

SOCIAL WELFARE

INTRODUCTION

This Chapter describes the changing approach to aspects of community welfare in Victoria since 1934. It includes a review of income security services, the government and non-government welfare services available in Victoria for family, community, ethnic, and special needs groups, and also examines statutory services for young persons, correctional services, and the training of social welfare personnel.

Social welfare attitudes and the resultant programmes have developed in Victoria since 1934 largely through increased co-operation by Commonwealth, State, and local governments, voluntary welfare organisations, self help groups and community welfare services organised by local, regional, or State based special interest groups.

Years of economic hardship during the Depression made substantial relief programmes necessary, because at that time, there was no adequate income security in Australia. By the end of the 1930s some economic recovery had occurred, although the Second World War changed social life and brought rationing and disruption to families. The great demand for labour, especially in the growing manufacturing industries, also began to change the role of women in the labour force. The return to peace ushered in the period of Australia's sustained economic growth from the 1950s to the 1970s. This was accompanied by a rapid growth in population due to expanding immigration and natural increase, and also brought about great social changes.

Numerous Commonwealth, State, and regional studies were undertaken during the period, covering many aspects of community welfare, the rights and responsibilities of citizens in the community, and the problems and needs of groups regarded as being at risk. Studies conducted include those in the early 1940s of the Commonwealth Joint Parliamentary Committee on Social Security; Comprehensive Health Schemes (1943 and 1945); Commonwealth Hospital Scheme and Hospitalisation (1944); Care of the Aged (1974) (Commonwealth Social Welfare Commission); Commonwealth Committee of Inquiry into Rehabilitation and Compensation (1974); Inquiry into Poverty in Australia (1975); Inquiry into National Superannuation (1976); Report of the Victorian Committee on Mental Retardation (1977); Royal Commission on Human Relationships (1977); Report of the Review of Post Arrival Programmes and Services for Migrants (1978); The Future of Social Welfare in Victoria (1978); The Board of Review into Local Government (1980); Community Welfare Priorities (1982); and Income Security for Victorians (1982).

In 1981-82, Commonwealth welfare programmes absorbed 26.6 per cent of Commonwealth Government outlays, while expenditure by the Victorian Government and by Victorian local government on welfare functions was 1.9 per cent and 5.8 per cent, respectively, of State and local government expenditure.

Both the Commonwealth and Victorian Governments, particularly in the latter part of the period under review, have tended to direct welfare programmes selectively to those most in need of government support. In addition, there has been a greater involvement by voluntary organisations and local community groups in the distribution of financial and other resources.

As welfare concessions give expression to community concern, they provide discriminatory advantages to those who can establish a greater need for assistance. Income maintenance systems, which originally began in 1908, gradually increased in scope over the years and were supplemented by financial support programmes, assistance in kind, or concessions to

meet the extra demands and needs of specific disadvantaged groups such as the handicapped, the chronically ill, the homeless, and others. Of particular importance have been the concessions granted to certain social security pensioners and beneficiaries and their dependants, who could meet eligibility criteria. The original major concession was the provision, in 1951, of free medical service by a general practitioner and free pharmaceutical services, but concessions were also given by Commonwealth, State, and local governments, voluntary organisations (including a continuance of the emergency relief practices of the past), and by places of entertainment, among other agencies.

The Commonwealth Government instituted an inquiry into social welfare in 1976, because no adequate information seemed to be readily available on the effectiveness of Australian health and welfare services in meeting community needs. The Report from the Senate Standing Committee on Social Welfare, *Through a Glass, Darkly*, concluded that the health and welfare system in Australia was neither rational nor planned in any comprehensive manner. Specifically, there was insufficient knowledge of needs, very few stated goals or objectives, few standards of performance or provision, and a lack of adequate data which would enable evaluation to take place.

CONCEPTS OF SOCIAL WELFARE

Debates about social welfare concepts since the 1930s have included differences of opinion about the nature of social welfare; differences between beliefs held by welfare agencies and recipients; and differing conclusions about the way resources should be allocated. There have also been differences between concepts of individual freedom and collective responsibility, including the extent of State intervention that is desirable in the private lives of citizens. There have also been differences of opinion between advocates of social welfare (which is heavily emphasised in current thinking with its focus on family counselling and support and localised services) and social control (which is strongly reflected in past practice and tends to rely on punishment).

In the early history of welfare in Victoria, most relief for the poor came from voluntary and charitable organisations. This relief was offered to the "deserving" poor; charity was selective and recipients were expected to manifest a sense of responsibility. The Victorian Government intervened mainly on behalf of the children of the "undeserving" poor. Such judgemental attitudes persisted well into the twentieth century. Then, shortly after Federation, the Commonwealth Government took over payment of invalid and age pensions. However, it was not until the Depression years that the inadequacies of private charitable assistance became fully evident and the Commonwealth Government began to take an increasing responsibility for income security. For a long time this kind of assistance was seen as charity and an affront to self-esteem, but it came to be almost universally accepted as a right when needed.

The Commonwealth Government first exercised its constitutional welfare powers in 1908 by passing the Commonwealth Invalid and Old Age Pension Act (which introduced an age pension from July 1909 and an invalid pension from December 1910). At that time the Commonwealth Government had the power to make "welfare" laws only in relation to invalid and old age pensions. In 1945, legislation to provide pharmaceutical benefits free of charge was declared unconstitutional and doubts were raised about the validity of other measures for which there appeared to be no specific constitutional provision. In 1946, following a successful referendum to rectify this situation, the constitutional powers of the Commonwealth Government were widened to encompass the provision of maternity allowances, widows pensions, child endowment, unemployment, pharmaceutical, sickness and hospital benefits, medical and dental services, and benefits to students and family allowances (initially known as child endowment). As the Commonwealth Government entered a specific field, corresponding State Government programmes were discontinued.

Although the Victorian Government originally assumed responsibility for supplementing the income of indigent mothers, income security came to be regarded as a Commonwealth responsibility and delivery of most welfare services as a State responsibility. The State attempted to achieve this delivery largely by funding, supporting, and monitoring the services of voluntary organisations concerned with the well-being of citizens.

Although approaches have changed significantly since 1934, such change has usually

reflected an altered focus for intervention rather than an about-face in practice. Under the approach adopted by the former Children's Welfare Department, parents were advised and subsidised, or deprived of their children so that the children would not suffer. The well-being of the individual child was seen as a sufficient reason for intervention. The parents' rights tended to be ignored (which often meant that the child's right to parental relationships was also ignored). For example, up to the early 1970s, parents were often discouraged from maintaining contact with their children who then remained wards of the State until they reached 18 years of age. This pattern reflected the belief, which was current in the 1930s, that the way to break children out of hereditary poverty, was to remove them from their environment as infants and raise them through a succession of babies homes, children's homes, hostels, or training farms.

In the late 1950s, increased emphasis was placed on family welfare. However, individuals rather than the family remained the prime centre for intervention until the 1970s, when family functioning became increasingly emphasised, coinciding with the growing belief that services should be available to families by right to meet needs as they arose, and should not merely be provided after major problems had already developed. This approach has led to efforts which reinforce community participation in the family's welfare. Thus, needs were identified at an earlier stage and appropriate locally based and locally supported services developed. The focus has moved away from services for the problematic child towards the development of community responses to the needs of families as a whole. Localised family counselling, as part of the regionalisation programme, dealt with such matters as children's behaviour, marital difficulties, neglect or maltreatment of children, financial difficulties, accommodation problems, and problems related to the aged, the unemployed, and the sick.

One of the strongest forces behind the thrust towards community acceptance of social welfare responsibilities has been the development of the self help movement. Special interest groups which were often the victims of various forms of inequality, have banded together for mutual support and greater political effectiveness. Self help is a component of the broader movement of "voluntarism", which denotes voluntary effort by many individuals on behalf of welfare programmes including those of self help organisations. Volunteers are an essential element in the provision of welfare services, and the early statutory programmes, including probation, made extensive use of them. As welfare services made more use of qualified social workers in the 1960s, less use was made of voluntary workers, but the 1970s and early 1980s have witnessed a reassessment of their contribution to the welfare system.

COMMONWEALTH GOVERNMENT WELFARE SERVICES

Development of income security services

Recognition of Commonwealth involvement in income security dates from the Federal Convention of 1897-98. The Commonwealth Constitution included specific powers to enact legislation for provision of "old age and invalid pensions", which was subsequently introduced in 1908 and superseded existing State provisions. This followed recognition during the 1890s (a period of severe economic depression) that the aged and infirm constituted the most vulnerable and needy group in a population which was ageing, as the rate of immigration declined following the end of the gold rush era.

Response to the needs of specific groups, rather than the establishment of a universal system, is a significant feature of the history of income security in Australia. Despite attempts to introduce national insurance schemes and debate about universal income maintenance systems, the non-contributory selective fixed payment system has been retained and expanded, including the development since 1914 of a parallel repatriation system for ex-service personnel. The introduction of maternity allowances in 1912 constituted a rare exception to the selective system, since it was payable to all mothers without a means test.

By 1934, as Australia was recovering from the Depression, only a small proportion of the population was eligible for Commonwealth income maintenance benefits. Together with strict means tests and residency requirements, a feature of the early pensions legislation was the exclusion of "aliens", Asiatics, Aborigines, certain criminals, inmates of institutions, and those who had deserted a spouse. Applications for an old age pension

were submitted to magistrates for recommendation and successful applicants had to be "of good character" (a provision that was removed in 1974). If applicants for the invalid pension were "adequately maintained" by "near relatives", their contribution would be counted as income (a provision repealed in 1952). Most of these judgemental provisions were allowed to fall into practical disuse long before their repeal, but they illustrate the attitudes prevailing at the time of their introduction. The maximum pension rate in 1934 was \$1.75, having been reduced under the *Financial Emergency Act* 1931, but the rate was restored to \$2 in 1938. From 1933, pensions were adjusted with cost of living index changes. This was repealed in 1937, when application of this adjustment meant a reduction in pension rates. Apart from re-introduction for a short time in 1940, this practice was not resumed until 1976.

The repatriation system developed as a result of public opinion which accepted that ex-service personnel were entitled to compensation. It provided war pensions to veterans or their dependants for incapacity or death. This was extended in 1935 to provide service pensions at 60 years of age (55 for females) to ex-service personnel who had served in a theatre of war.

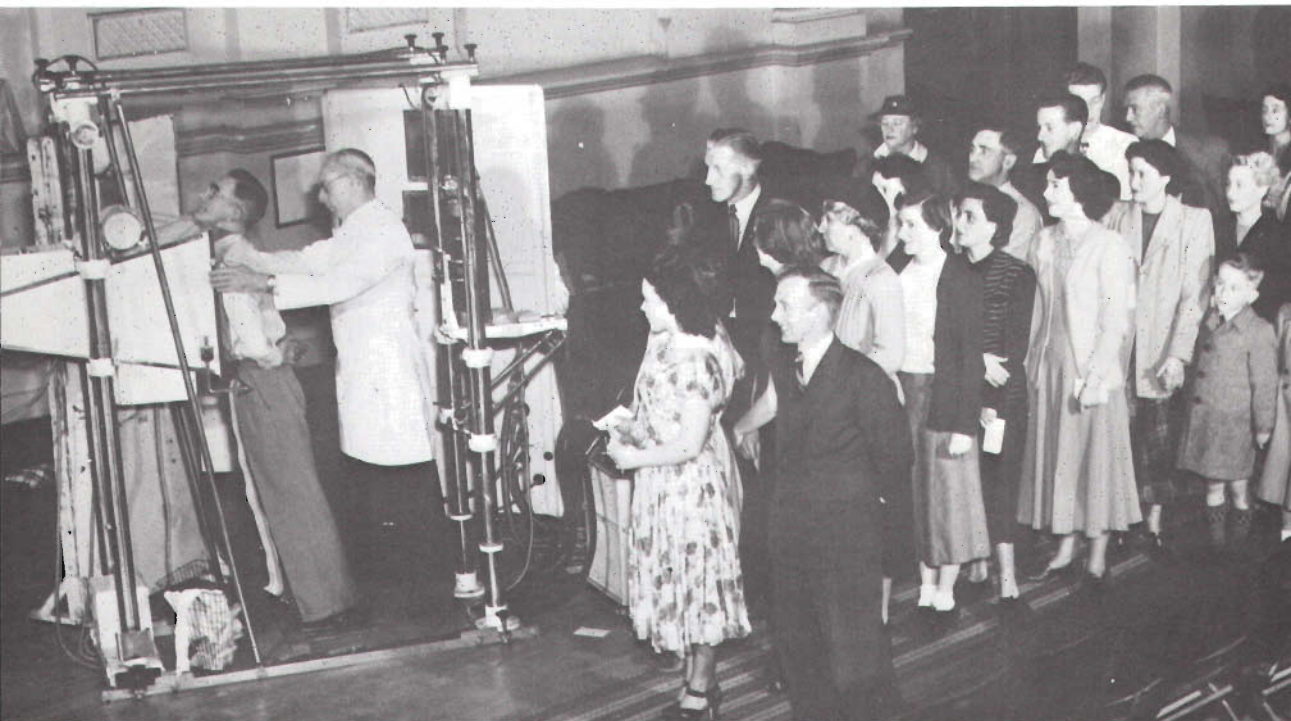
Further expansion of income security was hindered by financial restraints arising from the Depression. The National Health and Pensions Insurance Act was passed in 1938, its notable features being the omission of unemployment insurance (largely because of administrative difficulties) and the inclusion of widows' pensions and sickness and medical benefits. However, this scheme was never implemented.

Uniform taxation legislation, introduced in 1942 during the war, increased the Commonwealth Government's capacity to fund a wide range of measures. The referendum and subsequent constitutional amendment in 1946 allotted new powers to the Commonwealth Government, recognising current developments in income security provisions. Administrative responsibility had been transferred from the Treasury to the new Department of Social Services in 1941 and a Joint Parliamentary Committee on Social Security was established. In the nine reports produced by this Committee between 1941 and 1946 there was a recurring recommendation that a consolidated Act, giving scope for future developments, be introduced.

Before consolidation in 1947, three Acts were passed which extended income security provisions. The Commonwealth *Child Endowment Act* 1941 initiated a universal scheme for flat-rate payments for all dependent children except the first (endowment of the first child was subsequently introduced in 1950). Such payments were seen as being more equitable than tax concessions for dependants, which generally benefited to a greater extent those on higher incomes. Amending taxation legislation in 1941 abolished such concessions for endowed children, but these were partially reintroduced in 1942. Child endowment in 1941 was set at 50 cents per week for each eligible child. This was increased to 75 cents in 1945 and to \$1 per week in 1948. The amount for the first child was 50 cents per week when introduced in 1950, i.e., at a lower rate than for other children and this distinction still continues. In 1964, family responsibilities for student children above the age of 16 years were recognised within the income security framework and child endowment was extended. Child endowment was replaced by family allowances in 1975 at substantially increased rates, and tax deductions for dependent children were abolished for the same reason as was given in 1941. For many families the resultant income shift from father to mother was a significant side-effect.

The Commonwealth *Widows' Pension Act* 1942 provided for the payment of three classes of pension, depending on the woman's circumstances. The term "widows" included divorcees, deserted wives, and the wives of men in prison or in hospitals for the insane. Widows without children were eligible for the new pension at 50 years of age, i.e., ten years earlier than the qualifying age for the age pension.

During the Depression, unemployment assistance in Victoria consisted of relief funded by the Victorian Government from special taxation and administered through local government. It was provided not in cash but in the form of sustenance orders or rations and usually in return for work, and was sometimes supplemented by food, clothing, and other items distributed by charitable organisations. Proposed legislation to establish a national unemployment insurance system in the late 1930s was not passed by the Commonwealth Parliament because of problems of cost and administration. However,



Free chest x rays being taken in the Melbourne Town Hall as part of the campaign against tuberculosis in 1962.

Health Commission

The new premises of the Sunbury Community Health Centre, opened on 18 June 1974.

Health Commission



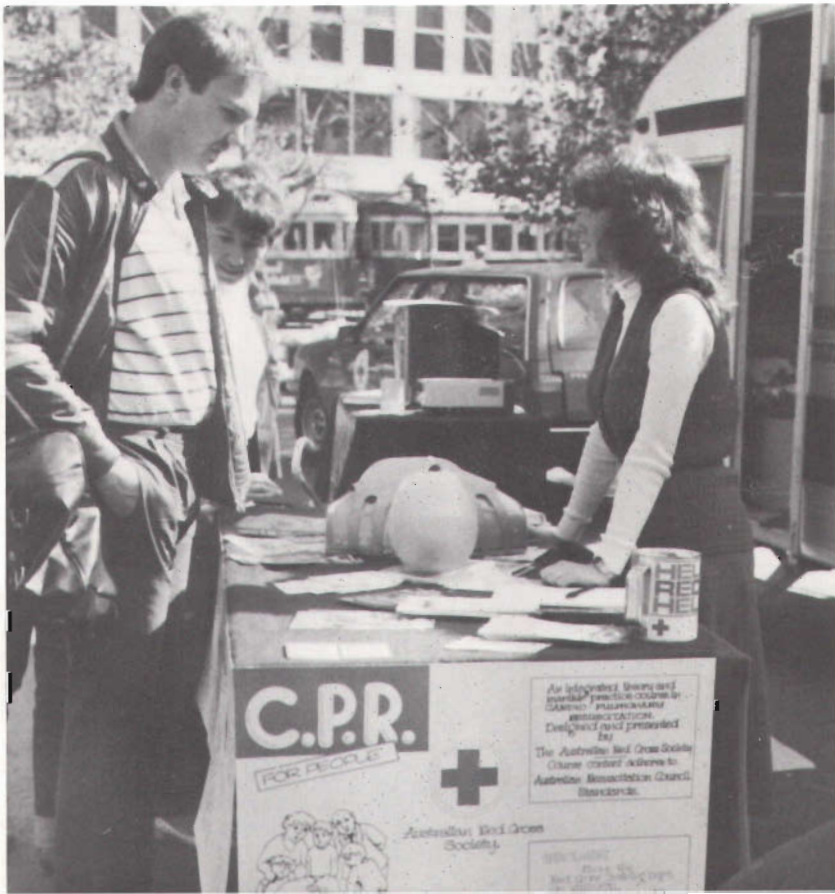


Trainees at work at the sheltered workshop of Ozanam Industries, Mornington.

Society of St Vincent de Paul

The Red Cross promotes the knowledge of first aid, including Cardio Pulmonary Resuscitation, in order to save lives and minimise injury. In May 1983, the Red Cross mounted a display in the Melbourne City Square to celebrate World Red Cross Day.

Australian Red Cross Society





The Sharing Centre was established at Mission House, Fitzroy, in 1981. Apart from distributing clothing and furniture, this community centre operates a credit union and various co-operative shops to assist low income people and families.

Brotherhood of St Laurence

Odyssey House was established in June 1980 to help people suffering from drug addiction. This involves the administration of a therapeutic, drug-free programme of approximately two years duration, and patients live at the centre to encourage a community spirit.

Herald and Weekly Times Ltd





The Morwell River Reforestation Prison produces eucalypt seedlings in tubes for reforestation, mainly in the Strzelecki Ranges.

Forests Commission, Victoria

Handicapped children playing basketball in front of an adapted goal at the Marathon Spastic Children's Centre, 1972.

Education Department of Victoria



when the control of manpower became a Commonwealth responsibility as a result of the outbreak of the Second World War, the National Service offices thus established provided the administrative framework for the implementation of a national scheme, for which the later need to be able to deal with large numbers of ex-service personnel added the political impetus.

The Commonwealth *Unemployment and Sickness Benefit Act 1944* introduced benefits for the unemployed who were willing and able to work and for those temporarily unfit for work. The provisions departed from those followed by other countries which usually required a three party contributory scheme in that the Australian scheme was financed through the National Welfare Fund. Under this legislation all eligible unemployed persons and the temporarily sick, aged between 16 and 65 years for males (60 for females) received financial support. A special benefit was also included for those ineligible for other pension or benefit but "unable to earn a sufficient livelihood". This was interpreted for particular cases, but in practice a number of specific categories of recipients developed over time, for example, persons caring for sick relations, single pregnant women in the last six weeks of pregnancy, aged migrants without residential qualifications for the pension, and unemployed persons suffering hardship but not qualifying for unemployment benefit.

Additional benefits granted in the 1940s included Funeral Benefits (1943) and Wife's Allowance (1943). Finally, the Social Services Consolidation Act was passed in 1947, repealing all previous Acts relating to social security, apart from repatriation.

A new approach to financing social security came through the National Welfare Fund, whereby a specific levy from income tax (a social services contribution tax) was used exclusively for financing social services. This operated from 1945 until 1950, when income tax again became a single levy on income.

The Commonwealth *Social Services Consolidation Act 1947* allowed for further benefits by including the words "and for other purposes" in its coverage. The first significant amendment was the establishment of the Commonwealth Rehabilitation Service in 1948, providing for the treatment and vocational training of invalid pensioners and unemployment or sickness beneficiaries. In 1977, eligibility was extended to cover any person, between the ages of 14 and 65 years for males (60 for females), who would be likely to derive substantial benefit from treatment or training. Thus the programme has not been limited to assisting persons to re-enter the labour force, but has also sought to help persons perform household duties or lead a more independent life at home.

The year 1951 saw the beginning of free medical practitioner services and the supply of medicines to pensioners and their dependants, the cost of which was met by the Commonwealth Government. Blind pensioners had received special concessions since 1912, and from 1952, a minimum pension was paid to a blind person free of any means test. Additional pension, however, remained subject to a means test until 1954, when total exemption from the means test came into effect. Also, at that time, invalids between the ages of 16 and 21 years were able to receive an invalid pension in their own right, without regard to the capacity of their parents to support them.

Supplementary assistance for age, invalid, and widow pensioners who paid rent, or who paid for their board and lodging, and who had limited means, was introduced in 1958. This recognised that some pensioners were in greater financial need than others. In 1970 supplementary assistance was extended to persons who had been in receipt of sickness benefit for more than six weeks.

A major change took place in the pension means test in 1961. The separate property and income tests which had previously formed the means test were combined to form the "Merged Means Test" under which means were calculated by adding personal earnings to 10 per cent of the value of property. In 1969, the "Tapered Means Test" was introduced. This extended the upper limits of means at which pensions ceased to be payable. A major development occurred in 1976 when the value of property (assets) for pension assessment purposes was disregarded altogether and a new "Income Test" was applied.

In 1963, a fundamental change in the structure of Australian pensions took place. Since Commonwealth pensions were first introduced in 1909, the maximum rate of pension had always been the same for all age and invalid pensioners, with the result that a married pensioner couple received twice the amount payable to a single pensioner. The new procedure provided that a sole pensioner should receive a maximum pension at a higher

rate than that of each of a pensioner couple, leading to the introduction of the "standard" and "married" rates of pension.

The Mother's Allowance was introduced for widow pensioners with children in 1963, and in 1965, the Guardian's Allowance came into operation for single, widowed, or divorced age or invalid pensioners with children in their care and control.

Other significant extensions of social service payments have included the introduction of the Sheltered Employment Allowance (1967), the Double Orphan's Pension (1973), and the Handicapped Child's Allowance (1975). The needs of single mothers, who were ineligible for the Widow's Pension, were recognised by introducing the Supporting Mother's Benefit (1973), which was subsequently replaced by the Supporting Parent's Benefit (1977), offering assistance for the first time to lone fathers. This benefit was paid after the parent had received assistance for up to six months through State Government welfare departments under the Commonwealth *States Grants (Deserted Wives) Act* 1968. However, in 1980 the Social Services Act was amended to extend payment of Special Benefits to cover the initial period and the Victorian Government ceased these family assistance payments.

Initially there were no "fringe benefits" for pensioners, but these have come to be regarded as a significant component of pension schemes. Services include: medical, public hospital treatment and accommodation, optometrical, hearing, pharmaceutical, and nursing home benefits. Other benefits include: concessions for travel, council and water rates, telephone rental, and third party insurance. Eligibility for Pensioner Health Benefit (PHB) and Concession Cards has become dependent on an income test and was extended to cover supporting parent beneficiaries in Victoria, from 1 July 1983.

The following tables show the distribution of income in Victoria for the years 1968-69, 1973-74, and 1978-79, and information relating to pensions, allowances, and benefits for the period 1934-35 to 1981-82.

ALL INCOME RECIPIENTS, TOTAL INCOME: VICTORIA,
1968-69, 1973-74, AND 1978-79
(per cent)

Total income \$	Males			Females			Total		
	1968-69	1973-74	1978-79	1968-69	1973-74	1978-79	1968-69	1973-74	1978-79
1 and under 1,000	12.2	5.9	2.1	56.0	33.6	20.2	33.5	19.6	11.2
1,000 and under 2,000	10.9	9.7	2.5	24.3	24.2	8.2	17.5	16.9	5.4
2,000 and under 3,000	24.2	6.1	8.6	13.1	11.0	16.3	18.8	8.5	12.5
3,000 and under 4,000	23.8	7.7	5.6	3.5	11.4	10.7	13.9	9.5	8.2
4,000 and under 5,000	13.6	12.2	3.8	1.4	8.0	6.6	7.7	10.1	5.2
5,000 and under 6,000	6.4	15.3	4.3	0.7	5.3	4.8	3.6	10.4	4.5
6,000 and under 7,000	3.3	13.9	4.3	0.4	2.6	5.7	1.9	8.3	5.0
7,000 and under 8,000	1.7	9.0	5.4	0.2	1.3	5.3	1.0	5.2	5.4
8,000 and under 10,000	1.6	9.5	14.5	0.1	1.4	10.5	0.9	5.5	12.5
10,000 and under 12,000	1.1	4.7	14.5	0.1	0.6	5.7	0.6	2.7	10.1
12,000 and under 15,000	—	2.7	15.9	—	0.3	4.1	—	1.5	10.0
15,000 and under 20,000	—	—	12.5	—	—	—	—	—	6.9
20,000 and under 25,000	1.3	3.5	3.3	0.1	0.3	1.8	0.7	1.9	1.8
25,000 and over	—	—	2.5	—	—	—	—	—	1.3
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number ('000)	1,107.8	1,202.9	1,273.7	1,052.2	1,183.8	1,296.2	2,160.0	2,386.7	2,569.9
Median income (\$)	3,070	5,510	9,840	780	1,420	3,380	1,940	3,530	6,530
Mean income (\$)	3,420	5,910	10,280	1,190	2,260	4,760	2,340	4,100	7,490

COMMONWEALTH PENSIONS AND BENEFITS: VICTORIA, 1934-35 TO 1981-82

Year	Age and invalid pensions (a)			Widows' pensions (b)		Supporting parents' benefits (c)		States Grants (Deserted Wives) Act (d)	Sickness benefits (e)		Special benefits (e)		Unemployment benefits (e)		Pensions/benefits (f) per 1,000 estimated mean population Victoria
	Number of age pensions	Number of invalid pensions	Total amount paid (g)	Number granted	Amount paid (g)	Number granted	Amount paid (g)	Amount paid (g)	Number granted	Amount paid (g)	Number granted	Amount paid (g)	Number granted	Amount paid (g)	
			\$'000		\$'000		\$'000	\$'000		\$'000		\$'000		\$'000	
1934-35	58,059	17,253	6,427	..	..	..	..	..	..	..	..	..	..	..	41.0
1939-40	76,081	12,739	8,827	..	..	..	..	..	..	..	..	..	..	..	46.7
1944-45	67,240	12,598	11,209	12,614	1,599	..	..	..	..	..	..	..	..	..	46.1
1949-50	84,831	14,328	21,568	11,060	2,198	..	..	..	15,120	436	21,642	283	1,037	13	67.0
1954-55	106,406	17,074	43,054	9,801	3,244	..	..	..	13,095	775	988	161	2,398	199	59.5
1959-60	(h)136,098	(h)17,546	71,870	12,547	5,832	..	..	..	13,672	1,092	1,141	296	17,635	1,871	69.5
1964-65	162,108	26,794	107,408	16,426	11,764	..	..	..	15,682	1,644	2,029	537	11,394	1,160	74.1
1969-70(i)	206,608	29,753	163,349	23,318	21,671	..	..	101	15,682	(j)1,956	4,326	1,017	20,038	1,795	87.0
1974-75	(k)306,412	(k)45,259	(k)500,745	34,056	66,471	7,511	15,786	1,256	31,569	(l)18,193	3,470	(l)2,560	175,596	(l)66,361	162.4
1979-80(m)	363,863	73,958	1,124,384	45,327	149,630	14,004	51,666	(n)4,967	30,600	31,206	(n)15,250	(n)14,416	178,900	204,665	185.7
1980-81	369,767	73,080	1,259,512	(n)45,663	172,138	(n)20,660	(n)80,499	(n)194	30,900	40,544	(n)15,100	(n)17,854	177,900	234,169	191.3
1981-82	367,345	72,989	1,429,898	45,824	196,675	23,347	114,766	..	33,075	54,928	12,772	16,761	186,205	281,599	186.7

- (a) Up to and including 1954-55, excludes pensions to persons in benevolent homes.
- (b) Became payable from June 1942. The term "widow" may include in certain cases, a deserted wife, a divorcee, a woman whose husband has been imprisoned for at least six months, and a woman whose husband is in a mental hospital.
- (c) Became payable on 3 June 1973. From November 1977, provision was made to include supporting fathers. Supporting parent's benefit was then paid in lieu of Supporting mother's benefit.
- (d) Came into operation on 1 January 1968 in other States (Victoria April 1970). Under the Act the Commonwealth subsidised the States in respect of income for families ineligible for benefits under the Social Services Act, including deserted/separated wives in their first six months of desertion/separation.
- (e) Sickness, special and unemployment benefits were commenced from 1 July 1945. An income test and residency qualification were applied. Rates of benefits, other than additional benefit for a child, were doubled from 1952. Special benefit statistics exclude special benefits to migrants in Reception and Training Centres.
- (f) Total number of pensions and benefits exclude sheltered workshop allowances and war and service pensions. Population is estimated at 31 December (mid-point).
- (g) Amount includes wife's allowance (from 1943) later replaced by wife's pension (from 1972); additional benefits for a child under 16 years (from 1945); subsequent children (from 1956); supplementary assistance (from 1958); guardian's allowance/mother's allowance (from 1963); and dependent students (from 1964), where applicable.
- (h) In 1960, statistical adjustments were made to correct invalid pensions to age pensions, where applicable.
- (i) Liberalisation of the means test resulted in a higher number of grants of pensions.
- (j) Long-term rate of sickness benefit introduced, payable after six weeks on benefit (from September 1970).
- (k) Liberalisation of the means test in October 1972. Eligibility of pensioners aged 75 years and over to payment of part pensions free of the means test (from 1973), extended to pensioners aged 70 years and over (from 1975), resulted in a higher number of pensions granted.
- (l) Rates of pensions raised considerably. Rates of sickness, special, and unemployment benefits brought into parity with pensions. Abolition of the long-term sickness benefit rate.
- (m) A higher number of pensions were granted as a result of the new Income Test (excluded value of property and assets).
- (n) State "Family assistance" to deserted/separated wives (first six months) phased out. State assistance ceased 1 January 1980. Special benefits were payable in the interim period until the six months qualifying period was met.

Source: Department of Social Security, Annual Reports.

COMMONWEALTH ALLOWANCES AND BENEFITS: VICTORIA, 1934-35 TO 1981-82

Year	Maternity allowances (a)		Child endowment/Family allowances (b)				Double orphans' pensions (c)			Handicapped child's allowances (d) amount paid	Sheltered employment allowances (e)		Funeral benefits (f)		
	Number granted	Amount paid	Number of families	Number of children/dependent students in —		Amount paid	Number of guardians	Number of institutions	Number of orphans		Amount paid	Number of allowances	Amount paid	Number of claims granted	Amount paid
				families	institutions										
		\$'000				\$'000				\$'000	\$'000	\$'000		\$'000	
1934-35	19,940	172	..	..	..	..	..	..	..	..	..	..	..	..
1939-40	19,660	210	..	..	..	..	..	..	..	..	..	..	..	..
1944-45	40,582	1,296	131,526	224,146	(g)4,995	5,970	..	..	..	..	..	..	5,157	100
1949-50	49,035	1,556	168,904	452,333	4,422	(h)15,327	..	..	..	..	..	..	7,370	143
1954-55	55,720	1,784	350,395	729,399	4,709	27,470	..	..	..	..	..	..	9,262	187
1959-60	62,853	2,016	403,934	874,014	5,365	33,926	..	..	..	..	..	..	n.a.	n.a.
1964-65	64,424	2,058	482,327	1,018,685	4,976	48,018	..	..	..	..	..	..	n.a.	(i)224
1969-70	72,259	2,297	553,168	1,142,296	5,657	(h)62,419	..	..	..	..	..	—	12,759	382
1974-75	62,955	1,978	600,507	1,186,411	4,755	62,885	368	15	687	291	248	—	14,184	417	
1979-80	560,636	1,149,859	2,580	(j)283,162	767	21	1,076	503	5,805	1,514	4,507	12,623	379
1980-81	561,524	1,141,803	2,541	258,358	807	21	1,106	628	5,759	1,612	5,442	12,876	392
1981-82	564,184	1,142,101	2,389	282,958	808	21	1,072	858	6,379	1,744	6,579	12,290	379

(a) Lump sum cash grants payable to mother on birth of a child, commenced from 10 October 1912, abolished 1 November 1978.

(b) A flat-rate payment to parents (usually the mother), for children after the first (from 1 July 1941), extended to include first child (from 20 June 1950). Child endowment was extended to include dependent student children aged 16 to 21 years from 14 January 1964. From 15 June 1976, new rates and conditions applied for a combined scheme known as "Family allowances", which covers children aged under 16 years and students aged 16 to 24 years, inclusive.

(c) Paid to a guardian of, or institution caring for, an orphan under 16 years or dependent full-time student under 25 years, from 9 October 1973 (free of means test and taxation).

(d) Paid to parents or guardians caring for a seriously handicapped child in their own home, commenced 1 January 1975 (free of means test and taxation).

(e) Payment made to persons who worked in approved sheltered workshops as an alternative to, and at the same rate and condition as, invalid pensions (from 1967).

(f) Lump sum payment to cover the cost of the funeral of a deceased pensioner, payable from 1 July 1943. Extended to pensioners liable to pay the cost of the funeral of another pensioner, a spouse or dependent child, from 1 October 1965.

(g) Children maintained in institutions, eligible for endowment from 1942.

(h) Five 12 weekly payments in year. Includes payment for first child.

(i) Includes higher rates.

(j) Rates of family allowances raised. Tax deduction for dependent children/students abolished.

Source: Department of Social Security, Annual Reports.

MAXIMUM WEEKLY RATES OF PENSIONS AND ALLOWANCES: VICTORIA, 1934-35 TO 1981-82

(\$)

Year	Average weekly earnings (a) employed male unit	Age and invalid pensions (b)			Widow's pension (c)/ supporting parent's benefit (d)		Unemployment, special, and sickness benefits (e)					Additional allowances					
		Standard/ single rate	Married rate (each)	Wife's pension/allowance (f)	Class A widow (g)	Class B and C widows	Single person		Adult/married minor	Dependent spouse	Married rate (each)	Guardian's/ single parent's allowance (h)	First child/ student (i)	Second and subsequent child/ student (j)	Supplementary assistance (j)		
							16 to 17 years	18 to 20 years									
1934-35	..	(k)1.75	1.75		
1939-40	..	(k)2.00	2.00		
1944-45	13.42	(k)3.25	3.25	1.50	3.20	2.70	0.50		
1949-50	20.16	4.25	4.25	2.40	4.75	(l)3.70	1.50	2.00	2.50	2.00	..	0.90		
1954-55	35.30	7.00	7.00	3.50	7.50	5.75	3.00	4.00	5.00	4.00	..	1.15		
1959-60	45.50	9.50	9.50	3.50	10.00	8.25	3.50	4.75	6.50	4.75	..	1.15	1.00	1.00	1.00		
1964-65	56.40	(m)12.00	(m)11.00	6.00	12.00	10.75	3.50	4.75	8.25	6.00	..	4.00	1.50	1.50	1.00		
1969-70	78.40	15.00	13.25	7.00	15.00	13.25	4.50	6.00	10.00	7.00	..	4.00	2.50	3.50	2.00		
1974-75	147.80	36.00	30.00	30.00	36.00	36.00	36.00	36.00	(m)36.00	(m)..	30.00	4.00	7.00	7.00	5.00		
Single adult 18 years and over (n)																	
<table border="0" style="width:100%;"> <tr> <td style="width:50%; text-align:center;">Without dependant/s</td> <td style="width:50%; text-align:center;">With dependant/s</td> </tr> </table>																Without dependant/s	With dependant/s
Without dependant/s	With dependant/s																
1979-80(k)	248.80	61.05	50.85	50.85	61.05	61.05	36.00	51.45	61.05	50.85	4.00	7.50	7.50	5.00	5.00		
1980-81	280.60	66.65	55.05	55.05	66.65	66.65	36.00	53.45	66.65	55.05	6.00	10.00	10.00	5.00	5.00		
1981-82	328.70	74.15	61.80	61.80	74.15	74.15	36.00	58.10	74.15	61.80	6.00	10.00	10.00	8.00	8.00		

(a) Commenced in 1941. Latest series taken for appropriate year.

(b) The "means test" was applied for the full rate of pension and additional allowances to become payable. From 1973, age pensioners 75 years and over became eligible for a lower rate of pension regardless of "other income". From 1975, the qualifying age was reduced to 70 years and over.

(c) Became payable from June 1942. The term "widow" may include in certain cases, a deserted wife, a divorcee, a woman whose husband has been imprisoned for at least six months, and a woman whose husband is in a mental hospital.

(d) Supporting mother's benefit, payable from 3 June 1973, was replaced by supporting parent's benefit, when eligibility was extended to sole fathers on 10 November 1977. Rates as for widow's pension.

(e) Benefits introduced 1 July 1945. Beneficiaries eligible for additional allowances, from 1962. From 27 September 1969, the adult rate of benefit became payable to a minor (aged 16 to 20 years), with no parent living in Australia. Between 28 September 1970 and 15 March 1973, a higher rate of sickness benefit was payable after the benefit had been paid for six consecutive weeks, except in cases where the beneficiary was in hospital and had no dependants. Benefits, prior to 16 March 1973, comprised a single rate plus an allowance for a dependent spouse. A married rate was then introduced. Special benefits are available to provide income support for persons who are ineligible for a pension or benefit and are unable to provide for themselves and their dependants.

(f) Wife's allowance, introduced 8 July 1943 was abolished 5 October 1972. Wife's pension, equal to the married rate of pension, was introduced for an age or invalid pensioner's wife/housekeeper, not qualified for an age, invalid, or repatriation service pension in her own right.

(g) Class A widows and supporting parent beneficiaries eligible for a single parent's allowance, equal to the guardian's allowance and additional allowances for children.

(h) There is a \$2 increase to the basic rate of guardian's/single parent's allowance where a child is under six years of age or an invalid.

(i) Additional benefit for first child, payable from 1943, was extended to include second and subsequent children, from 11 October 1956. At the beginning of 1970, additional pension was also payable in respect of students under 21 years. From March 1973, it became payable without age limit, but from 26 October 1978, it was limited to students under 25 years. These changes coincided with similar alterations in the definitions of a qualifying child for Class A widow's pension and supporting parent's benefit purposes.

(j) From 23 October 1958, payable to single pensioners paying rent, under certain circumstances. Extended to married pensioner couples, from 5 October 1972. The combined rate is equal to the rate payable to a single pensioner.

(k) Provision for automatic variation in pension rates on the basis of cost of living, introduced in 1933, repealed in 1937 with reduced rate; re-introduced in 1940, repealed again 1943; re-introduced in 1976. The first six monthly adjustment effected, May 1977 (unemployment and sickness benefits for single persons aged under 18 years excluded from automatic adjustments).

(l) Class C Widow's pension \$4.25.

(m) Standard and married rate of pension introduced from 14 November 1963.

(n) Category changes for unemployment and sickness benefits introduced. Category "single person 18 to 20 years" abolished. "Single adult 18 years and over with/without dependant/s" introduced for unemployment beneficiaries. Sickness benefits payable at rates for single adult 18 years and over with dependants.

Source: Department of Social Security, Annual Reports.

Commonwealth Department of Social Security

The Commonwealth Department of Social Services (renamed the Department of Social Security in 1972) was established in April 1939 but did not commence to operate as a separate organisation (originally it was part of the Commonwealth Treasury) until April 1941. Its earliest involvement related to invalid and old age pensions, maternity allowances, child endowment (which commenced in July 1941), widows pensions (which accrued from June 1942, although in Victoria widows with children had been granted some assistance under the Child Welfare Act at the time this programme was implemented), and payments to displaced persons, i.e., those in needy circumstances who lost their employment through government restrictions on non essential production during the Second World War. The appointment for the first time of trained social workers in 1944 reflected the changing attitude towards income maintenance programmes and to the rights and obligations of individuals.

The Department has grown substantially since 1941, particularly in the 1970s when its workload expanded significantly following the introduction of wide ranging welfare programmes, combined with rapid increases in unemployment. Decentralisation of personnel, which increased in the late 1970s, involved a major administrative re-organisation of the Department. From a static number of six regional offices for many years until the late 1960s, numbers increased to 35 regional offices throughout Victoria by 1982. The prime function of the Department is to make payments to individuals by means of pensions, benefits, and allowances under the Social Services Act. Welfare casework, information, research and liaison services, as well as consultation processes, have been developed in order to improve accessibility and responsiveness to community needs.

The Department's subsidy programmes, first introduced in 1954, have been expanded as has the rehabilitation of the civilian disabled programme since its commencement in 1948. The introduction of the Aged Persons Homes Act in 1954 marked the beginning of a subsidy programme whereby the Commonwealth Government, through the Department of Social Security, made capital grants to assist non-profit community organisations to provide special accommodation for elderly persons. This programme has been expanded in scope from time to time, for example, to include personal care services and delivery of meals. A significant function of the Department is to administer the Commonwealth Rehabilitation Service, which has four rehabilitation centres in Victoria. Two more are planned, one in collaboration with the Victorian Government.

In 1975, Social Security Appeals Tribunals were established in each State. They do not have the power to reverse departmental decisions, but may make recommendations to the Director General of Social Security. Departmental decisions are subject to external review by the Commonwealth Ombudsman and also, since 1980, by the Administrative Appeals Tribunal (in those cases where the Department does not accept a recommendation of a Social Security Appeals Tribunal).

Commonwealth Department of Veterans' Affairs

The Commonwealth Repatriation Department (renamed the Department of Veterans' Affairs in 1976) was created following the end of the First World War to administer a wide range of benefits and services, including medical care, pensions, vocational and professional training, and loans to establish a business. All these services fell within the three essential elements of medical treatment for war caused disabilities, compensatory pensions, and re-establishment measures. The range of persons covered has increased markedly since the 1930s to embrace those who served in the South African War, the First World War, the Second World War, the Korean War, the Vietnam War, prescribed areas with the British Commonwealth Far East Strategic Reserve and the Special Overseas Forces, and in special circumstances, with the Regular Defence Forces. The concept of disability (previously known as war) pensions was introduced in 1914 with extensively widened eligibility provisions implemented in 1943, mainly to benefit members of the Citizen Military Forces who had not served outside Australia during the Second World War.

The original Repatriation Commission was established in Melbourne and remained there until the central administration of the Department transferred its operations to Canberra

in 1970. At the outbreak of the Second World War there was a major repatriation hospital at Caulfield which was then doubled in capacity. A new military hospital was built at Heidelberg in 1940 and taken over by the Department in 1947. The Caulfield hospital later became a public hospital.

Service pensions, which were considered more appropriate for certain veterans than the invalid pension, commenced in 1935. They have been paid, subject to an income test (except for blind veterans), to various categories of ex-servicemen and women. The income test eligibility criteria are largely the same as for social security pensions, except that for the service pension income test only half of a disability (war) pension is taken into account. A service pensioner is entitled, with certain exceptions, to free medical benefits for disabilities which are not service related.

The principal functions of the Department of Veterans' Affairs in the early 1980s were the payment of disability and dependants' pensions (previously known as war pensions), service pensions, and allowances to eligible veterans and their dependants; the provision of medical treatment to veterans for injuries and illnesses caused or aggravated by their service; the provision of medical treatment in certain circumstances for veterans who are suffering from injuries and illnesses not caused or aggravated by service (including pulmonary tuberculosis and cancer not related to war service); the provision of medical treatment for widows and dependants of deceased veterans whose deaths were service related; and a wide range of other benefits for eligible persons.

Nursing home care has been provided for persons with service related disabilities, and for some other persons, who require long-term care. Since 1973, artificial limbs have been provided free of charge to all members of the community who need them, either through the Department's Artificial Limb and Appliance Centre or by an order through commercial limb makers.

The Services Canteens Trust Fund was established in 1947 and is administered by seven honorary trustees appointed by the Governor-General. The funds are derived from the assets and profits of war time services canteens, mess and regimental funds of disbanded units, and several other sources. Its functions include the provision of educational facilities for the children of eligible veterans who served between September 1939 and June 1947, and the relief of such veterans and their dependants in necessitous circumstances.

DISABILITY AND SERVICE PENSIONS: VICTORIA, 1934-35 TO 1981-82

Year	Disability pensions (a)					Service pensions (b)				
	Veterans	Dependants of incapacitated veterans	Dependants of deceased veterans	Total pensions in effect	Amount paid during year	Veterans	Dependants of incapacitated veterans	Dependants of deceased veterans	Total pensions in effect	Amount paid during year
					\$'000					\$'000
1934-35	25,455	54,938	9,174	89,567	4,477	..	..	..	..	..
1939-40	25,334	44,720	8,058	78,112	4,635	2,080	1,084	305	3,469	237
1944-45	30,138	37,334	10,755	78,227	6,490	2,145	770	378	3,293	339
1949-50	46,553	61,297	13,743	121,593	11,715	2,784	735	364	3,883	695
1954-55	56,011	92,344	13,988	162,343	23,950	3,614	925	426	4,965	1,369
1959-60	61,057	112,763	14,688	188,508	32,202	7,636	2,906	516	11,058	3,036
1964-65	63,084	106,936	16,543	186,563	45,064	12,412	3,008	591	16,011	5,974
1969-70	59,546	82,671	17,051	159,268	51,297	14,158	3,538	611	18,307	9,767
1974-75	52,113	67,251	15,865	135,229	83,837	21,593	9,244	738	31,575	40,181
1979-80	43,838	51,287	14,355	109,480	109,824	36,204	23,048	(c)	59,252	128,768
1980-81	42,390	49,075	14,111	105,576	124,808	40,114	26,655	(c)	66,769	167,025
1981-82	41,005	46,904	13,948	101,857	125,846	43,784	29,875	(c)	73,659	195,250

(a) Disability pensions, introduced as war pensions, under the *War Pensions Act 1914*, are intended to provide compensation for ex-servicemen and women who have suffered incapacity as a result of their war service, for their eligible dependants, and also for the dependants of those who have died as a result of war service.

(b) In addition to compensatory payments for war-caused incapacity and death, the Repatriation Department introduced service pensions in 1935. This type of pension is paid, subject to a means test, to an ex-serviceman or woman who has served in a theatre of war, and who either has attained the age of 60 years (55 years in the case of an ex-servicewoman) or who is permanently unemployable.

(c) Included in figures for dependants of incapacitated veterans.

Source: Department of Veterans' Affairs.

Direct Social Services

Following the end of the Second World War in 1945, the Commonwealth Government assumed responsibility for the rehabilitation of ex-servicemen and women by establishing the Commonwealth Rehabilitation Service. Rehabilitation included medical and remedial treatment, physiotherapy, occupational therapy, and vocational training and guidance. In 1948 rehabilitation was extended to social service pensioners and beneficiaries. In 1957, the Australian Council of Trade Unions agreed to an arrangement whereby certain severely disabled persons or persons who had little or no work experience, but for whom vocational training was essential, could be given "work therapy" in industry or commerce for periods of up to three months. A vocational training scheme for widow pensioners was introduced in 1968 for those who would derive substantial benefit from the training. Since 1971, rehabilitation assistance has been available not only to those likely to rejoin the labour force but also free of charge to persons who may be unlikely to return to the labour force.

Rehabilitation centres have been established at several locations around Melbourne. A Commonwealth rehabilitation centre opened at Glen Waverley in 1973, providing residential accommodation for 100 handicapped persons and day attendance for a further 50 persons. It replaced the Maryport centre at Mount Martha which had become inappropriate for use by the handicapped. A Day Attendance Centre "Coonac" at Toorak continued. In 1969, a new concept was developed resulting in the first Work Adjustment Centre in Australia being set up at Fairfield to help selected handicapped persons to work as closely as possible to normal industrial situations. In 1974, a pilot Work Preparation Centre, the first of its type in Australia, was established at South Yarra to provide rehabilitation assistance for mildly retarded school leavers in need of special preparation for life and work.

A Commonwealth Committee of Inquiry into Rehabilitation and Compensation submitted its first report during 1974. Following the tabling of the second report, a National Advisory Council for the Handicapped was established at the end of 1974.

Provision was made in late 1963 for Commonwealth Government assistance towards the capital cost of residential accommodation for disabled persons employed, or seeking employment, in a sheltered workshop. The Sheltered Employment (Assistance) Act provided subsidies to eligible organisations towards the payment of capital costs from 1967. This Act incorporated and repealed the Disabled Persons Accommodation Act which had operated since 1963. In 1970 the sheltered workshop scheme was expanded to provide staff salary subsidies for certain staff. To assist the handicapped, provision was made in 1967 for a Sheltered Employment Allowance to be paid to a person qualified to receive an invalid pension, or likely to be permanently incapacitated for work if not engaged in sheltered employment.

In 1970 the Handicapped Children (Assistance) Act came into effect, involving the provision of subsidies to eligible organisations towards the capital cost of premises to be used for the training of handicapped children. The Handicapped Persons Assistance Act in 1974 replaced the Sheltered Employment (Assistance) Act and the Handicapped Children (Assistance) Act, but continued and considerably expanded the main provisions of the former Acts.

The *Aged Persons Homes Act 1954* marked the introduction of an important new social service by the Commonwealth Government and sought to alleviate a major cause of anxiety and hardship among the aged—inadequate and inappropriate housing. The Act made possible a grant to an eligible organisation towards the cost of an approved home for aged persons. Local governing bodies became eligible in 1967 for grants under the *Aged Persons Homes Act*, and for their donations to churches and charitable organisations (except where the money was originally received from a State Government source) to attract a Commonwealth subsidy. A personal care subsidy was introduced in 1969 to assist approved homes where residents are provided with all meals and staff is employed to assist those who need help with bathing, dressing, personal laundry, and the cleaning of their room. The subsidy was based on the number of residents aged 80 years and over. In 1974 the personal care subsidy scheme was extended to persons under 80 years of age who require and receive specified personal care services. In 1972, the *Aged Persons Hostels Act*, subsequently amended in 1974, provided financial assistance to stimulate the production of more hostel type accommodation for needy aged persons.

The Childrens Services Program, introduced in 1972, centred around the Child Care Act. The programme became the responsibility of the Department of Social Security in 1976. Subsidies are disbursed directly to eligible community organisations and indirectly by way of block grants to State Governments, which then distribute them to organisations in accordance with agreed programmes. A wide range of child care activities is eligible for assistance. The *Homeless Persons (Assistance) Act 1974* permits subsidies to be paid to non-profit organisations providing accommodation and services to homeless persons.

VICTORIAN WELFARE SERVICES

Victorian Government welfare administration

The administration and structure of the government departments dealing with issues of social welfare in Victoria has reflected changing social conditions during the period. In 1934, the Children's Welfare Department (known until 1926 as the Department for Neglected Children) and the Department for Reformatory Schools were concerned with the welfare of children and young persons. The *Children's Welfare Act 1954* abolished the Department for Reformatory Schools and assigned the responsibility for young offenders to the Children's Welfare Department.

The Children's Welfare Department although styled a "department", actually operated as a branch within the Chief Secretary's Department, as did the Penal and Gaols Branch (earlier known as the Department of Penal Establishments, Gaols and Reformatory Prisons). The *Social Welfare Act 1960* amalgamated these bodies to form the Social Welfare Branch of the Chief Secretary's Department. The Social Welfare Branch also took over the functions of the Children's Court Probation Service, which had been administered by the Law Department. Ten years later, the *Social Welfare Act 1970* created a Minister for Social Welfare and established the Social Welfare Department. Subsequently, following the presentation to the Victorian Parliament of a White Paper on the future of social welfare in Victoria, the *Community Welfare Services Act 1978* changed the Department's name to Department of Community Welfare Services.

Behind these legislative developments lay far reaching changes in thinking about the nature of social welfare since 1934 (see the earlier section in this Chapter on concepts of social welfare). The role of the Victorian Government in specific aspects of welfare is examined where appropriate in the remaining sections of this Chapter.

Family and community services

To a large extent family oriented services developed in response to changes in income maintenance provisions and patterns of child welfare. These changes took place in the years immediately before the Second World War and during the first years of the war. Until 1941 there was no significant financial assistance for families in need. Consequently, emergency relief and children's allowances were provided by voluntary agencies and the Victorian Government. However, with the introduction of child endowment in 1941, the widow's pension in 1942, and the unemployment and sickness benefit in 1944, State welfare organisations were able to adopt a broader approach that placed the emphasis on the family as a unit rather than on individual children.

It became apparent that the expanded family oriented services provided at local level, including infant welfare clinics, school based services and health programmes, were not reaching those families whose children were labelled "dependent", "underprivileged", "delinquent", or the like. Both statutory and voluntary agencies began to explore other ways of helping such families with the Victorian Government increasing its financial assistance to agencies and its direct aid to families.

In 1959, the Victorian Family Council was established to safeguard and strengthen family life. It proposed to study the factors affecting family life, i.e., those conducive to sound family life and those that cause its breakdown, and to promote family welfare in co-operation with other organisations, whether statutory, municipal or non-governmental, and with individuals. These endeavours resulted in the professional concern about the family coming to be shared more and more by the community at large, thereby influencing

the involvement of governments in this sphere. When a Social Welfare Branch was established within the Chief Secretary's Department by the Victorian *Social Welfare Act 1960*, it included a Family Welfare Division to promote family welfare in the community. The Act also recognised the change in emphasis by reconstituting the Council as the Family Welfare Advisory Council (this latter council was later replaced by the Child Development and Family Services Council which was established in 1980).

The Social Welfare Department's Family Welfare Division introduced localised family counselling services. These dealt with matters such as children's behaviour, marital difficulties, neglect or maltreatment of children, financial difficulties, accommodation problems, and problems related to the aged, the unemployed, and the sick. Financial assistance had initially been directed chiefly to families which had been deserted, or where the father was in prison or in a mental hospital; but later assistance has been increasingly provided to prevent children from coming into institutional care.

STATE FAMILY ASSISTANCE (a): VICTORIA, 1939-40 TO 1979-80 (b)

Year	Number of children receiving assistance at end of period	Cost of assistance	Year	Number of children receiving assistance at end of period	Cost of assistance
		\$'000			\$'000
1939-40	6,933	328.3	1964-65(c)	6,131	1,192.0
1944-45	2,881	153.2	1969-70(c)(d)	7,337	1,081.0
1949-50	2,119	124.9	1974-75	10,281	2,074.3
1954-55	2,759	248.6	1979-80	6,723	4,794.8
1959-60	4,881	484.0			

(a) Includes cases where the Commonwealth Government reimburses half of the expenditure plus cases not subject to Commonwealth re-imburement.

(b) From 1 January 1980, the Department of Community Welfare Services ceased to take applications for financial assistance. Assistance became available through Commonwealth Government Special Benefits.

(c) Excludes medical and school payments.

(d) From 2 April 1970, the family assistance system was altered and statistics from 1969-70 are not comparable with previous years.

Source: Department of Community Welfare Services.

At the end of the 1960s, the move to decentralised access to family support services was gaining momentum and the Victorian Government opened suburban offices at Ringwood, Glenroy, and Footscray, and offices in country centres such as Hamilton, Bairnsdale, Ballarat, and Mildura.

In 1976, the Report of the Norgard Committee of Inquiry into Child Care Services in Victoria caused a re-examination of family support policies. This was reinforced by a study undertaken by the Institute of Applied Economic and Social Research at the University of Melbourne published under the title *Who Cares?*, and by the report *Families and Social Services in Australia* from the Family Services Committee of the Commonwealth Social Welfare Commission. Subsequently, in 1977, the Commonwealth Minister for Social Security and the Victorian Minister for Social Welfare agreed to initiate a Family Support Services Programme through the Children's Services Programme of the Commonwealth Office of Child Care. This new programme was open to local government and non-government agencies, enabling them to extend or improve existing family support services or to develop new programmes or demonstration projects. These new services expanded very rapidly and, because they were local initiatives and provided a basic family and community service, gained widespread community support. Their primary aim is to fill gaps in the basic services available, where these fail to relate to the special needs of particular families and individuals.

The development of local health and welfare services was enhanced by, and in turn had an influence on, Victorian Government services. The Social Welfare Department had grown rapidly as the demand for its services had increased, and the process of keeping families together in the community had gained impetus. The decision to develop a regional programme in 1971, in essence to approach the development of services on a geographic as well as a financial basis, constituted a marked break with approaches adopted over the previous one hundred years. In 1971, only 50 of the Department's 2,300 officers were based in suburban or country areas and not located at Head Office or in institutions; a decade later, more than 800 officers (out of 3,000) were working in regional, non-

institutional programmes. New programmes have been developed at the regional level, directed towards child maltreatment, family support, foster care, family and community services, and community development.

The development of community based services in Victoria was attributed to local government and voluntary initiatives in the 1960s, and led to the adoption in 1973 of the Australian Assistance Plan to fund regional and local community initiatives and social development. When this scheme was discarded in 1975, the Victorian Government developed a programme—the Family and Community Services (FACS) Programme—that would retain elements of the former plan. FACS has been based on eighteen regional consultative councils, which aim to promote ongoing consultation, facilitate funding of regional and local family and community programmes, assist community development and social planning, and develop the capacity of local government to provide information, co-ordination, and local services.

The FACS Programme acted as a catalyst for the re-examination of overall social welfare functions in Victoria, leading to the preparation of a detailed White Paper on the future of social welfare in Victoria (1978) and drafting of the *Community Welfare Services Act* 1978, which created the Department of Community Welfare Services to replace the former Social Welfare Department. It expanded the role of the Department so that, where previously it had the limited role of providing services of social protection and social control, its functions now include a range of services designed to positively strengthen and enhance individual, family, and community life. The FACS Programme has provided support to more than 780 local projects, which also enjoy local community support. Social administration and community development support staff assist the regional consultative councils to act as a source of advice to the Minister for Community Welfare Services on local and regional needs.

Local government authorities, whose concern for family and child welfare through State funded infant welfare services, home help services, and local welfare services dates back to the First World War, also responded to the demands for more localised services. Throughout the 1960s, individual councils explored the appointment of municipal welfare officers. This idea had been promoted by the Social Studies Department at the University of Melbourne and by the Victorian Council of Social Service (VCOSS). By 1969, approximately twenty councils had adopted a local welfare service programme and formed committees of councillors and community representatives to expand these services.

VCOSS played a significant role in convening regular meetings of Victorian municipal welfare officers, which led to the foundation of the Municipal Welfare Officers Association. This Association successfully sought amendments to the Local Government Act in 1972 to enable local authorities to provide specified services from rates and government subsidies rather than as a fringe activity of councils. More and more councils have come to provide support services which are not merely remedial and therapeutic, but practically promote the capacity of local citizens to function in the community.

In the 1980s, the emphasis has shifted towards the development of service networks, co-ordination of local programmes, and sponsorship of the citizens' advice bureaux, neighbourhood movements, self-help groups, and social development initiatives that developed in the previous decade. Personal services now provided by local government authorities include counselling, material aid, emergency accommodation, child care programmes, meals on wheels, mini-bus transport, care of the elderly, recreation services, home help, handyman assistance, relief and support for the parents of handicapped children, youth and outreach services, and citizens' information services.

Voluntary agencies

Historically, the bulk of Victoria's welfare services have been provided by voluntary agencies. While many of these received encouragement and a measure of financial support from the Victorian Government, they remained chiefly reliant on voluntary contributions. The voluntary agencies, especially those under Church auspices, played a major role in providing a range of services for the aged, handicapped, dependent children, married couples, and multi-problem families. Since 1934, organisations concerned with community welfare, education, and the marshalling of volunteer resources have often drawn attention to the overall rights, responsibilities, and needs of the community as a whole, with local,

regional, or State wide emphasis as appropriate. Organisations such as VCOSS (established in 1946), the Brotherhood of St Laurence (1933), the Victorian Family Council (1959), the Victorian Council on the Ageing (1968), Lifeline (1971), Citizens' Advice Bureaux (1967), the Victorian Association of Benevolent Societies (1938), Red Cross (1914), the Victorian Branch of the Australian Council for the Rehabilitation of the Disabled (1974), and others, have developed philosophies and recommendations on broad welfare issues to aid government. More recently, they have shown welfare initiatives in such areas as family counselling, youth programmes, and anti-poverty programmes and, although frequently helped by the Victorian Government, retain their autonomy of function. Voluntary welfare agencies have become more important as the Victorian Government has encouraged the development of community welfare services. VCOSS and the Australian Association of Social Workers (Vic.) began to campaign for localised family service agencies and for an expanded role for local government in providing services to the general community. This demand reflected a shift away from the traditional institutional response to welfare problems. New services developed in the 1960s also indicated a move away from imposing social controls through punishment, towards family counselling and localised health and welfare services.

The principle that the community should participate in welfare services (a principle central to the FACS Programme) led the Brotherhood of St Laurence to initiate its Family Centre Project, later known as the Action Resource Centre, in 1972. This programme replaced conventional forms of social work for multi-problem families with a self help programme which sought to give low income families power over resources, relationships, information, and decision making.

In 1976, VCOSS sought to promote greater understanding in the community of the role of self-help groups and of the factors which have given them their motivation and impetus. Since then a large number of self help groups have been able to share information, viewpoints, and experiences and to provide the opportunity for mutual development of self help programmes throughout Victoria. Self help groups are significant providers of welfare services for their members and others in similar situations. They also gained impetus from the Pilot Welfare Rights Program conducted by the Commonwealth Department of Social Security, which assisted groups like the Council for the Single Mother and Her Child, and migrant organisations to develop services for special sections of the community. A further influence was the emergence of the Women's Movement and Community Child Care, both of which sought to develop a new range of family services for non-traditional families. Through the self help approach many former welfare recipients have found a satisfying alternative to the professional worker-client relationship—that dichotomy between “helper” and “helped” with its suggestion of distance and patronage that has often acted as a barrier to service.

In its 1966 survey of poverty in Melbourne, the Institute of Applied Economic and Social Research at the University of Melbourne found that, although there were a great number of social and welfare agencies offering a wide variety of services, there was also a great deal of human need “and it is often a matter of chance if the two meet”. The Citizens' Advice Bureaux (CABs) were started in many parts of Victoria as a community effort to attempt to bridge the communication gap, and have since expanded rapidly. By 1972, there were 16 CABs in Victoria and, by the mid-1970s, twice that number. By 1982, the number had risen to 66 involving approximately 1,850 volunteers. Premises and support generally have come through local government, and advice has been available from local social workers, lawyers, and other relevant personnel. CABs aim to direct persons needing help to the most appropriate resources in the community, co-operate closely with social and community welfare organisations to promote family welfare, and engage in community education programmes to develop local information and advice services.

ETHNIC WELFARE SERVICES

Despite the fact that Australia embarked upon a large-scale immigration programme in 1947, the specific welfare needs of immigrants received little attention until well into the 1960s. Up to this point, a few agencies existed to serve either particular ethnic groups or immigrants generally, but, on the whole, immigrants were expected to integrate into the

community and to make use of existing facilities. However, the difficulties faced by southern Europeans, a growing understanding of the nature of integration, and the emergence of leadership in many ethnic groups, combined to bring about a significant change in the late 1960s, which was consolidated during the 1970s. In the late 1960s, more ethnic agencies emerged, Commonwealth Government funding of migrant welfare workers began, more individuals started to articulate a multicultural approach to welfare, and the specific needs of migrant women, migrant youth, migrant disabled, and migrant elderly began to attract attention.

In the area of welfare policy, the most significant event in recent years has been the recommendations of the Galbally Committee (1978) which reviewed post-arrival programmes and services for migrants, their complete acceptance by the Commonwealth Government, and their gradual implementation. Most of the developments have occurred within the growing network of ethnic agencies. However, a few refugee agencies have become established and the Commonwealth Government has initiated a far more comprehensive settlement programme than existed previously, involving settlement officers, orientation programmes, and settlement grants. Community orientated welfare services have also been widened in response to the increasingly multicultural nature of Australian society. Developments in some of the community health services, the establishment of an interpreter team in the Mental Health Division of the Victorian Health Commission, and the projected ethnic unit within the Department of Community Welfare Services are all examples of this trend.

SERVICES FOR GROUPS WITH SPECIAL NEEDS

Background

In 1934, legislation did not recognise the special needs of the disabled, apart from the invalid pension which was introduced in 1910. The voluntary organisations in existence were very few and their efforts were directed mainly to assisting the deaf and the blind and to providing educational services to physically disabled children.

There were no facilities for the education, training, employment, or occupation of persons who had undergone long-term hospitalisation, nor were there services for the homebound. Concerned at this situation, a group of professionals and hospital board members formed the Victorian Society for Crippled Children in 1935. At that time the disabilities on which attention focused were chiefly the after effects of bone tuberculosis, osteomyelitis, and poliomyelitis. Over the last fifty years, however, many other diagnostic groupings have emerged as a result of advances in medical science and technology and led to the formation of organisations addressing the social needs of particular disability groups. Organisations of this kind have included the Spastic Children's Society of Victoria (established in 1938), the Haemophilia Society of Victoria (1953), the Multiple Sclerosis Society of Victoria (1956), the Paraplegic and Quadriplegic Association of Victoria (1957), the Muscular Dystrophy Association of Victoria (Division of Yooralla Society of Victoria) (1960), the Epilepsy Social Welfare Foundation (1964), the Rheumatism and Arthritis Association of Victoria (1968), the Spina Bifida Association of Victoria (Division of Yooralla Society of Victoria) (1969), and the STAR Victorian Association for Retarded Citizens (1970).

As organisations developed, the need arose for professional staff. Many of the voluntary organisations started to provide services of a remedial nature. There was a shifting away from the "sickness" model towards the "development" model, i.e., a movement away from attempting to solve people's problems towards the goal of providing the opportunity for persons to meet their needs, improve the quality of their lives, and achieve their full potential. Thus, an amendment made to the Invalid Persons Act in 1941 embodied a vital principle—invalid pensioners were encouraged to rehabilitate themselves for crafts or callings suited to their abilities, with pensions being paid during training. It fell to the voluntary agencies to provide the required facilities until the special facilities of the Commonwealth Employment Offices were established in response to the needs of ex-servicemen and women. These facilities were later extended to eligible civilians.

The principle of focusing on income security for families rather than on subsidies to institutions resulted from the introduction in 1975 of the handicapped child's allowance.

Another initiative was the *Commonwealth Assistance for Isolated Children Act 1973*, which provided for financial assistance to a disabled child who had to live away from home in order to have daily access to an appropriate school. Since 1975, the Children's Services Programme administered by the Office of Child Care in the Commonwealth Department of Social Security has been funding alternatives to residential care for children as well as pre-school and child care services. The programme currently finances early intervention services, which for the disabled include assessment, diagnosis, and treatment and thereby contributes significantly to prevention. Parent guidance provides an early intervention programme assisting parents of deaf children, deaf/blind children, and children with multiple handicaps. The home services provided in Victoria enable the parents (and other family members) of handicapped children to avail themselves of some respite from the continuous care involved with these children.

A Special Services Division was formed within the Victorian Education Department in 1968, concerned both with the education of children with special needs and with the provision of special services to schools. An amendment to the Education Act, entitled the *Victorian Education (Handicapped Children) Act 1973*, created a Special Education Authority to establish special schools, provide assessment facilities, and make recommendations concerning the need for special alternatives. In Victoria, there are five special day schools and three hospital schools for physically disabled children, four special day schools for deaf children, and a visiting teacher service for the physically disabled, the visually handicapped, and those with impaired hearing. The Education Department is responsible for the educational aspect of special education for physically and intellectually disabled children, including psychological and social work services and remedial speech training through its Counselling, Guidance, and Clinical Services Division. The Division provided a supportive programme of management in normal schools as well as special schools; transport to special schools is funded by the Victorian Government.

Other health and therapeutic services are provided by voluntary organisations with subsidies from the Commonwealth Department of Social Security or with maintenance grants from the Victorian Health Commission. Also, because rehabilitation services developed on a gradual and piecemeal basis leading to duplication and overlap of services, there was a clear need for co-operation and co-ordination of planning. In an attempt to meet this need, the Handicapped Persons Co-ordinating Committee was established in 1965.

Services for groups with special needs were also recognised in the Australian Assistance Plan, which commenced in 1973 as a mechanism for regional social planning and better co-ordination of service delivery. This Plan was succeeded in Victoria by the Family and Community Services (FACS) Programme, which provided funding for locally initiated schemes and offered support to the growing movement of self help groups.

The social and economic consequences of ill health and disability for the individual and family have been well documented in a number of major reports tabled in the Commonwealth and Victorian Parliaments during recent years. These have included reports from the Australian Government Commission of Inquiry into Poverty, the Senate Standing Committee on Health and Welfare, the Domiciliary Care Services Working Party and Committee on Mental Retardation, and the Board of Review of the Role, Structure and Administration of Local Government in Victoria. These reports have all emphasised the need for a decreasing dependence on institutional care, the attempt to make lifestyles and services as normal as possible, the development of domiciliary and community support services, and the encouragement of families and the disabled to participate in the planning for services. They also highlight the need for research, planning, and co-ordination by voluntary organisations and government departments at Commonwealth, State, and local levels.

In 1981, a survey was conducted throughout Australia to obtain information about the nature and extent of various disabilities and handicaps in the Australian community. This was the first major national survey in Australia to specifically examine issues about the handicapped. A report on this survey was issued entitled *Handicapped Persons Australia 1981*.

DISABLED AND HANDICAPPED PERSONS, TYPE OF RESIDENCE BY AREA OF
HANDICAP: AUSTRALIA AND VICTORIA, 1981
(^{'000})

Area of handicap	Persons resident in households		Persons resident in institutions		Total persons	
	Australia	Victoria	Australia	Victoria	Australia	Victoria
Self care (a)	448.3	112.7	95.9	22.3	544.2	135.0
Mobility (a)	812.8	217.7	108.8	24.9	921.6	242.6
Communication (a)	204.9	53.7	55.5	13.4	260.4	67.1
Schooling (b)	90.7	23.2	5.0	0.5	95.7	24.4
Employment (c)	498.3	143.2	..	..	498.3	143.2
Handicapped persons aged less than 5 years	39.2	10.6	(d)	(d)	39.5	10.7
Total handicapped (e)	1,153.6	316.4	111.1	25.4	1,264.7	341.8
Total impaired or disabled	1,827.4	509.8	114.8	26.0	1,942.2	535.7

(a) Excludes persons aged less than 5 years.

(b) Persons aged 5-14 years or 15-20 years still attending school.

(c) Persons aged 21-64 years, and 15-20 years not attending school.

(d) Subject to sampling variability too high for most practical purposes.

(e) Total is less than the sum of components because persons may have more than one type of handicap or limitation.

Specific services for particular disabilities

The following four representative examples illustrate the services which have been developed to help those afflicted with particular disabilities—the care of the deaf, the blind, the intellectually handicapped, and the aged.

A review of medical, educational, and welfare aspects of deafness and hearing impairment over the last fifty years provides remarkable contrasts. In the 1930s, hearing aids were cumbersome and ineffective. Education for deaf children was limited to one special school, the Victorian School for Deaf and Dumb Children (now known as the Victorian School for Deaf Children), which principally served profound and congenitally deaf children. Medical treatment of hearing impairments and relevant medical research were practically unknown. For deaf adults, the only source of assistance was provided by one charitable society, the Adult Deafness Society of Victoria, which offered interpreting services.

One of the most significant changes has been in public awareness of deafness. Fifty years ago, deafness was viewed as a handicap experienced by only a small minority of the community. However, a Survey of Hearing and the Use of Hearing Aids in 1978, indicated that some 768,000 Australians over the age of fifteen years considered themselves to have some sort of a hearing problem. In the intervening period the medical and paramedical professions have expanded their knowledge of complex human hearing and speech systems and surgery is now able to restore hearing in certain cases. Through the National Acoustic Laboratories, the Commonwealth Government provides free hearing aids to persons under 21 years of age and to pensioners. Of the 1,475 children with a hearing impairment in 1983, 67 per cent attended normal schools while the remaining 33 per cent were in special schools for the deaf located in metropolitan Melbourne, Portsea, Ballarat, and Bendigo.

Community attitudes, education, and advanced technology have dramatically changed the lives of blind persons during the last fifty years. Through training and education, blind persons now have the opportunity to be employed in a far wider range of occupations than in the past. Previously, if they could find work at all, they had to work in a factory for the blind which was engaged in a limited number of traditional trades. Developments in communication have assisted blind people in their educational, vocational, and cultural pursuits. Thus, radio has given access to news, music, and entertainment; taped material is available through talking book libraries; and the Optacon enables some blind persons to read in print without sighted aid. Recently developed reading machines will eventually give more blind persons access to the printed word. The means test on the pension for the blind was gradually relaxed until its abolition in 1952. The social and educational needs of the blind child are now met as far as possible within the community. The specialised instruction and services that were once regarded as the sole means of development are now supplementary to the provisions made for all children.

Intellectually disabled persons are no longer totally segregated from the rest of the community, as most of them were in the past, but are gradually being accorded a place in local communities. There were virtually no support services that would offer retarded persons alternative living situations. The development of such support services was recommended in the report of the Victorian Committee on Mental Retardation in 1977. The primary objective since has been to enable the maximum number of mentally retarded persons to live within the community with the greatest degree of independence and dignity possible.

Until the late 1940s, the care of the aged was seen very much in terms of institutional care, mostly in large benevolent homes. Then in 1948, the Greenvale Sanatorium was acquired for the aged by the Hospitals and Charities Commission and plans for Greenvale Village began to take shape. In 1949, the Commission's Annual Report announced the establishment of a geriatric unit at Mt Royal at Parkville, "for the study of social, medical and nursing needs for old people". This unit was the first of its kind in Australia. Gradually, other benevolent homes were phased out to become geriatric centres. The first geriatric conference was organised by the Hospitals and Charities Commission in 1956. The first Chair of Gerontology was established in 1977 at the University of Melbourne, based on the National Research Institute of Gerontology and Geriatric Medicine at Mt Royal.

The orthopaedic hospital at Mt Eliza was converted to a geriatric centre, the first ward becoming fully operative in 1972. This centre led the way in geriatric care with its policy of keeping aged persons in their own homes for as long as possible with the support of a home-care hospital team, while providing short-stay beds for family relief, short-term nursing, or assessment.

The Old Peoples' Welfare Council was established in 1951, becoming the Victorian Council on the Ageing in 1968. In 1975, the Council established the Early Planning for Retirement Association.

The Aged Persons Homes Act proclaimed by the Commonwealth Government in 1954 (which became the *Aged and Disabled Persons Homes and Hostels Act 1976*) led to a proliferation of organisations providing accommodation for the aged.

STATUTORY SERVICES FOR YOUNG PERSONS

Introduction

The period before 1950 was one of relatively stable legislative and administrative functioning with regard to statutory welfare services for children and youth, following the introduction in 1928 of the Adoption Act and the consolidation of the Children's Welfare Act, Children's Court Act, Maintenance Act, and Crimes Act. The services provided were orientated towards social control. It is significant that, until 1954, children were "charged" with being neglected and could be "committed" to the care of the Children's Welfare Department, a provision which was repealed and such children made the subject of an "application for (their) care and protection".

A new era for child and youth welfare services emerged in the late 1950s. Under the *Social Welfare Act 1960*, penal and welfare services were combined and the Social Welfare Department entrusted with a broader, more preventative mandate. Nevertheless, from the mid-1950s, services such as probation and parole, residential care, and planning and after-care for wards continued to expand so that the Report of the Norgard Committee of Inquiry into Child Care Services in Victoria was still able to state in 1976 that the Social Welfare Department was mainly an agent of social control. Following the release of the White Paper on the future of welfare services in Victoria, and the passing of the *Community Welfare Services Act 1978*, the target for the 1980s was to be an integrated system of community orientated and needs based welfare services, as outlined in the earlier section on family and community services.

Children

The *Infant Life Protection Act 1915* provided that infants under five years of age placed for payment with persons other than their parents had to be under the supervision of Departmental inspectors. The caretakers had to be registered with the Department and received payment for their services. The legislation sought to control "baby farming" and reduce the number of infant deaths.

The inspectors referred to were generally nurses and were the "face" of the Children's Welfare Department for many persons in the community. The role of the inspectors (or field officers, as they were later known) began to be assumed by social workers during the 1970s. In the 1980s, the social worker or welfare officer is located in a regional centre and undertakes a variety of tasks, ranging from counselling on family problems to supervising probationers and working on community committees. At least until 1948, Departmental inspectors were assisted by "local honorary visiting committees". In 1956, this role was fulfilled by 24 honorary welfare officers.

While the use of foster care has continued, placements declined during the Depression and the Second World War to 381 placements at the end of 1953. Despite an increase up to and during the 1960s (at 31 December 1960 there were 1,044 placements in foster care), there was another decline in the 1970s and foster care accounted for only 290 ward placements at 30 June 1982. Nevertheless, the current emphasis on community based services has again led to a significant use of foster care for both wards and non-wards. The decline in foster care caused a large increase in the number of children placed with charitable organisations. The 1930s, 1940s, and early 1950s were a time of institutional child care. For many years it has been the policy of the welfare community to transform the network of large institutions into small, locally based, family-style facilities, retaining smaller congregate care units for children who find it difficult to relate closely.

The "Depot" at Royal Park, now known as Turana, was established in 1876. Since the Department lacked its own residential care facilities, it was here that children ranging from infants to 18 year olds were received and placements arranged for them. In the late 1950s, as Victoria's population under 18 years of age increased markedly and the demand for placements exceeded the number available, the Department opened its own children's homes and family group homes and established separate reception centres for particular groups. Winlton at Nunawading was set up in 1956, and the Allambie Reception Centre at Burwood opened in 1961. Allambie came to care for girls up to 14 years of age and boys up to 10 years of age, and Turana assumed responsibility for boys between 11 and 16 years of age. Turana is now a youth training centre, but Baltara Reception Centre, which became fully operational on part of the Turana site in 1968, caters for boys between 10 and 14 years of age. There are also two regional reception centres—Warrawee at Ballarat (established in 1961) and Miralee, formerly Mia Mia, at Mildura (1963). The establishment of regional reception centres parallels the establishment of regional offices of the Department in the early 1960s.

The Victorian *Adoption Act 1928* was a major reform which for the first time provided for a legal transfer of parental rights. The initial role of the Children's Welfare Department was to assist in legalising *de facto* adoption relationships which had stemmed from the "boarding out" system. However, the Victorian *Adoption Act 1964* gave the Social Welfare Department the power to approve private adoption agencies and to set the qualifications required for their principal officers. The setting of these requirements (in general, social worker qualifications) led to the closure of a number of adoption agencies so that the Department had to assume responsibility for many adoption placements. Despite regionalisation of the Department's activities, adoption has remained a centralised service. With the decline in the availability of babies for adoption, staff resources in the latter half of the 1970s were able to be focused on "difficult to place" adoptees. Overall, adoption has moved from being a service to single mothers and childless couples to becoming a service for children who are in need of family security but who are older or have some disability.

ADOPTIONS: VICTORIA, 1969-70 TO 1981-82 (a)

Year	Department of Community Welfare Services		Private adoption agencies		Solicitor adoptions, legally finalised adoptions	Total legally finalised adoptions (b)
	Children placed during year	Legally finalised adoptions	Children placed during year	Legally finalised adoptions		
1969-70	279	368	1,294	1,259	404	2,031
1974-75	211	209	523	537	422	1,168
1979-80	106	141	205	230	543	914
1980-81	118	133	214	198	380	711
1981-82	130	131	141	164	625	920

(a) Legal adoptions registered under the provisions of the Commonwealth *Adoption of Children Acts* 1928, 1958 and 1964. The first registration was effected on 14 October 1929.

(b) Total legally finalised adoptions for the period 1935 to 1965 were as follows: 1935—374; 1940—581; 1945—1,020; 1950—1,042; 1955—958; 1960—1,282; 1965—1,951.

Source: Department of Community Welfare Services.

Young offenders

Before the Victorian *Children's Court Act* 1906 was enacted, children were dealt with in adult courts, regardless of whether they were charged with offences or charged with being neglected or uncontrolled. The Act provided for separate, non-public sittings of the Court of Petty Sessions for children under 17 years of age. While this was a major advance and the Court tried to act with benevolence and as little formality as possible, the emphasis continued to be placed on child behaviour rather than parental neglect. Although amendments made in 1933 to the Victorian *Children's Welfare Act* 1928 placed more emphasis than did the original Act on parental incapacity and failure to provide, it was not until the Victorian *Community Welfare Services Act* 1978 was introduced that new conditions were implemented for assessing neglect. The 1978 Act took into account the dynamics of parent/child interaction. For example, it enabled either parent or child to apply for an Order because of "substantial and presently irreconcilable differences".

Changing emphases over the years are evident in the successive titles given to legislation embracing child welfare—from Neglected Children's Act to Children's Welfare Act to Social Welfare Act to Community Welfare Services Act. There is further evidence of progress in the changes made to the Children's Court Act, for example, the abolition of whipping, the restriction of imprisonment to children of 16 years of age or over, and the introduction of Supervision Orders as an additional disposition for children in need of care and protection. Moreover, in its policy and practice the Department of Community Welfare Services has moved in the direction of supporting the functioning of individuals in their families and communities, and is attempting to provide services that will reduce as far as possible the need for wardship and institutional care.

Following the passing of the Victorian *Children's Court Act* 1906, young offenders between 11 and 14 years of age were generally placed in industrial schools where they could gain employable skills. Reformatory schools catered for offenders between 15 and 18 years of age. By 1938, however, there were only two industrial schools remaining and their importance had begun to diminish. At that time, there were four non-government reformatory schools (run by the Catholic Church and the Salvation Army) and one departmental reformatory school (the "Depot" at Royal Park).

In 1954, the reformatory schools became juvenile schools, which in turn became youth training centres in 1961. The Department now operates five youth training centres (Turana, Winlaton, Langi Kal Kal, Malmsbury, and Acheron, which operates as a holiday camp) and subsidises the only remaining private youth training centre (Bayswater), which is administered by the Salvation Army. It was intended that these youth training centres would cater for most offenders under 21 years of age, but this has not proved to be the case. While they provide remand, classification, and sentence facilities for offenders between the ages of 15 and 17 years, prisons still cater for most of those from 18 to 20 years. Although youth services have changed in emphasis over the last fifty years, one constant aim has been to anticipate the accommodation and employment needs of youths in care and to reduce the likelihood of offenders returning to institutions.

Youth welfare

In the 1930s, young persons were placed, where possible, in employment when they reached school leaving age, preferably with an employer licensed by the Department and able to provide accommodation. The aim of this arrangement was to protect the young persons from exploitation by way of overwork and underpay. The work was usually of an agricultural or domestic nature. In the 1960s, youth training centres initiated industrial and trade training programmes and, since 1969, a number of youth welfare services have been established. Initially, these youth welfare services provided placement outlets for wards in youth training centres and an alternative to institutional care for probationers. Their present clients are mainly young persons in the community who are experiencing adjustment problems at school or work and who otherwise appear likely to end up in institutions as a result of offences. These and other youth services, for example, youth support units and youth accommodation services, are matched to the needs of young persons who cannot be provided for by the more general network of services.

By 1945, at least six private child care organisations had set up hostels for working youths who had grown up through their institutions. In that year, the Victorian Government introduced a substantial subsidy for the establishment costs of new hostels and a board subsidy to supplement board paid by youths. By 1982, there were 29 hostels in this programme, providing accommodation for more than 160 persons. Three of these are administered directly by the Department of Community Welfare Services.

The need for professional training courses in youth work was recognised and, by 1973, the Institute of Social Welfare and the YMCA were each offering a three year full-time diploma course. In general, the graduates have not been employed by the Department, but tend to work in youth clubs and other community settings. These courses were taken over by the State College of Victoria at Coburg.

CORRECTIONAL SERVICES

Introduction

In 1934, correctional activities in Victoria had changed little over a period of 25 years. Victoria's goals were already very old and in need of extensive renovation and modernisation. The Depression years had considerably reduced the amount of money available, and the subsequent outbreak of the Second World War resulted in a further diversion of scarce resources. A system of parole and probation, established under the *Indeterminate Sentences Act 1907*, continued to operate until 1957 when the *Penal Reform Act 1956* was proclaimed. The Indeterminate Sentences Board was responsible for all reformatory prisoners and, in addition, was required to select and recommend the appointment of honorary probation officers.

The reformatory prisons contained those persons declared habitual criminals or persons ordered by a court to "be detained during the Governor's pleasure". Such prisoners could be released on parole from six to twelve months, during which time they could be returned to custody by an Order from the Board. A period of probation usually followed parole. Supervision of released prisoners was undertaken by honorary probation officers, who also undertook the supervision of those released on recognisance with the condition that they be supervised by a probation officer. There were 270 reformatory prisoners in June 1935 and 419 on parole or probation. In June 1956, there were 155 reformatory prisoners in custody and 177 under supervision in the community.

Penal reform

The beginnings of change in the penal system became evident following the appointment to the position of Inspector-General of Penal Establishments in 1947 of A. R. Whatmore, who saw the need for a drastic review of corrections in Victoria. Aided by others, notably Sir John Barry of the Supreme Court, and by knowledge gained from study visits to New Zealand, Europe, and the United States, he attempted to bring about reform. However, reform was difficult as during this period there were nine changes of State Government. With the appointment of A. G. (later Sir) Arthur Rylah as Chief Secretary in 1955, the cause of social welfare and penal reform gained substantial encouragement. In 1956, he introduced and gained Parliamentary approval for the *Penal Reform Act 1956*.

The new legislation, which was later incorporated in the *Crimes Act 1958*, abolished indeterminate sentences and introduced sentences which set minimum terms and allowed for parole. The Adult Parole Board was established and probation for adults as an Order was introduced. While providing for a probation service staffed by full-time officers, the legislation allowed for the continued use of honorary probation officers. Initially, honoraries were used mainly for the supervision of probationers from the Children's Court, but by the mid-1960s they were supervising approximately 2,500 child and adult probationers.

The *Social Welfare Act 1960* introduced a concept that had not been tried elsewhere in Australia, by bringing together penal and welfare services in one Branch of the Chief Secretary's Department. The new Branch also assumed responsibility for Children's Court probation, which had been administered since 1906 by the Law Department. This Act introduced a new custodial concept for the treatment and, more particularly, the training of young offenders. Those who were 14 years of age and over (later changed to 15 years and over) but under 21 years could be sentenced to detention for up to three years. Those under 21 years who were sentenced to imprisonment could be transferred to a youth training centre, if this was considered appropriate. The Youth Parole Board created under the new Act could consider any detainee for release on parole.

The *Social Welfare Act 1970* established the former Branch as a separate Department with its own Minister for Social Welfare. During 1973, the Act was amended and three new measures relating to adult offenders were introduced—periodic detention centres (which later became attendance centres), weekend prisons, and work release hostels. The first attendance centres were opened at Geelong and Thornbury during 1976, and further centres were established at Prahran and Spotswood during 1978. The provisions for week-end imprisonment were never proclaimed and were deleted from the Act during 1980-81.

Prisons

In the 1930s, gaols (as they were then called) were located at Coburg (Pentridge), Ballarat, Bendigo, Geelong, and Sale, and there were reformatory prisons at Beechworth, Castlemaine, and French Island.

The Depression years did not influence the imprisonment rate unduly. In 1935, the daily average number of prisoners was 1,264. The prison population declined immediately preceding the start of the Second World War. From 1949 there was a steady increase and in 1970, there was a record daily average prison population, i.e., 2,389, but despite this Victoria still had the lowest number of prisoners per head of population of any State or Territory apart from the Australian Capital Territory. Moreover, in 1972, numbers began to fall. Since then, however, numbers have gradually increased and in 1982 there was a daily average of 1,780.

Prison accommodation had been unsatisfactory for many years and, although a start was made on a new prison at Corriemungle in 1940, no further new prisons were constructed until 1956. Morwell River Reforestation Prison, which is similar in many ways to Corriemungle, was established in 1961. During 1964, a small group of officers and prisoners began construction of Won Wron Reforestation Prison, which was completed in 1971.

In 1948, a homestead and surrounding land were purchased at Langi Kal Kal with a view to establishing a training centre for young delinquents. The first young offenders were moved there during 1951. The Training Centre ceased to house prisoners in 1965, when it was designated a youth training centre. In 1951, Castlemaine and Beechworth, and in 1956 French Island, ceased to be reformatory prisons. In 1956, all female prisoners were accommodated in Fairlea Prison at Fairfield. Nine years later, the old Dhurringile mansion and surrounding property were acquired for prison purposes and by the end of the year 31 prisoners were accommodated there. The antiquated Ballarat Prison was formally closed in 1965, and in 1967 the Ararat Prison, which now houses 200 prisoners and is Victoria's second largest prison, was opened.

During the 1970s the prison population declined by about one-third. This was due primarily to changes in the attitudes of judges and magistrates concerning the imposition of prison sentences and to their making greater use of the probation and parole provisions. There was a large decline in the numbers of drunk and disorderly, vagrancy, and other

summary offences for which prison sentences had formerly been imposed. Although the prison population was decreasing, the problems of prison administration actually increased because the composition of the prison population evolved to one consisting of a larger proportion of younger prisoners convicted of violent offences and serving longer sentences. Prisoners at Pentridge, particularly those in the maximum security "H" Division, continued from time to time to demonstrate their objection to conditions, but their actions did not reach the proportions experienced elsewhere.

In 1974, Pentridge was divided into three prisons—Central, Northern, and Southern—each with its own Governor, who was responsible to the Superintendent. "C" Division, the subject of widespread criticism for many years, was demolished. "J" Division, which accommodated young offenders in dormitories, was reconstructed and is now one of the showpieces of Pentridge. The Remand Section at Pentridge was universally acknowledged to be totally unsatisfactory and plans to build a new Remand Section at Russell Street were announced in 1973. These aroused opposition and were subsequently delayed and a decision was taken in 1981 to construct a new section in West Melbourne. With the decline in prison population during the 1970s, McLeod Prison (French Island) was closed in 1975 and Corriemungle Prison in 1977. However, these closures made for increased difficulties in classifying prisoners. As well as needing to be classified for purposes of appropriate work and training, an increasing number of prisoners required classification to ensure protection from other prisoners.

The prison administration recognised that "H" Division at Pentridge was unsatisfactory and this, together with the need for improved security, led to the building of the Jika Jika security complex at Pentridge, which accommodates 52 prisoners. The first prisoners were moved to this facility during 1980.

The absence of suitable hospital facilities at Pentridge meant that prisoners requiring hospitalisation had to be sent under guard to various public hospitals in Melbourne. Provision of guards was costly and rosters difficult to arrange, and appointments for prisoners were often delayed for long periods. However, construction during 1978 of an 11 bed security ward at St Vincent's Hospital, adequate for the needs of prisoners, transformed the system. A 20 bed hospital within Pentridge was officially opened in 1980 and this, together with the security ward, has provided efficient hospitalisation services for prisoners.

In 1972, the Department began to regionalise its field services, including the supervision of probationers and parolees. Regionalisation was completed in 1978, with the establishment of the eighteenth regional centre, and the Probation and Parole Division, which had been created under the *Social Welfare Act* 1960, ceased during 1978.

NUMBER OF PRISONERS IN PRISON ESTABLISHMENTS: VICTORIA, 1935 TO 1982

Year (c)	Prisons (a)				Attendance centres (b)				
	Receptions during year (d)	Discharges during year	Prison population, daily average (e)	Number of prisons	Receptions during year	Discharges during year	In attend- ance at end of year	Attendance centre popu- lation, daily average	Number of atten- dance centres
1935	6,582	6,656	1,264	10	..	..	..	..	..
1940	7,040	7,150	1,181	10	..	..	..	..	..
1945	6,059	6,203	1,111	8	..	..	..	..	..
1950	8,085	8,112	1,081	9	..	..	..	..	..
1955	9,997	9,966	1,335	10	..	..	..	..	..
1960	12,457	12,275	1,875	11	..	..	..	..	..
1965	12,975	13,104	1,949	13	..	..	..	..	..
1970	14,161	14,164	2,389	13	..	..	..	..	..
1975	(f)9,857	10,047	1,604	13	..	..	..	..	..
1980	8,424	8,302	1,727	11	298	300	147	143	4
1981	8,428	8,371	1,788	11	337	321	163	151	5
1982	8,182	8,214	1,780	11	549	444	268	238	6

(a) Exclusive of police lock-ups. Includes persons awaiting trial.

(b) Established in Victoria 6 June 1976 as an alternative to full-time imprisonment.

(c) Year ended 31 December (1935 to 1955). Year ended 30 June (1960 to 1982).

(d) Includes transfers. Some prisoners are received more than once a year.

(e) Excluding periodic/weekend detainees and prisoners serving sentences at attendance centres.

(f) Changes in police practices, law reform, and a shift in community attitude, resulted in an increased proportion of less serious offenders being diverted away from the prisons. Prisons retained a high proportion of more serious violent offenders.

Sources: Department of Community Welfare Services, Australian Institute of Criminology.

PERSONS ON PROBATION AND PAROLE: VICTORIA, 1935 TO 1982

Year (a)	Placed on probation or supervision during year (b)		On probation or supervision at end of year	Released on parole during year (c)		Completed parole during year		Parole cancelled during year		On parole at end of year	
	Adult Courts	Children's Courts		Adult Parole Board	Youth Parole Board	Adult Parole Board	Youth Parole Board	Adult Parole Board	Youth Parole Board	Adult Parole Board	Youth Parole Board
1935	n.a.	710	..	..	..	..	..	..	..	..	..
1940	n.a.	836	..	..	..	..	..	..	..	..	..
1945	n.a.	484	..	..	..	..	..	..	..	..	..
1950	n.a.	486	..	..	..	..	..	..	..	..	..
1955	n.a.	1,486	..	..	..	..	..	..	..	..	..
1960	n.a.	2,927	4,077	686	..	416	..	174	..	550	..
1965	1,573	1,788	2,258	956	138	634	141	250	33	832	62
1970	1,514	2,375	5,202	704	358	413	252	212	100	748	182
1975	1,507	2,771	6,239	710	361	532	298	153	80	917	210
1980	1,542	1,838	5,190	553	243	403	188	165	51	681	144
1981	1,513	2,186	5,993	571	247	396	199	151	59	705	146
1982	1,910	2,243	5,394	681	252	443	194	154	56	789	144

(a) Year ended 31 December (1935 to 1960). Year ended 30 June (1965 to 1982).

(b) Number of persons placed on probation during the year (1935 to 1950) and (1965 to 1970). Number of cases resulting in probation during year (1955 to 1960). Children's Court probation has operated since 1906, but figures are only available from 1935.

(c) The Adult Parole Board has governed the parole of prisoners since its inception on 1 July 1957; parole was available before that date under a different system and conditions, for which statistics are not available. The Youth Parole Board has operated since 1 July 1961.

Source: Adult and Youth Parole Boards, Annual Reports.

SOCIAL WELFARE PERSONNEL

In Victoria, interest in a training scheme for social workers ("almoners") resulted in the first training scheme for almoners being established in 1930. It was associated with three key bodies—the Victorian Institute of Hospital Almoners, the University of Melbourne, and the Melbourne Hospital. In 1932, the Victorian Association of Hospital Almoners was established. By the end of the 1930s, the demand for almoners had outstripped supply. Although the Second World War halted the development of services, together with the Depression and the poliomyelitis epidemic of 1937, it highlighted the numerous social problems which needed attention. In 1946, the Australian Association of Social Workers was formed. During the 1960s and 1970s, many social work courses were available at tertiary institutions, in both universities and colleges of advanced education. In Victoria, social work courses, which were already in existence at the University of Melbourne, were established at the Preston Institute of Technology (in 1973), Monash University (1974), and La Trobe University (1976).

It was in this period, too, that a range of other educational training courses were established, essentially in response to the significant demand for personnel which the rapidly expanding services were making. This expansion peaked around 1974, and it was then that colleges of advanced education and colleges of technical and further education began developing courses for welfare workers. During this period, the Associate Diploma in Welfare Studies at Caulfield Institute of Technology (1975) and the Associate Diploma in Welfare Studies at the Preston Institute of Technology (1979) were developed. In general, the range of courses available to welfare workers included two-year associate diploma courses in welfare, three-year degree courses in social sciences, in-service government training schemes for government workers, child care and pre-school courses (in the technical and further education sector), and training schemes for volunteers.

Together with the service demands, a characteristic of this period in the 1970s was the creation of newly designated groups of social welfare personnel, some by legislation (e.g., family court counsellors) and others through new programmes such as the Australian Assistance Plan (e.g., community development officers). However, State Government welfare departments had mainly employed personnel with no specific welfare qualifications.

The Victorian Council of Social Service (VCOSS), established in 1946, was concerned for many years with the training of non-professional welfare personnel. Between 1952 and 1962 it conducted a training course for the staff of child care organisations. This was subsequently taken over by the Institute of Social Welfare (renamed the Community Welfare Training Institute) operated by the Social Welfare Department which became the

Department of Community Welfare Services. In the same period, the Victorian Council of Social Service held lecture courses for members of welfare agencies and other volunteer groups. The Institute of Social Welfare became operative as the training division of the Social Welfare Department in 1961, following the passing of the Social Welfare Act in 1960. The Institute was to cater for a wide range of non-social work personnel as well as developing short courses for volunteers. Courses for workers in the areas of residential child care and probation were devised.

In 1967, when the Melbourne Citizens' Advice Bureaux (CABs) were launched, the need for specialised training was realised. The volunteer training course for the Personal Emergency Advisory Service conducted by the Mental Health Authority became the joint responsibility of VCOSS and the Mental Health Authority, and the CABs used this for training.

The probation service is an example of the many occupational groups that have developed within the welfare system. Before the Second World War it appointed its first full-time stipendiary officers. Since then, stipendiary officers have worked together with honorary probationers. When the Parole Board was established in 1956 by the Penal Reform Act, nine stipendiary probation and parole officers were appointed. These were university graduates, including some graduates in social work. Over the years, the training of honorary probation officers was essentially provided by the Community Welfare Training Institute at the request of the Probation Officers Association. Probation services were provided for both children and adults from the central office of the Department of Community Welfare Services, but since 1972 they have been administered by the Department's regional offices.

An important aspect of volunteer services is the philosophy underlying the use of volunteers, i.e., the recognition of their specific role and special contribution. Concurrent with the revived interest in voluntarism has been the emergence of the self help movement, which was consolidated in 1975 by the establishment of the Committee on Self Help Groups with the support of the Victorian Council of Social Service.