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## SOCIAL SECURITY AND WELFARE

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### Commonwealth Government Expenditure on Social Security Services

This section deals with various Commonwealth Government payments for the relief of the aged, disabled, widowed persons, sole parents, the orphaned, the unemployed and the sick, as well as assistance to families, etc. On 1 July 1947, with the passage of the *Social Services Consolidation Act 1947*, all Acts providing social service benefits were amalgamated. The Act is at present called the *Social Security Act 1947*.

The main social security payments provided by the Commonwealth Government under the Social Security Act, as at June 1990, and the date on which each came into operation, are shown below.

Age pension	1 July 1909
Invalid pension	15 December 1910
Family allowance	1 July 1941
Widow's pensions	30 June 1942
Funeral benefit	1 April 1943
Bereavement allowance	1 January 1990
Unemployment benefit	1 July 1945
Sickness benefit	1 July 1945
Special benefit	1 July 1945
Sheltered employment allowance	30 June 1967
Wife's pension (superseded wife's allowance)	5 October 1972
Double orphan's pension	26 September 1973
Rehabilitation allowance	1 March 1983
Mobility allowance	1 April 1983
Carer's pension (subsumed spouse carer's pension)	1 November 1985
Child disability allowance (superseded handicapped child's allowance)	15 November 1987
Family allowance supplement (superseded family income supplement)	17 December 1987
Job search allowance	1 January 1988
Sole parent's pension (superseded supporting parent's benefit and Class A widow's pension)	1 March 1989
Widowed person's allowance (Class C widow's pension extended to males)	1 March 1989

Details of the respective rates of pensions and benefits and details of associated allowances available to certain recipients are shown, along with more specific eligibility criteria, in the Annual Report of the Department of Social Security.

### **Age and invalid pensions and associated payments**

Age pension is payable to men and women who have reached the ages of 65 and 60 respectively. Age pension is generally subject to residence qualifications, an income test and an assets test.

Invalid pension is payable to persons aged over 16 years who are not of age pension age and who are at least 85 per cent permanently incapacitated for work, of which at least 50 per cent is directly caused by a physical or mental impairment of the person. It is also payable to persons who are permanently blind. Invalid pension is paid subject to residence qualifications, an income test and an assets test. Pensions paid to the permanently blind are not subject to income and asset tests.

Sheltered employment allowance is payable to disabled people who are employed in approved sheltered employment services and are otherwise qualified to receive an invalid pension or would become so qualified should they cease to be provided with sheltered employment. The allowance is subject to the same income and assets tests as apply to the invalid pension and is paid at the same rate. It is payable in the form of a supplement to the sheltered employee's wages.

Rehabilitation allowance is payable to people who receive assistance through the Commonwealth Rehabilitation Service, and who would otherwise be eligible to receive a social security payment. It is subject to the same income and assets tests as the invalid pension, and similar additional benefits are available.

A wife's pension is payable to the wife of an age or invalid pensioner when she is not entitled, in her own right, to an age or invalid pension or rehabilitation allowance. The spouse of a person receiving sheltered employment allowance (and in certain circumstances, a rehabilitation allowance) does not receive a wife's pension as such, but an equivalent payment is made. There is no residence qualification, but an income and assets test does apply.

A carer's pension is payable to a person providing constant care and attention for a severely disabled age or invalid pensioner living in the same house where the carer is not eligible for a pension in his or her own right.

Additional pension is payable, subject to the income test, for each dependent child under 16 years (at a higher rate for children aged 13–15) and dependent full-time students aged 16 to 24 years, who are not in receipt of a prescribed educational allowance (e.g. AUSTUDY). Widowed or other unmarried age or invalid pensioners with a dependent child may, in addition, receive mother's/guardian's allowance. Rent assistance, combined with the basic pension or benefit rate is assessed under the general pension or benefit income test. It is available to pensioners if they pay rent or pay for lodging, or board and lodging. All recipients of sheltered employment allowance and certain others receive a means-test free incentive allowance in lieu of rent assistance. Remote area allowance is payable to pensioners living in certain remote areas. Mobility allowance, which is means-test free, is payable to disabled people who are undertaking vocational training or gainful employment and who are unable to use public transport without substantial assistance because of their disability.

## AGE PENSIONERS: 30 JUNE

Age	1988	1989	1990
60-64 years	163,525	166,007	167,252
65-69 years	301,362	308,684	314,390
70-74 years	312,339	295,879	286,600
75 years and over	551,588	563,740	572,226
<b>Total</b>	<b>1,328,814</b>	<b>1,334,310</b>	<b>1,340,468</b>
Number of wife's/carer's pensioners	25,290	26,188	27,791
		—\$'000—	
Total payments during year(a)	6,972,771	7,516,110	8,182,453

## INVALID PENSIONERS: 30 JUNE

Age	1988	1989	1990
16-19 years	7,809	7,863	7,808
20-39 years	60,980	62,274	63,874
40-59 years	158,196	161,244	164,261
60 years and over	69,928	76,414	80,770
<b>Total</b>	<b>296,913</b>	<b>307,795</b>	<b>316,713</b>
Number of wife's/carer's pensioners	91,973	94,321	95,839
		—\$'000—	
Total payments during year(a)	2,188,388	2,415,564	2,679,752

(a) Includes allowances, rent assistance, and wives' pensions where applicable.

At 30 June 1990 112 sheltered employment services were paying the allowance to 9,846 disabled employees and 278 wives. Expenditure during the year 1989-90 was \$78.0 million.

At 30 June 1990, there were 2,211 persons in receipt of rehabilitation allowances. Expenditure during the year 1989-90 was \$18.7 million.

### Sole parent's pension, widowed person's allowance and associated payments

#### Sole Parent's Pension

Sole parent's pension was introduced from 1 March 1989. It amalgamated the former Class 'A' widow's pension and supporting parent's benefit, the two income support payments for people bringing up a child or children without a partner. All persons who were receiving either payment at 1 March 1989 were transferred to sole parent's pension without any change to their eligibility.

Maximum rates are identical to those applying to age pension.

Sole parent's pension may be paid to a person who has a 'qualifying child'. This is a child under 16 years or a child attracting child disability allowance, and who is:

- a natural or adopted child; and
- in the person's legal custody; or has been in the person's care and control for 12 months and likely to remain so permanently or indefinitely.

Sole parent's pension may be paid to:

- a separated husband or wife, or a separated de facto husband or wife;
- a person whose legal or de facto spouse has been imprisoned (including remanded in custody) for at least 14 days;
- a widow or widower;
- a person whose de facto spouse has died;
- a divorced person;
- a person who is unable to live with the spouse or de facto spouse in the matrimonial home because of the spouse's or de facto spouse's long-term illness or infirmity; and
- an unmarried person.

#### Widowed Person's Allowance

Widowed person's allowance was introduced from 1 March 1989 and replaced Class 'C' widow's pension.

Widowed person's allowance provides short term assistance for recently bereaved widowed persons, both male and female. It allows a period of adjustment to make funeral arrangements, settle financial matters or to seek employment. The allowance may be granted to a person who, immediately before his or her spouse's death, was either legally married or living in a de facto relationship with that person.

There is no age restriction on the payment of widowed person's allowance but the allowance cannot be paid concurrently with another pension, benefit or allowance. Widowed persons with dependent children generally qualify for sole parent's pension immediately.

The allowance is payable for up to 12 weeks after the date of the spouse's death, although payment can be extended if a widow is pregnant at the time of her spouse's death. Otherwise, the allowance is paid under the same conditions as other pensions.

#### Class 'B' widow's pension

From July 1987, gradual phasing out of the Class 'B' widow's pension began. From that date, no new grants were made except to women who were in circumstances which would have made them eligible before that date.

It was payable to a widow who, because she had no qualifying children or students in her custody, care and control, was not eligible for a Class 'A' widow's pension, but was either at least 50 years of age or, after having reached the age of 45, has ceased to receive a Class 'A' pension by reason of ceasing to have a qualifying child or student.

In addition to the basic pension, a mother's/guardian's allowance and additional pension for each dependent child are payable. Rent assistance is also available if they pay rent or pay for board or lodging. Remote area allowance is payable if living in certain remote areas.

#### WIDOW PENSIONERS/WIDOWED PERSONS ALLOWANCE, BY TYPE AND AGE: 30 JUNE

	1988	1989	1990
Class 'B' widow pensioners aged—			
45–49 years	6,540	5,182	3,624
50–54 years	21,259	19,589	17,204
55–59 years	38,879	37,773	36,606
60 years and over	20,014	20,982	21,291
Widowed person's allowance	110	116	222
<b>Total</b>	<b>86,802</b>	<b>83,642</b>	<b>78,947</b>
		—\$'000—	
Total payments during year(a)	505,116	535,200	553,743

(a) Includes payment to benevolent homes for maintenance of pensioners. It also includes rent assistance and allowances.

## SOLE PARENT PENSIONERS, BY AGE AND TYPE: 30 JUNE

	1988	1989	1990
<b>Age—</b>			
Under 20 years	9,508	9,564	10,245
20–29 years	86,247	86,347	89,653
30–39 years	94,751	96,234	100,393
40–49 years	40,910	40,652	42,152
50–59 years	6,996	6,427	6,197
60 years and over	244	245	246
<b>Type of pensioner—</b>			
<b>Females—</b>			
Unmarried mothers	45,654	46,590	47,845
Widows	11,960	10,978	9,940
Divorcees	30,393	26,842	22,817
Separated wives	123,058	127,805	138,645
Separated de facto wives	17,662	17,074	18,334
<b>Males—</b>			
Widowers	837	793	805
Divorcees	1,126	1,020	953
Separated husbands	6,721	7,140	8,203
Separated de facto husbands	881	819	857
Other	364	408	487
<b>Number of pensions</b>	<b>238,656</b>	<b>239,469</b>	<b>248,886</b>
		—\$'000—	
<b>Total payments during year(a)</b>	<b>2,004,545</b>	<b>2,131,986</b>	<b>2,334,211</b>

(a) Includes rent assistance and allowances.

### Child Support Scheme

Stage 1 of the Child Support Scheme commenced in June 1988 with the establishment of the Child Support Agency (CSA) in the Australian Taxation Office. Under Stage 1 of the Scheme, maintenance orders and agreements made, registered or approved by the courts can be enforced by the CSA. The Agency collects child support from liable parents and these payments are distributed to custodial parents on a monthly basis by the Department of Social Security. The collection of child support is by automatic withholding of payments by employers in the case of PAYE tax payers and, in the case of self-employed people, by direct monthly payments to the CSA.

Stage 2 of the Scheme, which began on 1 October 1989, replaced the system of court ordered child maintenance. Instead, if parents cannot agree, the custodian can apply to the CSA which will administratively assess the amount of child support using a formula set out in legislation. Stage 2 is prospective in that it applies only to people who separate or have a child born on or after 1 October 1989.

### Unemployment, sickness and special benefits and associated payments

Unemployment benefit is payable to persons over 18 and under age pension age, who are unemployed. Job search allowance is payable to unemployed persons aged 16 to 17 years to encourage the active search for jobs. Sickness benefit is payable to persons aged at least 16 years, but under age pension age, who are temporarily incapacitated for work. They must be an Australian resident. Both unemployment and sickness benefits are subject to an income test and an assets test. Job search allowance is subject to a parental income test, a personal income test and those in receipt of the independent rate of job search

allowance are also subject to an assets test. A person cannot receive the benefits simultaneously, nor can a person receive a benefit at the same time as an invalid, widow's, service pension or sole parent's pension.

For unemployment benefit purposes, people must establish that they are unemployed, that their unemployment is not due to industrial action by themselves or by members of a union of which they are a member. They must also be capable and willing to undertake suitable work, and be taking reasonable steps to obtain such work. Registration for employment with the Commonwealth Employment Service is necessary. For sickness benefit purposes, people must establish that they are temporarily totally incapacitated for work because of sickness or injury and that they have thereby suffered a loss of income.

A special benefit may be granted to persons not qualified for unemployment or sickness benefit who are not eligible for any pension, and who, because of age, physical or mental disability or domestic circumstances, or any other reason, are unable to earn a sufficient livelihood for themselves and their dependants. Recipients of special benefits include, among others, persons ineligible for a pension or benefit because of lack of residence qualifications and migrants in government accommodation centres awaiting their first employment in Australia. The benefit is designed to meet cases of special need and may also be paid as income support over a period if no other social security benefit is payable. The rate paid may not exceed the rate of unemployment or sickness benefit.

All beneficiaries with dependent children are eligible for an additional benefit for each dependent child except where the dependent child is in receipt of a prescribed educational allowance. In addition, sole parents are eligible for mother's/guardian's allowance. Rent assistance is also payable to beneficiaries who have at least one child under 16 years, and other beneficiaries after six continuous months on benefit provided they pay sufficient rent other than to a public housing authority if they are over 24 or married, or if they are aged 18-24 provided they live away from the parental home. A young homeless allowance is available to recipients of job search allowance, and to sickness and special beneficiaries under 18 years, who are homeless and without parental or custodial support. Job search allowance recipients who have established long term independence from their parents may also receive a higher independent rate.

#### UNEMPLOYMENT, SICKNESS AND SPECIAL BENEFITS: YEAR ENDED 30 JUNE

	1988	1989	1990
Unemployment beneficiaries (including job search allowees)(a)—			
Number of new benefits granted	728,438	689,981	(b)725,000
Number on benefit at end of year	475,070	390,001	427,931
Average number on benefit at end of each week during year	502,514	429,350	385,014
Sickness beneficiaries—			
Number of new benefits granted	108,772	110,369	(b)116,000
Number on benefit at end of year	75,060	78,818	79,341
Average number on benefit at end of each week during year	74,557	76,759	78,103
Special benefit beneficiaries—			
Number of new benefits granted	112,907	133,275	(b)170,000
Number on benefit at end of year	22,646	25,301	28,111
Average number on benefit at end of each week during year	21,598	23,929	26,463
		—\$'000—	
Amount paid during year(c)—			
Unemployment and job search allowance(a)	3,374,879	3,135,640	3,067,796
Sickness	511,042	552,970	611,167
Special benefit	150,800	178,310	214,767

(a) Job Search Allowance began on 1 January 1988. (b) Estimated. (c) Includes additional allowances.

### Fringe benefits

The Commonwealth Government makes several non-cash 'fringe benefits' available to pensioners and recipients of sickness benefits, and their dependants, who are entitled to a Pensioner Health Benefits (PHB) card or, in the case of sickness beneficiaries, a Health Benefits (HB) card. The issue of a PHB card is subject to a special income and assets test. The benefits include:

- a range of free pharmaceuticals;
- a one-third reduction in telephone rental (subject to the income of co-residents);
- reduced fares for Commonwealth Government railway services;
- postal redirection concessions; and
- free hearing aids services.

State and Territory Governments, local government authorities and private organisations also provide certain fringe benefits. The most valuable of these are reductions in local government rates and in public transport charges.

There were 1,825,182 pensioners at 30 June 1990 with PHB cards entitling them to Commonwealth pensioner fringe benefits.

Unemployment and special beneficiaries, and other persons on low income, receive a Health Care card entitling them to a range of pharmaceuticals at a concessional rate. This concession is also available to pensioners whose income and assets exceed the qualifying limits for fringe benefits and who are provided with a Pharmaceutical Benefits Concession (PBC) card.

### Family allowances

Family allowance is payable, subject to an income test, to a person with children under 16 years or dependent full-time students aged 16 to 24 years who are not in receipt of a pension, benefit or allowance in their own right or prescribed educational allowance. An additional allowance, also subject to an income test, is payable in respect of multiple (three or more) births until the children turn six years. Payment is usually made to the mother. Approved charitable, religious or government institutions are paid family allowance for children in their care.

Generally, to be granted an allowance the person and the child must be in Australia and be Australian citizens, or have been given permission to remain in Australia permanently.

#### FAMILY ALLOWANCES: 30 JUNE 1990

Number of children and students in family	Number of families						
	NSW/ACT(a)	Vic.	Qld/NT	SA(b)	WA	Tas.	Aust.
1	240,943	174,563	132,324	62,048	65,850	20,387	696,115
2	256,819	191,657	139,470	68,343	75,971	22,560	754,820
3	112,325	83,742	62,813	25,248	32,805	9,825	326,758
4	31,701	21,769	18,062	5,964	8,588	2,651	88,735
5	6,367	4,220	3,918	1,081	1,695	525	17,806
6	1,738	1,039	1,139	235	457	124	4,732
7	453	298	334	54	114	46	1,299
8	151	99	101	18	27	3	399
9	44	30	37	8	11	2	132
10 or more	16	17	24	1	4	1	63
<b>Total families</b>	<b>650,557</b>	<b>477,434</b>	<b>358,222</b>	<b>163,000</b>	<b>185,522</b>	<b>56,124</b>	<b>1,890,859</b>
No. of children in families	1,265,565	926,837	702,109	305,755	362,930	109,329	3,672,525
Amount paid during year	627,486	454,076	346,410	150,268	178,439	53,632	(c) 1,810,309

(a) Excludes Broken Hill Regional Office. (b) Includes Broken Hill Regional Office. (c) Includes an amount of \$1,000 recovered from overseas.



### **Family allowance supplement**

Family allowance supplement is paid subject to income and assets tests to low-income families with one or more children eligible for family allowance so long as they are not in receipt of any Commonwealth pension, benefit or allowance which provides additional payment for dependent children, and so long as the children of these families are not receiving means-tested Commonwealth payments. Levels of payment are age-related and are linked to the rates of additional pension or benefit for children. Rent assistance is also available to recipients of family allowance supplement if they pay rent other than to a public housing authority. The number of families in receipt of family allowance supplement at 30 June 1990 was 178,247. The amount paid during the year 1989-90 was \$513.3 million.

### **Child disability allowance**

Child disability allowance may be paid to a parent or guardian of a child under 16 years or a dependent full-time student aged 16 to 24 years who has a physical, intellectual or psychiatric disability. The allowance is not payable if the student is receiving an invalid pension or sole parent's pension. The disabled child must be living in the family home and must need and receive substantially more daily care and attention over an extended period than needed by a child of the same age who does not have such a disability. The allowance is not subject to an income test, but a residence qualification similar to that for family allowance applies. The number of child disability allowances being paid at 30 June 1990 was 40,222. The total amount paid through these allowances during the year 1989-90 was \$61.7 million.

### **Double orphan's pension**

Double orphan's pension is payable free of means test to guardians of, or institutions caring for, children under 16 years, or dependent full-time students aged 16 to 24 years whose parents are both dead or one parent is dead and the other is missing, imprisoned or in an institution. The family allowance residence test applies. The pension may also be paid to persons caring for refugee children. The rate is indexed annually. Payments are made fortnightly with family allowance.

### **Mobility allowance**

Mobility allowance is a payment, free of means test, for disabled people unable to use public transport without assistance who are employed or undertaking vocational training.

### **Bereavement allowance**

From January 1990 eligible pensioners will receive bereavement allowances in respect of a deceased spouse equivalent to 14 weeks payment that would have been made to the spouse for that period. Allowances will be available in lump sum form to assist with funeral and associated expenses. The estate of a deceased single pensioner will be entitled to the next fortnightly instalment of pension following death. These arrangements supersede funeral benefit and special temporary allowance provisions.

### **Social security—portability and reciprocal agreements**

Australian pensions, with the exception of widows' pensions for non-de jure widows, supporting parents' benefits and carers' pensions, can be transferred abroad once they have been granted. Since 1 July 1986, the rate of pension to be paid abroad is proportional to the period of Australian residence during a 25 year working life. The number of Australian pensions paid abroad under portability provisions at 30 June 1990 was 28,469.

Australia has comprehensive reciprocal social security agreements with the United Kingdom, New Zealand, Italy and Canada. Negotiations and discussions are proceeding with major migrant-source countries in order to establish a network of agreements. The purpose of the network is to protect the social security rights of people who divide their working lives between Australia and other countries.

### **Employment assistance schemes**

In conjunction with the Departments of Employment, Education and Training, and Community Services and Health, the Department of Social Security administers the Jobs, Education and Training (JET) program. The JET program was introduced in March 1989, and provides an integrated program of assistance for sole parents in the form of individual counselling, and access to training, education, job search assistance and child care support. Participation in the program is voluntary.

The NEWSTART program was introduced in February 1989, and is a joint program administered by the Departments of Social Security and Employment, Education and Training. It is targeted at 18-54 year olds who have been in receipt of benefit for 12 months or more, and comprises intensive joint CES/DSS interviews involving personalised assessment, counselling and referral to labour market opportunities; improved information provision, additional labour market program assistance; an active job placement and community awareness strategy; and new transition-to-work incentives in the unemployment benefit system including an employment entry payment of \$100, expansion of the work-test to allow participation in short courses and voluntary work while maintaining benefit entitlement and a waived waiting period for former clients reclaiming benefit within 13 weeks.

### **Other services of the Department of Social Security and the Department of Community Services and Health**

The Department of Social Security provides a professional social work service and Migrant and Aboriginal Liaison Office schemes. The Department also provides funding to the Australian Institute of Family Studies and to the Social Policy Research Centre at the University of New South Wales. The Department of Community Services and Health provides Grants-in-Aid (general support grants) towards the infrastructure costs of national non-government organisations which represent consumers and interest groups in the community services sector. Grants totalling \$1.459 million in 1988-89 were paid to organisations including the: Australian Council of Social Services, Australian Council on the Ageing, Australian Council for Rehabilitation of Disabled, Australian Early Childhood Association, Disabled People International (Australia), Australian Pensioners' and Superannuants' Federation.

## **Commonwealth Government Assistance Through Welfare Organisations**

### **Supported Accommodation Assistance Program—SAAP**

SAAP was introduced in all States and Territories from 1 January 1985 and brought together former programs such as the *Women's Emergency Services Program*, the *Youth Services Scheme* and the *Homeless Persons' Assistance Program*. SAAP provides recurrent funds for a range of supported accommodation and related support services and is jointly Commonwealth and State funded. SAAP provides financial assistance for the funding of non-government organisations and local government to provide crisis accommodation and support services for homeless persons.

Following a national review in 1987 a new SAAP Agreement was entered into between all States and Territories and the Commonwealth, effective from 1 July 1989. This new Agreement is incorporated into the Supported Accommodation Assistance Act 1989.

SAAP is administered on a day-to-day basis by State/Territory Governments in accordance with the SAAP Agreement. Capital funding for SAAP services is provided within the *Crisis Accommodation Program (CAP)* which comes under the provisions of the Commonwealth/State Housing Agreement. Unlike SAAP, CAP is totally Commonwealth funded.

The objectives of the new program are to provide transitional support accommodation and related support services for people who are homeless and/or in crisis to help them move towards independent living, where appropriate, or other alternatives (such as long term supported housing), as soon as possible.

The replacement program which commenced on 1 July 1989 focuses on five target groups: young people, women with or without children who are escaping domestic violence, families, single men and single women.

Other features of the new program include the importance placed on community consultation in the planning and development of priorities for each State, the focus on user rights and the focus on client outcomes.

The SAAP allocation for 1990-91 is \$137 million (of which the Commonwealth will contribute \$81 million). This represents a significant increase over 1989-90 expenditure of \$102.2 million. In addition, growth funds of \$5 million (to be matched dollar for dollar by the States) have been allocated by the Commonwealth up to 1991-92. This will have involved an injection of some \$40 million over the first three years of the new Agreement. Maintenance of funding levels in real terms is also provided for on an annual basis through indexation.

### **Homeless Youth—a Commonwealth priority during 1989-90 to 1992-93**

The Commonwealth has identified youth as a priority target for 1989-90. This is specifically in response to the problems identified in the report of the Human Rights Commission, 'Our Homeless Children'. The new initiatives to assist homeless young people include:

- a further \$17 million to be made available over 4 years under SAAP (\$34 million when matched by States) to underpin the expansion of accommodation services and to link homeless young people with other services; and
- an extra \$10 million capital funding in 1989-90 which, together with further earmarked capital funding under the CSHA in the period 1990-91 to 1992-93, will double the medium and long term accommodation capacity.

### **Home and Community Care Program—HACC**

HACC was established in 1985-86 and is jointly funded by the Commonwealth Government and the State and Territory Governments. HACC funds organisations and community groups which provide basic maintenance and support services for the frail aged and people with disabilities to enable them to remain living at home. Support is also provided to the carers of these people.

The Program aims to enhance the independence, security and quality of life of frail, aged and younger people with disabilities by avoiding their inappropriate admission to long-term residential care. It achieves this by facilitating and promoting the development of cost-effective community care alternatives which are appropriate and which can flexibly respond to individual needs.

Services funded under the Program include home help and personal care; home maintenance and modification; food services; community based respite care; transport services; community paramedical services; community nursing; assessment and referral; education and training for service providers and users; information and coordination.

Commonwealth expenditure under the matched Program totalled just under \$222 million in 1989-90. At this stage the Commonwealth meets an average of 57 per cent of the total funding nationally. Over 3,000 projects are funded throughout Australia some providing a specific focus on the needs of younger people with disabilities, those with a non-English speaking background, Aboriginal and Torres Strait Islanders, those with dementia or the carers of the frail aged and younger people with disabilities.

In addition to the matched Program funds, the Commonwealth has made available \$71 million over 4 years commencing 1987-88 to fund projects which test new approaches to providing services. Packages of home care services are put together for individuals which are appropriate to their particular needs. One hundred and twenty one projects were approved as at June 1990, covering all States and Territories. The Commonwealth and each State/Territory have or are in the process of jointly developing, in the context of a broad national approach, an evaluation strategy to evaluate the effectiveness of the various coordinating arrangements and to assess the economics of community care.

In March 1989, HACC Ministers endorsed the recommendations of the First Triennial Review of the HACC Program, completed in December 1988, and assigned a high priority to the implementation of a consumer rights strategy. Other review recommendations related to service standards, client assessment, training, planning and consultation. These recommendations are being implemented progressively.

In the area of consumer rights, HACC Ministers have approved a Statement of Rights and Responsibilities. In addition, the Commonwealth and States/Territories have agreed on a set of draft national service standards to form the basis of consultation with service providers and consumers. The standards are expected to be finalised and implemented early in 1991. The HACC National Guidelines were revised to include the recommendations of the First Triennial Review, and distributed to all service providers.

During 1988-89 the House of Representatives Standing Committee on Finance and Public Administration conducted an inquiry into the findings of the Auditor-General's Efficiency Audit of the HACC Program which took place during 1987-88. The Committee's report 'There's No Place Like Home', was tabled in November 1989 and concluded that the efficiency audit had established that the HACC Program is operating and achieving its main aim, that is, it is providing people with the opportunity to remain at home rather than move into residential care.

**COMMONWEALTH EXPENDITURE ON HOME AND COMMUNITY CARE PROGRAM  
(\$'000)**

	1987-88	1988-89	1989-90
Matched payments to States, NT, and ACT	167,289	195,515	221,957
Unmatched funds provided	1,886	9,259	19,804
Planning and development	219	317	338
<b>Total expenditure</b>	<b>169,394</b>	<b>205,091</b>	<b>242,099</b>

### **Programs for families with children**

The *Children's Service Program* (CSP) assists families with dependent children to participate more fully in the community through the provision of financial assistance to State/Territories and other service providers for quality child care and other children's and family services.

The main objective of the CSP is to support workforce participation by giving families with dependent children (especially low income and sole parents) access to a range of quality child care services which are affordable and efficiently managed. The needs of parents at home are also recognised and there are projects which specifically help disabled, Aboriginal and non-English speaking families.

Priority has been given to increasing the number of child care centres, family day care schemes, occasional care centres and outside school hours care services. Emphasis is also given to providing fee relief for lower income families to help them pay for child care.

The number of child care places funded by the Commonwealth has continued to grow rapidly. There will be 30,000 new places established between 1989-90 and 1991-92 as part of the National Child Care Strategy. The Government has promised to expand this Strategy with an additional 50,000 places to be provided by 1996, bringing the total to

some 194,000 places funded by the Commonwealth. The expansion will be cost shared with State Governments for both capital and recurrent funding for most service types.

It is also estimated that an additional 28,000 new places will be created over the next five years in the commercial/employer sector as a result of extending fee relief to low and middle income families using these services. This will remove the disadvantage these families may have had compared to families with access to services currently funded under the CSP.

**EXPENDITURE ON CHILDREN'S SERVICES PROGRAM**  
(\$'000)(a)

1982-83	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89	1989-90
64,954	80,125	122,726	150,072	181,245	224,945	213,327	215,036

(a) Excluding Pre-school block grants (ceased 31/12/1985). Including Family Support Services Scheme and Family Support Program (transferred to States through general revenue grants, 1/7/1988).

### Emergency relief grants

The *Emergency Relief Program* provides emergency financial assistance to persons in crisis. Through the Program, grants are made to over 700 agencies. These agencies distribute funds, usually in the form of cash assistance, purchase vouchers, or payments on behalf of clients to persons in crisis. The Commonwealth administers the Program which supplements the significant activities of both State Governments and community organisations in the provision of this type of assistance.

The Program aims to assist the most needy in the community including low income families and single parents. Agencies are selected keeping in mind the need to ensure equitable geographic access and access by Aboriginal people and people from a non-English speaking background to this form of assistance.

**COMMONWEALTH EMERGENCY RELIEF APPROPRIATIONS**  
(\$'000)

Financial year	Appropriation
1983-84	5,000
1984-85	5,950
1985-86	6,000
1986-87	6,320
1987-88	6,720
1988-89	7,040
1989-90	7,195
1990-91	7,648

### People with disabilities

Under Part II of the *Disability Services Act 1986*, the Commonwealth provides grants to States and eligible organisations (non-profit and local government bodies and tertiary institutions) towards the recurrent and capital costs of a range of eligible services. These services include accommodation support, advocacy, competitive employment training and placement, independent living training, information, print disability services, recreation, respite care, and supported employment.

For services to be eligible for funding they must cater predominantly for persons with a disability, whose disability results in their having a substantially reduced capacity for communication, learning or mobility. The disability must be attributable to an intellectual, psychiatric, sensory or physical impairment or a combination of such impairments, and be permanent or likely to be permanent.

The Disability Services Act requires organisations to report regularly on the extent to which they have achieved positive consumer outcomes for their clients. In addition, formal reviews of their services are scheduled every five years.

The funding for eligible services in 1989–90 amounted to \$244.4 million. An estimated 35,000 people with disabilities receive services from funded organisations.

The Department of Community Services and Health administers the Commonwealth Rehabilitation Service (CRS) which provides social and vocational rehabilitation services for working age people with disabilities. The major criterion for acceptance into a rehabilitation program is the expectation of significant gain towards independent living or vocational goals.

Services are provided from and arranged through a national network of some 120 regional locations. Programs may include:

- employment, vocational, mobility and other independent living training and education courses;
- diagnostic and assessment services, occupational therapy, physiotherapy, speech therapy and counselling services;
- aids and appliances and home, vehicle and workplace modifications; and
- associated accommodation and training allowances.

In 1989–90, 19,573 people received rehabilitation assistance from the CRS. Expenditure on rehabilitation services in 1989–90 was \$59.9 million. The number of clients participating in rehabilitation programs in 1989–90 represented an increase of 3,783 over the previous year's activity.

The major directions in the Commonwealth program to assist people with disabilities include:

- the development of a more coordinated approach between the Commonwealth and the States/Territories in the provision of services for people with a disability; and
- the transition of services to provide clients with greater opportunities for independence, economic and employment opportunities and integration into the general community.

### **Hearing Services Program**

The Hearing Services program through the National Acoustic Laboratories (NAL) fits approximately 60 per cent of all hearing aids in Australia.

Eligible people include holders of Pensioner Health Benefits cards and their dependents, all persons under 21 years of age, Veterans' Affairs clients, referred clients of the Commonwealth Rehabilitation Service and certain compensation claimants. Services are delivered through a network of 44 NAL Hearing Centres across Australia, plus some 65 visiting centres in rural and remote areas.

The NAL Central Laboratory at Chatswood provides equipment and training and develops procedures to support the delivery of services through the Hearing Centres. It also conducts noise and audiological research, evaluates new devices and techniques, advises on measures to prevent hearing loss and reports on environmental and occupational noise problems.

### **Residential care for aged people**

The aim of the Commonwealth Government's aged residential care program is to ensure that frail, aged people who are assessed as being unable to live at home have access to residential support and care services appropriate to their needs. Support is provided by the Commonwealth for two main types of residential care and assistance—nursing homes and hostels. Nursing homes provide services for people who need continuous professional nursing and personal care, while hostels provide a wide range of accommodation and personal care services for less dependent aged people.

Two key objectives of the aged residential care program are to provide a range of accommodation and care services to meet the assessed needs of aged people, and to promote the quality of life for residents receiving such care.

**COMMONWEALTH EXPENDITURE ON NURSING HOMES AND HOSTELS 1989-90**  
(\$'000)

	<i>NSW</i>	<i>Vic.</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas.</i>	<i>ACT</i>	<i>NT</i>	<i>Aust.</i>
Nursing homes for aged (recurrent)	551,184	371,263	193,200	113,042	147,664	39,165	4,324	9,731	1,429,574
Hostels (recurrent)	50,551	36,462	30,208	13,572	20,940	3,523	357	1,398	157,011
Nursing homes and hostels (capital)	33,970	19,219	43,922	6,906	10,457	7,145	2,219	1,577	125,415

**APPROVED NURSING HOMES AND HOSTELS AND BEDS 1989-90**

	<i>NSW</i>	<i>Vic.</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas.</i>	<i>ACT</i>	<i>NT</i>	<i>Aust.</i>
Approved nursing homes and beds for aged—									
Nursing homes	496	412	200	111	160	47	6	6	1,438
Beds	28,578	16,259	11,847	6,030	7,109	2,096	521	175	72,615
Approved hostels and beds—									
Hostels	310	244	183	119	128	25	8	4	1,021
Beds	14,343	10,472	8,684	4,216	5,373	869	425	88	44,470

### Planning mechanisms

In 1986 the Government accepted a recommendation that planning ratios be adopted as the basis for the allocation and distribution of new nursing home and hostel places. This planning base seeks to achieve a national average provision of 100 residential places per 1,000 persons aged 70 years and over in all States and Territories. The long term target is to achieve a composition of 40 nursing home and 60 hostel places per 1,000 people 70 years and over.

To enhance this strategy, improved arrangements have been established to control admissions to nursing homes, in order to ensure that only people for whom nursing home care is the most appropriate option, are admitted.

The allocation of new residential care services to regions and special needs groups is based on the advice of Aged Care Advisory Committees (ACACs) in each State. These Committees are charged with formulating advice on relative priority needs with the intention that residential places will be equitably distributed to areas of lowest existing provision.

### Assessment services

The Government recognised the need for a more complete and effective assessment of the care needs of frail, elderly people. Policies were implemented to ensure that aged people receive appropriate advice and assistance when choosing services. In order to satisfy these requirements, funding was provided for the development of assessment services to assess the medical, psychological and social needs of aged people. A national network of assessment services is under development in cooperation with State and Territory Governments. At 30 June 1990, the Commonwealth was supporting 106 services based at community centres and hospitals around the country. It is estimated that approximately 95 per cent of the aged population have access to assessment services.

The assessment services assess people in their own homes, in hospitals or in extended care facilities. The aim of the assessment is to help aged people select the type of care which best meets their needs. Ultimately, the teams will assume full responsibility both

for assessing all people seeking nursing home admission and for determining eligibility for hostel subsidy.

### **Quality of life and quality of care**

The Commonwealth, as the provider of significant subsidies to nursing homes and hostels, has a responsibility to ensure that nursing home residents are receiving a quality of life and an appropriate standard of health care. This responsibility is supported by a program of visits to nursing homes by Standards Monitoring Teams from the Department of Community Services and Health. A similar program is proposed for hostels, beginning in January 1991.

These teams have been set up in each State and Territory to monitor the compliance with the outcome standards of nursing homes and the service they deliver for the residents. To date nearly all of the 1,258 non-government nursing homes have had an initial visit. In addition, many of the homes have received follow-up visits in which the nursing home's progress toward meeting the Commonwealth standards are further monitored.

Teams talk to residents, visitors and nursing home staff to learn how the nursing home meets the needs and wishes of its residents. To achieve the principal objective of ensuring satisfactory resident care, the monitoring teams adopt a constructive and educative approach when negotiating appropriate remedial action with nursing homes who fail to meet all the standards.

The Standards Monitoring Teams prepare a report which gives an assessment of each nursing home's compliance with the standards. Since 1 July 1990, reports have been published to extend their availability to parties who have an interest in the nursing home. The reports are available from the State Offices of the Department of Community Services and Health.

Publication of reports enables prospective residents and their relatives to make informed decisions about accommodation for aged people who need available nursing care. Before the report is published, the proprietor has the opportunity to make a submission to the Minister on the report. (The provisions for publishing reports will be extended to hostels with the introduction of monitoring hostels standards from 1 January 1991.)

The outcome standards are based on several objectives each of which has a number of subordinate standards. These objectives include the need for care, social independence, freedom of choice, a homelike environment, privacy and dignity, variety of experience and safety. Care managers have the flexibility to arrange services and resources available to the nursing home to achieve the outcomes for residents.

The standards for nursing homes and hostels were developed by the Commonwealth Government and the State and Territory Governments after consultation with people and groups involved in the nursing home and hostels industry.

The Hostel Standards Committee reported to the Minister for Aged, Family and Health Services at the end of 1989. The committee members included representatives from industry, consumer groups, unions and State and Territory authorities. The committee recommended new outcome standards for hostels to the Government for introduction in 1991.

The nursing home standards can be found in the publication 'Living In a Nursing Home' and those for the hostels in 'Keeping the Quality in Hostel Life', both available from the AGPS Bookshop.

In order to further ensure that the civil, human and legal rights of residents of nursing homes and hostels are promoted and protected, the Government is currently implementing a number of initiatives, based on the major recommendations of the report 'Residents' Rights in Nursing Homes and Hostels', by consultant Chris Ronalds. Two key initiatives are the development of a Charter of Residents' Rights and Responsibilities, and a formal Agreement between the residents and proprietors of nursing homes and hostels.



### **Equity of access to residential care**

A key element of the needs-based planning mechanism noted above is to ensure equity of access to residential care for special needs groups in all geographic areas. In particular, steps have been taken to improve access by ethnic and Aboriginal communities. In addition, the Commonwealth utilises fee controls in nursing homes and enhanced capital grant payments to hostels to ensure that financial disadvantage does not restrict entry to supported accommodation.

### **Uniform national recurrent funding for nursing homes**

The present funding arrangements for nursing homes have been introduced progressively since 1987. They comprise two modules:

- a Standard Aggregated Module (SAM), which will be fully phased in by 30 June 1991. It comprises an infrastructure component to cover costs such as food, administration, cleaning and return on investment; and
- a nursing and personal care module, known as the Care Aggregated Module (CAM), to cover the costs of nursing and personal care.

These funding arrangements complement the nursing home outcome standards. In effect, they provide for specified levels of service to residents at a pre-determined price. Service providers are expected to meet the outcome standards but are free to deploy their resources flexibly and efficiently.

A review of the CAM funding arrangements was commenced late in 1989. It is expected to be followed by a review of the SAM arrangements during the 1990–91 financial year.

### **Hostel funding**

To facilitate the equitable redistribution of resources to alternative, less institutionalised forms of residential care, hostel resources have been substantially enhanced, through capital and recurrent funding.

The Commonwealth Government has committed substantial resources to the expansion of hostel services as an integral part of its residential aged care program. Since 1986, the Government has raised the level of subsidy available for residents of approved age care hostels. In particular, the Personal Care Subsidy (which currently stands at \$19.05 per day) has increased by 144 per cent since 1986.

Major adjustments have also been made to the planning and funding mechanisms for hostels. Unnecessary restrictions on organisations' access to funds have been removed, and they have also been allowed greater flexibility to raise funds themselves via borrowings and entry contributions from people with the capacity to contribute to the cost of their own accommodation.

Increasing the capacity of organisations to raise funds has allowed the Commonwealth to target capital subsidies to financially disadvantaged people and other disadvantaged groups more comprehensively. For example, significantly increased subsidies have been made available to provide accommodation for financially disadvantaged members of the community. Indeed, the Commonwealth now pays a capital grant of up to \$51,200 for each hostel place which is required to accommodate a financially disadvantaged person.

The subsidy for general places varies depending on the proportion of financially disadvantaged people being accommodated in each hostel—the higher the percentage of financially disadvantaged residents, the higher the general place rate subsidy. This approach acknowledges that the greater the proportion of financially disadvantaged residents in a specific hostel population, the lower the number of people able to make an adequate entry contribution.

### **Assistance for home-based care**

While the residential care program focuses mainly on long-term residential care, there are provisions under the program for assistance to those aged and disabled people who wish to stay in the community. Short-term or respite care is available for these people. This not only allows carers of such people a break from their responsibilities, but also provides support for frail, aged people who are caring for themselves.

In addition, Domiciliary Nursing Care Benefit is available to assist people who choose to care, in their own homes, for chronically ill or infirm relatives who would otherwise be in nursing homes. Typically, these people are incapable of caring for themselves or being left unsupervised for any significant period, and would require admission to a nursing home if home-care were not available. The basic criteria for the payment of the benefit are that the person must be aged 16 or over, require a nursing home level of care and be, receiving adequate nursing home care. The benefit is payable at the rate of \$42 per fortnight.

### **Rights of older people using services**

The rights of consumers of services has become a central issue in the provision of Government services, including services to older people.

In 1989, the Commonwealth Government commenced the development of initiatives which aim to promote and protect the civil, human and legal rights of residents of nursing homes and hostels. The initiatives are based on the philosophy that a person's fundamental rights do not diminish in any way when they move into a nursing home or hostel.

The initiatives are being implemented over a four year period, in close consultation with consumer, industry and union groups.

The key initiatives, which are nearing finalisation, include:

- the development of a Charter of Residents' Rights and Responsibilities and a formal Agreement between residents and proprietors which clearly establish the rights and responsibilities of residents and proprietors and establish the basis on which care and accommodation are provided;
- the establishment of a Community Visitors Scheme which aims to improve the quality of life of residents of nursing homes who have limited family and social contact, and who may be at risk of isolation from the general community for social or cultural reasons or through disability. Community visitors will provide companionship to residents and assist them to initiate or continue contact with the community if they wish;
- a comprehensive information strategy to enhance the awareness of residents, potential residents and the community generally of the types of services available for older people and the rights and entitlements of residents;
- the upgrading of complaints units in each State Office of the Department of Community Services and Health to receive and follow up complaints from residents or their representatives. This upgrading process has now been completed; and
- the establishment of independent advocacy services in all States and Territories to provide information, advice and support to residents and to take up grievance issues on their behalf. Advocacy services have been established and are now operational in all States and Territories.

*Aged Consumer Forums* have been established in all States and Territories at a National level. The purpose of the State Forums is to advise the Minister on matters of concern to consumers including carers in the areas of residential care in the community, housing, pharmaceuticals and health promotion. The Forums also provide a view on whether existing Departmental strategies relating to aged consumers are appropriate, effective and sufficient.

The *National Aged Consumer Forum* will take a national perspective on matters of concern to aged consumers and will also provide feedback on the views of older people.

The program of residents' rights initiatives will be implemented gradually. Close consultation with providers, consumers and professional organisations and State Governments will take place on details of implementation of all initiatives.

### **Multi-purpose centres**

The Government recognises that people living in many small communities in rural or remote areas do not have access locally to a range of services because the size of these communities will not sustain the viable operation of separate services. In line with its commitment to provide accessible health services to all Australians, the Government is providing grants for the development of a number of multi-purpose centres to be located in under-serviced rural areas.

These centres provide many health and welfare services such as acute hospital care, residential aged care, disability and home and community care services. The co-location of services enable the cost-effective use of staffing and infrastructure resources for the services.

Project officers of the Department of Community Services and Health work with local community groups and State Governments to develop proposals bringing together small ventures of two or more types of service to reduce the overhead costs for each service.

## **Aboriginal and Torres Strait Islander People**

A referendum in May 1967 led to the repeal of section 127 of the Constitution enabling Aboriginal and Torres Strait Islander people to be counted in the census. The Constitution was also amended to give the Commonwealth Government concurrent legislative powers with the State Governments in relation to Aborigines.

The Commonwealth Government's aim is to help Aborigines become self-managing and self-sufficient while at the same time, preserving and developing their own distinctive cultures.

The Commonwealth Government has used four key Commonwealth bodies to work towards achieving these aims, namely the Department of Aboriginal Affairs (DAA), the Aboriginal Development Commission (ADC), Aboriginal Hostels Limited and the Australian Institute of Aboriginal Studies.

The Department of Aboriginal Affairs, which was established in 1972, was responsible for policy planning and coordinating Aboriginal and Torres Strait Islander affairs at the national level.

The ADC was established in 1980 by the Commonwealth Government to assist Aboriginal and Torres Strait Islander groups, communities, and individuals to acquire land for a variety of purposes, engage in business enterprises, obtain finance for housing and other personal needs and receive training where necessary.

DAA and the ADC were abolished in March 1990 with the establishment of the new Aboriginal and Torres Strait Islander Commission (ATSIC).

Aboriginal Hostels Limited, established in 1973 as a company owned and funded by the Commonwealth Government, provides temporary hostel accommodation for Aboriginal and Islander people across Australia.

The Australian Institute of Aboriginal and Torres Strait Islander Studies was originally established by legislation in 1964 to promote Australian Aboriginal and Torres Strait Islander studies in the arts, education, languages, health, history, archaeology, sociology and anthropology. A new act to broaden its functions and make its governing council more representative of Aboriginal and Torres Strait Islander people was passed in 1989.

Aboriginal views on the long term goals and objectives which the Government should pursue, the programs it should adopt, and on the need for new programs in Aboriginal affairs have in recent years been sought through various Aboriginal advisory organisations

such as the National Aboriginal Consultative Council (NACC, 1973-77) and the National Aboriginal Conference (NAC, 1977-1985). The new ATSIC will be governed by Aboriginal and Torres Strait Islander elected Regional Councils and a national Board of Commissioners which will be comprised of predominantly Aboriginal and Torres Strait Islander members.

## **Migrants**

### **Intake**

The number of migrants who have come to Australia since the end of World War II has passed the 4.8 million mark. These migrants have contributed significantly to Australia's population which has more than doubled, from 7.4 million at the end of 1945 to nearly 17 million at the end of 1989. At this time about 22 per cent of Australia's population was born overseas. Post-war immigration peaked in 1970 with 185,300 settler arrivals, and declined thereafter to a low of 54,100 in 1975. In 1989 settler arrivals numbered 131,100.

### **Settlement services for migrants and refugees**

The Department of Immigration, Local Government and Ethnic Affairs (DILGEA) provides services to facilitate the successful settlement of migrants and refugees and their integration into Australian society. Its responsibilities therefore interface with the broader responsibilities of the Advisory Council on Multicultural Affairs and with the Office of Multicultural Affairs (OMA) located within the Department of the Prime Minister and Cabinet.

As part of the Government's response to the report of the Committee to Advise on Australia's Immigration Policies (CAAIP) in December 1988, DILGEA is to concentrate its settlement programs on realising the full social and economic benefits of migration by assisting migrants to achieve early and effective participation in the social and economic life of Australia.

Accordingly, DILGEA is refocussing its settlement activities and targeting its programs to priority needs of the annual intake. DILGEA's strategic role in settlement emphasises planning and coordination and phasing out duplication with other agencies on the basis of their access and equity commitments.

DILGEA has responsibility for the provision of services which directly address the basic establishment needs of migrants. Services include provision of programs and services to improve language skills; provision of settlement-specific information and linking migrants to sources of information in the community; and, facilitating access to needed community services through planning and coordination, and, where necessary, provision of some services. As part of its planning and coordination role DILGEA is developing cooperative planning approaches to migrant's service needs with other Commonwealth Government departments, and with State and local Governments and key non-government service providers.

The Adult Migrant Education Program (AMEP) provides a wide range of language learning opportunities, and offers information about Australia. DILGEA is responsible for the level, while service delivery is provided in the main by Adult Migrant Education Services and some tertiary institutions in each State and Territory. In 1989-90 expenditure on AMEP was \$73 million. Provisional data shows that about 70,000 participants undertook one or more AMEP courses in 1989-90.

DILGEA provides an interpreting and translation service to non-English-speaking migrants and refugees, and to people and services working with them. The Department also offers a translation service to Commonwealth departments and other bodies. In some cases, a fee may be charged for these services. At present, translation units are operating in Canberra, Melbourne and Sydney and a translation service is offered by Telephone Interpreter Service (TIS) centres in other capitals.

In 1973 TIS was established to help overcome language related communication problems by providing, via the telephone, a 24 hour interpreting, information and referral service. TIS interpreters, together with community contract interpreters, cover over 100 languages. Where necessary, and especially in emergency situations, arrangements may be made for the personal attendance of an interpreter. TIS currently operates through staffed centres in all State and Territory capitals and via a 008 link to these centres from the rest of Australia. During the year ended 30 June 1990, a total of 362,235 calls were received by TIS.

Following a review of the delivery arrangements for interpreting and translating services nationally, a national bureau of language services is to be established by the Commonwealth Government and the State Governments to rationalise existing services. Cost sharing agreements that have encouraged the establishment or extension of State interpreting and translation services in areas of prime State responsibility since 1979 are to be terminated over 4 years from July 1989. Commonwealth funds will be diverted to the new national service.

A National Accreditation Authority for Translators and Interpreters (NAATI) was established in 1977 to develop standards of competence for interpreting and translating in Australia and to test and accredit interpreting-translating practitioners and courses. In October 1984, NAATI became an independent incorporated body. NAATI is strongly supported and funded jointly by the Commonwealth Government, the State and Territory Governments.

Settlement information is provided to approved migrants overseas, by giving them a copy of *Living in Australia* in their own language. In 1989-90 47,000 booklets, in 11 languages, were distributed through 37 overseas posts. In Australia Bi-lingual information officers conduct information sessions. Information is also an important aspect of the work if Grant-in-aid organisations and Migrant Resource Centres which are funded by DILGEA, and of the Telephone Interpreter Service.

DILGEA's settlement staff in all States and Territories assist migrants as they settle into the community, through planning and management of Departmental settlement programs and referral to services in the community. DILGEA regional offices are located close to major areas of migrant settlement thus facilitating local settlement planning initiatives and access to settlement services. DILGEA staff are also working to assist mainstream agencies in making their services more accessible to migrants.

The settlement of refugees is an important element in the Commonwealth Government's overall migrant settlement program. A network of migrant centres and self-contained units provides on-arrival accommodation and settlement services for refugees. There are migrant centres and self-contained units in both Sydney and Melbourne and self-contained accommodation in Brisbane, Adelaide and Perth. This network can provide accommodation for around 1,500 persons at any time.

In addition to offering refugees on-arrival accommodation and settlement services, many settle directly into the community, in the care of families and other groups which have undertaken to provide support and assistance under the community Refugee Settlement Scheme. This Scheme settled over 3,800 refugees in 1989-90.

Departmental activities are complemented by the services provided by voluntary agencies with Commonwealth grant funding. In many respects these voluntary agencies are best placed to assist migrants in their initial years in Australia. The number of Grants-in-Aid to enable voluntary agencies to implement settlement programs was 245 as at 30 June 1990. The Settlement Planning Branch also administers the Migrant Access Projects Scheme (MAPS) which provides grants of up to \$50,000 per annum for projects which range in scale from those which provide infrastructure support (e.g. personal computers) to others which aim to improve the design, planning and coordination of services with migrants' needs in mind.

Thirty Migrant Resource Centres have been established in areas of high migrant density. These centres provide support for all agencies (both government and voluntary) which assist migrants and also provide a focus for community participation and development of local resources to meet migrant needs.

The status of 'Australian Citizen' was created under the *Nationality and Citizenship Act 1948* which came into force on 26 January 1949. The relevant Act is now the *Australian Citizenship Act 1948* and under its provisions all new settlers, regardless of origin, are required to satisfy uniform requirements for the grant of citizenship. In the financial year 1989-90, 105,515 applications for Australian citizenship were received compared with 114,977 in 1988-89 and 74,686 in the 1987-88 financial year. Over two million new settlers have been granted Australian citizenship since 1949.

### Veterans' Affairs

The Repatriation Commission was established under the *Repatriation Act 1920*. With the repeal of that Act on 22 May 1986, the Commission has continued in existence under the *Veterans' Entitlements Act 1986*. At present, the Commission consists of three full-time members. The functions of the Commission are set out in section 180 of the *Veterans' Entitlements Act* and include:

- granting pensions, allowances and other benefits in accordance with the provisions of the Act;
- establishing, operating and maintaining hospitals and other institutions for the treatment of eligible persons;
- arranging the provision of treatment and other services for eligible persons;
- advising the Minister and providing him with information on matters relating to the Act;
- performing other functions conferred on the Commission by the Act or other Acts; and
- administering the Act subject to the control of the Minister.

The Department of Veterans' Affairs provides the administrative machinery through which the Commission operates. The central office of the Department is in Canberra. There is a branch office in the capital city of each State which is under the control of the Deputy Commissioner. Regional offices are located in Newcastle, Wollongong, Canberra, Ballarat, Townsville and Darwin.

The principal functions of the Repatriation Commission cover:

- payment of disability and dependants' pensions, service pensions and allowances to eligible veterans and their dependants;
- provision of medical treatment for veterans for injuries and illnesses accepted as service-related;
- provision of medical treatment in certain circumstances for veterans who are suffering from injuries and illnesses whether service-related or not;
- provision of medical treatment for war/defence widows and certain dependants of deceased veterans;
- commemoration of eligible Australian veterans whose post-war deaths are related to their war service; and
- provision of a wide range of other benefits for eligible persons.

Repatriation benefits are provided under the *Veterans' Entitlements Act* in respect of service with the Australian Defence Forces in World War I, World War II, Korea and Malayan operations, Australian contingent of the British Commonwealth Far East Strategic Reserve, Vietnam and South East Asia conflict and for service in the Regular Defence Forces on or after 7 December 1972. Certain civilians may also be eligible for benefits, as are Australian members of certain designated peacekeeping, observing and monitoring forces who had peacekeeping service overseas. Under the *Papua New Guinea (Members of the Forces Benefits) Act 1957*, indigenous inhabitants of Papua New Guinea who served in the Australian Forces in World War II and members of the Royal Papuan Constabulary

and New Guinea Police Force who served in that conflict are eligible for compensatory type benefits. Australian mariners of World War II are eligible for compensation benefits under the *Seamen's War Pensions and Allowances Act 1940* and for income support benefits (service pension) subject to the conditions laid down in the Veterans' Entitlements Act. Members of other Commonwealth countries' forces and other allied veterans are not eligible for compensatory-type benefits in respect of their service, unless they were domiciled in Australia immediately before their enlistment. They may, however, qualify for income support payments such as the service pension.

The Annual Report of the Repatriation Commission provides more detailed information on Repatriation allowances, benefits and services.

**VETERANS' AFFAIRS (excl. DSHC): TOTAL EXPENDITURE**  
(\$'000)

Class	1984-85	1985-86	1986-87	1987-88	1988-89	1989-90
Pensions, allowances and other benefits	2,334,799	2,587,404	2,766,858	3,111,508	3,180,025	3,393,270
Medical treatment	612,238	681,172	778,111	511,986	526,932	575,053
Administration	116,934	111,805	107,330	135,588	144,072	151,334
Works and maintenance	46,687	49,728	66,425	56,861	70,659	55,425
<b>Total expenditure</b>	<b>3,110,658</b>	<b>3,430,109</b>	<b>3,718,724</b>	<b>3,815,943</b>	<b>3,921,688</b>	<b>4,175,082</b>

NOTE: Expenditure figures exclude all operating expenses for the Repatriation General Hospitals, and all expenditure associated with the Defence Services Homes Corporation, the Australian War Memorial and Office of Australia War Graves. Total expenditure by the Veterans' Affairs Portfolio in 1989-90 was \$4,870,902,739

**STAFF EMPLOYED—FULL TIME EQUIVALENT STAFF AS AT 30 JUNE 1990**

1989-90 ASL	NSW	Vic.	Qld	SA	WA	Tas.	CO	Total
Benefits	536	381	300	128	142	64	141	1,692
Health Program	257	294	145	95	75	34	111	1,011
Office of Australian War Graves	7	9	8	7	5	2	13	51
Corporate Services Program	200	180	111	74	69	39	341	1,014
Repatriation General Hospitals	2,742	2,010	1,433	1,014	1,098	320	—	8,617
Auxiliary Hospitals	302	161	94	—	—	—	—	557
<b>Total</b>	<b>4,044</b>	<b>3,035</b>	<b>2,091</b>	<b>1,318</b>	<b>1,389</b>	<b>459</b>	<b>606</b>	<b>12,942</b>

NOTE: 1. The above staffing figures include part-time staff converted to full-time equivalent staff. 2. The conversion of part-time staff to full-time staff is based on the number of hours worked. 3. The above staffing figures include inoperative staff (on leave in excess of 12 weeks) against each program. 4. The above staffing figures include the Secretary and Statutory Office Holders (e.g. Director War Graves). 5. Central Office outposted staff are recorded against the State in which they are working and within each program. 6. Locally engaged staff overseas (War Graves Program) are not included above. 7. The above staffing figures do not include the Australian War Memorial. 8. The Housing Assistance staffing figures are included in the Benefits figures.

## Benefits program

The principal objective of the Benefits Program is to compensate veterans and their dependants for the effects of war or defence service. Benefits such as pensions and allowances are administered under two sub-programs, the Compensation Sub-program and the Income Support Sub-program, and housing related benefits under the Housing Assistance Sub-program (see Housing and Construction chapter in this Year Book).

### Compensation Sub-program

The main benefits provided under this sub-program are the disability pension and the war/defence widow's pension.

The disability pension is a compensatory payment for incapacity due to eligible war, defence or peacekeeping service. It is paid at a general rate between 10 per cent and 100 per cent, depending on the degree of war-caused or defence-caused incapacity. Higher rates of pension (intermediate rate and special rate) are payable for those incapacitated to 70 per cent of the general rate where the war-caused or defence-caused incapacity alone affects their capacity for work. The intermediate rate is payable where the person is unable to work more than 20 hours a week and the special rate is payable where the person is unable to work more than eight hours a week.

As from 22 December 1988, the Government introduced an Extreme Disablement Adjustment, equal to 150 per cent of the general rate. This is payable to severely disabled veterans who are 65 years of age or over.

The war/defence widow's pension is payable to the widow of a veteran:

- whose death has been accepted as war-caused or defence-caused; or
- who was receiving or entitled to receive a special rate disability pension at the time of his death.

Orphan's pension is payable to the children of these veterans.

The following tables provide an analysis of the number of pensions in force, and veteran's class of pension.

**DISABILITY PENSIONS FOR INCAPACITATED VETERANS: NUMBER IN FORCE,  
BY CLASS OF PENSION: 30 JUNE 1990**

Class	1914-18 War	1939-45 War(a)	Korea, Malaya and FESR	Special Overseas Service	Peace- time forces	Miscel- laneous	Total
Special Rate (T & PI or equivalent)	146	18,462	694	821	422	11	20,556
Intermediate Rate	2	819	26	46	45	2	940
Extreme Disablement Adjustment	9	886	4	—	1	—	900
General Rate—from 10 per cent to 100 per cent assessed disability	546	113,562	3,765	8,618	12,566	93	139,150
<b>Total</b>	<b>703</b>	<b>133,729</b>	<b>4,489</b>	<b>9,485</b>	<b>13,034</b>	<b>106</b>	<b>161,546</b>

(a) Includes Interim Forces.

**DISABILITY PENSIONS: NUMBER IN FORCE**

Class	30 June 1988	30 June 1989	30 June 1990	Variation per cent
Veterans	166,830	163,660	161,546	-1.3
Wives and wife widows	112,532	108,755	104,109	-4.3
Children	12,933	11,223	10,171	-9.4
War widows	73,255	74,743	76,471	+2.3
Orphans	797	717	633	-11.7
Other dependants	1,333	1,247	1,152	-7.6
<b>Total</b>	<b>367,680</b>	<b>360,345</b>	<b>354,082</b>	<b>-1.7</b>

The following table shows the number of pensions in force and the expenditure for disability pensions in each of the years ended 30 June 1984 to 1990.



## DISABILITY AND WAR WIDOWS PENSIONS

Year	Number of disability pensions in force at 30 June				Annual expenditure(a) (\$'000)
	Incapaci- tated veterans	Dependants of incapac- itated veterans	Dependants of deceased veterans	Total	
1983-84	166,062	183,105	58,110	407,277	722,660
1984-85	165,377	179,420	63,524	408,321	837,230
1985-86	169,109	170,589	70,044	409,742	950,040
1986-87	169,257	132,971	72,884	375,112	991,744
1987-88	166,830	125,821	75,029	367,680	1,091,764
1988-89	163,660	120,325	76,360	360,345	1,123,624
1989-90	161,546	114,625	77,911	354,082	1,219,647

(a) Includes associated allowances.

A number of specific need allowances are available to veterans for their war-caused or defence-caused incapacity. They include attendant allowance, specific disability (section 27) allowance, clothing allowance, recreation transport allowance, vehicle assistance scheme benefits, temporary incapacity allowance and loss of earnings allowance. Decoration allowance is also available. Various payments intended to assist with funeral and other bereavement expenses are also available.

## SPECIFIC NEED ALLOWANCES

Benefit	No. of recipients at 30 June—		
	1988	1989	1990
Attendant allowance	977	964	1,017
Section 27 (items 1-6)	61	61	64
Section 27 (items 7-15)	1,244	1,230	1,244
Clothing allowance	2,486	2,398	2,323
Recreation transport allowance	3,160	3,171	3,211
Decoration allowance	1,314	1,317	1,321
Vehicle assistance scheme	74	51	95

The *Veterans' Children Education Scheme* provides assistance with education and training for the children of special rate disability pensioners and certain other incapacitated veterans and deceased veterans whose death has been accepted as war-caused or defence-caused or who were receiving special rate disability pension or a section 27 allowance (items 1-6) at the time of death.

VETERANS' CHILDREN EDUCATION SCHEME, EXPENDITURE  
(\$'000)

Cost of education of beneficiaries	NSW(a)	Vic.	Qld	SA(b)	WA	Tas.	Aust.
1985-86	1,344.8	929.5	731.1	303.1	270.4	162.7	3,741.6
1986-87	1,674.0	1,093.0	951.4	324.1	367.0	221.3	4,630.8
1987-88	1,754.0	1,233.1	1,166.0	387.6	349.2	267.2	5,157.1
1988-89	1,568.9	1,017.6	1,061.4	333.8	359.3	259.2	4,600.4
1989-90	1,492.2	975.3	971.6	293.6	361.9	268.8	4,363.4

(a) Includes ACT. (b) Includes NT.

**VETERANS' CHILDREN EDUCATION SCHEME: NUMBER RECEIVING BENEFITS AT  
30 JUNE 1990**

<i>Type of training</i>	<i>NSW(a)</i>	<i>Vic.</i>	<i>Qld</i>	<i>SA(b)</i>	<i>WA</i>	<i>Tas.</i>	<i>Total</i>
At school—							
Primary(c)	115	91	117	30	85	37	475
Secondary	354	190	315	86	149	100	1,194
<i>Total at school</i>	<i>469</i>	<i>281</i>	<i>432</i>	<i>116</i>	<i>234</i>	<i>137</i>	<i>1,669</i>
Tertiary professional	154	115	75	37	20	20	421
Technical	20	39	18	—	17	3	97
<b>Total</b>	<b>643</b>	<b>435</b>	<b>525</b>	<b>153</b>	<b>271</b>	<b>160</b>	<b>2,187</b>

(a) Includes ACT. (b) Includes NT. (c) Not in receipt of an education allowance.

### **Income-support sub-program**

The main benefit paid under this sub-program is the service pension. This is an income and asset tested pension similar to the age and invalid pensions payable by the Department of Social Security. The pension is payable to veterans with qualifying service at age 60 (males) or 55 (females). Veterans with qualifying service may be paid the pension at any age if they are permanently incapacitated for work. Qualifying service generally means service in an area and at a time when danger from hostile enemy forces was incurred by the veteran.

Veterans of other Commonwealth and allied countries may also qualify for the service pension for service in wars or war-like conflicts in which Australia has engaged. Veterans of Commonwealth forces must have served outside the country of enlistment or be entitled to the award of a campaign medal for service within that country. Allied veterans must have served in formally raised forces. The veteran must be an Australian resident with at least ten years residency. Service pension is also available to Australians, other Commonwealth and allied mariners of World War II.

Service pensioners who satisfy a separate income and assets test may be eligible for 'fringe benefits', provided by the Commonwealth Government, which include medical and hospital treatment, pharmaceutical benefits and telephone rental concessions.

A number of supplementary benefits are also available under the sub-program. These include:

- rent assistance;
- additional pension in respect of dependent children;
- remote locality allowance;
- carer's pension;
- guardian allowance; and
- bereavement payment.

The following table gives an analysis of the total number of pensions in force, as at 30 June 1990.

## SERVICE PENSIONS: NUMBER IN FORCE, 30 JUNE 1990

Class	1914-18	1939-45	Korea, Malaya and FESR	Special Overseas Service	British Common- wealth	Allied Forces	Miscel- laneous	Total
	War	War						
Veterans—								
Old age	1,053	178,232	2,598	491	26,558	4,035	2,285	215,252
Permanently incapacitated	—	2,778	1,865	1,658	749	173	188	7,411
Tuberculosis(a)	2	482	8	1	8	—	—	501
Total	1,055	181,492	4,471	2,150	27,315	4,208	2,473	223,164
Wives and widows	750	131,856	3,011	1,502	20,980	3,321	1,764	163,184
<b>Total</b>	<b>1,805</b>	<b>313,348</b>	<b>7,482</b>	<b>3,652</b>	<b>48,295</b>	<b>7,529</b>	<b>4,237</b>	<b>386,348</b>

(a) Eligibility on these grounds ceased on 2 November 1978.

The following table provides a summary of Service Pensions in force.

## SERVICE PENSIONS

	Pensions in force as at 30 June 1990			Annual expenditure(a) (\$'000)
	Veterans	Wives and widows	Total	
1982-83	200,492	140,656	341,148	1,057,950
1983-84	218,660	156,845	375,505	1,294,279
1984-85	227,705	164,794	392,499	1,477,874
1985-86	233,751	169,801	403,552	1,616,987
1986-87	234,209	170,585	404,794	1,745,888
1987-88	232,711	170,153	402,864	2,011,205
1988-89	229,097	167,342	396,439	2,048,138
1989-90	223,164	163,184	386,348	2,164,449

(a) Includes associated allowances.

## Treatment for Veterans and Dependants of Veterans

Treatment is provided for all disabilities which have been accepted as service-related, and for pulmonary tuberculosis and cancer not related to service. In addition, and subject to certain conditions, treatment in Australia is provided for most non-service-related disabilities for: incapacitated veterans receiving disability pensions at or above the maximum (100 per cent) general rate; World War II veterans receiving both service pension at any rate and disability pension at the 50 per cent rate or higher; veterans or nurses who served in World War I; veterans of the Boer War; veterans who were detained by the enemy; war widows and certain other dependants of deceased male veterans whose deaths have been accepted as service related, and of deceased Special Rate pensioners; certain service pensioners; and returned servicewomen of World War II.

Special emphasis is given to caring for the aged, aimed at limiting the dependence of veterans and war widows on nursing home care and encouraging the alternative of home care.

In 1985 the Department established a Joint Ventures Scheme to assist veterans' organisations to help veterans and their dependants live at home for as long as possible. So far, the Department has helped to establish over 350 projects at a cost of about \$2.5 million.

Treatment is provided at six Repatriation General Hospitals (RGHs—one in each State); three Repatriation Auxiliary Hospitals (NSW, Vic. and Qld); Anzac Hostel in Victoria;

Repatriation Artificial Limb and Appliance Centres (RALACs) and the Vietnam Veterans' Counselling Service (VVCS).

In addition to the Repatriation facilities, and subject to certain criteria, entitled persons are treated in State and private metropolitan and country hospitals and nursing homes at Departmental expense. During 1989-90 the occupied bed day figure for entitled persons in public hospitals was 415,240 and for private hospitals 284,112.

Under arrangements with State Governments, entitled persons requiring custodial, psychiatric care for a service related disability are treated at departmental expense in State psychiatric hospitals.

General medical practitioner services are provided through the Local Medical Officer Scheme (LMO). There were 16,018 Repatriation LMOs in the scheme as at 1 August 1990. During 1989-90 LMO consultations totalled 3,161,889.

Entitled persons may also be provided with dental treatment through the Local Dental Officer (LDO) Scheme which comprised 5,735 LDOs as at 1 August 1990. The services of approximately 600 dental prosthetists were also available to eligible beneficiaries. During 1989-90 495,720 dental services were undertaken.

Optometrical services, including the provision of spectacles; the services of allied health professionals and a comprehensive range of aids and appliances may be provided to entitled persons.

In addition, entitled persons may be provided with pharmaceuticals and dressings through the Repatriation Pharmaceutical Benefits Scheme.

### Repatriation General Hospitals—RGHs

The Repatriation General Hospitals (RGHs) are teaching hospitals providing short term treatment during an acute episode of illness. They also provide outpatient services and assessment of need for domiciliary and other community support facilities through Aged and Extended Care Departments (AECDs). During 1989-90 there were 972,000 outpatient occasions of service at the RGHs.

In 1989-90 the RGHs met the needs of some 44 per cent of the entitled population for acute care hospitalisation. The RGHs contribute to State health care services by treating members of the general community where capacity exists after the needs of entitled persons have been met. Limits on the level of available beds for community patients are determined by the Repatriation Commission.

The following table gives details of in-patients (including community patients) treated at RGHs. The figures shown refer to treatment episodes, e.g. a person who is admitted to hospital twice during a year is counted twice.

RGHs—IN-PATIENTS TREATED 1989-90

	<i>NSW</i>	<i>Vic.</i>	<i>Qld</i>	<i>SA</i>	<i>WA</i>	<i>Tas.</i>	<i>Aust.</i>
Admissions	25,528	21,022	13,742	9,562	10,757	3,289	83,900
Separations	25,413	21,025	13,795	9,559	10,801	3,309	83,902
Total in-patients	26,002	21,395	14,124	9,791	11,046	3,366	85,724
Daily average occupied beds	557.6	409.6	373.3	232.2	263.4	68.5	1,905

### Repatriation Auxiliary Hospitals—RAHs

The Repatriation Auxiliary Hospitals (RAHs) provide slow stream rehabilitation of patients; maintenance care of patients awaiting nursing home admissions and respite care for a limited number of patients. Community patients are admitted to spare capacity in some RAHs subject to maximum limits determined by the Repatriation Commission.

The following table gives details of in-patients (including community patients) treated at RAHs. The figures shown refer to treatment episodes, e.g. a person who is admitted to hospital twice during a year is counted twice.

**RAHs—IN-PATIENTS TREATED 1989–90**

	<i>NSW</i>	<i>Vic.</i>	<i>Qld</i>	<i>Total</i>
Admissions	1,913	857	459	3,229
Separations	1,804	853	459	3,116
Daily average occupied beds	154	82	58	294

### **ANZAC Hostel**

Anzac Hostel provides minimal nursing supervision in a residential setting to eligible persons. The daily average occupied beds figure for 1989–90 was 28.

### **The Repatriation Artificial Limb and Appliance Centres—RALACs and the Free Limbs Scheme—FLS**

During 1989–90 the Department of Veterans' Affairs provided artificial limbs free of charge to entitled veterans through the Repatriation Artificial Limb and Appliance Centres (RALACs). In addition, the Department administered the Government's Free Limbs Scheme (FLS) which provided artificial limbs free of charge to eligible Australian residents. Since 1973 22,500 people have received artificial limbs under the scheme. Limbs can be provided through RALACs or directly by private enterprise or State facilities.

RALACs are located in each State capital with sub-centres in Darwin, Townsville, Canberra, Newcastle and Albury. A mobile workshop operates in Victoria to provide services to remote locations. The Central Development Unit is located in Melbourne, and engages in research, development and evaluation in prosthetics and orthotics.

The following table gives details of production by all centres and commercial firms as a result of orders placed by the Department.

**RALACs—PRODUCTION, 1989–90**  
(Numbers)(a)

	<i>Entitled Veterans</i>	<i>Community patients</i>	<i>Total</i>
Artificial arms	16	124	140
Artificial legs	459	1,871	2,330
Appliances	761	342	1,103
Artificial limb repairs	1,396	6,748	8,144
Appliance repairs	804	130	934
Footwear(b)	5,459	366	5,825
Footwear repairs	10,754	817	11,571

(a) Figures do not include limbs (175 arms, 2,492 legs) and limb repairs (8,518) provided by commercial firms as a result of orders placed by the Department. (b) Does not include adaptive footwear (1,172 pairs).

### **Free Limb Scheme Production by RALACs and Commercial Firms 1989–90**

Total artificial limbs for FLS clients was 4,662.

### **Vietnam Veterans Counselling Service**

The Vietnam Veterans Counselling Service (VVCS) has centres in Canberra, Harris Park (Sydney), South Melbourne, Brisbane, Townsville, Adelaide, Perth, Hobart and Darwin. An outposted centre has been established in Launceston with one planned for Albury/Wodonga. The service is intended to provide counselling to veterans and their families, as well as

working with the ex-service community to promote acceptance of veterans, particularly Vietnam veterans, by the community.

The service is staffed by psychologists and social workers with detailed knowledge and experience about Vietnam service and its impact on veterans and their families, especially the impact of post-traumatic stress.

A Country Outreach Program was introduced in 1988 to extend the VVCS service to rural areas and access to counselling has been improved through provision of a 008 toll free telephone service. In NSW and Tasmania a 24 hour Veterans' Line telephone counselling service operates to assist veterans and their families who are in crisis.

The following table shows the increase in usage of the service over the last 3 financial years.

**VIETNAM VETERANS COUNSELLING SERVICE, INCREASE IN USAGE  
1987-88 TO 1989-90**

	1987-89	1988-89	1989-90
Numbers of counselling sessions	24,022	26,633	29,464
Including:			
face to face	13,253	14,048	16,057
telephone (including 008)	8,798	10,152	10,818
group	201	296	2,240

### **The Office of Australian War Graves**

The Office of Australian War Graves has two main functions. Its major area of responsibility by sheer volume of work is the implementation of government policy for the perpetual commemoration of eligible Australian veterans whose post-war deaths are related to their war service. The authority for this program was established by a War Cabinet Decision on 10 March 1922 and re-confirmed in several subsequent decisions.

It also maintains on behalf of the Commonwealth War Graves Commission, War Cemeteries and other commemorations in Australia, Papua New Guinea, Solomon Islands (Guadalcanal) and Norfolk Island. This responsibility is covered by a formal agreement between Australia and the Commonwealth War Graves Commission which was signed on 1 January 1975. Under a separate arrangement with the Commonwealth War Graves Commission the Office of Australian War Graves also maintains the Ambon War Cemetery in Indonesia.

The *War Graves Act 1980*, dated 23 May, created the statutory position of Director of War Graves. The Director is responsible under the Secretary of the Department of Veterans' Affairs for administering all matters associated with the Office of Australian War Graves' commemorative functions.

The Office maintains 19,520 war graves in 76 War cemeteries and 900 civil cemeteries. It also maintains 166,000 post-war commemorations scattered throughout 1,500 civil cemeteries. In 1989-90 it commemorated 10,000 veterans who died of war-related causes.

The Office provides an information service to those wishing to visit any of the 75,000 Australian war dead buried in some 70 countries overseas.

It holds records relating to the Commonwealth dead of World War II, the Australian dead of World War I and of the post World War II conflicts.

Full details of the operations of the Office of Australian War Graves are contained in its Annual Report.

## Household Expenditure

Official Australian involvement in household expenditure surveys can be traced back to the beginning of this century. In 1910–11 a survey entitled *Inquiry into the Cost of Living in Australia*, was undertaken by the then Commonwealth Bureau of Census and Statistics (now the Australian Bureau of Statistics). During this survey, diaries were distributed to some 1,500 volunteers who were asked to keep records of all expenditures over the twelve month period from July 1910 to June 1911. Only 222 diaries were returned, which severely impaired the reliability of the results.

Because of the poor response to the 1910–11 inquiry, the Bureau conducted a further expenditure inquiry in 1913 which was intended to achieve a higher response rate by reducing the diary-keeping period to four weeks. However, the response was again small, with only six per cent of the 7,000 diaries returned.

The next major Household Expenditure Survey was not conducted until 1974. This Survey ran from July 1974 till June 1975. Further expenditure surveys were conducted in 1975–76, 1984 and 1988–89. After the 1974–75 survey, geographical coverage was extended beyond the six State capital cities and Canberra to include urban and rural areas in all States and Territories except remote and sparsely settled areas.

The 1988–89 Household Expenditure Survey was the fourth major survey of its kind undertaken by the Australian Bureau of Statistics. It was conducted continuously over the twelve month period July 1988 to June 1989. Household expenditure surveys are designed to find out how the expenditure patterns of private households vary according to income level and other characteristics such as household size, composition, location and principal source of income. Information gathered from household expenditure surveys is primarily for use in reviewing the weighting pattern of the Consumer Price Index (CPI) which is used universally as a measure of change in the cost of living.

Preliminary information from the 1988–89 Survey was released in September 1989.

### Summary of findings from the 1988–89 Survey

In 1988–89, average weekly household expenditure on commodities and services in Australia was \$502.71. Household expenditure varied considerably across the States and Territories with the highest weekly expenditure being recorded in the two Territories at \$587.13 for households in the Australian Capital Territory and \$529.19 in the Northern Territory. Households in Tasmania had the lowest average weekly expenditure at \$424.92. These differences in household expenditure reflect to some extent the differences in average weekly household income across the States and Territories. Households in the Australian Capital Territory and the Northern Territory had the highest average weekly incomes at \$811.85 and \$733.65 respectively. Households in Tasmania had the lowest average weekly household income at \$541.32. These differences in household income are in turn related to such characteristics as the proportion of household income derived from earnings or government cash benefits, the average number of employed persons per household and the average age of the household head.

At the national level, average weekly household expenditure (*see figure below*) on *food and non-alcoholic beverages* (\$95.83 or 19.1 per cent of total expenditure on commodities and services), on *transport* (\$76.13 or 15.1 per cent) and on *current housing costs (for selected dwellings)* (\$71.80 or 14.3 per cent) accounts for 48.5 per cent of total expenditure. Much less significant is the expenditure on *personal care* (\$9.95 or 2.0 per cent) and on tobacco (\$6.89 or 1.4 per cent).

**HOUSEHOLD EXPENDITURE AND CHARACTERISTICS BY STATES AND TERRITORIES, JULY 1988 TO JUNE 1989**

	<i>NSW</i>	<i>Vic.</i>	<i>Qld</i>	<i>SA</i>	<i>WA</i>	<i>Tas.</i>	<i>NT(a)</i>	<i>ACT</i>	<i>Aust.</i>
<b>AVERAGE WEEKLY HOUSEHOLD EXPENDITURE (\$)(b)</b>									
<b>Broad expenditure group(c)</b>									
Commodity or service									
Current housing costs (selected dwelling)	79.10	72.17	64.98	62.75	65.26	53.79	86.30	100.16	71.80
Fuel and power	11.86	15.00	11.02	13.04	13.18	13.95	13.17	15.26	12.87
Food and non-alcoholic beverages	98.53	101.65	86.81	85.27	97.04	88.44	101.01	106.57	95.83
Alcoholic beverages	16.82	16.12	18.02	15.67	18.56	12.67	30.48	18.80	16.90
Tobacco	6.96	7.09	6.31	6.66	7.18	7.28	9.26	6.61	6.89
Clothing and footwear	33.10	33.22	26.76	25.88	29.31	23.94	24.34	33.50	30.73
Household furnishings and equipment	39.79	41.55	29.70	28.74	42.53	31.20	30.43	34.86	37.37
Household services and operation	24.88	25.35	22.22	20.65	24.48	20.83	32.71	28.16	24.11
Medical care and health expenses	23.12	22.84	19.44	20.28	20.10	18.26	16.21	21.91	21.68
Transport	78.05	79.14	69.98	69.63	79.56	66.10	74.98	89.57	76.13
Recreation	62.93	65.83	46.77	54.13	57.07	48.95	66.37	74.49	59.37
Personal care	10.59	10.08	8.32	9.55	10.97	9.27	9.34	9.92	9.95
Miscellaneous commodities and services	37.06	44.30	33.75	35.88	46.81	30.24	34.60	47.33	39.08
<b>Total commodities or service expenditure</b>	<b>522.80</b>	<b>534.36</b>	<b>444.08</b>	<b>448.13</b>	<b>512.05</b>	<b>424.92</b>	<b>529.19</b>	<b>587.13</b>	<b>502.71</b>
<b>Selected other payments</b>									
Income tax	136.04	138.64	104.85	100.51	126.09	97.91	152.46	187.14	127.02
Mortgage payment—principal (selected dwelling)	7.67	6.14	6.93	5.40	8.57	5.92	7.81	10.33	7.01
Other capital housing costs	36.12	12.30	4.07	17.65	21.48	2.24	9.59	15.94	19.91
Superannuation and life insurance	15.84	18.16	15.59	15.15	17.87	17.84	24.71	30.78	16.86
<b>HOUSEHOLD CHARACTERISTICS</b>									
<i>Average weekly household income (\$)(d)</i>	<i>651.95</i>	<i>681.43</i>	<i>568.90</i>	<i>557.80</i>	<i>646.74</i>	<i>541.32</i>	<i>733.65</i>	<i>811.85</i>	<i>636.05</i>
Proportion (%) of total income being—									
Wages and salaries	72.3	73.2	70.1	72.8	70.4	68.8	81.1	83.8	72.3
Own business	8.8	10.1	8.6	6.0	12.5	8.8	9.0	5.3	9.2
Government pensions and benefits	10.1	8.3	12.3	12.5	10.1	13.4	6.4	4.6	10.1
Other	8.8	8.4	9.0	8.7	7.0	9.0	3.5	6.3	8.5
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
<i>Average age of reference person</i>	<i>48</i>	<i>47</i>	<i>47</i>	<i>48</i>	<i>45</i>	<i>48</i>	<i>41</i>	<i>42</i>	<i>47</i>
Average number of persons in the household—									
Under 18 years	0.84	0.81	0.80	0.66	0.96	0.79	0.92	0.94	0.82
18 to 64 years	1.68	1.75	1.62	1.60	1.75	1.65	1.71	1.86	1.69
65 years and over	0.29	0.26	0.28	0.31	0.22	0.29	0.08	0.11	0.27
<i>Total</i>	<i>2.81</i>	<i>2.82</i>	<i>2.70</i>	<i>2.57</i>	<i>2.93</i>	<i>2.73</i>	<i>2.71</i>	<i>2.91</i>	<i>2.78</i>

For footnotes see end of table.

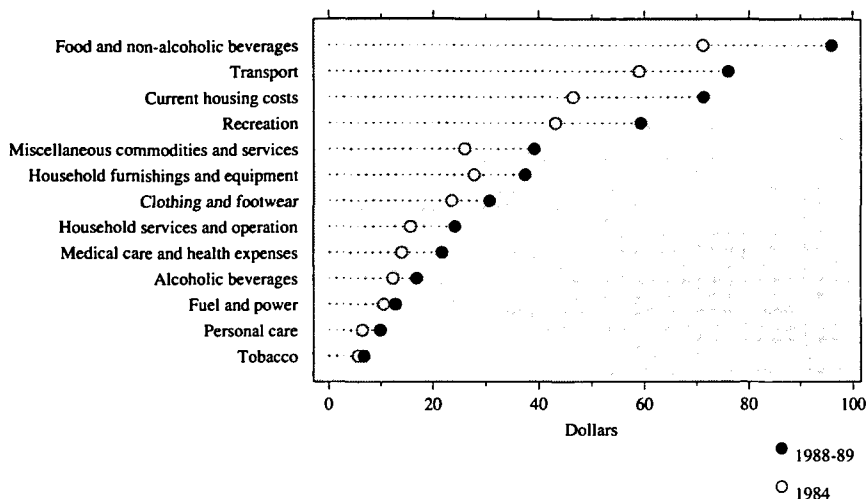


**HOUSEHOLD EXPENDITURE AND CHARACTERISTICS BY STATES AND TERRITORIES, JULY 1988 TO JUNE 1989—continued**

	NSW	Vic.	Qld	SA	WA	Tas.	NT(a)	ACT	Aust.
<b>HOUSEHOLD CHARACTERISTICS—continued</b>									
Proportion (%) of households with nature of housing occupancy being—									
Owned outright	42.7	46.1	44.5	42.1	36.3	45.8	15.7	15.9	42.8
Being bought	27.4	32.2	26.5	31.2	34.5	32.3	30.1	48.3	29.9
Renting—government	6.2	4.1	3.4	11.0	10.1	8.0	24.9	17.7	6.3
Renting—private	20.7	15.4	22.6	14.2	16.1	11.3	26.0	17.1	18.4
Occupied rent free	3.0	2.2	3.0	1.5	3.0	2.6	3.3	1.0	2.6
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
<i>Average number of earners in household</i>	<i>1.2</i>	<i>1.4</i>	<i>1.2</i>	<i>1.2</i>	<i>1.3</i>	<i>1.2</i>	<i>1.4</i>	<i>1.5</i>	<i>1.3</i>
Proportion (%) of households with family composition of the household being—									
Married couple: only	22.6	21.7	24.1	28.6	21.1	29.4	15.6	21.2	23.2
with dependent children only	29.6	28.2	27.8	23.0	30.1	26.6	32.6	35.5	28.4
other(e)	12.6	15.7	10.3	12.9	15.0	12.2	6.9	8.2	13.1
Single parent one family household only	6.0	5.3	4.9	6.4	7.1	6.2	9.4	6.0	5.8
Single person household	19.7	20.5	22.8	22.1	16.5	18.1	23.8	16.1	20.3
Other(f)	9.5	8.6	10.1	7.0	10.2	7.5	11.7	13.0	9.2
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
Estimated number of households being in—									
Capital cities	1,158.8	986.4	421.2	368.2	365.7	64.8	22.2	83.0	3,470.3
Other urban areas	537.5	297.4	393.4	93.6	96.7	63.3	10.2	0.0	1,492.1
Rural areas	141.0	108.9	113.3	34.8	29.4	26.8	3.6	0.2	458.0
Number of households in sample	1,832	1,332	1,106	815	772	711	414	423	7,405
Estimated total number in population—									
Households	1,837.4	1,392.7	927.8	496.5	491.8	154.9	36.0	83.3	5,420.4
Persons	5,154.2	3,927.8	2,509.2	1,278.3	1,440.9	422.8	97.4	242.2	15,072.8

(a) Darwin and environs and Alice Springs only. (b) The average obtained when the total estimated expenditure for a particular broad expenditure group is divided by the estimated number of households within the scope of the survey. (c) Details of the component expenditure items which comprise broad expenditure groups are given in Appendix B of the 1988-89 HES Information paper (6527.0). (d) Household income is the sum of the gross weekly income of all household members. (e) Includes married couple family households where a combination of dependent and non-dependent children are present. (f) Includes married couple and single parent families living in multiple family households.

AVERAGE WEEKLY HOUSEHOLD EXPENDITURE ON COMMODITIES AND SERVICES, AUSTRALIA, 1984 AND 1988-89



## Distribution of Income

### The effects of government benefits and taxes on household income

All households in Australia pay taxes to government, whether directly in the form of income tax or indirectly through taxes on goods and services purchased. Similarly, all households in Australia receive benefits from government, whether directly in the form of regular cash payments such as age pensions or indirectly in the form of a range of services which are provided to households either without charge or at less than their full cost to government. Using data from the 1984 Household Expenditure Survey, supplemented by data from other sources, the ABS undertook a study of the effects of government benefits and taxes on the distribution of income of households in 1984.

The methodological approach employed in this study is based on that used in similar studies conducted by the United Kingdom Central Statistical Office. The most that can be claimed for the approach is that it provides a useful framework within which a large body of information which is relevant to the assessment of the redistributive effects of transactions between households and governments can be drawn together. It is important to recognise that the estimates of the effects of government benefits and taxes on household income depend on the particular assumptions which have been made.

In the study, some major components of government outlays and revenues which affect households were allocated to the households which received the benefits or paid the taxes. The incidence of government benefits and taxes and their effects on average household income were then examined for various household groups.

To illustrate the effects of government benefits and taxes on household income, a series of income measures was calculated. The starting point of the analysis was *private income*: the total current weekly income of all members of the household before the deduction of taxes and excluding any government benefits. Private income includes income from employment, self-employment, investments and other non-government sources. Next,

government direct benefits to persons, such as pensions and unemployment benefits, were added to private income to obtain *gross income*. Direct taxes were then deducted to obtain *disposable income*. Government indirect benefits for housing, education, health and social security and welfare were then added to give *disposable income plus indirect benefits*. Finally, indirect taxes paid were deducted to produce *final income*.

Information on this study can be found in *The Effects of Government Benefits and Taxes on Household Income* (6537.0).

A similar study will be conducted using the 1988-89 Household Expenditure Survey and a publication of this study is expected to be completed in 1991.

### Income Distribution Surveys

Surveys of income have been conducted by the ABS at irregular intervals. In the last such survey, conducted in the period September to December 1986, income was collected both on a last financial year basis, that is in respect of 1985-86, and on a current basis, that is at the time of interview.

As has been customary in such surveys, income was collected in respect of each of the following sources: wages or salaries; own business, trade or profession; government cash benefits; superannuation; interest, rent dividends; other sources. These were then aggregated to arrive at gross income.

The survey was designed to enable the production of estimates both for individuals and for groups of individuals such as income units, families and households. Preliminary and detailed final results of the survey were published in 1987, 1988 and 1989. The respective publications released are titled: *1986 Income Distribution Survey, Australia: Preliminary Results* (6545.0), *Persons with Earned Income* (6546.0) and *Income Units* (6523.0). Details of concepts, definitions, etc. employed in the survey and observations on the quality and reliability of the data can be found in these publications.

#### ALL INCOME UNITS: DECILE CLASSES, TYPE OF INCOME UNIT, GROSS INCOME SHARE AND MEAN GROSS WEEKLY INCOME, AUSTRALIA, SEPTEMBER-DECEMBER, 1986

Decile class(a)	Married couple income units									
	With no dependent children		With dependent children		One parent income units		One person income units		All income units	
	Income share (per cent)	Mean weekly income (\$)	Income share (per cent)	Mean weekly income (\$)	Income share (per cent)	Mean weekly income (\$)	Income share (per cent)	Mean weekly income (\$)	Income share (per cent)	Mean weekly income (\$)
Lowest	3.0	136	2.5	156	2.5	71	2.8	69	1.9	77
2nd	3.3	180	4.8	294	6.0	141	3.5	101	2.9	120
3rd	4.2	207	6.2	378	6.0	154	4.3	110	4.3	174
4th	5.1	252	7.1	446	7.1	165	5.1	137	5.4	225
5th	6.8	339	8.5	513	7.1	179	7.3	191	7.2	293
6th	9.1	440	9.4	578	8.0	202	9.5	251	8.7	362
7th	11.4	559	10.8	656	10.1	244	11.7	306	10.9	442
8th	13.9	682	12.4	760	12.0	314	13.5	361	13.5	550
9th	17.0	834	14.8	907	15.6	385	16.3	437	17.2	706
Highest	26.2	1,288	23.5	1,447	25.6	646	26.0	678	28.0	1,150
<b>Total</b>	<b>100.0</b>	<b>491</b>	<b>100.0</b>	<b>614</b>	<b>100.0</b>	<b>251</b>	<b>100.0</b>	<b>264</b>	<b>100.0</b>	<b>410</b>
Median gross weekly income (\$)		389		543		186		210		328
Mean gross weekly income (\$)		491		614		251		264		410
Number ('000)		1,785.2		1,968.6		315.1		3,392.2		7,464.1

(a) Ten per cent groupings of the estimated population when income recipients or income units are ranked in ascending order according to each income recipient's or income unit's total gross income.

**FULL-YEAR, FULL-TIME WORKERS(a): MEAN GROSS ANNUAL EARNED INCOME BY EDUCATIONAL ATTAINMENT BY AGE BY SEX, AUSTRALIA, 1985-86**

	Males	Females	Persons	Males	Females	Persons
	—'000—			—Mean gross annual earned income (\$)—		
<b>With post-school qualifications—</b>						
Degree	371.0	151.7	522.7	32,850	25,040	30,580
Certificate (non-trade)/ diploma	417.5	376.2	793.7	27,580	18,980	23,500
Trade certificate	986.1	42.4	1,028.5	22,070	16,830	21,850
Other	65.2	33.2	98.4	21,970	17,310	20,400
<b>Total</b>	<b>1,839.8</b>	<b>603.5</b>	<b>2,443.3</b>	<b>25,490</b>	<b>20,260</b>	<b>24,200</b>
<b>Without post-school qualifications—</b>						
<b>Left school at age—</b>						
18 or over	185.3	55.0	240.3	21,610	16,580	20,460
17	272.3	125.8	398.1	20,220	16,150	18,940
16	357.2	173.9	531.1	20,220	15,570	18,700
15 or 14	674.0	275.5	949.5	19,270	14,690	17,940
13 or under	140.9	35.3	176.3	18,890	13,260	17,760
<b>Total</b>	<b>1,629.7</b>	<b>665.5</b>	<b>2,295.3</b>	<b>19,870</b>	<b>15,270</b>	<b>18,540</b>
<b>Total(b)</b>	<b>3,471.5</b>	<b>1,271.3</b>	<b>4,742.8</b>	<b>22,850</b>	<b>17,640</b>	<b>21,450</b>

(a) Excludes 119,200 full-year, full-time workers whose earned income was zero. (b) May include a small number of persons who never attended school.

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