

## SOCIAL WELFARE

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### COMMONWEALTH GOVERNMENT AGENCIES

#### Commonwealth Department of Social Security

##### *Introduction*

The Department is the Commonwealth Government's main administering authority for social welfare. Programmes administered by the Department range from direct income transfer payments to individuals, through grants to organisations, to direct welfare service provision.

The Commonwealth Department of Social Security continued its programme of decentralisation in Victoria by opening a new office at Coburg. At the same time, offices at Ballarat, Glenroy, Greensborough, Hamilton, Horsham, Mildura, Peninsula (Frankston), and Sunshine were upgraded or relocated. At May 1981, there were 34 regional offices operating throughout Victoria. Social workers and welfare officers have been located in every regional office as part of the Department's efforts to improve services to clients.

##### *Transfer payments to individual citizens*

The Social Services Act provides for direct payment to individuals in the form of age, invalid, wife's and widow's pensions, supporting parent's benefit, family allowance, funeral benefit, unemployment, sickness, and special benefits, orphan's pension, handicapped child's allowance, and sheltered employment allowance.

Each of the payments has a set of eligibility requirements which differ and are based upon criteria such as period of residence in Australia, age, income from labour, and other sources.

Since July 1976, all pensions and benefits, with the exception of invalid pensions paid to a person under pension age (65 years for men and 60 years for women) and wife's pension paid to the wife of an invalid pensioner where both are under pension age, have been treated as taxable income.

Allowances paid in connection with pension, i.e., additional pension for children, guardian's or mother's allowance, and supplementary assistance are not taxable income. However, payments for children made in connection with unemployment, sickness, and special benefits are included as the recipients' taxable income and supplementary allowance paid in connection with sickness benefit is taxable income. Family allowance payments are not taxable income.

The Department has set up an appeals procedure for persons dissatisfied with decisions made by the Department concerning pensions, benefits, or allowances. Such persons can ask a Review Officer who will normally be located in their local office to make an immediate reappraisal of the disputed decision. If the person is still dissatisfied an appeal may be made to the Social Security Appeals Tribunal. A client may lodge an appeal direct with the Tribunal without reference to the Review Officer, if he or she wishes.

The Tribunal makes recommendations to the Department on whether such appeals against departmental decisions should be allowed. The Tribunal commenced operating in Victoria in February 1975 and consists of eight part-time members, who are not public servants, and a full-time member seconded from the Department. Normally, two part-time

members and the full-time member consider each case. During 1980-81, the Tribunal finalised 1,736 appeals from clients. Of the finalised appeals, 348 were upheld by the Department without reference to the Tribunals, 379 appeals were upheld or partly upheld following recommendation by Tribunals, 46 appeals were recommended by Tribunals to be upheld but were dismissed and 132 appeals were withdrawn or lapsed. The Tribunal dismissed 831 appeals.

Since 1 April 1980, where a recommendation of the Social Security Appeals Tribunal has not been accepted by the Department, there has been a right of appeal to the Administrative Appeals Tribunal; since September 1980, this was extended to include any case reviewed by the Social Security Appeals Tribunal where the appeal is not upheld. The Administrative Appeals Tribunal has far-reaching powers and may affirm or vary a decision, set aside a decision, and substitute its own or order the department to reconsider a decision.

#### *Age pensions*

Age pensions, or old-age pensions as they were called from 1909 to 1947, were the first of the income security benefits to be introduced on an Australia-wide basis. The rates of pension and the qualifying conditions have changed over the years and additional benefits have become payable but, fundamentally, the provisions have not altered markedly. Since 1973, age pensions for persons aged 75 years and over have been granted free of the means test. In 1975, the means test was abolished for persons aged 70 years and over who receive the basic pension. Pensions are adjusted half-yearly in May and November according to movements in the Consumer Price Index.

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

On 30 June 1981, there were 1,376,671 age pensioners in Australia (the Victorian total being 369,767 of whom 66.9 per cent were women). The main reasons for the preponderance of women are that they may be granted age pensions five years earlier than men (i.e., at 60 years of age as against 65 years of age) and that they generally live longer than men. There were 194,089 age pensioners in Australia (14.1 per cent of the total age pensioners) receiving supplementary assistance. The proportion of persons receiving age pensions in the population of pensionable aged persons has increased over time, i.e., at the 1911 Census the percentage was 32 per cent and by the 1976 Census it had reached 79 per cent.

Some persons of pensionable age are receiving invalid or widow's pensions, or service pensions from the Commonwealth Department of Veterans' Affairs (see pages 640-2).

#### *Invalid pensions*

The original Commonwealth pensions legislation contained provisions for invalid as well as age pensions and, although some of the qualifying conditions necessarily differ, the two schemes have many common characteristics. As with age pensions, the conditions have changed over the years, but there have always been the fundamental requirements connected with age, incapacity, residence, and income.

On 30 June 1981, there were 279,043 persons in Australia receiving invalid pensions, of whom 69.3 were men. There were also 113,240 invalid pensioners in Australia (40.5 per cent of total invalid pensioners) receiving supplementary assistance.

#### *Wife's pension*

The wife of an age or invalid pensioner may receive a pension if she is residing with him and does not qualify for a pension in her own right. If the husband receives an age pension free of the income test, the wife's pension remains subject to the income test. The pension is assessed as taxable income if the husband's pension is taxable, or the woman is aged 60 years or more.

At 30 June 1981, there were 7,849 pensions being paid to wives of age pensioners and 15,616 pensions being paid to wives of invalid pensioners in Victoria. Relative figures for Australia were 29,249 and 57,092, respectively.

*Widow's pensions*

For widow's pensions purposes the term "widow" may include, in certain circumstances, a woman whose husband has deserted her for at least six months, a divorcee, a woman whose husband has been imprisoned for at least six months or a woman who was the dependant of a man for at least three years immediately before his death. The income test applies as for the age pension. On 30 June 1981, there were 165,661 widow pensioners in Australia.

*Concessions for pensioners*

In addition to income payments, there are a number of concessions and services available to the recipients of pensions already listed who qualify under a separate income test.

Such fringe benefits are provided by organisations other than the Department of Social Security and include the pensioner health benefits service, hearing aids for pensioners, municipal rate rebates, water and sewerage rate rebates, telephone rental concessions, motor insurance and registration rebates, and transport concessions on Commonwealth Government trains, Victorian Government trains, trams, and buses, and on buses operated by private companies. A reciprocal arrangement with the Australian Capital Territory, Tasmania, New South Wales, South Australia, and Western Australia permits Victorian pensioners to obtain transport concessions when visiting these States or Territory.

*Funeral benefits*

Where a pensioner who is eligible for fringe benefits is responsible for the funeral expenses of another pensioner, a recipient of a wife's pension, a person receiving a tuberculosis allowance who is otherwise qualified for a pension, or his children or his non-pensioner spouse, that pensioner may qualify for a funeral benefit up to a maximum of \$40 provided the deceased was also eligible for fringe benefits.

Where a person other than a pensioner eligible for fringe benefits is responsible for the funeral expenses of an age or invalid pensioner, or a person receiving a tuberculosis allowance, a funeral benefit up to a maximum of \$20 may be granted, provided the deceased was eligible for fringe benefits.

Expenditure on funeral benefits during 1980-81 was \$1.5m for Australia, and \$392,000 for Victoria.

*Unemployment, sickness, and special benefits*

Legislation for these benefits was enacted in 1944 and the programme came into operation the following year. Unemployment and sickness benefits are essentially short-term benefits available to persons who are unemployed or temporarily incapacitated for work. An important feature of the Unemployment and Sickness Benefit Act was the provision it made for granting what was termed "special benefit". Special benefit was designed to provide for persons who could not qualify for those benefits or who were ineligible for age, invalid, widow's, or service pensions. It was to be granted to a person who, because of age, physical, or mental disability, or domestic or other circumstances, was unable to earn a sufficient livelihood for himself and his dependants.

An income test and a residency qualification are applied to applicants for these benefits. The one year's residence qualification is waived where the Department is satisfied that the claimant intends to remain in Australia permanently.

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

From March 1973, the rates of pensions and benefits were brought into parity and this resulted in the abolition of the long-term rate of sickness benefit. From 13 January 1975, for unemployment benefits and from 24 May 1975 for sickness benefits, benefit payments were made one week in advance rather than one week in arrears as previously. Payments were altered to cover fortnightly instalments on a trial basis from 23 March 1976. The unemployment benefit has normally been paid fortnightly in arrears from November 1977. The number of unemployment benefits granted varies from one year to another according

to the general employment situation and to dislocation in industry caused by industrial stoppages and structural factors. During 1980-81, an estimated total of 752,500 unemployment benefits were granted in Australia, and at 30 June 1981 there were 314,500 persons receiving benefits. Comparable figures for Victoria were 177,900 and 74,900, respectively.

Altogether, an estimated 140,900 grants of sickness benefits were made in Australia during 1980-81 (30,900 in Victoria), and there were 49,000 persons on benefit at the end of this period (12,200 in Victoria). Total expenditure in Australia on unemployment, sickness, and special benefits in 1980-81 was \$1,236m, expenditure in Victoria during the same period being \$292.6m.

#### *State Grants (Deserted Wives) Act*

The State Grants (Deserted Wives) Act came into operation on 1 January 1968. It provides for assistance to be given by the Commonwealth Government to the States in respect of aid for mothers with children when the mothers are not eligible for benefits under the Social Services Act. Broadly, these include deserted wives during the first six months of desertion, wives during the first six months of the husband's imprisonment, deserted *de facto* wives, and unmarried mothers who are ineligible for the Commonwealth Government supporting parents' benefit. From 1 January 1980, the Victorian Government terminated its agreement under the State Grants (Deserted Wives) Act.

During 1980-81, payments to the States under the States Grants (Deserted Wives) Act totalled \$14m, a decrease of \$11m on the \$25m provided in 1979-80. During 1980-81, the Victorian total was \$200,000.

#### *Special benefit for supporting parents*

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

#### *Supporting parent's benefits*

A supporting mother's benefit was introduced on 3 July 1973. It provides assistance to mothers who were not eligible for the widow's pension. These included unmarried mothers, deserted *de facto* wives, women whose *de facto* husbands were in prison, and other wives separated from their husbands for various reasons. These mothers qualified for a supporting mother's benefit six months after the date of the event which gives rise to eligibility, e.g., the birth of a child or separation.

From November 1980, the *Social Service Amendment Act 1980*, removed this six month qualifying period. On 10 November 1977, a supporting parents benefit was introduced and this enabled benefits to be paid to a supporting father under similar conditions as applied to supporting mothers. A supporting father includes a widower, a divorcee, a separated husband or *de facto* husband, a husband or *de facto* husband of a prisoner, and an unmarried father. Entitlement to this form of assistance is subject to an income test and other qualifications.

During 1980-81, payments under the supporting parent's benefit totalled \$411.6m, the Victorian total being \$80.5m.

#### *Additional allowances*

Pensioners and beneficiaries may be eligible for up to \$10.00 a week for each dependent child under 16 years or full-time students under 25 years. Recipients of age, invalid, and widow's pension, and supporting parent's benefits may be eligible for guardian's or mother's allowance if they are lone parents. A weekly payment of \$6.00 or \$8.00 is paid where there is a child under 6 years of age or an invalid. Up to \$8.00 a week supplementary assistance may be paid to pensioners, recipients of supporting parents' benefits, and sickness beneficiaries (after six weeks), if they pay rent or board or board and lodging and have little or no income apart from pension or benefit. This is an increase of \$3.00 above the \$5.00 paid prior to February 1982.

*Family allowances*

Family allowances are a continuing payment made to each person (usually the mother) who has the care of one or more children under 16 years of age, or one or more qualified full-time students from 16 to 25 years of age. The rate of allowance for each child depends upon the child's position in the family in relation to the other eligible children in the person's custody, care, and control. From January 1982, the monthly payments are; first child \$15.20, second child \$21.70, third child \$39.00, fourth child \$39.00, fifth and subsequent children \$45.55 each.

The total number of families receiving the allowance for children under 16 years of age and students in Australia and abroad on 30 June 1981 was 2,092,289 and the number of children in such families was 4,227,280. There were also 10,418 endowed children and students in institutions. Expenditure for all endowed children for 1980-81 was \$950m.

*Health insurance arrangements*

New health insurance arrangements commenced on 1 September 1981 for immigrants and refugees, persons on unemployment or special benefit, and persons on low incomes. Eligible persons can obtain a Health Care card from the Commonwealth Department of Social Security. The Health Care card will enable them to receive free medical and hospital treatment in certain circumstances. Persons who already hold a current Pensioner Health Benefit card (and their dependants) will not be affected by the new health scheme.

*Double orphans pensions*

An orphan's pension of \$55.70 per month is payable to any person having the custody, care, and control of a child under 16 years of age or a full-time student child under 25 years of age if both parents (including adoptive parents of the child) are dead or if one parent is dead and the whereabouts of the other parent is unknown. Double orphan's pension is also payable where the sole surviving parent is imprisoned for a term of not less than 10 years or is a long-term patient of a mental hospital.

From November 1981, double orphan's pension has been payable to a person who is caring for a refugee child whose parents are not in Australia or whose whereabouts are unknown. An orphan's pension is free of any means test and is payable in addition to family allowance. It is not subject to income tax.

*Handicapped child's allowance*

A handicapped child's allowance of \$73 a month is payable to parents or guardians of a severely physically or mentally handicapped child who is being cared for in the family home. The allowance is designed specifically to assist parents and guardians who have a handicapped child under 16 years of age or a full-time student under 25 years of age requiring constant attention and who prefer to provide this attention at home rather than place the child in an institution. A handicapped child's allowance in respect of a severely handicapped child is free of any means test and is payable in addition to family allowances. The allowance is not paid for full-time students receiving invalid pensions.

From 1 November 1977, this allowance was extended to parents or guardians of a substantially handicapped child whose handicap does not meet the medical criteria of a severely handicapped child. The allowance is related to the additional cost incurred due to the child's handicap and is subject to an income test. The rate payable is up to \$73 per month. The allowance is not subject to income tax. At 30 June 1981, there were 25,998 handicapped children's allowances being paid, an increase of 2.5 per cent over the previous year.

*Reciprocal agreements*

The Social Services Act provides for the Commonwealth Government to enter into reciprocal agreements with the government of any other country on matters concerning pensions and benefits under the Act. Arrangements of this kind are operating with New Zealand and the United Kingdom. The general basis of these agreements is that residence in New Zealand or Britain may be treated as residence in Australia. In return, Australians who go to those countries for permanent residence receive concessions enabling them to qualify for equivalent benefits there.

*Portability of pensions*

Age and invalid pensioners and their wives, widow pensioners, and persons receiving a supporting parents benefit may continue to receive their pensions overseas, whether their absence is temporary or permanent. The granting of age, invalid, and widow's pensions for persons living overseas, who are in special need of financial assistance and who satisfy certain requirements, was introduced in March 1974.

*Grants to organisations to provide welfare services*

The Commonwealth Government provides financial assistance to other levels of government and eligible non-profit organisations (e.g., religious, ethnic, or ex-servicemen organisations). These organisations provide welfare services for special groups such as migrants, handicapped persons, aged persons, children, and homeless persons. The various programmes are: (1) aged or disabled persons homes; (2) personal care subsidy; (3) delivered meals subsidy; (4) States Grants (Home Care) Act; (5) handicapped persons assistance; (6) sheltered employment allowances; (7) homeless persons welfare; (8) welfare rights; (9) children's services; (10) community information centres; and (11) financial assistance for community welfare agencies in need.

*Aged or disabled persons homes*

The Aged Persons Homes Act was introduced in 1954 to assist eligible charitable and benevolent organisations, or organisations of a similar nature, with Commonwealth capital grants towards the cost of providing self-contained and hostel-type accommodation for aged persons.

Grants were originally made on a \$1 for \$1 basis but were increased to \$2 for \$1 in 1957. In 1967, local governing bodies were included as eligible organisations and grants became available for nursing accommodation. In April 1974, a separate subsidy for land became available. The Act was amended to the Aged or Disabled Persons Homes Act from 3 December 1974 to include disabled persons and the ratio of subsidy was increased to \$4 for \$1.

From 20 May 1976, the ratio of subsidy reverted to \$2 for \$1, but at the same time the maximum subsidy limits were increased, and on 1 April 1979 were established as \$12,100 per single self-contained unit, hostel, or nursing bed. An important requirement for a grant of subsidy is that the conditions of the home approach as nearly as possible normal domestic life for the residents.

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

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

*Personal care subsidy*

An amending Act passed during 1969 provided for payment of a personal care subsidy to approved homes. Homes where residents are provided with all meals and where staff are employed to assist those who need help with bathing, dressing, personal laundry, and the cleaning of their rooms, and those who need help with medication, may be approved for subsidy. A staff member is to be available at all times to give assistance in the case of emergency. The amount of subsidy paid is \$20 a week payable at four-weekly intervals on the basis of the number of persons residing in approved accommodation who are: (1) 80 years of age and over, and (2) under 80 years of age but receiving personal care services because they are permanently unable to perform those tasks themselves. At 30 June 1981, 756 premises had been approved for subsidy in Australia, and the subsidy paid for the twelve months was \$19.6m. In Victoria, the number of homes was 199 and the subsidy paid was \$4.9m.

### *Delivered meals subsidy*

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

The subsidy is paid on the basis of 25 cents for every meal provided by an eligible organisation and is paid quarterly. Also, an additional subsidy of 5 cents per meal was introduced in October 1972 for those eligible "meals-on-wheels" services which undertook to provide an approved Vitamin C supplement for each delivered meal.

Non-profit religious, charitable, benevolent, and welfare bodies not controlled by the Commonwealth or State Governments may apply for the subsidy. Local government bodies may also apply. At 30 June 1981, the number of approved services in Australia was 714, the number of meals served was 8,947,352, and the amounts granted totalled \$3.6m. The amounts granted in Victoria totalled \$1.3m.

### *States Grants (Home Care) Act*

This Act, introduced in 1969, provides financial assistance for States developing home care services mainly for the aged, and for the States developing senior citizens centres. It also enables the Commonwealth Government to pay half the salary of a welfare officer co-ordinating home care services run by, or in association with, senior citizens centres. During 1980-81, payments of \$16.8m were made to the States under the Act, of which \$6.1m was allocated to Victoria.

### *Handicapped persons assistance*

The Handicapped Persons Assistance Act came into effect in December 1974 following the repeal of the *Sheltered Employment (Assistance) Act 1967* and the *Handicapped Children (Assistance) Act 1970*. The former provisions of the repealed legislation were incorporated in the new Act which at the same time was broadened in scope to permit a wider range of assistance than had previously been provided. The Act now provides assistance to eligible organisations for the following prescribed services relating to handicapped or disabled persons: training, activity therapy, sheltered employment, residential accommodation, holiday accommodation as well as recreational facilities, and rehabilitation facilities which are auxiliary to those and other major services.

In respect of each of these prescribed services, \$4 for \$1 subsidies may be paid towards the capital cost of approved projects, the cost of approved building maintenance, the rental of approved premises, and the cost of approved equipment. Salary subsidies of up to 50 per cent (or 100 per cent within the first two years after an organisation has commenced to provide a prescribed service) may also be paid.

In December 1979, the Commonwealth Government announced a three-year funding programme. In 1980-81, a total of 128 new projects were funded involving \$9.4m in subsidies. A further \$23m will be made available for the projects that have been approved for funding in 1981-82 and 1982-83.

Additional payments that may be made are a handicapped children's benefit of \$5.00 per child for each day that accommodation is provided by eligible organisations to a handicapped child, and training fees of \$500 for each disabled person who completes twelve months normal employment after six months sheltered employment.

### *Sheltered employment allowances*

These allowances were introduced in 1967 under the since repealed *Sheltered Employment (Assistance) Act*, and are payable, in lieu of invalid pensions, to qualified disabled persons engaged in approved sheltered employment, or to those likely to become qualified if not provided with sheltered employment; the income test is the same as for invalid pensions. From February 1982, the income test free allowance of \$5.00 per week was increased to \$8.00 per week. This allowance is paid to persons receiving sheltered employment allowances in lieu of supplementary assistance. At June 1980, there were 8,339 recipients of sheltered employment allowance, representing an expenditure of \$27.5m of which \$5.4m was expended in Victoria.

### *Homeless persons assistance*

The Homeless Persons Assistance Act, which came into operation on 13 December 1974, makes provision for eligible organisations to be assisted in the provisions of welfare

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

The Act provides organisations with an opportunity to improve and upgrade existing facilities, to replace them, or to establish new facilities. Grants of up to 100 per cent may be made to meet the cost of the rental. Fixtures, furniture, furnishings, and equipment purchased for use in a homeless persons centre may also qualify for a grant.

Subsidies of up to 50 per cent of the salary of a social welfare worker employed at a homeless persons centre may be paid and, in special circumstances, to more than one such worker at a centre. Where an eligible organisation provides accommodation and food at a homeless persons centre, or meals for non-resident homeless persons, a subsidy may be paid of 75 cents per person per day so accommodated, and 25 cents per meal served or meal ticket issued.

A significant development in 1980-81 was the Commonwealth Government's decision to allocate \$10m to a three year capital programme for homeless persons. Of this amount, \$1m was allocated within the programme for capital projects during the year. The balance of \$9m capital is to be allocated in a three year funding programme commencing in 1981-82. Recurrent subsidies available under the Act will be generated by this capital investment.

#### *Welfare Rights Programme*

Funding was originally provided to five organisations in Victoria for the appointment of a welfare rights officer to work with organisations associated with disadvantaged minority groups within the community. Two of these organisations are Parents Without Partners, and the Council for the Single Mother and her Child who now receive on going funding under the Children's Services Programme at the increased rate of \$13,500 per year.

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

#### *Child care*

In 1980-81, the Commonwealth Government, through the Department of Social Security's Office of Child Care, provided \$74m for a wide range of children's services throughout Australia. These services include pre-schools, centre-based full-day care, family day care, and occasional and emergency care out of school hours. The Children's Services Programme is currently being reviewed and 1980-81 has been a year of consolidation.

The Family Support Services Scheme has been extended and an additional \$10m has been provided for a three year period which commenced on 1 January 1982. The Family Support Services Scheme enables community groups to operate local support services for parents and their children, particularly during periods of crisis. Services supported include housing referral and emergency family accommodation.

#### *Commonwealth Government Rehabilitation Service*

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

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

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

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



During 1980-81, 1,138 persons were accepted for rehabilitation in Victoria, while 342 were placed in open employment in Victoria. Expenditure on rehabilitation in Victoria during the year totalled \$5.9m.

In addition to the four Rehabilitation Centres in Melbourne, "Coonac" at Toorak, Glen Waverley Rehabilitation Centre at Glen Waverley, Work Preparation Centre at South Yarra, and Work Adjustment Centre at Northcote, Rehabilitation Units are conducted at Ballarat, Bendigo, Geelong, and Morwell. A new work preparation centre at Footscray commenced operation in December, 1981.

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

#### *Professional welfare services*

Professional welfare staff employed in the Victorian Office totalled 78 at the end of June 1981, compared with a total of 17 employed in 1972. During 1980-81, professional welfare staff continued to be integrated in specialised operational areas throughout the Department. Their skills have been utilised at State, area, and regional levels in a range of functions including planning, administration, monitoring, evaluation, community liaison, training, supervision, and direct personal service provision to clients.

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

During the course of 1980-81, regional social workers and welfare officers spent a large proportion of their time in the provision of direct personal services to individuals coming to the Department for income support or social or vocational rehabilitation. These personal services were provided to clients through casework, information, advice, and referral procedures.

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

In addition, social workers and welfare officers have been involved in ongoing work with a variety of community groups and organisations including the Victorian Council of Social Services, Regional Emergency Services, Department of Community Welfare Services, Citizens Advisory Bureaux, church agencies and a range of other welfare agencies, and welfare co-ordinating organisations. Frequently, welfare staff represent the Department at the Regional Family and Community Services Consultative Committees. Staff have also participated in a number of projects, pilot studies, and surveys, and provided feedback on the effects of departmental programmes and policies. These research and monitoring activities included emergency relief practices and assessing the language needs of migrants, and the needs of lone parents who became eligible for Department of Social Security income support in lieu of State payments from the beginning of 1980.

#### *Migrants and refugees*

During 1970-80, the Department set up a Migrant Services Unit comprising an executive officer and a project officer. The overall responsibilities of the Unit are to ensure that:

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

There are approximately 220 bi-lingual officers, covering 33 languages, now located in Regional Offices of the Department. These officers are being encouraged to upgrade their language through special training courses. English speaking officers in public contact positions are being trained in the use of interpreters and in methods of serving clients from various ethnic groups. The Department is extending its information programmes to the non-English speaking public by means of multi-lingual advertisements on radio stations 3EA and 3CR.

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

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

#### *Aboriginal liaison*

During 1979-80, many initiatives were taken in respect to services to the Aboriginal community. Positions were created for five Aboriginal liaison staff and these positions were filled in close consultation with Aboriginal organisations and community leaders. During 1980-81, an additional position was created for an Aboriginal liaison co-ordinator. Processes have been set up to ensure that the Department is in close contact with the needs and aspirations of Aboriginals in Victoria, and to ensure critical feedback on the effectiveness of departmental services.

The role of Aboriginal liaison staff has been to ensure appropriate access of Aboriginal persons and organisations to the Department's benefits and pensions as well as subsidy areas.

#### *Information services*

Through the Information Services Section, the Department of Social Security attempts to:

- (1) Ensure that eligible individuals are aware of their rights and entitlements to the various Department of Social Security payments and services; and
- (2) provide information to agencies and other government departments concerning payments and services available.

Activities include provision of access material and aids to agencies and welfare workers through a comprehensive mailing list, arranging for departmental speakers to present talks to various groups on social security matters, submitting regular articles for publication in suburban and country newspapers, in co-operation with other government departments and agencies developing more effective information systems, providing a liaison service for various sections within the Department to publicise new developments, and conducting research on welfare information dissemination practices.

#### *Consultative arrangements*

The Department maintains considerable involvement in a wide range of consultative mechanisms operating at the State level, and attempts to facilitate consultations which enable the community to participate in welfare programmes. The Victorian Social Security Consultative Committee was appointed by the Minister for Social Security in July 1979 to act as a specialist consultative group to the Department of Social Security by advising the Department of the effectiveness of its services in Victoria, and by linking to the National Consultative Council on Social Security on broader policy issues.

The Victorian Social Security Consultative Committee also functions as a sub-committee of the Victorian Consultative Committee on Social Development and thus has the opportunity for the sharing of a wide range of resources.

The Department is an active participant, and foundation member of the Victorian Consultative Committee on Social Development. The Department is a member of the Steering Committee and all present sub-committees which include Accommodation; Employment; Ethnic Affairs; Family Policy; Information; and Victorian Social Security Consultative Committee.

## Statistical summary

## VICTORIA—SOCIAL WELFARE PROGRAMMES

Programme	1976-77	1977-78	1978-79	1979-80	1980-81
Transfer payments to individual citizens—					
Age pensions—					
Number of pensioners	329,467	342,565	356,933	363,863	369,767
Amount paid (\$'000) (a)	670,118	786,832	861,285	931,738	1,041,745
Invalid pensions—					
Number of pensioners	47,698	49,379	54,305	73,958	73,080
Amount paid (\$'000) (a)	114,621	138,545	162,256	192,646	217,767
Widow's pensions—					
Number of pensioners	39,125	41,312	43,928	45,327	45,663
Amount paid (\$'000)	102,341	119,255	133,634	149,630	172,138
Sheltered employment allowances—					
Amount paid (\$'000)	2,667	3,212	3,778	4,507	5,442
Funeral benefits—					
Number of claims granted	12,910	13,126	12,127	12,623	12,876
Amount paid (\$'000)	383	389	374	379	392
Unemployment benefits—					
Number of benefits granted	163,677	216,928	190,023	178,900	177,900
Amount paid (\$'000)	131,419	179,035	204,848	204,665	234,169
Sickness benefits—					
Number of benefits granted	28,464	30,047	28,244	30,600	30,900
Amount paid (\$'000)	28,950	30,608	29,443	31,206	40,544
Special benefits—					
Number of benefits granted (b)	7,817	8,684	8,454	15,250	15,100
Amount paid (\$'000) (b)	5,292	7,119	9,236	14,416	17,854
States Grants (Deserted Wives) Act—					
Amount paid (\$'000)	2,824	4,003	4,918	4,967	194
Supporting parent's benefit—					
Number of beneficiaries	10,716	12,414	12,731	14,004	19,643
Amount paid (\$'000)	32,123	39,635	45,791	51,666	75,889
Maternity allowances—					
Number of allowances granted	58,228	61,068	(c)26,137	..	..
Amount paid (\$'000)	1,808	1,903	(c) 851	..	..
Family allowances—					
Number of families	560,261	564,776	599,175	560,636	561,524
Number of approved institutions	128	128	128	139	185
Number of children and students in—					
Families	1,178,318	1,179,289	1,155,540	1,149,859	1,141,803
Institutions	3,738	3,077	3,026	2,580	2,541
Total amount paid (\$'000)	282,527	286,695	267,323	283,162	258,358
Double orphan's pensions—					
Number of guardians	497	438	566	767	807
Number of institutions	15	15	18	21	21
Number of orphans	913	835	794	1,076	1,106
Amount paid (\$'000)	495	401	416	503	628
Handicapped child's allowances—					
Number of claims granted	1,317	1,480	1,376	2,289	(d)
Amount paid (\$'000)	3,833	4,828	4,937	5,805	5,759
Grants to organisations to produce welfare services—					
Aged or Disabled Persons Homes Act—					
Number of capital grants	17	41	26	28	45
Amount of grants (\$'000)	5,656	8,664	7,037	3,857	8,782
Personal Care Subsidy Act—					
Subsidies paid (\$'000)	2,900	3,449	3,496	3,779	4,870
Delivered Meals Subsidy Act—					
Expenditure (\$'000)	540	730	745	879	1,325
States Grants (Home Care) Act—					
Amount paid (\$'000)	3,882	4,464	4,408	5,659	6,069
Handicapped Persons Assistance Act—					
Number of grants approved	469	395	552	347	(d)
Amount paid (\$'000)	5,244	8,845	11,849	8,704	11,834
Handicapped Persons Assistance Act—					
Children's Benefit					
Amount paid (\$'000)	329	358	368	343	387

VICTORIA—SOCIAL WELFARE PROGRAMMES—*continued*

Programme	1976-77	1977-78	1978-79	1979-80	1980-81
Homeless Persons Assistance Act— Amount paid (\$'000)	383	449	295	384	2,720
Welfare services provision— Commonwealth Government Rehabilitation Scheme— Amount paid (\$'000)	4,142	4,248	4,500	5,024	5,924

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

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

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

(d) Information no longer available.

Further references: *History of social services, Victorian Year Book 1962*, pp. 281-95; *Sheltered employment assistance, 1969*, pp. 561-3; *Report of the Senate Standing Committee on Social Welfare, 1981*, pp. 646-7

### Commonwealth Department of Veterans' Affairs

#### *Introduction*

The Commonwealth Department of Veterans' Affairs is responsible, subject to the control of the Minister for Veterans' Affairs, for the administration of the Repatriation Act and associated legislation designed for the care and welfare of veterans, and the dependants of those who have died or are incapacitated as a result of their service. The main responsibilities of the Department are to pay pensions and to provide medical treatment. Other functions include the provision of assistance towards the education and training of children of certain veterans, the provision of gift cars for some severely disabled veterans, the payment of funeral grants for specified classes of veterans and their dependants, and various other forms of assistance. Since 5 October 1976, the Department has also been responsible for the administration of the Defence Service Homes Scheme and the Office of Australian War Graves.

#### *Disability and dependants pensions*

Disability pensions, introduced under the *War Pensions Act 1914*, are intended to provide compensation for veterans who have suffered incapacity related to their service. Disability pensions for incapacity are paid in accordance with the assessed degree of disablement suffered by the veterans and are not subject to any income test or to income tax. The term "disablement" includes such factors as physical or mental incapacity, pain and discomfort, a lowered standard of health, and inability to participate in normal recreations.

Dependants' pensions are payable to the wife of a disability pensioner and for each child under 16 years of age or a student child who is not receiving a Commonwealth Government education living allowance or an invalid pension. The rate payable varies according to the veteran's assessed degree of incapacity.

If a veteran's death is accepted as being service-related, or if, at the time of his death, he was receiving the special rate of disability pension, or the equivalent rate payable to certain double amputees, a war widow's (or defence widow's) pension is paid to his widow, and pensions are also paid for each child under 16 years of age or receiving full-time education regardless of age. Eligible war widows (and defence widows) may also receive an additional payment known as a domestic allowance. There were 423,324 disability pensions payable to veterans, miscellaneous personnel, and their dependants at 30 June 1981, and the annual expenditure including allowances was \$496.3m. Of these pensions, 105,576 were payable in Victoria and the annual expenditure was \$124.8m.

#### *Service pensions*

Service pensions were introduced in 1936. Unlike a disability pension, a service pension is not a compensatory pension and was introduced to provide for the intangible and indefinable effects of war service. It is payable to a veteran who has served in a theatre of war, and has either attained 60 years of age (55 years of age in the case of a female veteran) or who is permanently unemployable. It may also be payable to a veteran of the Boer War. Certain veterans who had theatre of war service in the armed forces of the British Commonwealth or allied countries in wars or war-like conflicts in which Australian

forces were engaged and who have resided in Australia for ten years may also qualify for a service pension.

Before November 1976, service pensions were subject to a means test, which, from that date, was replaced by a test on income only. The wife of a service pensioner may also be eligible if she is not in receipt of a pension, subject to an income test from the Commonwealth Department of Social Security. The same income test is applied to service pensions as to social security age or invalid pensions. Most service pensioners are also eligible to receive a wide range of medical and other fringe benefits for disabilities not related to their service. Eligibility for these benefits is not extended to service pensioners who served only in the armed forces of other British Commonwealth or allied countries. At 30 June 1981, 163,327 veterans and 108,841 wives were receiving a service pension. Of these, 10,974 veterans and 7,973 wives/widows were receiving a service pension in respect of service in the armed forces of other British Commonwealth countries.

In Victoria, at 30 June 1981, 40,114 veterans and 26,655 wives/widows were in receipt of a service pension.

From February 1982, service pension eligibility was extended to all Australian mariners of the Second World War who are able to meet the criteria set out above. However, the Australian mariners who qualify for service pensions will not be eligible for free medical treatment from the Department of Veterans' Affairs unless they were prisoners-of-war. They will however qualify for a Pensioner Health Benefits card from the Department of Health if they can satisfy the income test for fringe benefits.

#### *Medical care*

Medical treatment is provided for repatriation beneficiaries for all disabilities which have been accepted as related to service. In addition, and subject to certain conditions, treatment is also provided for disabilities not related to service. A description of the types of service and institutions operated by the Department is set out on pages 613-14.

#### *Education and training*

With the assistance of a voluntary Education Board in each State, the Department administers the Soldiers' Children Education Scheme introduced in 1921. The object of this scheme is to encourage and assist eligible children to acquire standards of education compatible with their aptitudes and abilities and to prepare them for suitable vocations in life. Assistance is provided under the scheme for the children of veterans whose deaths have been accepted as service-related, or who died from causes not service-related, but who were receiving, at the time of death, a pension at or equivalent to the special rate, or who, as a result of service, are blinded or totally and permanently incapacitated.

#### *Re-establishment benefits for former regular servicemen*

Re-establishment loans may be granted, subject to certain conditions, to former regular servicemen who need financial assistance for their re-establishment in civil life. The maximum amounts of the loans are: business and professional—\$5,000, and agricultural—\$10,000.

#### *General assistance*

The Department also provides various other forms of assistance for certain classes of veterans and their eligible dependants. These benefits include gift cars and driving devices for some seriously disabled veterans, funeral benefits, immediate assistance, and recreation transport allowances.

#### *Statistical summary*

##### VICTORIA—DISABILITY AND SERVICE PENSIONS (a)

Year	Veterans	Dependants of incapacitated veterans	Dependants of deceased veterans	Total pensions in effect	Amount paid during year
DISABILITY PENSIONS					\$'000
1976-77	48,826	60,491	15,169	124,486	98,156
1977-78	46,965	56,238	15,116	118,319	108,827
1978-79	45,410	53,683	14,726	113,819	106,374
1979-80	43,838	51,287	14,355	109,480	109,824
1980-81	42,390	49,075	14,111	105,576	124,808

VICTORIA—DISABILITY AND SERVICE PENSIONS (a)—*continued*

Year	Veterans	Dependants of incapacitated veterans	Dependants of deceased veterans	Total pensions in effect	Amount paid during year
SERVICE PENSIONS					\$'000
1976-77	27,196	14,234	688	42,118	72,127
1977-78	30,052	17,599	(b)	47,651	93,631
1978-79	33,007	20,175	(b)	53,182	108,343
1979-80	36,204	23,048	(b)	59,252	128,768
1980-81	40,114	26,655	(b)	66,769	167,025

(a) Includes Far East Strategic Reserve, Special Overseas Service, Seamen's War Pensions, Act of Grace Pensions, and serving members—for disability pension only. Also includes Commonwealth Forces Service Pensions.

(b) Included in figure for dependants of incapacitated veterans.

**VICTORIAN GOVERNMENT AGENCIES**  
**Department of Community Welfare Services**

*Introduction*

*Community Welfare Services Act 1978*

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

The major provisions of the new legislation include:

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

*Child Development and Family Services Council and Correctional Services Council*

By proclamation of section 11 of the *Community Welfare Services Act 1978*, the two Ministerial Advisory Councils were established on 26 September 1980. The composition of each Council is drawn from a wide spectrum of social welfare activity and interest, with representation from voluntary organisations and the community, as well as government departments.

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

- (1) At the request of any of the Ministers, to advise on policy and programme matters relating to community, family, youth, child care, and development, and in particular, the policies to be adopted and programme requirements and practices, but not including any matters otherwise referred to the Consultative Council on Maternal and Child Health;
- (2) subject to the approval of any of the Ministers, to initiate, promote, or carry out investigations relating to community, family, youth, child care, and development and welfare matters, and to make recommendations thereon;
- (3) to invite and receive information from State and Federal bodies, municipalities, non-government organisations, and community groups and others in the community, family, youth, child care, and development fields, and generally keep informed of developments the Council considers relevant to its work;
- (4) subject to the approval of any of the Ministers, to initiate meetings, seminars, and discussion documents in relation to child development and family services;
- (5) to advise the Minister on principles relating to licensing, contracts, and registration; and

(6) at the request of any of the Ministers, to establish, convene, or co-ordinate sub-committees, working parties, or task forces which facilitate the carrying out of the functions of the Council.

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

- (1) To advise the Ministers concerning the policies to be adopted and the programmes to be undertaken from time to time in relation to the custody, care, education, discipline, training, and treatment of persons held on remand or sentenced to imprisonment or to detention in a youth training centre by the Supreme Court, the County Court, or a Magistrates' Court;
- (2) to advise the Ministers concerning the policies to be adopted and programmes to be undertaken from time to time in relation to community correctional programmes;
- (3) to consult with government and non-government organisations and community groups on policies relating to correctional services in the community;
- (4) to seek and acquire information from government and non-government organisations and community groups on correctional services in the community;
- (5) at the request of any of the Ministers, to initiate meetings, seminars, and discussion documents in relation to correctional services; and
- (6) to allow prisoners to send sealed letters to the chairman of the Council without restriction for consideration by the Council and the Council shall advise the Minister thereon.

#### *Appeals Tribunal*

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

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

#### *Social planning and community development*

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

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

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

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

#### *White Paper on Social Welfare*

The provision of the 1978 Act needs to be seen in conjunction with the White Paper, *Report on the Future of Social Welfare in Victoria*, which was presented to the Legislative Assembly by the Minister for Social Welfare on 28 November 1978. The White Paper presents the Victorian Government's view of the directions which social welfare will take

in the following decade, indicating specific decisions that have been taken and providing a framework within which social policies will be developed and refined.

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

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

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

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

Despite financial constraints, further progress was made during 1981 with the implementation of the policies laid down in the White Paper.

#### *Family and Adolescent Services Division*

##### *Reception and Youth Training Centre Section*

Children and young persons may be admitted or committed to the care of the Department through an order from the Children's Court, on the grounds that they are being ill-treated, exposed, or neglected; the guardians do not exercise adequate supervision and control; or that the child has broken the law. Children may also be placed in the care of the Department through an application to the Director-General by a parent or other custodian. The Director-General must be satisfied that admission to care will be in the best interests of the child.

The Department operates two large metropolitan reception centres: Allambie for boys and girls and Baltara for boys. These centres provide a high standard of child care and a diverse range of assessment, education, and recreation facilities.

There are two small regional reception centres for boys and girls: Warrawee at Ballarat and Mirallee at Mildura. Children accommodated in Mirallee and Warrawee are able to be with their brothers and sisters, maintain a high degree of accessibility to their natural parents, and continue attendance at their local schools and kindergartens. Mirallee and Warrawee are linked to assessment and social work services located within the community.

Children accommodated in reception centres are under 15 years and are either awaiting determination of their circumstances by the Children's Court or awaiting return to their parents' care, where possible, or placement in alternative care in the community.

The Department maintains five youth training centres—Turana, Langi Kal Kal, and Malmsbury for boys; Winlaton for girls; and Acheron, which functions as a holiday camp. There is one other youth training centre for boys at Bayswater which is directed by the Salvation Army. Young persons entering Turana and Winlaton youth training centres are classified by social workers according to their individual problems, and programmes are planned for them to meet their particular needs.

The programmes carried out at youth training centres aim to help these young persons to adjust to community living by encouraging social growth, and by providing opportunities for education and training, geared towards individual levels of ability, maturity, and interest. Special efforts are made to maintain and strengthen family relationships—visits by parents are encouraged and regular weekend and special leave may be granted.



### *Youth Services Section*

The Youth Services Section is responsible for the planning, co-ordination, and administration of a range of youth services for statutory clients and young persons "at risk" to themselves and the community. The Section directly supervises statutory youth services and provides a co-ordination, monitoring, standards maintenance, and consultative service for voluntary agencies subsidised by the Department to provide youth services.

The statutory services provided are Specialist Hostels at Sunshine, Ivanhoe, and Thornbury, and Youth Welfare Services at Ascot Vale, Brunswick, Hawthorn, and Windsor. These statutory services are designed to provide a direct alternative to traditional institutions. The majority of the youths under the supervision of the Section are placed directly from the Children's Court or at the request of Regional Centre. They are usually State Wards or have been placed on a Probation Order requiring attendance at, residence in, or supervision by the Youth Welfare Service or Specialist Hostels. The number of youths under the supervision of this group of statutory facilities varies between 300 and 450 at any one time.

The network of voluntary services includes the Grassmere Centre at Doveton, which is similar to the statutory Youth Welfare Services but is funded by both departmental subsidies and its own fund raising endeavours. It is directly responsible to a Board of Management comprised of volunteers. The Department also subsidises 24 hostels run by non-statutory agencies; the Youth Services Section is responsible for the maintenance of adequate standards of service for these hostels. The newest additions to this range of youth services provided by subsidised voluntary agencies are "Raglan House", the Ballarat Youth Support Unit, which opened in August 1981 and another Youth Support Unit in Geelong which the Department has agreed to subsidise and which is currently beginning to develop its programme.

The Youth Services Section is also responsible for the Youth Accommodation Services Programme: the joint Commonwealth/State programme which funds the agencies providing emergency accommodation to homeless youth. This programme commenced in 1980 and 21 projects are being funded in Victoria under this scheme.

Another service being provided within the group supervised by the Youth Services Section is the Aboriginal Youth Support Unit which provides a follow-up support service to Aboriginal youth involved in the juvenile correctional system and the welfare system. The Unit is supervised and staffed by Aboriginals and works in close co-operation with the Bert Williams Aboriginal Youth Hostel. The Unit has proved effective in reducing the number of Aboriginals in custodial institutions and in helping them to be re-integrated back into the Aboriginal community.

The Youth Services Section is also responsible for the development of programmes designed to prevent delinquency. However, no funds have been provided to the Department to develop this area.

### *Adoption Section*

The Adoption Section of the Department, together with eight approved private adoption agencies, arranges placements for children whose needs are best met by adoption. In the past, adoption was concerned mainly with babies, but the Adoption Section and approved agencies now seek adoptive parents for older children and handicapped children. A specialised unit concentrates on publicising individual children and groups of children in order to find suitable adoptive parents. There is also a special unit dealing with inter-country adoption. Adoption applications by step-parents and relatives are referred to the Adoption Section for reports to court.

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

The selection of adoptive parents and supervision of placements is the start of a continuing service which adoptive parents and adopted persons can call on.

### *Residential child care*

Children are usually received into one of the four Departmental reception centres—Allambie and Baltara in Melbourne; Warrawee in Ballarat; and Mirallee in

Mildura. Normally, the children are placed away from these centres after a stay ranging from a few weeks to a few months. They may move on to a departmental or voluntary children's home, or a foster home, or be home-released under supervision to their parents or relatives.

There are two groups of children living in residential care: wards of the State and non-wards. Wards are children under the guardianship of the Director-General of the Department of Community Welfare Services. They are placed in government or non-government residential care by the Department after referral from the Children's Court or by parents or guardians through the Director-General. Non-wards are placed in non-government residential care by their parents or guardians. Non-wards represent under 20 per cent of the current residential care population.

Residential child care has, in the past, been typically associated with orphan's and children's homes. Today it is more correctly viewed as a range of residential facilities aimed at meeting the needs of those children who, for a variety of reasons, are not able to live with their families. Circumstances leading to children coming into care may include serious family problems which put the child's care and safety at risk, or a child's difficult behaviour may require supervision that is unable to be provided at home. Often both family problems and difficult child behaviour form the basis of a child being admitted to care.

In Victoria, there are about 1,800 children and young persons living in residential care. Most of the facilities are run by various church organisations or private welfare agencies, with about 500 children and young persons living in facilities run by the Department of Community Welfare Services. Non-government agencies operating approved children's homes caring for wards of State receive Victorian Government funding for 90 per cent of residential care workers' salaries, in addition to a per capita allocation for each child.

Before a child is placed in residential care every effort is made to maintain and support the child at home. If the family situation does not permit the child to stay at home, other alternatives are explored including relatives, foster care, and adoption. Residential care is considered when no reasonable alternative placement is available, or when it is identified as the most appropriate placement option. Residential care is frequently the most satisfactory way of dealing with a short-term or emergency situation.

Residential child care is normally regarded as temporary and part of a process leading to the return of children to their families or, where this is not possible, to new family settings in the community. Some disturbed children or children with special needs may require longer periods in residential care. Where this is not possible or appropriate, every effort is made to secure a placement best suited to the child's needs.

In a *family group home*, four to eight children are cared for by cottage parents. Over the past few years there has been a considerable increase in the number of family group homes. (Nearly half of the children in care are currently located in family group homes.) There are now 180 family group homes in Victoria, 70 of these are run by the Department of Community Welfare Services. There are 137 family group homes in the Melbourne metropolitan area, 43 being in country areas. The houses look the same as any other house in the community and allow children living there to relate to a small number of persons in a non-institutional setting. Family group homes allow brothers and sisters to be cared for together, and encourages contact with family, friends, and neighbours. Children attend local schools and recreational facilities, and are encouraged to pursue their individual interests.

In *campus cottages* children and young persons live in small units on the one property. They are somewhat similar to family group homes in that children live in almost self-contained units but the units or cottages are located on one site and recreation facilities and a variety of support staff such as psychologists, welfare officers, and social workers may also be located on site.

*Congregate care* is the term used to describe the older residential care facilities which in the past have cared for large numbers of children and young persons in one or two large buildings. In these more traditional types of facilities (children's homes) children and young persons are usually cared for in groups of eight or more. In recent years, a number of these larger facilities have closed down, and some have changed to scattered family group homes. In the congregate care facilities that remain, the institutional atmosphere

has been reduced by altering the large buildings so that residents can be cared for in self-contained units rather than in dormitories. In the past, most congregate care facilities had their own schools, and the children were sometimes isolated from the community. Today, most children and young persons living in the congregate care facilities attend local schools outside the facility and participate in many outside community activities.

The Residential Child Care Section of the Department of Community Welfare Services continues to develop services to normalise life for children who are unable to live at home. There has been a rapid decline in residential care population over the past few years, and for those children who remain in care, there is an increased orientation to family style accommodation.

### *Regional Services Division*

#### *Introduction*

The regionalisation programme aims to make the services of the Department more accessible to the community; to encourage and support the development of programmes suited to local needs; and to improve co-operation and liaison with other government and private welfare agencies at the regional level.

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

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

#### *Financial assistance*

The Department may provide financial assistance to families caring for unrelated children, foster families, or families experiencing financial hardship. The aim of the payments is to help keep families together when a shortage of money might lead them to break up.

#### *Foster care*

The administration of the foster care programme was transferred to the Regional Services Division in May 1976, with the aim of developing regionally-based foster care programmes throughout Victoria. These programmes are being progressively contracted to local private agencies as funds allow. The regional administration of foster care makes it possible for children to live in areas with which they are familiar, and facilitates continued contact with natural parents. The Department also conducts a conference of approved fostering agencies.

#### *Probation*

Probation in Victoria is an alternative to custodial care. When an offender is admitted to probation, which may be for a period of between one year and five years for adults, and up to three years, but not extending beyond their eighteenth birthday, for children, the offender consents to comply with certain conditions. These conditions are: to report to the probation service within 48 hours of appearing in court; not to break the law; to carry out the lawful instructions of the probation officer; to report and receive visits as directed by the probation officer; and to notify the probation officer within 48 hours of any change of address or change of employment during the period of probation. Special conditions may be added by the court, for example, directing abstinence from liquor, attendance at a medical or psychiatric clinic, or avoidance of specified company or places. A Children's Court can also make supervision orders which may include conditions to be observed by parents or persons with whom the child is living.

The probation order states that the probationer will be "supervised by a probation officer", and it is the first responsibility of the officer to ensure that the conditions of the order are adhered to. At the same time, every effort is made to assist the probationer to develop personal resources and any other capabilities which may enable the probationer to lead a more useful and productive life in society. Contact between the probationer and the

probation officer varies in its intensity. Initially, it tends to be more frequent, and then gradually decreases. The seriousness of the offence committed, the person's adjustment and progress, and the length of the probation period all affect the degree of supervision.

A breach of the conditions of probation is reported by the supervising probation officer, and a decision is made as to whether or not any action will be taken. If a probationer is taken to court, it may result in a fine, a bond, admission to a new period of probation, or a sentence of imprisonment or detention in a youth training centre. On the other hand, the court may decide to take no action.

In Victoria, probation is a community based programme which involves the extensive use of volunteers as honorary probation officers in supervising child and adult probationers and in the provision of Court Advisory Services and Pre-Court Services and in the administration of probation services.

#### *Parole*

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

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

In the main, parole supervision procedures are similar to those of probation. On the day of release, the parolee is handed a parole order which contains conditions similar to those on probation orders. The parole officer is required to ensure that the conditions of parole are complied with, to assist the parolee, and where appropriate, the family of the parolee.

#### *Other regional services*

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

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

#### *Special facilities*

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

The Special Supervision Unit is responsible for supervision of parolees who represent a severe risk to themselves or the community, or who demonstrate complex problems, independently of legal designation. The Unit provides a pre-parole service to the

metropolitan prisons and youth training centres, and co-operates with regional centres in all matters associated with pre-parole and parolees.

#### *Family and Community Services Programme*

The Family and Community Services (FACS) Programme is a process combining three basic resources—funding, staff, and consultative structures—with the overall objective of developing services which preserve and strengthen individual and family life, promote personal growth, and help persons to play a significant role in their local communities. The three basic operating principles underlying the FACS Programme are:

- (1) The encouragement of voluntary activity, and the recognition that the work of self-help groups is the most efficient means of deploying welfare resources;
- (2) the fostering of local community projects is a significant preventive strategy in a system of services for families and communities; and
- (3) the provision of appropriate services is best achieved by involving those affected by the programme.

Regional consultative councils operate in the eighteen designated regions of Victoria, comprising representatives from government departments, local councils, welfare agencies, self-help groups, and elected citizens. In addition to recommending regional priorities for projects seeking funds from the FACS Programme, regional consultative committees undertake consultation within their respective regions, to determine welfare needs and service deficiencies.

Funds are made available by the Victorian Government under the FACS Programme for community service grants (incorporating local and initiative grants) and information and co-ordination services. FACS Programme staff are located at each regional centre to assist regional consultative councils and local communities to plan, design, and develop localised services within a regional network of family and community services.

#### *Correctional Services Division*

##### *Prisons*

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

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

Pentridge Prison, situated in the Melbourne suburb of Coburg, is the largest prison in Victoria, and holds approximately half the number of male prisoners in the State. The Prisoners' Classification Centre is also located at Pentridge. Prisoners serving sentences of at least one year (or six months, if they are under 21 years of age), and those eligible for parole, are interviewed by the Classification Committee, which endeavours to place them in the most appropriate institution. Prisoners can be employed in a wide variety of prison industries, and industry products are supplied to outside customers as well as to government departments. Pentridge industries include the manufacture of number-plates for motor vehicles, brush and broom-making, a bakery, the tailoring of jackets and jeans, printing, a laundry, and an engineering shop for maintenance work.

Pentridge is divided into four separate sub-prisons (Southern, Central, Northern, and Jika Jika High Security Unit) which share general administration and supply services. Each sub-prison is autonomous, and is administered by a Governor who is responsible to the prison Superintendent. The Southern Prison comprises three Divisions: (1) D Division holds trial and remand cases; (2) G Division is a psychiatric and medical clinic; and (3) F Division holds short-term prisoners convicted of minor offences. The Central Prison comprises two Divisions: (1) E Division provides dormitory accommodation for medium-term prisoners; and (2) B Division is a high-security division holding long-term prisoners. The Northern Prison comprises three Divisions: (1) J Division holds long-term prisoners

who do not present disciplinary problems; (2) A Division holds mainly first offenders who are serving longer terms, and offers a wide range of diversified activities; and (3) H Division holds prisoners who are considered to be a security risk, or who have been sent for disciplinary or safety reasons from other Divisions or prisons. The Jika Jika High Security Unit consists of six independent Units which collectively will accommodate fifty-four maximum security prisoners. Prisoners will be able to participate in such industries as silk-screen printing, tailoring, printing, and brush making.

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

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

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

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

#### *Attendance centres*

Attendance centres were established in Victoria in June 1976 as an alternative to full-time imprisonment. There are currently five attendance centres in Victoria, located at Geelong, Prahran, Spotswood, Thornbury, and Blackburn. Each of the centres has the capacity to supervise sixty attenders at any one time, thereby reducing the number who would otherwise have gone to prison. The Attendance Centre Scheme makes it possible for offenders to serve their sentences in the community, while at the same time maintaining their family life and their continuity of employment or education.

Instead of serving a traditional sentence in prison, an attendee gives time to the centre. He or she is able to continue working at a job, and earning money for personal and family needs, but is required to attend the centre for two evenings a week for discussions, training, or advice. Saturdays are spent in doing community work similar to that done by voluntary service organisations. It is estimated that about 70 to 80 per cent of community work now undertaken is for needy individuals.

Offenders who attend the centre come by sentence of a court. The courts endeavour to ensure that offenders who could endanger the public do not receive the benefits of the scheme, or the other alternatives to imprisonment. The superintendent of an attendance centre supplies to the court, upon request, a report on the suitability of an offender before

sentence is passed. When offenders start at an attendance centre, the superintendent and the welfare officers try to identify their individual needs, at the same time helping them to face problems and attempt to overcome them. This can be done by discussion, counselling, or referral to a community service, such as marriage guidance, English classes, and other facilities.

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

#### *Office of Research and Social Policy*

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

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

The Office has adopted the following unit structure: (1) Directorate; (2) Social Planning and Resource Development Unit; (3) Research and Evaluation Unit; and (4) Social Policy Unit.

#### *Training Division*

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

#### *Statistical summary*

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

Particulars	1976-77	1977-78	1978-79	1979-80	1980-81
Revenue	1,202	1,007	862	r1,316	1,565
Expenditure—					
Central Administration			35,596	42,388	50,253
Research and Social Policy	21,167	27,833	(a)284	(a)336	334
Regional Services (including Probation and Parole Services)	4,732	(b)15,973	(b)21,074	(b)20,590	15,416
Family and Adolescent Services	30,678	25,555	26,534	29,181	32,756
Correctional Services	12,734	14,385	16,703	18,912	23,280
Training Services	846	729	949	913	1,092
Total expenditure	70,157	84,475	101,140	112,320	123,131
Net expenditure	68,955	83,468	100,278	r111,004	121,566

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

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

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

## VICTORIA—ADOPTIONS

Organisation	1976-77	1977-78	1978-79	1979-80	1980-81
Community Welfare Services—					
Children placed during year	189	127	96	106	118
Legally finalised adoptions	158	154	112	141	133
Private agencies—					
Children placed during year	287	249	280	205	214
Legally finalised adoptions	328	290	276	230	198

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

Particulars	1976-77	1977-78	1978-79	1979-80	1980-81
Admissions during year	922	915	854	680	754
Discharges during year	1,128	1,273	1,218	1,325	1,147
Total wards at end of year—					
Males	3,659	3,367	3,116	2,689	} 4,218
Females	2,319	2,253	2,140	1,922	

VICTORIA—CORRECTIONAL SERVICES: RECEPTIONS AND DISCHARGES  
OF CONVICTED PERSONS

Particulars	1976-77	1977-78	1978-79	1979-80	1980-81
Prisons—					
Receptions during year	8,901	9,201	8,443	8,424	8,428
Discharges during year	8,965	9,088	8,415	8,302	8,122
In prison at end of year—					
Males	1,488	1,594	1,622	1,730	} 1,841
Females	35	42	40	54	
Number of prisons for—					
Males	10	10	10	10	10
Females	1	1	1	1	1
Attendance centres—					
Receptions during year	183	246	339	298	337
Discharges during year	138	182	316	300	321
In attendance at end of year—					
Males	57	125	145	142	} 163
Females	5	1	4	5	
Number of attendance centres	2	4	4	4	4

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

Particulars	1976-77	1977-78	1978-79	1979-80	1980-81
Placed on probation or supervision during year	4,136	3,728	3,631	3,380	3,214
Completed probation or supervision during year	3,888	n.a.	n.a.	n.a.	n.a.
Probation or supervision cancelled during year	374	n.a.	n.a.	n.a.	n.a.
On probation or supervision at end of year—					
Males	4,795	n.a. }	5,404	5,190	4,970
Females	1,329	n.a. }			
Released on parole during year	851	866	819	796	818
Completed parole during year	695	642	615	591	497
Parole cancelled during year	254	271	238	216	302
On parole at end of year	917	870	836	825	844

Further references: Voluntary social services, *Victorian Year Book* 1965, pp. 304-7; Old People's Welfare Council, 1966, pp. 286-7; Voluntary Child Welfare, 1967, pp. 557-61; Voluntary social welfare work for the physically handicapped, 1968, pp. 558-60; Care of the elderly, 1969, pp. 582-4; Rehabilitation, 1970, pp. 577-8; Employment of the Handicapped, 1970, pp. 578-9; Royal Victorian Institute for the Blind, 1970, pp. 579-80; Victorian School for Deaf Children, 1971, pp. 557-8; Voluntary services for the mentally handicapped, 1972, pp. 546-50; Social welfare activities in local government, 1974, pp. 580-3; Brotherhood of St Laurence, 1975, pp. 840-2; Consumer participation in voluntary social welfare, 1975, pp. 845-7; Life Line, 1976, p. 730; Youth Line, 1976, p. 730; Citizens' Advice Bureaux, 1977, pp. 852-4; Family and Community Services Programme, 1979, pp. 650-1; International Year of the Child, 1980, p. 646



## VOLUNTARY SOCIAL WELFARE AGENCIES

**Australian Red Cross Society***Activities*

The Victorian Division of the Australian Red Cross Society is a link in the network of the international Red Cross Society and responsible for all its traditional activities: preventing and alleviating human suffering wherever this may be found. The Division maintains flexibility to try to meet the changing needs of the disadvantaged and handicapped in the community not met by government or other voluntary agencies.

The organisation is maintained by donations, subscriptions, and bequests. Its annual appeal for funds is headed by "Red Cross Calling", a weekend door-knock when volunteers call on residents throughout the city, suburbs, and country areas. In 1980, \$8.23m was spent, mainly in services to Victoria of which the Blood Bank used over \$5.63m.

Red Cross volunteers, and a few paid personnel provide a wide range of services throughout the Melbourne metropolitan and country areas:

(1) *Blood transfusion service.* This service is administered by professional staff with volunteers carrying out non-professional duties as required. Whole blood and blood derivatives are supplied free of charge to all persons in need of them. There is an ever-growing demand for blood and donors, despite the use of fractionisation.

The Central Blood Bank located in South Melbourne was specially designed for its purpose. Mobile units visit municipalities, universities, and industries at regular intervals. More details of the service can be found on page 798 of the 1977 *Victorian Year Book*.

(2) *Transport.* Volunteer drivers using a fleet of Red Cross cars or their own vehicles travel over 2,000,000 kilometres each year taking handicapped children and adults to hospitals, clinics, day centres, special schools, and elderly persons on outings, etc.

(3) *Emergency care services.* Red Cross plays a major role in times of bushfires and other disasters and emergencies and is incorporated in the State Disaster Plan. Teams of volunteers are trained to establish Red Cross posts whenever the need arises. In individual emergencies such as house fires, essential items including new clothing, bedding, linen, and toiletries, etc. are provided.

Trained Red Cross instructors conduct classes in first-aid and home nursing, in schools, for the general public, and in industry.

(4) *Health and hospital services.* Library, picture library, and "personal" services such as letterwriting, shopping, banking, and taking patients on outings are provided in many hospitals, nursing homes, and elderly citizens' homes. A library service to the homebound is available in some municipalities, and music therapy is conducted mainly for psychiatric and geriatric patients. Record and cassette boxes with annotated programmes are sent to hospitals and institutions to assist them to provide this type of therapy. A beauty therapy service is also provided as an integral part of rehabilitative medicine to boost the confidence and well-being, particularly of psychiatric and geriatric patients. At Red Cross headquarters a regular weekly "Keromask" clinic trains persons in a technique of masking their disfiguring birthmarks, scars, or burns.

(5) *Home nursing equipment.* The loan of home nursing equipment such as wheelchairs, walking aids, bed pans, etc. is available free of charge from Red Cross headquarters and volunteer custodians of the equipment throughout Victoria.

(6) *Tracing agency.* This is a link in the international tracing service of the Red Cross which handles inquiries for news of relatives displaced by war, political disturbances, or large-scale disasters. Trained Red Cross volunteers are ready in the event of a wide-scale disaster in Australia to register victims and handle inquiries from relatives.

*Occupational Therapy Service*

The Occupational Therapy Service at Victorian headquarters has been expanded in recent years. It offers a broad range of activities based on the individual assessment of patients to boost confidence, improve the quality of their lives and, where possible, a return to active life in the community. Programmes include instruction in a variety of arts and crafts.

Social and other skills to enable disabled persons to cope effectively with living in their own homes are a major consideration of the Red Cross therapy programme. These include activities such as movement to music to help overcome physical disabilities and courses in simple cooking and gardening. Other electives include educational pursuits, recreational experiences, exercise, discussion and debate, art appreciation, relaxation, and outings. Patients are referred by doctors, hospitals, clinics or are brought by their families for assessment of their suitability to benefit from the programmes offered.

Many disabled craftsmen trained by Red Cross personnel and volunteers at the South Melbourne headquarters and the Red Cross centre in Geelong regularly win awards at the Royal Show, Sheep Show, and in other competitions; some of the patients are emerging as trained craftsmen and are serving as volunteers to teach others. The service also prepares manuals to help disabled persons, their families, and others involved with their care to lead more active lives. A home visiting service catering for lonely, disabled persons with personal independence and inactivity problems is also available and is being expanded.

Workshops are conducted at headquarters and country centres for managers and staffs of nursing homes and special accommodation houses for the aged to demonstrate how they can involve patients in various activities to increase mobility and improve their lifestyle. The courses and workshops conducted by Red Cross have established links with a large number of government and other agencies in the community involved with the problems of long-term disability.

Further references: Blood Transfusion Service, *Victorian Year Book* 1971, pp. 559-60; Youth activities, 1972, p. 551; Red Cross service corps, 1972, pp. 551-2; Music Therapy Service, 1974, p. 584; Disaster relief services, 1975, pp. 838-40; Social work service, 1976, p. 729; Hospital Services 1977, pp. 851-2

### Friendly societies

The *Friendly Societies Act* 1958 regulates the operations of friendly societies in Victoria. The types of societies eligible for registration are:

- (1) "Ordinary" societies, which provide one or more of the benefits set out in section 5 of the Act, namely, periodical payments during sickness, old age, and infirmity, lump sum payments on death or on the attainment of a specified age (endowment benefits), payments for hospital, medical, medicinal, and dental expenses;
- (2) dividing societies, which are "shop clubs" providing sickness and funeral benefits, and which divide their assets periodically;
- (3) united friendly societies' dispensaries, which provide medicine and medical and surgical appliances to members of friendly societies; and
- (4) societies "specially authorised" under the provisions of section 6 of the Act. The only societies which have been registered as "specially authorised" societies are four total abstinence societies.

The following tables provide a summary of friendly societies' activities for the years 1975-76 to 1979-80. For further details, reference may be made to the *Report of the Government Statist on Friendly Societies*, printed annually by the Victorian Government Printer, Melbourne.

#### VICTORIA—FRIENDLY SOCIETIES: DETAILS OF ACTIVITIES

Particulars	1975-76	1976-77	1977-78	1978-79	1979-80
Number of societies—					
Ordinary	39	37	35	34	41
Dividing	66	63	60	60	58
Dispensaries	30	31	29	25	24
Specially authorised	4	4	4	4	4
Number of branches of ordinary societies	1,006	982	961	944	931
Membership—ordinary and dividing societies (a)—					
Contributors for sick and funeral benefits	135,642	130,784	130,508	124,753	124,246
Contributors for medical benefits	(b) (c) 256,278	247,191	228,145	238,655	264,407
Contributors for hospital benefits	291,469	327,355	280,345	260,560	264,407
Contributors for ancillary benefits	(d) 496,999	182,988	148,933	156,840	143,972
Benefit contracts in force for whole of life and endowment benefits	41,449	41,569	39,536	38,020	36,609

VICTORIA—FRIENDLY SOCIETIES: DETAILS OF ACTIVITIES—*continued*

Particulars	1975-76	1976-77	1977-78	1978-79	1979-80
Members affiliated with dispensaries	54,416	50,674	48,783	44,993	47,841
Membership—specially authorised societies	156	188	166	173	181

(a) A member may contribute for any number or all of these benefits and is entered in the table in each benefit for which he contributes.

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

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

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

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

Particulars	1975-76	1976-77	1977-78	1978-79	1979-80
<b>Income—</b>					
Ordinary and dividing societies	84,681	96,901	119,757	132,572	141,269
Dispensaries	6,024	6,329	6,331	5,858	6,633
Specially authorised societies	28	30	33	78	46
<b>Total income</b>	<b>90,733</b>	<b>103,260</b>	<b>126,121</b>	<b>138,508</b>	<b>147,948</b>
<b>Expenditure—</b>					
Ordinary and dividing societies	68,173	97,298	131,484	123,269	126,511
Dispensaries	5,641	5,811	6,298	5,800	6,680
Specially authorised societies	12	18	20	19	25
<b>Total expenditure</b>	<b>73,826</b>	<b>103,127</b>	<b>137,802</b>	<b>129,088</b>	<b>133,216</b>
<b>Fund balances—</b>					
Ordinary and dividing societies—					
Sick and funeral funds	23,096	24,098	25,465	25,651	27,015
Assurance funds	20,866	23,330	24,156	29,690	37,140
Medical benefit funds	1,078	-907	-8,597	-1,343	5,458
Hospital benefit funds	15,799	17,276	11,670	8,020	6,109
Management and other funds	10,015	10,694	12,370	14,352	21,194
Ancillary benefit funds	8,784	4,783	2,785	1,494	651
<b>Total ordinary and dividing societies</b>	<b>79,638</b>	<b>79,274</b>	<b>67,849</b>	<b>77,864</b>	<b>97,567</b>
Dispensaries	3,768	4,413	4,523	4,214	4,536
Specially authorised societies	347	359	372	431	452
<b>Total funds</b>	<b>83,753</b>	<b>84,046</b>	<b>72,744</b>	<b>82,509</b>	<b>102,555</b>

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

Nature of benefit	1975-76	1976-77	1977-78	1978-79	1979-80
Sick pay	577	624	675	667	677
Funeral benefits	322	335	351	367	393
Non-contributory endowment benefits	524	176	142	988	193
Whole of life, endowment, and other assurance benefits	2,770	3,360	4,576	2,394	3,461
<b>Medical benefits—</b>					
Society benefit	(a) 9,536	29,228	52,051	34,277	30,180
Government subsidy	2,987	78	10	(c) 12,774	(c) 21,769
<b>Hospital benefits—</b>					
Society benefit	25,205	34,399	47,532	52,565	57,233
Government subsidy	1,348	162	2	—	—
<b>Medicinal, dental, and ancillary benefits</b>	<b>(b) 11,183</b>	<b>7,162</b>	<b>7,558</b>	<b>9,498</b>	<b>9,998</b>

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

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

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

### Legacy

Legacy is an organisation of ex-servicemen dedicated to the care of widows and children of comrades who served their country in war, and died on service or subsequently. These ex-servicemen, known as Legatees, who have themselves served overseas in a theatre of war, give personal service to the care of dependants of their deceased comrades.

Legacy was founded on 25 September 1923, in Melbourne, by Captain (later Lieutenant-General Sir Stanley) Savige who was born in 1890, and raised in Korumburra, Gippsland. He enlisted in the A.I.F., served in Gallipoli, in France, and Iran, and was highly decorated for his services.

The Code of Legacy, which is the common bond accepted by all the 47 autonomous Legacy Clubs in Australia (and one in London), contains the words "The Spirit of Legacy is Service. Personal effort is the main essential".

The name Legacy was chosen for the new organisation because, as one founder member put it, "we survivors have received a legacy to see that the ideals for which our comrades died are maintained in Australia". In October 1925, it was decided that Legacy should add to its original role of assistance to ex-servicemen by taking a personal interest in the dependants, particularly children, of deceased comrades. This was to be done by home visits to the family—a decision which was to have far reaching consequences. It gave Legacy the fundamental purpose it still retains.

Melbourne Legacy was an early advocate for the ex-servicemen's cause by the support it gave to the construction of the Shrine of Remembrance, and it was able to influence the decision to build the Shrine in 1927.

The Depression heightened the need for Legacy. Many hundreds of jobs for unemployed returned ex-servicemen were found in the early Depression days. Between 1930 and 1934, Melbourne Legacy found employment for more than 3,000 children of deceased ex-servicemen. Youth Clubs were formed, and through them sports, holidays, and job opportunities were arranged.

Melbourne Legacy's example, and prompting by Melbourne Legatees, resulted in the spread of Legacy, to Geelong in 1925, Ballarat and Bendigo in 1926, and Ararat and Mildura in 1929. Clubs were formed in Sydney in 1926, and in Canberra and other mainland capitals in 1928. By 1930, most Clubs had adopted a common Charter, which set out Legacy's aims, and regulated membership to men who had served overseas. Clubs had also created a non-executive body for liaison. This body, the Co-ordinating Council, exists today.

The Second World War in 1939 raised membership problems for Legacy. It was, however, decided that Second World War members and dependants would be accepted on equal terms. Decisions on similar lines were later made about post-Second World War members. Legacy now gives help to dependants of ex-servicemen who served abroad in both world wars, in Korea, Malaysia, Vietnam, or in any campaign declared to be a war area.

Services to children became the main occupation of Legacy through a contactor scheme. Each Legatee watched over the "social and occupational welfare" of a group of youngsters, and physical culture classes and outings were arranged as Clubs found it easy to raise funds from a patriotic public to secure headquarters, clubrooms, gymnasiums, and hostels.

After the Second World War activities expanded in Victoria, particularly in the west. Clubs were formed in Horsham 1946, Warrnambool 1947, Hamilton 1948, Shepparton 1950, and Colac 1951. Each Club was responsible for raising its own funds. It did this by means of golf days, donations from sporting bodies, and sales of livestock and wool. Each new Club was expected to operate a contactor scheme, and give financial support to needy families. It was also expected to give help regarding employment, education, dental care, and physical welfare. Melbourne Legacy assumed responsibility for eastern Victoria, and organised Groups in major centres which were functioning by 1949.

The late 1950s and early 1960s were, for Legacy, a period of maturity, and an ever increasing number of dependants were enrolled. But the emphasis was again changing. By 1961, the number of children under 10 years of age on Legacy rolls was starting to decline, and the widows with dependent children were outnumbered by widows with no families to care for. Demographic studies showed that increasingly Legacy would be

concerned with the care of older widows, rather than children. In 1973, Melbourne Legacy celebrated its 50th anniversary with a Conference attended by representatives of all Clubs in Australia. Plans were discussed to adapt to a changing role with greater emphasis on care of widows.

By 1980, the 1,774 members of the eleven Legacy Clubs in Victoria: Ararat, Ballarat, Bendigo, Colac, Geelong, Hamilton, Melbourne, Mildura, Shepparton, Warnambool, and Wimmera, were in contact with 25,363 widows and 3,172 children under 21 years.

Children's activities are now tapering off. Some Victorian Clubs have built or purchased home units; others have invested in established facilities to secure unit and hostel accommodation for widows. Widows' Clubs have been formed to provide social contacts, entertainment, and travel opportunities. Needy widows in their own homes can obtain help for repairs, and, if their families are not nearby, are visited by Legatees.

The history of Legacy has been a history of personal service given by Legatees, in visiting the family at home, attempting to stand in place of the deceased father, and re-creating family confidence. Legacy intends to complete the task, even though it may not be finished during this century.

Further references: *Personal Emergency, Victorian Year Book 1981*, pp. 669-70; *Lord Mayor's Children's Camp, Portsea, 1981*, pp. 671-2

## RECREATION

### Victorian Department of Youth, Sport and Recreation

#### *Sport and recreation*

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

(1) By providing capital financial assistance to municipal councils towards the construction of indoor sports and recreation centres, indoor and outdoor swimming pools, and the development and extension of existing recreation reserves and facilities, including the purchase of land. To the end of 1980-81, the Department assisted the 211 Victorian municipalities with subsidies totalling \$20.73m and loans totalling \$4.58m.

(2) By providing assistance to State-wide sports and recreation bodies for the development and promotion of sporting and recreational activities in Victoria. During 1980-81, \$707,000 was provided for this purpose. In addition, \$76,000 was provided for assistance to handicapped groups.

#### *Racing*

The administration of the *Racing Act 1958* is the responsibility of the Department of Youth, Sport and Recreation through its Racing Division. A close liaison is maintained with the Victoria Racing Club, Trotting Control Board, and Greyhound Racing Control Board for the purposes of implementing and supervising the provisions of the Act. These three bodies control the sports of racing, trotting, and greyhound racing, respectively. A close association is also maintained with the Totalizator Agency Board. The Division also provides administrative and secretarial services to the Racecourses Licences Board (Racing and Trotting Divisions) and the Greyhound Racing Grounds Development Board. It also issues permits and licences pursuant to the Racing Act. During the year ended 30 June 1981, 164 permits for such activities as picnic race meetings, mixed sports gatherings, trotting races at agricultural shows, restricted trotting meetings, and greyhound plump-ton couring matches were issued, together with licences for 58 racecourse, 28 trotting tracks, and 13 greyhound racing grounds.

The greater part of the funds for the Department of Youth, Sport and Recreation is received from the racing industry by means of a deduction from specified off-course totalizator investments. The present rate of deduction is 2 per cent of daily double investments, 2 per cent of trifecta investments, and 4 per cent of quadrella investments. For the year ended 31 July 1981, \$7.7m was paid directly to the Department. In addition, \$6.8m was allocated to the Racecourses Development Funds from off-course investments.

#### *Office of Youth Affairs*

The Office of Youth Affairs established within the Department of Youth, Sport and Recreation, implements the Victorian Government's youth policy. In addition, the Office

of Youth Affairs has a research officer who is seconded to the support staff of the Victorian Employment Committee.

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

The total funds available in the Youth Fund for 1980-81 were \$2.15m. The main allocations from the Youth Fund were: \$591,000 for Federal and State-wide youth agencies; \$281,000 under the Special Youth Development Programme to assist with the salary costs of thirty-two special youth workers including outreach workers; \$140,000 for community recreation programmes conducted by State, registered, and private schools; \$152,000 to individual youth clubs and groups to assist with operating, equipment, and programming costs; \$58,000 in youth building subsidies; and \$79,000 to nine State-wide youth agencies to assist with the employment of special officers with responsibility for recruitment and training of volunteer workers.

#### *Finance*

The following table shows details of principal sources of receipts and payments, for the years 1979-80 and 1980-81:

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

Particulars	1979-80	1980-81
<b>Receipts—</b>		
Racing—percentage of Totalizator Agency Board turnover	7,399,837	7,661,477
Tabella—percentage of Totalizator Agency Board turnover	25,548	45,230
Soccerpools Consultations	1,641,121	1,330,498
Commonwealth Department of Home Affairs	53,700	—
Loan Repayments (Municipalities)	279,530	553,738
“Life Be in it” (Royalties, sales, and Commonwealth contribution)	163,930	123,104
Miscellaneous	64,622	42,893
<b>Total</b>	<b>9,628,288</b>	<b>9,756,940</b>
<b>Payments—</b>		
Sports and Recreation Fund	9,756,717	7,657,307
Youth Affairs Fund	2,023,516	1,949,611
Australian Football Fund	177,975	190,500
<b>Total</b>	<b>11,958,208</b>	<b>9,797,418</b>

#### *“Life. Be in it”*

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

In 1981, the “Life. Be in it” programme continued to expand. A State budget of \$200,000 was used to initiate local and State projects which ranged from the production of information materials, motivational posters, and brochures, to special “Life. Be in it” days and activities. Additionally, it provided support for on-going programmes and provided equipment and pool grants.

#### *Councils and boards*

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

*Municipal recreation*

The Department of Youth, Sport and Recreation has, as a major priority, the encouragement and further development of the State's municipal recreation network. To this end, the Department has regionalised its own resources and staff and established a strong municipal recreational service. During 1980-81, the number of municipalities rising the Department's Municipal Recreational Officer's (MRO) subsidy increased from 78 to 82. An evaluation of the Municipal Recreation Scheme was carried out during the year and will form the basis of a review of policy in this area.

*Research, planning, and technical services*

In the 1980-81 Budget, \$85,000 was allocated to research projects. These projects included the:

- (1) Evaluation of the Municipal Recreation Service Scheme;
- (2) Preston Institute Coronary Risks Study;
- (3) Green Paper on Development of Sport; and
- (4) Geelong Regional Plan.

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