20-44 years</i>	<i>45-59 years</i>	<i>60-64 years</i>	<i>65 years and over</i>	<i>Total</i>
Males . . . number	1,063	3,115	6,501	4,536	538	15,753
Females . . . number	1,018	2,301	6,057	274	190	9,840
Persons . . . number	2,081	5,416	12,558	4,810	728	25,593
<i>Per cent</i>	<i>8</i>	<i>21</i>	<i>49</i>	<i>19</i>	<i>3</i>	<i>100</i>

Persons at or above the qualifying age for age pensions, when granted invalid pensions, are generally those with insufficient residence to qualify for age pension.

## AGE AND INVALID PENSIONS: SUMMARY, AUSTRALIA, 1964-65 TO 1968-69

Year	Pensioners at end of year				Total payments during year(b)	Average weekly pension as at end of year		
	Age		Invalid	Total		Age(c)	Invalid (c)	Age and invalid combined (c)
	Number	Rate(a)						
			No.	No.	\$'000	\$	\$	\$
1964-65	628,100	532	107,473	735,573	426,597	11.18	11.73	11.26
1965-66	636,984	530	106,645	743,629	442,355	11.33	12.24	11.46
1966-67	651,363	(d)532	112,314	763,677	481,840	12.38	13.30	12.52
1967-68	(e)682,265	546	(e)114,745	(e)797,010	513,984	(f)12.22	13.37	(f)12.39
1968-69	(g)705,311	555	(g)121,744	(g)827,055	558,587	13.00	14.70	13.26

(a) Number of pensioners per 1,000 persons of pensionable age (males aged 65 years and over and females aged 60 years and over). (b) Includes allowances and supplementary assistance. (c) Includes supplementary assistance. (d) For earlier years persons of pensionable age—see footnote (a)—excludes Aborigines, while the number of pensioners includes Aborigines throughout. (e) The 1967-68 figures are adjusted by reducing the number of invalid pensioners by 3,178 and increasing the number of age pensioners by 1,485 following the introduction of computer processing in New South Wales. (f) Decrease in average rates for age pensions at 30 June 1968 was due to the increased number of new pensioners who became eligible for part pensions as a result of amending legislation approved in April 1967. (g) The 1968-69 figures are adjusted by reducing the number of invalid pensioners by 1,583 and increasing the number of age pensioners by 1,223 following the introduction of computer processing in Victoria.

**Widows' pensions**

**Rates and conditions.** Widows' pensions are payable according to the following classes. The rates shown have been in operation since September 1969.

**Class 'A'.** A widow who has the custody, care and control of one or more children under the age of sixteen years—The amount payable is the standard rate pension of \$780 per annum (\$15 a week) and a mother's allowance of \$208 per annum (\$4 a week) which is increased to \$312 per annum (\$6 a week) if caring for a child under six years of age or an invalid child requiring full-time care. In addition, extra pension of \$130 per annum (\$2.50 a week) for the first child under sixteen years and \$182 per annum (\$3.50 a week) for each other child under sixteen years is payable, subject to the means test. Payment may be made for a child over sixteen years until he reaches twenty-one years, if he is wholly or substantially dependent on the widow and is receiving full-time education at a school, college or university.

**Class 'B'.** A widow who has no children under sixteen years of age or eligible full-time student children in her custody, care and control, and who is not less than fifty years of age or who, after having attained the age of forty-five years, ceased to receive a Class 'A' widows' pension because she no longer had the custody, care and control of a child—\$689 per annum (\$13.50 a week).

**Class 'C'.** A widow who is under fifty years of age and has no children under the age of sixteen years, or eligible full-time student children, in her custody, care and control, but is in necessitous circumstances within the twenty-six weeks after the death of her husband—\$13.50 a week for not more than twenty-six weeks after the death of her husband. If the widow is pregnant this period may be extended until the child's birth. She may then become eligible for a Class 'A' widow's pension.

Widow pensioners may receive supplementary assistance of up to \$104 per annum (\$2 a week), subject to a means test, if they pay rent or pay for board and lodging or for lodging.

For classes 'A' and 'B' the term 'widow' includes a wife who has been deserted by her husband without just cause for a period of at least six months; a divorcee; a woman whose husband has been imprisoned for at least six months; and a woman whose husband is in a mental hospital. Certain dependent females also may qualify for 'A', 'B' or 'C' Class pensions.

A period of residence in Australia before claiming pension is not required if a woman and her husband were residing permanently in Australia when she became a widow. In other circumstances, five years continuous residence immediately preceding lodgment of the claim is required, but this is waived in the case of a woman whose husband has died overseas if she has resided continuously in Australia for ten years at any time and returns to Australia to live.

A widow's pension is not payable to a woman receiving an age or invalid pension, a sheltered employment allowance, a tuberculosis allowance, or a war widow's pension, or to a deserted wife or divorcee who has not taken reasonable action to obtain maintenance from her husband or former husband.



*Means test.* Widows' pensions are subject to a means test on income and property. The pension payable depends on the claimant's *means as assessed*. These consist of her annual rate of income together with a property component equal to \$2 for every complete \$20 by which the value of her property is in excess of a stipulated sum. A Class 'A' widow has a basic exemption of \$2,000 when the value of her property exceeds \$4,500, but no property component is calculated where she has property of no more than \$4,500 in value. A Class 'A' pension is not payable where a widow has property valued at \$26,960 or more, or, if caring for a child under six years of age or an invalid child requiring full-time care, has property valued at \$29,040 or more. In the case of a Class 'B' widow, \$400 of property is exempt and no Class 'B' pension is payable where property is \$19,380 or more. In each case the maximum rate of pension is reduced by half the amount by which the widow's *means as assessed* exceed \$520. There is no specific means test for the Class 'C' pension, which is paid only where it is evident that a widow has insufficient means of support. The types of income and property disregarded for means test purposes are the same as for age and invalid pensions. Supplementary assistance is reduced by the amount by which *means as assessed* exceed \$52.

The average age of new widow pensioners admitted during 1968-69 was: Class 'A', 37.6 years; Class 'B', 58.2 years; Class 'C', 43.4 years; and for all classes, 47.0 years.

### Pensions

#### WIDOWS' PENSIONS: STATES, TERRITORIES, ETC., 1968-69

State, Territory, etc.	Number admitted —all classes (a)	Pensions current at end of year				Average weekly pension at end of year (b)	Amount paid in pensions during year (b) (c)
		Class 'A'	Class 'B'	Class 'C'	All classes		
New South Wales . . . . .	5,719	13,949	14,927	36	28,912	\$ 17.60	\$'000 25,589
Victoria . . . . .	4,519	9,917	10,419	13	20,349	17.70	18,090
Queensland . . . . .	2,240	6,045	5,965	20	12,030	17.77	10,677
South Australia . . . . .	1,548	3,734	3,948	5	7,687	17.55	6,815
Western Australia . . . . .	1,199	2,579	2,972	8	5,559	16.98	4,786
Tasmania . . . . .	586	1,464	1,210	4	2,678	18.35	2,465
Northern Territory . . . . .	74	171	132	4	307	19.00	280
Australian Capital Territory . . . . .	108	179	195	1	375	17.50	309
Abroad . . . . .	..	(d)	(d)	(d)	(d)	..	70
<b>Total . . . . .</b>	<b>15,993</b>	<b>38,038</b>	<b>39,768</b>	<b>91</b>	<b>77,897</b>	<b>17.63</b>	<b>69,080</b>

(a) Excludes transfers from one class to another. (b) Includes supplementary assistance and allowances. (c) Includes payments to benevolent homes for maintenance of pensioners. (d) Included in the figures for the State or Territory in which the pensioner is normally domiciled.

#### WIDOWS' PENSIONS: SUMMARY, AUSTRALIA, 1964-65 TO 1968-69

Year	Number admitted —all classes (a)	Pensions current at end of year				Average weekly pension at end of year (b)	Amount paid in pensions during year (b) (c)
		Class 'A'	Class 'B'	Class 'C'	All classes		
1964-65 . . . . .	14,243	29,713	35,574	111	65,398	\$ 14.09	\$'000 47,044
1965-66 . . . . .	13,972	31,796	36,703	107	68,606	14.53	50,017
1966-67 . . . . .	15,727	34,526	38,259	105	72,890	15.81	56,438
1967-68 . . . . .	16,104	(d)35,899	(d)39,065	105	(d)75,069	(e)15.79	61,061
1968-69 . . . . .	15,993	38,038	39,768	91	77,897	17.63	69,080

(a) Excludes transfers from one class to another. (b) Includes supplementary assistance and allowances. (c) Includes payments to benevolent homes for maintenance of pensioners. (d) During 1967-68, a reduction of 769 Class 'A' and 233 Class 'B' pensioners was made following the introduction of computer processing in New South Wales. (e) Decrease in average rate due mainly to the increased number of new pensioners who became eligible for part pension as a result of amending legislation approved in April 1967.

For details of training scheme for widow pensioners, see page 415.

**Funeral benefits**

A funeral benefit of up to \$20 is payable to the person who has paid, or is liable to pay, the cost of the funeral of a pensioner. The maximum amount payable is increased to \$40 where a pensioner is liable for the funeral expenses of a spouse, dependent child under 16 years or student child 16 to 21 years, or of another pensioner.

For the purpose of funeral benefits, a pensioner means a person in receipt of an age, invalid or widow's pension or of a tuberculosis, rehabilitation or sheltered employment allowance. It also includes a person who, immediately prior to his or her death was an eligible claimant for such pension or allowance if qualified under the means test in operation before 27 September 1969.

**FUNERAL BENEFITS GRANTED: STATES, TERRITORIES, ETC.,  
1964-65 TO 1968-69  
(Number)**

<i>State, Territory, etc.</i>	<i>1964-65</i>	<i>1965-66</i>	<i>1966-67</i>	<i>1967-68</i>	<i>1968-69</i>
New South Wales . . . . .	17,709	17,015	18,567	17,092	21,830
Victoria . . . . .	11,280	11,354	12,386	12,292	13,897
Queensland . . . . .	6,542	6,596	7,188	7,129	7,930
South Australia . . . . .	3,801	3,751	4,031	4,531	4,855
Western Australia . . . . .	2,981	2,709	3,129	3,151	3,397
Tasmania . . . . .	1,324	1,340	1,347	1,345	1,438
Northern Territory . . . . .	18	8	2	7	5
Australian Capital Territory . . . . .	94	92	108	122	136
Abroad . . . . .	5	2	6	3	3
<b>Total . . . . .</b>	<b>43,755</b>	<b>42,867</b>	<b>46,764</b>	<b>45,672</b>	<b>53,491</b>

Total cost of funeral benefits granted during 1968-69 was \$1,570,915.

**Maternity allowances**

Maternity allowances are paid to provide financial assistance towards the expenses associated with the birth of children and are additional to the benefits provided under the Commonwealth health scheme. They are not subject to a means test.

Subject to certain conditions, a maternity allowance is payable to a woman who gives birth to a child, either in Australia or on board a ship proceeding to Australia or from a port in Australia or an Australian Territory to another such port, and, on the date on which she lodges her claim, is residing in Australia or is in Australia and intends to remain permanently, provided she receives no benefit similar to a maternity allowance from the country from which she came. A woman who gives birth to a child during a temporary absence from Australia may also be eligible. An alien mother may receive the allowance if she or her husband resided in Australia for at least twelve months immediately prior to the birth of the child, or if she is likely to remain in Australia permanently.

*Rates of allowance.* The allowance is \$30 if the mother has no other children, \$32 if she has one or two children under sixteen, and \$35 if she has three or more other children under sixteen. The amount is increased by \$10 for each additional child born at a birth. An advance payment of \$20 may be made four weeks before the expected date of birth. The balance is payable immediately after the birth. Payment may be made in respect of the birth of a still-born child, or a child which lives for less than twelve hours, if the child had developed for at least five and a half months.

*Claims paid*

**MATERNITY ALLOWANCES: CLAIMS PAID AT EACH RATE  
STATES AND TERRITORIES, ETC., 1968-69**

(Number)

State, Territory, etc.	Multiple births											Total claims paid
	Single births			Twins			Triplets			Quad- ruplets		
	\$30	\$32	\$35	\$40	\$42	\$45	\$50	\$52	\$55	\$60	\$62	
New South Wales . . .	33,721	40,272	12,621	297	418	220	..	5	2	..	..	87,556
Victoria . . .	27,200	32,871	11,467	248	352	159	1	1	3	..	2	72,304
Queensland . . .	13,009	15,488	6,885	132	176	96	1	3	..	..	..	35,790
South Australia . . .	8,096	10,202	3,183	57	110	34	2	..	..	..	..	21,684
Western Australia . . .	7,770	9,296	3,083	77	94	59	..	1	1	..	..	20,381
Tasmania . . .	2,983	3,851	1,446	22	53	16	1	..	1	..	..	8,373
Northern Territory . . .	738	896	524	4	5	11	..	..	..	..	..	2,178
Australian Capital Territory . . .	1,086	1,445	360	7	15	2	..	..	..	..	..	2,915
Abroad . . .	67	35	4	..	..	..	..	..	..	..	..	106
<b>Total . . .</b>	<b>94,670</b>	<b>114,356</b>	<b>39,573</b>	<b>844</b>	<b>1,223</b>	<b>597</b>	<b>5</b>	<b>10</b>	<b>7</b>	<b>..</b>	<b>2</b>	<b>251,287</b>

**MATERNITY ALLOWANCES: CLAIMS PAID, AUSTRALIA 1964-65 TO 1968-69**

Year	Number single births	Multiple births	Total claims paid	Amount paid
				\$'000
1964-65 . . . . .	225,679	2,460	228,139	7,294
1965-66 . . . . .	221,889	2,422	224,311	7,159
1966-67 . . . . .	226,339	2,446	228,785	7,294
1967-68 . . . . .	228,324	2,452	230,776	7,349
1968-69 . . . . .	248,599	2,688	251,287	7,960

**Child endowment**

A person who is resident in Australia and has the custody, care and control of one or more children under the age of sixteen years or of a full-time student child over sixteen but under twenty-one years, or an approved institution of which children are inmates, is qualified to receive an endowment in respect of each such child. Full-time student children are those receiving full-time education at a school, college or university and who are not in employment or engaged in work on their own account. There are provisions to meet cases of families divided because of divorce, separation, unemployment or death of a parent. There is no means test.

Twelve months' residence in Australia is required if the claimant and the child were not born here, but this requirement is waived if the Department of Social Services is satisfied that they are likely to remain in Australia permanently. Where the child's father is not a British subject, endowment is payable if the child was born in Australia, if the mother is a British subject, or if the Department is satisfied that the child is likely to remain permanently in Australia. Under certain conditions, endowment may be paid to Australians who are temporarily absent overseas.

*Rates of endowment.* Since 19 September 1967 the weekly rates have been: children under sixteen years—50 cents for the first or only child in a family; \$1.00 for the second; \$1.50 for the third; and then increases of 25 cents for each subsequent child, making \$1.75 for the fourth, \$2.00 for the fifth and so on. For each eligible student child in a family the rate is \$1.50, which is also the rate payable for each child under sixteen years, or full-time student child in an approved institution.

*Number of claims and endowed children—children under sixteen years.* The number of families receiving child endowment at 30 June 1969 in respect of children under sixteen years was 1,701,914 an increase of 32,285 or 1.9 per cent during the year.

**CHILD ENDOWMENT: CLAIMS AND ENDOWED CHILDREN UNDER 16 YEARS  
STATES, TERRITORIES, ETC., 30 JUNE 1969**

<i>State, Territory, etc.</i>	<i>Family groups</i>			<i>Approved institutions</i>		<i>Total endowed children under 16 years</i>
	<i>Claims in force</i>	<i>Endowed children under 16 years Number</i>	<i>Average number per claim</i>	<i>Number (a)</i>	<i>Endowed child inmates under 16 years</i>	
New South Wales . . . . .	605,788	1,306,568	2.16	141	6,263	1,312,831
Victoria . . . . .	472,693	1,041,713	2.20	120	5,462	1,047,175
Queensland . . . . .	240,099	553,216	2.30	56	3,535	556,751
South Australia . . . . .	162,220	354,777	2.19	59	2,201	356,978
Western Australia . . . . .	136,454	313,857	2.30	73	4,290	318,147
Tasmania . . . . .	55,976	129,200	2.31	22	436	129,636
Northern Territory . . . . .	10,177	23,837	2.34	21	3,458	27,295
Australian Capital Territory . . . . .	18,242	40,708	2.23	1	54	40,762
Abroad . . . . .	265	545	2.06	..	..	545
<b>Total . . . . .</b>	<b>1,701,914</b>	<b>3,764,421</b>	<b>2.21</b>	<b>493</b>	<b>25,699</b>	<b>3,790,120</b>

(a) All institutions approved for receipt of endowment.

The following table shows, as at 30 June 1969, the number of claims in force and the number of endowed children under sixteen years in family groups, classified according to the number of endowed children in the family group. The families included in the table are not necessarily made up entirely of the children of one marriage, but may include step-children, foster children, adopted children, and any other children in the custody, care and control of the claimant.

**CHILD ENDOWMENT: ENDOWED CHILDREN UNDER 16 YEARS IN FAMILY GROUPS  
TOTAL, 30 JUNE 1969**

<i>Number of endowed children under 16 years in family group</i>	<i>Claims in force</i>	<i>Endowed children under 16 years</i>	<i>Number of endowed children under 16 years in family group</i>	<i>Claims in force</i>	<i>Endowed children under 16 years</i>
1 . . . . .	580,459	580,459	9 . . . . .	1,167	10,503
2 . . . . .	561,744	1,123,488	10 . . . . .	398	3,980
3 . . . . .	324,026	972,078	11 . . . . .	151	1,661
4 . . . . .	145,920	583,680	12 . . . . .	38	456
5 . . . . .	54,779	273,895	13 . . . . .	17	221
6 . . . . .	21,793	130,758	14 . . . . .	2	28
7 . . . . .	8,178	57,246	15 or more . . . . .	4	64
8 . . . . .	3,238	25,904	<b>Total . . . . .</b>	<b>1,701,914</b>	<b>3,764,421</b>

## Number of claims and endowed children—student children sixteen to twenty-one years

CHILD ENDOWMENT: CLAIMS AND ENDOWED STUDENT CHILDREN  
STATES, TERRITORIES, ETC., 30 JUNE 1969

State, Territory, etc.	Family groups			Approved institutions		Total endowed student children
	Claims in force	Endowed student children		Number(a)	Endowed student child inmates	
		Number	Average number per claim			
New South Wales . . . . .	70,566	76,876	1.09	13	117	76,993
Victoria . . . . .	62,870	69,490	1.11	24	73	69,563
Queensland . . . . .	16,923	18,456	1.09	14	163	18,619
South Australia . . . . .	19,087	20,718	1.09	20	177	20,895
Western Australia . . . . .	10,486	11,290	1.08	22	156	11,446
Tasmania . . . . .	4,514	4,932	1.09	5	10	4,942
Northern Territory . . . . .	331	347	1.05	3	18	365
Australian Capital Territory . . . . .	2,690	3,061	1.14	..	..	3,061
Abroad . . . . .	33	38	1.15	..	..	38
<b>Total . . . . .</b>	<b>187,500</b>	<b>205,208</b>	<b>1.09</b>	<b>101</b>	<b>714</b>	<b>205,922</b>

(a) With claims in respect of student children. Included with approved institutions in table on page 409.

CHILD ENDOWMENT: ENDOWED STUDENT CHILDREN IN FAMILY GROUPS  
TOTAL, 30 JUNE 1969

Number of endowed student children in family group	Claims in force	Endowed student children	Number of endowed student children in family group	Claims in force	Endowed student children
1 . . . . .	170,652	170,652	4 . . . . .	27	108
2 . . . . .	16,017	32,034	5 . . . . .	1	5
3 . . . . .	803	2,409	<b>Total . . . . .</b>	<b>187,500</b>	<b>205,208</b>

## Liability and expenditure—children under sixteen years

CHILD ENDOWMENT: CHILDREN UNDER 16 YEARS  
LIABILITY AND EXPENDITURE, STATES, TERRITORIES, ETC., 1968-69  
(\$'000)

State, Territory, etc.	Annual liability at 30 June 1969			Total payments to endowees and institutions during year(a)
	Family groups	Approved institutions	Total	
New South Wales . . . . .	62,754	489	63,243	60,604
Victoria . . . . .	50,839	426	51,265	48,887
Queensland . . . . .	27,946	276	28,222	27,050
South Australia . . . . .	17,091	172	17,263	16,635
Western Australia . . . . .	15,600	335	15,935	14,644
Tasmania . . . . .	6,504	34	6,538	6,334
Northern Territory . . . . .	1,235	270	1,505	1,397
Australian Capital Territory . . . . .	1,975	4	1,979	1,891
Abroad . . . . .	25	..	25	(b)69
<b>Total . . . . .</b>	<b>183,970</b>	<b>2,005</b>	<b>185,975</b>	<b>177,511</b>

(a) See footnote (b) on page 411. (b) Includes expenditure for endowed student children; separate figures are not available.

*Liability and expenditure—student children sixteen to twenty-one years*

**CHILD ENDOWMENT: STUDENT CHILDREN, LIABILITY, AND  
EXPENDITURE, STATES, TERRITORIES, ETC., 1968-69**  
(\$'000)

State, Territory, etc.	Annual liability at 30 June 1969			Total payments to endowees and institution during year
	Family groups	Approved institutions	Total	
New South Wales . . . . .	5,996	9	6,005	5,825
Victoria . . . . .	5,420	6	5,426	5,246
Queensland . . . . .	1,440	13	1,453	1,626
South Australia . . . . .	1,616	14	1,630	1,527
Western Australia . . . . .	881	12	893	896
Tasmania . . . . .	385	1	386	376
Northern Territory . . . . .	27	1	28	34
Australian Capital Territory . . . . .	239	..	239	222
Abroad . . . . .	..	..	..	(a)
<b>Total . . . . .</b>	<b>16,003</b>	<b>56</b>	<b>16,059</b>	<b>15,752</b>

(a) Included in preceding table showing expenditure for endowed children under sixteen years; separate figures are not available.

*Child endowment summary, 1964-65 to 1968-69*

**CHILD ENDOWMENT: SUMMARY, AUSTRALIA, 1964-65 TO 1968-69**

Year	At end of year		Approved institutions	Total endowed children	Annual liability for endowment (b)	Total payments during year (b)
	Family group claims in force					
	For children under 16 years(a)	For student children(a)				
1964-65 . . . . .	1,582,801	128,641	487	3,710,616	180,065	172,830
1965-66 . . . . .	1,610,490	132,900	488	3,762,646	182,288	176,432
1966-67 . . . . .	1,640,390	151,623	487	3,834,917	185,940	(c)199,282
1967-68 . . . . .	1,669,629	158,488	491	3,890,853	196,397	187,920
1968-69 . . . . .	1,701,914	187,500	493	3,996,042	202,034	193,263

(a) Claims by families with children under sixteen and student children are shown in both columns. Information on the number of families having such dual claims is not available. (b) A number of endowments are paid every twelve weeks. During two years out of every three there are four such payments but every third year there are five. Figures for annual liability therefore, reflect trends in expenditure on child endowment more accurately than do figures for payments. (c) Expenditure for this year includes five twelve-weekly payments.

**Unemployment, sickness, and special benefits**

Unemployment and sickness benefits are paid to males over sixteen and under sixty-five years of age, and females over sixteen and under sixty years of age, who are unemployed or who are temporarily incapacitated for work and thereby suffer loss of income. They must have been living in Australia during the preceding twelve months or be likely to remain permanently in Australia. A person receiving an age, invalid or widow's pension, or a service pension (as distinct from a war pension) under the *Repatriation Act 1920-1969* or a tuberculosis allowance, is ineligible to receive a benefit.

To qualify for an unemployment benefit a person must establish that he is unemployed and that his unemployment is not due to his being a direct participant in a strike, that he is capable and willing to undertake suitable work, and that he has taken reasonable steps to obtain such work. Registration with the local Commonwealth District Employment Office is necessary. To qualify for a sickness benefit, a person must establish that he is temporarily incapacitated for work because of sickness or accident and that he has thereby suffered a loss of salary, wages or other income. A married woman is not eligible to receive a sickness benefit if it is reasonably possible for her husband to maintain her. Where her husband is able to maintain her only partially, a benefit may be paid at such rate as is considered reasonable in the circumstances. In exceptional cases a married woman may qualify for unemployment benefit in her own right.

A special benefit may be granted to a person not qualified for unemployment or sickness benefit who is not receiving an age, invalid or widow's pension or a service pension, and who, because of age, physical or mental disability or domestic circumstances, or for any other reason, is unable to earn a sufficient livelihood for himself and his dependants. Recipients of special benefits include, among others, deserted wives, persons caring for invalid parents, and persons ineligible for age, invalid or widows' pensions because of lack of residence qualifications.

Special benefits are also paid to migrants who are in Commonwealth centres or hostels awaiting their first placement in employment in Australia. During this time they receive a short instruction in English and in Australian conditions to facilitate their assimilation into the community and employment.

*Rates of benefit.* The maximum weekly rates of benefit payable and permissible income in respect of benefit periods which commenced on or after 27 September 1969 are as follows.

	<i>Maximum weekly rate</i>	<i>Permissible weekly income</i>
	\$	\$
Adult (21 and over) or married minor . . . .	10.00	6.00
Unmarried person, aged 18-20 years . . . .	6.00	3.00
Unmarried person, aged 16-17 years . . . .	4.50	3.00

The adult rate of benefit is payable to unmarried minors having no parent living in Australia.

An additional benefit of \$7 a week may be paid for a dependent spouse and \$2.50 a week for the first dependent child and \$3.50 for each other dependent child under sixteen years of age resident in Australia. Additional benefit, at the same rate as that for a dependent spouse, may be paid where a woman is keeping house for a claimant who has one or more children under sixteen years of age in his care. It may be granted only if no such benefit is payable for his wife, and the housekeeper is substantially dependent on him but not employed by him.

The weekly rate of benefit is reduced by the amount by which a beneficiary's other income exceeds the amount of permissible income. For unemployment benefit purposes the income of the spouse is also taken into account unless the claimant and his spouse are permanently separated. For sickness benefit purposes the income from an approved friendly society or other similar approved body in respect of the incapacity for which sickness benefit is payable is disregarded. 'Income' does not include child endowment or other payments for children, Commonwealth hospital and pharmaceutical benefits, a tuberculosis allowance, or an amount paid in reimbursement of medical, dental or similar expenses. There is no means test on property.

The amount of compensation, damages or similar payment, or war pension, if paid in respect of the same incapacity as that for which sickness benefit is claimed, is deducted from the sickness benefit. If not paid in respect of the same incapacity, compensation is regarded as income and war pension is ignored.

There is a waiting period of seven days during which unemployment or sickness benefit is not payable, but this waiting period is not required more than once in any period of thirteen weeks.

## Benefits

UNEMPLOYMENT, SICKNESS, AND SPECIAL BENEFITS  
STATES AND TERRITORIES, 1968-69

	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	N.T.	A.C.T.	Aust.
Number admitted to benefit during year—									
Unemployment—									
Males . . . . .	25,473	20,573	(a)28,526	12,014	3,977	2,432	134	180	(a)93,309
Females . . . . .	11,997	6,599	10,627	6,139	2,544	1,552	61	86	39,605
Persons . . . . .	37,470	27,172	(a)39,153	18,153	6,521	3,984	195	266	(a)132,914
Sickness—									
Males . . . . .	19,784	10,833	8,866	4,745	4,179	1,704	162	212	50,485
Females . . . . .	5,172	2,965	1,908	1,150	878	366	27	73	12,539
Persons . . . . .	24,956	13,798	10,774	5,895	5,057	2,070	189	285	63,024
Special—									
Ordinary—									
Males . . . . .	567	395	362	96	102	56	6	6	1,590
Females(b) . . . . .	2,907	4,029	1,484	798	703	347	25	37	10,330
Persons . . . . .	3,474	4,424	1,846	894	805	403	31	43	11,920
Migrants—									
Persons . . . . .	5 884	3,432	30	662	..	..	..	..	10,008
Total—									
Males(c) . . . . .	45,824	31,801	(a)37,754	16,855	8,258	4,192	302	398	(a)145,384
Females(c) . . . . .	20,076	13,593	14,019	8,087	4,125	2,265	113	196	62,474
Persons(d) . . . . .	71,784	48,826	(a)51,803	25,604	12,383	6,457	415	594	(a)217,866
Persons on benefit at end of year—									
Unemployment—									
Males . . . . .	2,965	2,519	3,149	1,090	226	381	2	12	10,344
Females . . . . .	1,849	1,089	1,298	866	243	219	1	1	5,566
Persons . . . . .	4,814	3,608	4,447	1,956	469	600	3	13	15,910
Sickness—									
Males . . . . .	2,670	1,692	955	519	401	211	15	27	6,490
Females . . . . .	700	507	204	157	84	31	5	7	1,695
Persons . . . . .	3,370	2,199	1,159	676	485	242	20	34	8,185
Special—									
Ordinary—									
Males . . . . .	251	78	87	28	19	11	1	..	475
Females(b) . . . . .	1,045	1,524	516	252	230	136	5	4	3,712
Persons . . . . .	1,296	1,602	603	280	249	147	6	4	4,187
Migrants—									
Persons . . . . .	203	161	..	34	..	..	..	..	398
Total—									
Males(c) . . . . .	5,886	4,289	4,191	1,637	646	603	18	39	17,309
Females(c) . . . . .	3,594	3,120	2,018	1,275	557	386	11	12	10,973
Persons(d) . . . . .	9,683	7,570	6,209	2,946	1,203	989	29	51	28,680
Benefits paid during year—									
Unemployment . . . \$'000	2,627	2,246	2,474	1,286	309	297	19	9	9,268
Sickness . . . \$'000	2,187	1,473	801	461	389	166	24	30	5,531
Special(d) . . . \$'000	657	838	249	126	97	55	4	3	2,031
Total benefits paid. . \$'000	5,472	4,557	3,525	1,873	795	518	47	43	16,830

(a) Excludes 244 Torres Strait Islanders. (b) Since June 1968, special benefits, instead of sickness or unemployment benefits, became payable for confinement cases. (c) Excludes migrants in Commonwealth centres or hostels awaiting their first placement in employment in Australia. (d) Includes migrants in the category described in footnote (c).

UNEMPLOYMENT, SICKNESS, AND SPECIAL BENEFITS: SUMMARY, AUSTRALIA  
1964-65 TO 1968-69

Year	Number admitted to benefit during year			Average number of persons on benefit at end of each week			Amount paid in benefits		
	Unem- ployment	Sickness	Special (a)	Unem- ployment	Sickness	Special (a)	Unem- ployment	Sickness	Special (a)
1964-65 . . . . .	88,512	68,637	6,719	13,742	10,457	2,567	\$'000 6,807	\$'000 6,498	\$'000 1,235
1965-66 . . . . .	114,497	69,585	7,838	14,927	10,044	2,507	7,813	6,483	1,261
1966-67 . . . . .	151,024	72,276	9,340	20,640	10,108	2,413	11,186	6,611	1,247
1967-68 . . . . .	157,856	72,924	11,615	21,496	9,935	2,532	11,242	6,290	1,300
1968-69 . . . . .	132,914	63,024	(b)21,928	17,818	8,407	(b)4,307	9,268	5,531	(b)2,031

(a) Includes migrants in Commonwealth centres or hostels awaiting their first placement in employment in Australia. (b) Since June 1968, special benefits instead of sickness or unemployment benefits, became payable for confinement cases.

## Sheltered employment allowance

This allowance was introduced on 30 June 1967 as an alternative to an invalid pension. It is available to disabled employees engaged in approved sheltered employment and who are either invalid pensioners or are likely to become permanently incapacitated to a pensionable degree and are otherwise qualified to receive an invalid pension.



The maximum rate of the allowance is the same as the maximum rate of invalid pension. Additional benefits such as wife's allowance and additional pension for children that would be paid if the person were an invalid pensioner are added to the sheltered employment allowance to form one composite payment. The means test is the same as for invalid pensions.

At 30 June 1969, twenty workshops were approved under the *Social Services Act 1947-68* to pay sheltered employment allowances on behalf of the Department of Social Services. Nine workshops were paying the allowances to 488 employees including 456 who had been tentatively transferred from invalid pensions and who are also included in the number of invalid pensioners shown in the tables on pages 404 and 405. Employees in other sheltered workshops continued to receive invalid pensions. Expenditure during the year 1968-69 was \$288,276.

#### Commonwealth Rehabilitation Service

The Commonwealth Rehabilitation Service was set up to help persons who are unable to work because of physical handicap, or who have had to give up their employment because of sickness or injury. It helps disabled persons to reach their maximum physical fitness and to prepare for suitable employment. They are given suitable treatment and training, the cases selected being those in which the person's disability is remediable and there are reasonable prospects of his engaging in a suitable vocation within three years after the commencement of treatment or training.

The service is available to invalid and widow pensioners, persons receiving unemployment, sickness or special benefits, persons receiving tuberculosis allowances, and persons aged fourteen or fifteen who, without treatment and training, would be likely to qualify for an invalid pension on reaching the age of sixteen years. During treatment, payment of pension or benefit continues. When vocational training begins the pension or benefit is suspended and a rehabilitation allowance, together with a training allowance of \$4.00 a week, is paid instead. With an invalid pensioner, or a sickness, unemployment, or special beneficiary, the rehabilitation allowance is equivalent to and calculated in the same manner as an invalid pension. For a widow pensioner the rate is the same as that of the widow's pension.

Living-away-from-home allowances are paid where necessary. Fares and living expenses (including those of an attendant where required) incurred in connection with treatment, training or attendance for an interview or for medical examination may also be paid. Necessary artificial replacements, surgical aids and appliances may be provided, free of charge, to a person receiving treatment and training or who needs them to assist him to engage in a suitable vocation after the discontinuance of his treatment and training or who needs them otherwise to assist in his rehabilitation. He may also be provided with books, equipment and tools of trade costing up to \$80 in any period of twelve months. Where books, equipment and tools of trade provided to assist a person to engage in a suitable vocation are retained by him, he is liable to repay the cost but is not required to make repayment until after he has commenced employment. The repayment may be made by instalments. If the treatment or vocational training does not result in the trainee being able to engage in employment, he receives the pension or benefit to which he is entitled. Disabled persons who cannot qualify for the free service may pay for rehabilitation themselves, or they may be sponsored by government or private organisations.

*Numbers dealt with by the service*

#### COMMONWEALTH REHABILITATION SERVICE: AUSTRALIA, 1968-69

Class of beneficiary	Referred	Accepted	Completed training	Placed in employment		Expenditure during year \$'000
				After training (a)	Without training	
Invalid pensioners . . . . .	9,646	366	122	98	129	} n.a.
Widow pensioners(b) . . . . .	9	1	..	..	..	
Unemployment and sickness beneficiaries . . . . .	14,505	911	150	157	594	
Special beneficiaries . . . . .	3	..	..	..	1	
Recipients of tuberculosis allowance . . . . .	17	9	4	5	6	
Persons aged 14-15 years . . . . .	120	52	22	15	21	
Persons provided with rehabilitation on payment of the cost by themselves or by another authority . . . . .	114	96	8	11	67	
<b>Total . . . . .</b>	<b>24,414</b>	<b>1,435</b>	<b>306</b>	<b>286</b>	<b>818</b>	

(a) Includes persons who had received training prior to 1 July 1968.

(b) Excludes widows accepted under the Training Scheme for Widow Pensioners (see page 415).

Of the 1,435 persons accepted during 1968-69, 75 per cent were under forty years of age. The average number undergoing rehabilitation at the end of each month during the year was 943.

#### Training scheme for widow pensioners

In September 1968 a scheme was introduced to help widow pensioners acquire vocational skills which will enable them to undertake gainful employment. Training may take the form of refresher courses or it may involve training for new skills. During training the widow continues to receive her pension for as long as she remains eligible. In addition to pension, she may qualify for a training allowance of \$4 a week and a living-away-from-home allowance of \$5 a week. The cost of tuition fees and fares may also be met. Of the 2,119 applications received during 1968-69, 1,117 were accepted for training and of this number, 883 commenced training; 89 completed training and 66 were placed in employment. Expenditure during the year was \$137,328.

#### Commonwealth assistance to aged persons homes and sheltered workshops and for accommodation for disabled persons employed in sheltered workshops

*The Aged Persons Homes Act 1954-1969* is designed to encourage the provision of homes in which aged persons may reside in conditions approaching normal domestic life.

To be eligible for assistance under the Act an organisation must be:

- (a) carried on otherwise than for the purposes of profit or gain to the individual members; and
- (b) a religious organisation, an organisation of which the principal objects or purposes are charitable or benevolent, an organisation of former members of the defence forces established in every State or a State branch of such an organisation, an organisation approved by the Governor-General for the purposes of the Act, or a local governing body.

An organisation conducted or controlled by, or by persons appointed by, the Government of the Commonwealth or of a State is not eligible for assistance under the Act.

The Director-General of Social Services may make a grant of money to an organisation as assistance towards meeting the cost of the construction or purchase of a home, including land, to be used permanently for the accommodation of aged persons. The grant is made on a basis of \$2 for each \$1 raised by the organisation (\$1 for each \$1 from 1954 to 1957), not counting money which the organisation receives from a governmental body (other than a local governing body) or borrowed. Before a grant is made the Director-General must be satisfied that the sum of the money expended and the money at present available for expenditure by the organisation towards the capital cost of the home, together with the amount of the grant, will be not less than the capital cost of the home.

The following table gives information regarding grants approved during 1968-69. The amounts granted include new grants approved in 1968-69 together with adjustments made during the year in respect of grants originally approved in earlier years.

#### AGED PERSONS HOMES: GRANTS APPROVED, AMOUNTS GRANTED, AND BEDS PROVIDED, STATES AND TERRITORIES, 1968-69

		<i>N.S.W.</i>	<i>Vic.</i>	<i>Qld</i>	<i>S.A.</i>	<i>W.A.</i>	<i>Tas.</i>	<i>N.T.</i>	<i>A.C.T.</i>	<i>Total</i>
Grants approved	. No.	41	43	28	46	24	11	..	..	193
Amounts granted	. \$'000	3,878	2,139	1,888	2,337	1,855	607	..	..	12,704
Beds provided	. No.	1,024	523	522	620	496	157	..	..	3,342

The following table gives information regarding grants approved for each of the years 1964-65 to 1968-69. The amounts granted in each year include new grants approved in that year together with adjustments made during the year in respect of grants originally approved in earlier years.

**AGED PERSONS HOMES: GRANTS APPROVED  
AMOUNTS GRANTED, AND BEDS PROVIDED  
AUSTRALIA 1964-65 TO 1968-69**

<i>Year</i>	<i>Grants approved</i>	<i>Amounts granted</i>	<i>Beds provided</i>
	No.	\$'000	No.
1964-65 . . .	151	6,680	2,083
1965-66 . . .	149	9,576	2,807
1966-67 . . .	158	11,095	3,227
1967-68 . . .	170	10,220	2,831
1968-69 . . .	193	12,704	3,342

Since the commencement of the Act in December 1954, 1,851 grants amounting to \$92,422,564 have been approved, and accommodation has been provided for 32,617 aged persons.

On 12 September 1969 the Aged Persons Homes Act was amended to provide a *Personal care subsidy* of \$5 a week for persons of eighty years of age or over who receive approved personal care while living in hostel type accommodation provided by organisations eligible under the Aged Persons Homes Act.

*The Sheltered Employment (Assistance) Act 1967* superseded the *Disabled Persons Accommodation Act 1963*. Under the latter Act, which was in operation from 25 November 1963 to 30 June 1967, total grants of \$372,118 had been approved. The new Act, which came into operation on 30 June 1967, provides for subsidies of \$2 for \$1 to eligible organisations towards the capital cost of sheltered workshops, the equipment for them, and accommodation for disabled people employed or likely to be employed in sheltered workshops. The Act covers the erection of buildings and the purchase of existing buildings. In both cases the cost of land is included in the capital cost as is the cost of any necessary conversion of an existing building. The subsidy may also be paid towards the rental, for up to three years, where rented premises are used to provide sheltered employment. Organisations eligible for grants under the Act are the same as those specified under the Aged Persons Homes Act. A substantial number of the people employed in the sheltered workshop must be medically qualified for an invalid pension, or be likely to become so qualified if not provided with sheltered employment, and must receive payment for their work before the organisation can qualify for a subsidy.

The total subsidy for the 249 grants approved during 1968-69 amounted to \$1,797,165. Of these grants, 34 were for workshop buildings and extensions involving a subsidy of \$1,169,074. The increased number of grants during the year was due mainly to the greater demand for equipment and, to a lesser extent, to the construction and rental of more workshops. The remaining grants and subsidies approved were divided as follows: 198 grants totalling \$253,798 for workshop equipment; 14 in respect of rental of premises used as sheltered workshops, \$27,654; and 3 grants involving \$346,639 for projects providing accommodation for 99 disabled workshop employees.

#### Commonwealth assistance to States

*The States Grants (Deserted) Wives Act 1968* came into operation on 21 June 1968 with retrospective effect from 1 January 1968. The Act provides for assistance to be given by the Commonwealth to the States in respect of aid for mothers with children where there is no bread-winner and 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 de facto wives of prisoners, and other unmarried mothers who are ineligible for Commonwealth widows' pension.

The type of assistance attracting a Commonwealth grant may be provided in the form of cash, food or clothing. The grant is made by the Commonwealth to the States on the basis of half the cost of the approved assistance paid to the mother or half the amount of Class A widow's pension whichever is the lesser.

All States, with the exception of Victoria, participated in the Scheme in 1968-69. Payments by the Commonwealth amounted to \$1,149,282 compared with \$200,733 during 1967-68.

*The States Grants (Home Care) Act 1969* provides that the Commonwealth will share on a \$1 for \$1 basis with participating States the cost of approved housekeeping or other domestic assistance provided wholly or mainly for aged persons in their homes. The Commonwealth will also share on a \$1 for \$1 basis with participating States up to a maximum of one-third of the capital cost of approved senior citizens' centres as well as meeting on a \$1 for \$1 basis with the States the cost of a salary of a welfare officer employed by such a centre.

**Telephone rental concessions**

Effective from 1 October 1964 an amendment to the Telephone Regulations of the Post and Telegraph Act provides that a telephone service for qualified age, invalid and widow pensioners and blind people is available at an annual rental equal to two-thirds of the amount otherwise payable. The Department of Social Services re-imburses the Postmaster-General's Department for the cost of the scheme including administrative costs. Expenditure during 1968-69 was \$1,895,672, plus administrative costs amounting to \$56,751.

**Compassionate allowances**

These allowances are paid by the Commonwealth on a discretionary basis to certain people who are unable to qualify for pensions or other benefits under the provisions of the Social Services Act. Expenditure on compassionate allowances and payments of a similar nature during 1968-69 was \$94,116.

**Northern Territory and Australian Capital Territory Welfare Services**

Provision of general Welfare services in these two Territories is the responsibility of the Commonwealth. In so far as Welfare items can be identified for accounting purposes, the following table shows the cost of providing these services for each of the years 1964-65 to 1968-69. The amounts shown exclude administrative costs; payments from the National Welfare Fund (*see* pages 400-1); and Commonwealth expenditure on Aboriginal Welfare shown in the table on page 418 for the Northern Territory and Australian Capital Territory.

**COMMONWEALTH EXPENDITURE ON GENERAL WELFARE SERVICES:  
NORTHERN TERRITORY AND AUSTRALIAN CAPITAL TERRITORY 1964-65 TO 1968-69  
(\$'000)**

	1964-65	1965-66	1966-67	1967-68	1968-69
<b>Northern Territory—</b>					
Current . . . . .	175	191	260	502	565
Capital . . . . .	..	..	32	47	46
<b>Total . . . . .</b>	<b>175</b>	<b>191</b>	<b>292</b>	<b>549</b>	<b>611</b>
<b>Australian Capital Territory—</b>					
Current . . . . .	186	236	257	325	367
Capital . . . . .	..	84	36	..	..
<b>Total . . . . .</b>	<b>186</b>	<b>320</b>	<b>293</b>	<b>325</b>	<b>367</b>

**Aboriginal welfare**

The Aboriginal population as defined at the 1966 Census of Population and Housing includes persons who, at the Census, stated themselves to be 'Aboriginal', or who stated themselves to be more than half Aboriginal, or who were half Aboriginal and half European. The number enumerated in this group at the 1966 Census was 80,207 persons. This figure excludes Torres Strait Islanders, persons who stated that they were less than half Aboriginal and persons who are half Aboriginal and half non-European. An independent estimate, which includes each of these categories, made by the Commonwealth Office of Aboriginal Affairs set the total Aboriginal population in 1969 at about 140,000 persons. The Aboriginal population is increasing at a rate faster than the Australian average. Few Aborigines still live a nomadic life; most live a settled, but in many other ways traditional, life. There are others at all stages between this and full participation in the life of the Australian community.

A referendum in May 1967 led to the repeal of section 127 of the Constitution which provided that in reckoning the numbers for census purposes, Aborigines should not be counted; and to the deletion of the words 'other than the Aboriginal race in any State' from Section 51 (xxvi) which relates to the power of the Commonwealth Parliament to make laws with respect to people of any race. The Federal Government, whose aim is to help the Aborigines to become an integral part of Australian community life, now shares with the States power and responsibilities for the advancement of Aborigines. The Commonwealth Government has created an office of Aboriginal Affairs, in Canberra, as the agency co-ordinating policy affecting Aborigines, as well as continuing its financial and administrative responsibilities for Aborigines in the Northern Territory and Australian Capital Territory through the Department of the Interior. The Office serves a Council, comprising a Chairman and two members, which has two functions: to advise in the framing of national policies for the

Aboriginal citizens of Australia; and to consult with Commonwealth Departments and authorities whose activities have a bearing on Aboriginal welfare.

In recent years the Commonwealth, State and Northern Territory legislatures have been active in progressively removing all discriminatory legislation from the relevant Acts of the Commonwealth and State Parliaments and from the relevant Ordinances of the Northern Territory, and therefore direct benefits are not as readily identifiable as they were in the past. In the legal and formal sense none of the opportunities open to Australians generally is closed to Aborigines. There are no indigenous Aborigines in Tasmania.

In the 1969-70 Budget the Commonwealth provided \$7.2 million in an Aboriginal Trust Account of which \$5.4 million was for grants to the States for assistance in the specific fields of health, housing, education and employment; and \$1.8 million for direct expenditure by the Commonwealth (see table below.) From the Capital Fund for Aboriginal Enterprises, established in 1968 for corporate or individual ventures with economic potential, loans totalling \$328,000 had been approved to 30 June 1969.

*Commonwealth and State expenditure from Consolidated Revenue.* Expenditure out of Commonwealth and State Consolidated Revenue Funds specifically on Aboriginal welfare during the years 1964-65 to 1968-69 is shown in the following table. The figures hereunder do not represent total Commonwealth and State expenditure on Aborigines. They exclude expenditure from Trust Funds and Loan Funds and there may be some other activities for which figures are not available. As citizens, Aborigines benefit like other Australians from services provided by various Government departments.

**ABORIGINAL WELFARE: EXPENDITURE FROM CONSOLIDATED REVENUE  
FUNDS, STATES AND TERRITORIES, 1964-65 TO 1968-69  
(\$'000)**

Year	N.S.W.	Vic.	Qld	S.A.	W.A.	N.T.	A.C.T.	Aust.
1964-65 . . . . .	712	130	1,764	1,270	1,880	3,201	6	8,965
1965-66 . . . . .	809	130	2,016	1,428	2,151	2,595	7	9,136
1966-67 . . . . .	909	131	2,317	1,490	2,265	3,151	2	10,264
1967-68 . . . . .	814	200	3,009	1,634	2,690	3,983	2	12,333
1968-69 . . . . .	1,027	320	3,639	1,688	3,076	4,892	(a)	14,642

(a) Not available—expenditure included in amounts paid from general welfare, etc., appropriations.

**STATE EXPENDITURE ON CERTAIN WELFARE SERVICES**

The following table shows net expenditure from State government funds on certain welfare services. The figures exclude expenditure on unemployment, bush fire, flood, etc., relief, Aboriginal welfare, and some other items which are excluded because information cannot be obtained for all States. Loan fund expenditure is excluded also. Because of differences in organisation and accounting methods, the information shown for some classes is not on exactly the same basis for all States; it may also be incomplete because particulars of some activities are not separately recorded and are therefore excluded. The expenditure shown is 'net' in the sense that receipts for services rendered have been deducted from gross expenditure.

**NET EXPENDITURE BY STATE GOVERNMENTS ON CERTAIN WELFARE  
SERVICES, 1964-65 TO 1968-69  
(\$'000)**

Service and year	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	Total
1968-69—							
Relief of aged, indigent and infirm, child welfare, etc. . . . .	17,274	12,918	6,122	3,524	3,605	1,947	45,389
Miners' phthisis . . . . .	63	49	..	..	64	..	176
<b>Total . . . . .</b>	<b>17,337</b>	<b>12,967</b>	<b>6,122</b>	<b>3,524</b>	<b>3,669</b>	<b>1,947</b>	<b>45,565</b>
Total—							
1967-68 . . . . .	15,858	11,346	5,840	3,147	3,170	1,968	41,330
1966-67 . . . . .	14,469	10,422	5,360	3,054	3,348	1,664	38,317
1965-66 . . . . .	13,271	9,216	4,406	2,606	3,142	1,455	34,096
1964-65 . . . . .	12,299	8,426	4,110	2,188	2,700	1,311	31,034