

CHAPTER 9

DEPARTMENT OF HEALTH

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1. NURSING HOME BENEFITS

Program Synopsis

9.1 Basic 'Nursing Home Benefits' are payable by the Commonwealth in respect of all eligible nursing home patients, other than those who are eligible to receive benefits from some other source, such as workers' compensation or third party insurance. The extensive care benefit is payable in respect of eligible patients, i.e., those who need and receive 'extensive care' as defined in the National Health Act 1953.

9.2 At 4 November 1982, the maximum amount of basic 'Nursing Home Benefits' payable per day in each State and Territory was: New South Wales and Australian Capital Territory \$28.05; Victoria \$41.90; Queensland \$24.00; South Australia and Northern Territory \$32.20; Western Australia \$21.65; and Tasmania \$25.35. The extensive care benefit is \$6.00 per day, in addition to the basic benefit.

9.3 Claims for benefits are lodged with Divisional Offices of the Department of Health in State capitals. After processing of claims, cheques are posted directly to the nursing homes concerned.

9.4 All nursing home patients are required to make a minimum contribution towards the cost of their accommodation. The minimum patient contribution equals 87.5% of the single pension, plus supplementary assistance which as at 4 November 1982, was \$9.30 per day. As from 5 May 1983, the minimum patient contribution is \$11.50 per day.

9.5 The level of fees charged to patients, the establishment of new nursing homes and additions to bed numbers in existing nursing homes are subject to Commonwealth control. At the present time, the level of 'Nursing Home Benefits' is reviewed annually. No formal evaluation of the overall program has been undertaken in terms of its objectives.

Administrative Data

9.6 The aim of the program is to help patients in nursing homes to meet the costs of their accommodation and care. It is part of the Government's broader concern for the welfare of the aged and handicapped.

9.7 'Nursing Home Benefits' were first paid by the Government in 1963. Substantial changes were made in October 1972, including the introduction of nursing homes fees control and again in October 1977 with the introduction of an annual update of benefits in accordance with a formula.

9.8 The program of benefits is administered both within the Department of Health Head Office in Canberra and by the Divisional Office in each State. As the program is one of a range of activities of staff administering the program, it is not possible to estimate the number of staff and the manhours associated with one program alone. Similarly administrative costs are not identified separately but would include staff salaries, computer costs and other expenses. Actual expenditure on benefits for 1981/82 was \$407.3 million.

9.9 The program requires the cooperation of State Governments and nursing home proprietors. New nursing homes and additional beds in existing nursing homes can only be introduced after approval from a joint State Government/Commonwealth Government committee. The committee gives approval only if a need for the new beds has been demonstrated. Claims for benefits are lodged with Divisional Offices of the Commonwealth Department of Health in State capital cities. After processing the claims the Department posts cheques direct to the nursing homes.

9.10 Basic benefit levels are reviewed and adjusted annually to a level whereby the fees charged in respect of 70% of beds in non-Government nursing homes, approved under the National Health Act, are covered by a combination of the prescribed minimum patient contribution (explained below) plus the Commonwealth basic 'Nursing Home Benefits'. As the general level of fees in nursing homes varies between States, the amount of basic benefit payable also varies between States under the above formula. As at 4 November 1982, the maximum amount of basic 'Nursing Home Benefits' payable per day in each State and Territory was: New South Wales and Australian Capital Territory \$28.05; Victoria \$41.90; Queensland \$24.00; South Australia and Northern Territory \$32.20; Western Australia \$21.65; and Tasmania \$25.35.

9.11 The Commonwealth extensive care benefit is payable at the rate of \$6 a day, in addition to the Commonwealth basic benefit, in respect of patients who need and receive 'extensive care' as defined in the National Health Act. Application must be made for payment of the extensive care benefit. Patients must be approved by the Department prior to admission to a nursing home (except in emergency); benefits are only payable in respect of approved patients. Nursing homes must be approved by the Commonwealth Government in accordance with the National Health Act.

9.12 Basic 'Nursing Home Benefits' are payable by the Commonwealth in respect of all eligible nursing home patients other than those who are eligible to receive benefits from some other source such as workers' compensation or third party insurance. As in the case of the Commonwealth basic benefit, the extensive care benefit is payable only to eligible patients who are not entitled to receive such benefits from workers' compensation or third party insurance.

9.13 Generally all nursing home patients are required to make a minimum contribution towards the cost of their accommodation and care in the nursing home. Patients are required to make this contribution because they are generally accommodated on a long term basis in nursing homes. The minimum patient contribution is in recognition of those costs which would otherwise be incurred by a patient if not in a nursing home, bearing in mind that the nursing home is usually the permanent residence for most patients and that the patient contribution is related to the pension which is paid to assist towards the cost of living. Provision exists for the reduction or waiver of this patient contribution in certain circumstances, involving handicapped children in nursing homes, where hardship could result if the full patient contribution was required to be paid. The minimum patient contribution equals 87.5% of the single pension plus supplementary assistance and at 4 November 1982 was \$10.90 per day.

9.14 The program is in response to a long standing government commitment to assist nursing home patients. No formal evaluation of the program's objectives has been undertaken. The Auditor-General's Report on an Efficiency Audit of the Commonwealth Administration of the Nursing Home Program, though not primarily concerned with policy objectives, did address some aspects of these objectives and commented on them. Recommendations contained in his report have been acted upon. Nonetheless, no significant changes to the program are planned.

2. NURSING HOMES ASSISTANCE

Program Synopsis

9.15 Under the 'Nursing Homes Assistance' program nursing homes conducted by local government and charitable and benevolent organisations on a non-profit basis enter into an agreement under which the Commonwealth meets the homes' approved operating deficit and the cost of approved asset replacements for eligible nursing homes.

9.16 Funds are provided by way of monthly advances based on a budget approved by the Department and forwarded directly to the nursing home proprietor following receipt by the Department of audited financial statements.

9.17 Commonwealth 'Nursing Home Benefits' provided under the National Health Act 1953 are not payable to a nursing home during any period in which that nursing home participates under the deficit financing arrangements. Patients are normally required to pay a prescribed fee, equivalent to the minimum patient contribution paid by patients in non-Government homes approved under the National Health Act. (See 'Nursing Home Benefits').

9.18 A comprehensive financial inspection of each deficit financed nursing home is undertaken at least once in each financial year. In addition, an inspection is undertaken after the receipt of the organisation's audited annual statements prior to settlement of the deficit. Manpower efficiency studies are also carried out periodically.

Administrative Data

9.19 As an alternative to the provision of 'Nursing Home Benefits' under the National Health Act, the Nursing Homes Assistance Act 1974, operative from 1 January 1975, provides for direct funding of nursing homes conducted by local government and charitable and benevolent organisations. Eligible nursing home proprietors enter into an agreement under which the Government meets the home's approved operating deficit. Homes eligible to enter the program must be operated on a non-profit basis.

9.20 The aim of the program is to provide financial assistance, as an option to the 'Nursing Home Benefits' scheme, to nursing homes operated by approved religious and charitable, benevolent and similar non-profit organisations. The program is part of the Government's broader commitment to the welfare of the aged.

9.21 There is cooperation with these homes through the Australian Affiliation of Voluntary Care Associations. As with other types of nursing homes the program requires the

cooperation of State and Territory governments and operators of the nursing homes. New nursing homes and additional beds in existing nursing homes can only be introduced after approval from a joint State Government/Commonwealth Government committee which must be satisfied there is a need for the additional beds.

9.22 Actual expenditure on 'Nursing Homes Assistance' for 1981/82 was \$164.1 million. Administrative costs are not identified separately in the Department's budget but include staff salaries, computer costs and other expenses. Nor is it possible for the Department to estimate the number of staff and the manhours associated with the program as it is one in a range of activities of staff administering the program. The program is administered both within the Head Office of the Commonwealth Department of Health in Canberra and by the Divisional Office in each State.

9.23 Under the deficit financing arrangements the Commonwealth meets the approved operating deficits and the cost of approved asset replacements of nursing homes. Financial assistance is provided by way of monthly advances based on a budget approved by the Department. A final settlement is effected when audited financial statements are forwarded to the Department. Payment is made directly to the proprietor of the nursing home.

9.24 Nursing homes wishing to participate in the deficit financing arrangements must enter into a formal agreement with the Government for that purpose. Commonwealth 'Nursing Home Benefits' provided under the National Health Act are not payable to a nursing home during any period in which that nursing home participates under the deficit financing arrangements. Patients are normally required to pay a prescribed fee for their care and accommodation equivalent to the minimum patient contribution paid by patients in non-Government homes approved under the National Health Act.

9.25 Patients entitled to compensation or damages in respect of nursing home care are subject to charges other than those described above. In deficit financed nursing homes such patients are charged a fee equal to the benefits applicable to other homes plus the minimum prescribed patient contribution. In other nursing homes the appropriate approved nursing home fee is charged.

9.26 The Auditor-General's Report on an Efficiency Audit of the Commonwealth Administration of the Nursing Home Program, though not primarily concerned with policy objectives, did address some aspects of these objectives and commented on them. Detailed analysis of income and expenditure items against nursing home budgets, including analysis of operating costs of the deficit financed nursing homes have been compared with the operating costs of profit

making nursing homes. A comprehensive financial inspection of each deficit financed nursing home is undertaken at least once in each financial year. In addition an inspection is undertaken after the receipt of the audited annual statements from the organisation and prior to the settlement of the deficit. Manpower efficiency studies of nursing and other staff hours per patient by nursing home, by type or degree of nursing care required are carried out. No changes to the program are planned.

3. HOME NURSING SUBSIDY

Program Synopsis

9.27 To be eligible for a subsidy an organisation must:

- . conduct a home nursing service providing the professional services of nurses visiting the homes of their patients;
- . be operated on a non-profit basis;
- . be in receipt of State and/or local government financial assistance specifically for the operation of the home nursing service; and
- . not be conducted by a State government except in the case of a service controlled by a public hospital.

9.28 The subsidy is payable only in respect of registered nurses. The current rate (March 1983) is \$15,780 per annum for each full-time nurse or equivalent, over and above the number employed at 30 August 1956 (for an organisation operating prior to that date) and \$7,890 per annum for each full-time nurse or equivalent (for services established since August 1956). The amount of subsidy paid shall not exceed State and/or local government assistance provided for the home nursing in that year.

9.29 The subsidy is paid directly from Commonwealth Government to organisations. Organisations wishing approval to receive Commonwealth subsidy must submit an application indicating the need for and the scope of the proposed service, the area to be covered and the adequacy or otherwise of any existing services. Generally the subsidy is paid monthly or quarterly in arrears.

9.30 There is no statutory waiting period although new services may experience delays through State and/or local government funding limits.

9.31 The Commonwealth Department of Health has conducted a number of surveys of the scheme since its inception in 1956. Approved organisations must provide periodically, details of their operations, including patient particulars and distances travelled.

9.32 Currently 196 home nursing organisations are being funded under the program.

Administrative Data

9.33 The aim of this program is to support approved home nursing services thereby reducing the incidence of

institutional care of persons needing home nursing services and saving considerable costs. The program was implemented in 1956 with the Home Nursing Subsidy Act 1956. The program provides a contribution by the Government towards the operating costs of approved non-profit organisations providing home nursing services.

9.34 The program is administered solely within the Head Office of the Commonwealth Department of Health in Canberra. The scheme is implemented throughout Australia by State government and voluntary organisations. There is one staff working full-time and two staff working part-time on the program spending on it a total of approximately 3,500 manhours per year. Information regarding State and voluntary organisation administration is not readily available. The actual level of contributions to home nursing services for 1981/82 was \$16.5 million. Administrative costs are not identified separately in the grants made to the various organisations but the numbers of nurses employed by each organisation affect the amount paid each year.

9.35 The subsidy is paid directly from Commonwealth Government to organisations. Organisations wishing to be approved to receive Commonwealth subsidy must submit an application indicating the need for and the scope of the proposed service, the area to be covered and the adequacy or otherwise of any existing services. Currently 196 home nursing services are being funded under the program.

9.36 To be eligible for a subsidy an organisation must:

- . conduct a home nursing service providing the professional services of nurses visiting the homes of their patients;
- . be operated on a non-profit basis;
- . be in receipt of State and/or local government financial assistance specifically for the operation of the home nursing service; and
- . not be conducted by a State government except in the case of a service controlled by a public hospital.

9.37 The subsidy is payable only in respect of registered nurses. Claims must be lodged quarterly and an annual financial statement must be lodged with the Department within three months of the end of the financial year. The amount of subsidy paid shall not exceed State and/or local government assistance provided for the home nursing service in that year. Generally the subsidy is paid monthly or quarterly in arrears at the current rate (March 1983) of \$15,780 per annum for each full-time nurse or equivalent over and above the numbers employed at 30 August 1956 (for organisations operating prior

to that date) and \$7,890 per annum for each full-time nurse or equivalent (for organisations established since August 1956). Payment is made direct to the organisations. The program is in response to the Government's commitment to provide a comprehensive home care program. The Department has conducted a number of surveys of the scheme since its inception in 1956. Moreover, approved services must periodically provide details of their operations including patient particulars and distances travelled. No changes to the program are planned.

4. DOMICILIARY NURSING CARE BENEFIT

Program Synopsis

9.38 A person is eligible to receive the 'Domiciliary Nursing Care Benefit' if providing continuous care in a private home for a patient who would otherwise be accommodated in a nursing home, provided:

- the patient is at least 16 years old;
- a doctor has certified that the patient has a continuing need for care from a registered nurse;
- care is provided full-time - short absences for shopping, etc., are permitted; and
- the patient receives regular, at least fortnightly, visits from a registered nurse.

Beneficiaries may obtain benefits for no more than two patients simultaneously.

9.39 The benefit is paid fortnightly at the rate of \$21 per week for one patient and \$42 per week for two. Payment is by cheque, mailed to beneficiaries each fortnight directly from the Commonwealth Government. It is exempt from tax.

9.40 The program has not been formally evaluated. It was expanded in 1979 to confer eligibility on those who care for patients aged 16 to 65. Previously, the minimum age of patients cared for was 65.

Administrative Data

9.41 This is a program of direct financial assistance to people who live with, care for and arrange nursing care for patients who would otherwise require nursing home care.

9.42 The aim is to encourage the care of patients in their own homes as an alternative to nursing home care. This conforms with the goal of reducing total expenditure on health by lowering the emphasis on costly institutional care. The program is authorised by the National Health Act 1953. The program began in March 1973 and was subsequently expanded in 1979 to allow those who care for patients between the ages of 16 and 65 to be eligible. Previously, the minimum age of patients cared for was 65.

9.43 The program is administered within the Commonwealth Department of Health Head Office in Canberra. The program does not involve any links with outside organisations or other government departments. Claims are processed by the Divisional Office in each State, although cheques are posted from Head Office in Canberra.

9.44 The program is only part of the functions of the staff administering the program. It is not possible to estimate the number of staff or number of manhours involved. Actual expenditure on benefits for 1981/82 was \$21.2 million. Administrative costs are not identified separately but would be mainly salaries, computer costs and other expenses. Any person is eligible to receive the benefit who provides continuous care in a private home for a patient who would otherwise be accommodated in a nursing home, provided:

- the patient is at least 16 years old;
- a doctor has certified that the patient has a continuing need for care from a registered nurse;
- care is provided full-time - short absences for shopping, etc., are permitted; and
- the patient receives regular, at least fortnightly, visits from a registered nurse.

Beneficiaries may obtain benefits for no more than two patients simultaneously. The benefit is paid fortnightly at the rate of \$21 per week for one patient and \$42 per week for two. Method of payment is by cheque, mailed to beneficiaries each fortnight direct from the Commonwealth Government.

9.45 The program was developed in response to a demand in the community for government support for domiciliary care, but it has not been formally evaluated.

5. PARAMEDICAL SERVICES

Program Synopsis

9.46 State governments which provide approved 'Paramedical Services' mainly to aged persons in their homes are eligible for assistance under this program. Although any State is eligible to participate in the program, only Victoria, South Australia and Tasmania currently participate.

9.47 A subsidy is provided to participating States on a dollar for dollar basis. Funds are provided through the State government. There are no statutory waiting periods; matching finance for new services may be subject to budget limits.

9.48 No study has been undertaken to determine the level of need for these services in the community and no formal evaluation of the program has been undertaken.

9.49 State health authorities are the organisations involved in the delivery system for 'Paramedical Services'.

Administrative Data

9.50 The 'Paramedical Services' program was implemented through the States Grants (Paramedical Services) Act 1969. Its aim is to support the provision of 'Paramedical Services' to aged persons in their homes thereby reducing costs. The program provides for payments to some State governments as a Commonwealth contribution to the costs of providing approved 'Paramedical Services' mainly to aged persons in their homes. It supplements State incomes and assists employment of paramedical health workers.

9.51 The program is administered solely within the Head Office of the Commonwealth Department of Health in Canberra. Implementation is undertaken in Victoria, South Australia and Tasmania, in cooperation with State governments. There are two staff working part-time on the program spending a total of approximately 150 manhours per year on it. This does not include State government administration which is not readily identifiable. Actual expenditure on grants to States under the program for 1981/82 was \$1.1 million. Administrative costs are not identified separately in the Department's budget but would include staff salaries and other expenses.

9.52 The subsidy is provided to the States on a dollar for dollar basis. Before a proposed paramedical scheme is submitted to the Minister for Health for approval the State must provide details of the area to be covered, the type of services to be provided and existing services in the area. If approved, funds are then provided through the State government. Although any State is eligible to participate in the program, only Victoria, South Australia and Tasmania are currently involved.

9.53 The program is part of the Government's commitment to the welfare of the aged and to its policy of reducing, where possible, the utilisation of expensive institutions. No study has been undertaken to determine the level of need for these services in the community and no formal evaluation of the program has been undertaken.

6. ROYAL FLYING DOCTOR SERVICE

Program Synopsis

9.54 Commonwealth support for the Royal Flying Doctor Service (RFDS) dates from a Cabinet decision in 1936. A contribution is made towards the operating costs of the service. Funds are also provided for capital expenditure on a dollar for dollar basis. Grants for 1981/82 amounted to \$4.2 million, comprising \$0.6 million for capital expenditure and \$3.6 million towards operating expenditure. The program is specifically for the RFDS. The level of payment is determined each year following a detailed analysis of the past year's activities and an assessment of the organisation's need for finance, taking into account estimated funds contributed by the various societies and income raised by the RFDS through donations etc.

9.55 Payment is made directly to the RFDS by monthly advances for operating expenditure and is set at a level calculated to keep the service viable each year. Payments are made on request in respect of approved capital items.

9.56 The analysis of each year's activities of the RFDS includes a measurement of the number of flights undertaken, miles flown, the number of patients attended etc. The program has not been formally evaluated by the Department, however, a recent internal (RFDS) feasibility study of evaluation was funded under the Health Services Research and Development Grants Program.

Administrative Data

9.57 The program provides a contribution by the Commonwealth Government towards the operating costs of the RFDS. A contribution is also made on a dollar for dollar basis, with RFDS, for capital expenditure. Payments supplement income of RFDS, enabling, inter alia, employment of staff engaged in providing flying doctor services. The aim is to support health services provided to people in remote areas which would otherwise need to be provided by State or Commonwealth governments. Commonwealth support for the RFDS began in 1936 with a Cabinet decision.

9.58 The program is administered solely within the Head Office of the Department of Health in Canberra. Implementation is undertaken by seven RFDS Sections throughout Australia. The arrangement requires the cooperation of governments in the States and the Northern Territory as well as the RFDS. Grants for 1981/82 amounted to \$4.2 million (\$0.6 million for capital expenditure and \$3.6 million towards operating expenditure). Administrative costs are not identified separately in the Department's annual allocation to the RFDS but staff salaries and other expenses would be taken

into account by the RFDS in its submission to the Commonwealth each year. There are two Commonwealth Department of Health staff working part-time on the program involving approximately 140 manhours per year. This does not include administrative staff employed by RFDS.

9.59 The program is specifically for the RFDS. The level of payment is determined each year following a detailed analysis of the past year's activities and an assessment of the organisation's need for finance, taking into account estimated funds contribution by the various societies and the income raised by the RFDS through donations etc. Payment is made directly to the RFDS by monthly advances for operating expenditure and is set at a level calculated to keep the service viable each year. Payments are made on request in respect of approved capital items.

9.60 The analysis of each year's activities of the RFDS includes a measurement of the number of flights undertaken, miles flown, the number of patients attended etc. The program has not been formally evaluated by the Department. However, an internal (RFDS) feasibility study of evaluation was recently funded under the Health Services Research and Development Grants Program.

7. ISOLATED PATIENTS' TRAVEL AND ACCOMMODATION ASSISTANCE SCHEME

Program Synopsis

9.61 To be eligible for the 'Isolated Patients' Travel and Accommodation Assistance Scheme' (IPTAAS) a patient must live in a defined isolated area and be referred by a medical practitioner to the nearest suitable medical specialist for treatment more than 200 kilometres from the patient's home. Benefits are also payable for an escort/attendant for patients under 17 years old and for other patients where necessary for medical reasons.

9.62 The program provides for partial reimbursement of incurred expenses. Assistance is available as follows:

- . accommodation expenses - up to \$20 per night
- . travel expenses - patient contribution is \$20 per referral

9.63 After the travel and accommodation expenses have been incurred, the patient is required to submit a claim signed by the referring practitioner and the specialist and provide evidence of travel expenses incurred. Reimbursement is made direct by cheque to claimants.

9.64 No formal evaluation of the program has been undertaken, although it has been modified since its inception in 1978 in response to perceived needs and anomalies. The amount of statistical information being collected enables periodic reviews to be undertaken.

9.65 General medical practitioners, medical specialists, Departmental State Offices and Central Office (latter for queries and appeals) are involved in the delivery system for IPTAAS.

Administrative Data

9.66 The scheme resulted from Liberal/Country Party policy speeches in 1977 which contained promises to subsidise the added costs that people living in remote areas must pay to obtain specialist medical treatment. Its purpose is to provide financial assistance to persons living in isolated areas who, upon referral by a general practitioner, are required to travel more than 200 kilometres from their homes to receive specialist medical treatment. It provides part-reimbursement direct to patients and approved escorts/attendants of their travel and accommodation costs associated with visits to medical specialists. Payment is made under the National Welfare Fund and the scheme's

administration is tied to legislative requirements in the National Health Act 1953 and Regulations and the Health Insurance Act 1973 and Regulations.

9.67 There are thirty-two staff working full-time on the scheme. The scheme requires the cooperation of medical practitioners, (both general and specialist) in providing the necessary documentation. Claims are processed and paid by the Central Divisional Offices (in State capital cities). The Office, in Canberra, handles claims involving appeals by the claimants against Divisional Office decisions and generally oversees the operation of the scheme, including the responsibility for policy and procedural matters. The scheme is largely being implemented in rural areas. Administrative costs are not identified separately in the Department's budget but would include staff salaries and other expenses. Expenditure on travel and accommodation reimbursement for 1981/82 was \$6.3 million.

9.68 Approximately 52,000 claims were paid in 1981/82 compared to 41,000 in 1980/81. After the travel and accommodation expenses have been incurred the patient is required to submit a claim signed by the referring practitioner and the specialist and provide evidence of travel expenses incurred. The program provides for partial reimbursement of incurred expenses. Assistance of up to \$20 per night is payable for accommodation expenses except where the patient becomes hospitalised. Assistance with travel expenses is available, the first \$20 being paid by the patient. Reimbursement is made direct by cheque to the claimants.

9.69 To be eligible for assistance, a patient must live in a defined isolated area and be referred by a medical practitioner to the nearest suitable medical specialist for treatment more than 200 kilometres from the patient's home. Similar benefits are payable for an escort/attendant for patients under 17 years old and for other patients where necessary for medical reasons.

9.70 No formal evaluation of the program has been undertaken although it has been modified since its inception in 1978 in response to perceived needs and to overcome anomalies. Nonetheless, considerable statistical information is being collected from claims to enable periodic reviews to be undertaken. The program is under review, but no specific changes have been identified. The program is in response to a Government commitment to people living in remote areas.

8. HEALTH PROGRAM GRANT TO ABORIGINAL MEDICAL SERVICES

Program Synopsis

9.71 This program provides funds for the clinical activities of approved Aboriginal Medical Services. Levels of funding are based on appropriate salary ranges for agreed staff positions. Residual costs are met by the Department of Aboriginal Affairs.

9.72 Eligible services are those that were in existence in August 1978. Services receiving a grant must agree not to use direct billing arrangements. Payments are made to the services monthly, in advance.

9.73 A study of the administration of the program has not been undertaken although there are regular reviews of the operation of the various services.

Administrative Data

9.74 Payment for this program is made under the Health Insurance Act 1973. It conforms with the Government's general commitment to giving special assistance to disadvantaged groups. The aim is to raise the health status of Aboriginals to the level enjoyed by the non-Aboriginal community, and to enable Aboriginal involvement in programs designed for their own people. Funds are provided for the clinical activities of Aboriginal Medical Services. Residual costs are met by the Department of Aboriginal Affairs.

9.75 The program is administered solely in the Central Office of the Commonwealth Department of Health although the Department of Aboriginal Affairs is consulted. Contact is also maintained with State health authorities to ensure that existing resources are used where possible. Nonetheless it should be noted that Aboriginal Medical Services are autonomous incorporated bodies. They cooperate with complementary services but are required to administer their own operations and provide financial statements.

9.76 Departmental expenditure for 1981/82 amounted to \$1.520 million. Administration costs are not identified separately in the Department's budget but would include salaries and other expenses. There are two persons working full-time on the program and one person working part-time (approximately 800 hours per annum) on the program.

9.77 Eligible services are those that were in existence in August 1978. Medical services receiving a grant must agree not to use direct billing arrangements. Regular statistical and financial returns are required. Payments are made monthly, in advance.

9.78 The funds are provided direct to individual Aboriginal Medical Services. Levels of funding are based on appropriate salary ranges for agreed staff positions, and are agreed for one year, in advance. Financial data are supplied regularly to the Department during the year. In 1981/82 ten Aboriginal Medical Services have received a grant, and two more services have been approved for funding in 1982/83.

9.79 The program is part of the Government's commitment to improving the health and living standards of Aboriginals. The administration of the program has not been the subject of studies, although regular reviews of services' operations are undertaken. The program meets its objectives.

9. NATIONAL TRACHOMA AND EYE HEALTH PROGRAM

Program Synopsis

9.80 Under the 'National Trachoma and Eye Health Program' eye teams visit remote areas delivering eye care services to those who need them. The program is 100% funded by Commonwealth allocation and administered by the Commonwealth Department of Health.

9.81 The program is administered by the Royal Australian College of Ophthalmologists (RACO) which coordinates the work of Trachoma and Eye Health Committees in each State/Territory. These committees comprise ophthalmologists, Aboriginal representatives and representatives of State health authorities.

9.82 No review of the program has taken place.

Administrative Data

9.83 The objective of the program is to eradicate trachoma and provide eye health care to all Aboriginals and other Australians living in remote areas of Australia. This is in keeping with the Department's function of implementing Government policy which includes the improvement of the health of Aboriginals. The program operated in the period 1976-79 and was reactivated in 1982. The then Minister for Health, in a joint statement (with the then Minister for Aboriginal Affairs) to the Parliament on 26 May 1981, undertook to take steps to ensure that the improvements in Aboriginal eye health achieved in the period 1976-79 by the program would be consolidated by effective follow-up; hence the reactivation of the program.

9.84 Departmental expenditure on the program in 1981/82 was \$331,537 million. Estimated expenditure in 1982/83 is approximately \$1 million. Administrative costs of the program are not identified separately in the Department's budget but would include salaries and other expenses. The funding of the program is administered solely in the Central Office of the Commonwealth Department of Health in Canberra. The program is administered and coordinated by the Royal Australian College of Ophthalmologists (RACO) which coordinates the work of Trachoma and Eye Health Committees in each State/Territory. These Committees comprise ophthalmologists, Aboriginal representatives and representatives of State health authorities. The focus of the program is rural areas. The program operates in cooperation with State and Northern Territory health authorities, and one representative of each such authority is on the committee in each State. Existing resources are used where possible. Within the Commonwealth Department of Health one officer at Class 9 level assists the National Secretariat of RACO in the preparation of budgets,

consideration of policy issues and monitoring of expenditure (one day per week). In addition one Level 1 officer has oversight of these matters (one day per week).

9.85 The program is conducted on the basis of eye teams visiting remote areas delivering eye care services to those who need them. A special Departmental allocation exists for the 'National Trachoma and Eye Health Program'. Advances are made on a two-monthly basis to the RACO National Secretariat, which in turn finances the State/Territory committees.

10. STOMA APPLIANCE SCHEME

Program Synopsis

9.86 The 'Stoma Appliance Scheme' provides stoma appliances free of charge to persons who require them. Ileostomy or colostomy patients, while hospitalised, are given entitlement cards allowing them to obtain stoma appliances free from voluntary stoma associations. The Commonwealth Department of Health makes monthly payments to the associations to cover the cost of appliances provided.

9.87 Periodic surveys of usage are carried out. Planned changes to the method of storing patient details will improve the efficiency of the program administration. No formal evaluation of the program has been carried out, but wide community coverage has been achieved.

Administrative Data

9.88 Section 9A of the National Health Act 1953 provides that the Minister may arrange for 'the supply by Australia of hearing aids and such other medical or surgical aids, equipment or appliances as are prescribed to persons who require them'.

9.89 The scheme, which commenced on 1 October 1975, provides a free service to a small but disabled group in the community thereby reducing the costs burden on them imposed by their disability. The appliances are distributed to 'stomatees' who are not hospital patients by voluntary stoma associations.

9.90 Administration of the scheme is handled by the Divisional Offices in the capital cities of the States under the direction of the Head Office of the Commonwealth Department of Health in Canberra. This scheme is operated in conjunction with the 'Pharmaceutical Benefits Scheme' and separate figures for numbers of staff involved in the program are not available. Similarly, administrative costs are not identified separately in the Department's budget but would include staff salaries, computer costs and other expenses. Expenditure on appliances for 1981/82 was \$2.9 million.

9.91 Patients who have undergone an ileostomy or colostomy are usually put in touch with a voluntary stoma association while still in hospital. They are provided with entitlement cards allowing them to obtain stoma appliances free from the association. Sufficient appliances for one month's use are given to patients on completion of an order. Receipted copies of these orders are forwarded to the Commonwealth Department of Health which then pays the association for the cost of the appliances provided. Payment is made monthly to voluntary stoma associations to cover the cost of the appliances they have provided over the month to persons requiring them.

9.92 Periodic surveys of usage are carried out. Planned changes to the form of storing patient information will improve the efficiency of the program administration.

9.93 There has been formal evaluation of the program but wide community coverage has been achieved.

11. NATIONAL ACOUSTIC LABORATORIES - HEARING AID PROGRAM

Program Synopsis

9.94 The 'National Acoustic Laboratories (NAL) - Hearing Aid Program' provides audiological services, hearing aids, batteries and repairs of aids to persons under 21 years of age, pensioners with Pensioner Health Benefit Cards, ex-servicemen, supporting parents and dependants, persons on sickness benefits and some other minor groups. There is no statutory waiting period for provision of services although there are some delays due to workloads.

9.95 Since a Joint Management Review in 1979, many new procedures have been introduced to streamline operations and others are planned. There is ongoing research and evaluation of audiological technology and procedures, regarding hearing aids, methods of applying the aids, testing, fitting and after-care rehabilitation.

9.96 There are twenty-six hearing centres spread throughout all States and Territories. Some regional Victorian hospitals cooperate with NAL by providing audiological services and NAL hearing aids to eligible pensioners.

Administrative Data

9.97 The original mandate for the program was contained in the Acoustic Laboratories Act 1948. This was supplemented by the National Health Act Amendment (No. 37 of 1964) and as further amended. The current legislation is Section 9A - National Health Act (No. 1 of 1975). The program is of long standing. Ministerial approval was given on 4 November 1952 to provide for supply of hearing aids and associated services to clients of the Department of Veterans' Affairs.

9.98 The aim of the scheme is to provide audiological services including assessment of hearing problems, provision and maintenance of hearing aids and required after care for persons under 21 years, eligible pensioners, ex-servicemen and several other groups. The NAL conduct research and development to optimise assistance to people with hearing problems. Similar services are provided to members of the Defence Forces and clients of the Department of Veterans' Affairs. All these services are provided without charge.

9.99 There are twenty-six hearing centres spread throughout all States and Territories. Services are extended to the country areas throughout Australia under regular visiting programs conducted from the permanently staffed hearing centres. Head (or Central) Office is located in Sydney. Eligible repatriation pensioners are provided with audiological services and hearing aids on behalf of the Department of Veterans' Affairs. Some regional Victorian

hospitals cooperate with NAL by providing audiological services and NAL hearing aids to eligible pensioners.

9.100 There are 291 staff in the hearing centres and ninety personnel in the Central Office working full-time on the program. There are a further nine staff at hearing centres and three staff at Central Office working part-time. They work approximately 5,000 manhours per annum in the hearing centres and 3,000 manhours per annum in Central Office. Administrative expenses of the 'Hearing Aid Program' are not identified separately in NAL's budget but would include staff salaries and other expenses. Expenditure on hearing aid services (which include procurement of hearing aids, batteries, parts for repairs of hearing aids and instrumentation for testing of hearing aids) was \$7.7 million for 1981/82.

9.101 Persons eligible to receive the free audiological services, hearing aids, batteries and repairs of hearing aids are: persons under 21 years of age; pensioners with Pensioner Health Benefits Cards; ex-servicemen; supporting parents and dependants; those on sickness benefits; and several other minor groups. The service is provided directly to children (under 21) who may be referred by parents, doctors, school medical services or infant welfare services. Pensioner clients are referred only by medical practitioners. Ex-Servicemen clients are the responsibility of the Department of Veterans' Affairs.

9.102 Since a Joint Management Review in 1979, many new procedures have been introduced into NAL to streamline operations and others are planned for implementation. The current research and development program covers the development of technology and procedures including hearing aids, methods of applying the aids, testing, fitting and after-care rehabilitation. The results are published for national and international evaluation. Other potential technology and techniques are continually being evaluated for possible inclusion in 'NAL-Hearing Aid Program'.

9.103 The Committee on Review of Commonwealth Functions (RCF) recommended that the manufacture of NAL hearing aids be completely undertaken by Australian manufacturers. Tenders were called and evaluated, but the proposal did not proceed. As it is now almost two years since the calling of tenders if the Government decides to proceed, re-tendering would probably be required.

12. PROGRAM OF AIDS FOR DISABLED PEOPLE

Program Synopsis

9.104 The 'Program of Aids for Disabled People' (PADP) provides Commonwealth funds to the States/Territories for the provision of certain aids for disabled people. Payments are made either by monthly advances in respect of anticipated expenditure or by reimbursement of expenditure incurred or commitments entered into. No cash payments are made to individuals.

9.105 There are two Commonwealth eligibility criteria:

- the disability of the claimant must be of permanent or indefinite duration;
- the claimant must be ineligible to receive the appropriate aids under any other State or Commonwealth funded programs.

9.106 The program became operational nationwide in January 1982. No review has yet been undertaken. It is administered by the States which have responsibility for allocating funds among eligible claimants.

Administrative Data

9.107 It is estimated that some 7,500 disabled people throughout Australia will receive aids under PADP in 1982/83. The program is one of providing financial assistance to the States for the provision of certain aids to daily living such as basic home modifications, wheelchairs, orthoses, oxygen, wigs, prostheses, electrolarynxes, aids for incontinence, walking aids and equipment and appliances for personal use. The objective of the program is to enable people with disabilities to live more independently in a domestic (non-institutional) setting.

9.108 This was a Government initiative for the International Year of Disabled Persons (IYDP), 1981. No new legislation was necessary. Victoria was the first State to join the program and the last was N.S.W. which joined in January 1982. The program is based on Sections 9 and 9A of the National Health Act 1953 and funding is charged against the National Welfare Fund.

9.109 In 1982/83 \$5.6 million has been allocated for the program. The program is administered by the States which have the responsibility for deciding how their allocations are distributed among eligible claimants.

9.110 The Commonwealth's role relates primarily to the provision of funds, broad policy development, and overall

program administration from a national standpoint. The Commonwealth aspects of the program are administered in the Head Office of the Commonwealth Department of Health in Canberra.

9.111 Administrative costs are not identified separately in the Department's budget but relate to the salaries and associated costs of the two man section responsible for the program's administration at the national level. Departmental salary costs are estimated to be \$60,000 annually.

9.112 Day to day administration of PADP, and detailed administration procedures are the responsibility of the State/Territory health authorities and the authorised lodgement centres which operate under their supervision (e.g., hospitals, rehabilitation centres) administered by the State and Territory health authorities. These are located at various centres throughout the State. Applications for assistance under PADP are presented to State-operated lodgement centres, and where Commonwealth and State eligibility criteria are satisfied, aids are issued to individuals.

9.113 State and Territory administering authorities may claim up to 15% as an administrative loading on the cost of aids issued.

9.114 There are two Commonwealth eligibility criteria. Firstly, the disability of the claimant must be of permanent or of indefinite duration - generally this is for the prescribing medical practitioner to determine. Secondly, the claimant must be ineligible to receive such aids under any other State or Commonwealth funded programs. Under PADP, Commonwealth funds may be provided to the States/Territories either by monthly advance in respect of anticipated expenditure, or by reimbursements of expenditure incurred or commitments entered into. No cash payments are made to individuals under PADP, either by the Commonwealth or State Governments. PADP is income test free, although the State and Territory health authorities may determine priorities in the issue of aids, between different categories of aids and/or recipients. No limit is placed by the Commonwealth on the amount of a single claim.

9.115 Aids may be prescribed under PADP by authorised medical practitioners (usually by certain specified specialist medical practitioners). The resulting prescription is then presented to a State lodgement centre which will determine eligibility in terms of other government-funded programs and its own priorities (if any). Once eligibility is established the aid is ordered by the lodgement centre and when available, provided to the recipient. The States are reimbursed the cost of such aids.

9.116 Because the program only became national in January 1982, no detailed analysis of administration or other aspects of the program has been undertaken.

9.117 The program is new (N.S.W. joined the scheme in January 1982) and has not been evaluated although its operation is being closely monitored at Departmental level. There are no plans to change the program at this stage.

13. TUBERCULOSIS ALLOWANCES

Program Synopsis

9.118 Persons eligible to receive 'Tuberculosis Allowances' are permanent residents of Australia over 16 years of age who are sufferers of tuberculosis and their dependants.

9.119 The current level of allowances is:

- . sufferer without dependants in approved institution - \$74.15 per week;
- . sufferer without dependants undergoing approved domiciliary treatment - \$77.40 per week; and
- . sufferers with dependent spouse - each receives \$63.55 per week.

9.120 Payment is made by the Department of Social Security direct to patients fortnightly by cheque. The allowance is subject to an income test.

Administrative Data

9.121 Section 9 of the Tuberculosis Act 1948 provides for the payment of allowances to sufferers of tuberculosis and their dependants. The scheme became operative on 13 July 1950. The aim of the program is to prevent the spread of tuberculosis in the community by encouraging tuberculosis sufferers to give up work and undergo treatment. Payment is made direct to patients and as such assists patients who are absent from work in order to undergo treatment.

9.122 The Department's Central Office is responsible for the coordination of the program and for determining the scale of allowances to be paid. The Commonwealth Director of Tuberculosis, Canberra, is the medical referee for residents of the A.C.T. whilst in the States and the Northern Territory the power to determine whether a sufferer qualifies for a 'Tuberculosis Allowance' has been delegated to the State Government Directors of Tuberculosis. The allowances are assessed and paid by the Department of Social Security subject to an income test. State health authorities also cooperate in the implementation of the scheme.

9.123 There are two staff working part-time on the program involving approximately one hundred manhours per year. Administrative costs are not identified separately in the Department's budget but would include staff salaries and other expenses. Expenditure on allowances for 1981/82 was \$1.1 million.

9.124 Once a Director of Tuberculosis has determined that a person is medically eligible for an allowance, he refers the application to the Department of Social Security (DSS). DSS then processes the case to determine whether the person meets the income test provision. At 31 December 1981 allowances were being paid to 271 sufferers and to seventy-two dependent spouses. During 1981 a total of 313 sufferers and eighty-four dependent spouses were paid an allowance.

9.125 The payment is made direct to the tuberculosis sufferer fortnightly by cheque. The current level of allowances is:

- . sufferer without dependants treated in approved institution - \$74.15 per week;
- . sufferer without dependants undergoing approved domiciliary treatment - \$77.40 per week;
- . sufferers with dependent spouse - each receives \$63.55 per week.

9.126 The allowance is payable to any permanent resident of Australia over 16 years of age who is medically eligible subject to an income test. It ceases to be paid when, in the opinion of the Director of Tuberculosis, the patient has become non-infectious and the disease has been sufficiently arrested to enable the person to resume normal employment or activity, or where there is no immediate prospect of relapse if the allowance is withdrawn. The allowance may also be withdrawn on the recommendation of a Director of Tuberculosis if the sufferer fails to observe instructions by the Director regarding treatment. About 280 persons are paid the allowance at any one time. The allowance is not payable overseas.

9.127 The current scheme replaced an earlier one under which the Commonwealth paid the States \$0.5 million a year for allowances to tuberculosis sufferers. As from 31 December 1976 the Commonwealth decided to terminate financial arrangements with the States in connection with the tuberculosis campaign. At the same time the Commonwealth decided to continue the scheme of 'Tuberculosis Allowances' as a safeguard against the spread of tuberculosis and to retain the National Tuberculosis Advisory Council.

9.128 The last major review of the program was conducted in 1976 and led to the Commonwealth Government's decision to terminate the financial arrangements with the States.

9.129 The number of allowances current at 31 December 1976 was 299. This compares with 271 at 31 December 1981.

9.130 Statistics on 'Tuberculosis Allowances' are obtained on a four-weekly basis from the State Branches of the

Department of Social Security. In 1979 a new format for recording statistics was introduced to ensure uniformity by recording separately allowances paid to sufferers and to their dependent spouses. Since 1979 the figures recorded at the end of each calendar year relate only to allowances paid to tuberculosis sufferers. Earlier years would have included some allowances paid to dependent spouses.

9.131 Since 1976 there has been a gradual increase in the number of notifications of tuberculosis classified as moderately advanced and advanced.

9.132 Detailed statistics on tuberculosis are obtained on an annual basis from all Directors of Tuberculosis. Because of this ongoing evaluation further research into the program is not considered justified.

9.133 No changes to the program are planned.

14. BLOOD TRANSFUSION SERVICES

Program Synopsis

9.134 All Australian Red Cross 'Blood Transfusion Services' are eligible for financial assistance.

9.135 Funds are paid to the various Red Cross 'Blood Transfusion Services' in accordance with the following arrangements. In the States and the Northern Territory the Society provides 5% of the net operating costs or 10% of its donations in the previous year, whichever is the lesser; the States provide 60% and the Commonwealth the remainder of the net operating cost. The Commonwealth also meets the costs of processing by the Commonwealth Serum Laboratories. Capital cost is shared on a dollar for dollar basis with the States.

9.136 Commonwealth funds are provided monthly in advance through the States. In the A.C.T. the Commonwealth meets all costs apart from the contribution from the Australian Red Cross Society.

9.137 There is ongoing evaluation of the program and it is also subject to Commonwealth Audit and Internal Audit.

Administrative Data

9.138 The Commonwealth has subsidised the Red Cross 'Blood Transfusion Services' since 1952. In a Cabinet decision in 1954 the Commonwealth offered each State a grant being a percentage of the certifiable operating expenses of the 'Blood Transfusion Services'. It was also agreed in 1976 to share capital expenditure with the States in respect of approved programs on a dollar for dollar basis.

9.139 The program provides for a grant by the Commonwealth Government to the Australian Red Cross Society in the States and Territories towards the operating and capital costs of conducting its 'Blood Transfusion Services'. The Society conducts the 'Blood Transfusion Services' on a non-profit basis. The purpose of the program is to ensure the viability of the 'Blood Transfusion Services' in Australia.

9.140 There are two Commonwealth staff working part-time on the program involving approximately 1,000 manhours per year. Information on State and Society administration staff is not available. The program is administered solely in the Central Office of the Commonwealth Department of Health in Canberra, and implemented throughout Australia. It operates with the cooperation of Red Cross Societies and State Governments. Administrative costs of the 'Blood Transfusion Services' are not identified separately in the annual allocation to the Red Cross Society but would form part of the Society's request for funds each year. Commonwealth expenditure on grants for 1981/82 was \$8.9 million.

9.141 All Australian Red Cross 'Blood Transfusion Services' are eligible. They are paid their funds indirectly through State governments in accordance with the following arrangements. In the States and the Northern Territory the Society provides 5% of the net operating costs or 10% of its donations in the previous year, whichever is the lesser; the States provide 60% and the Commonwealth the remainder of the net operating cost. The Commonwealth also meets the costs of processing by the Commonwealth Serum Laboratories.

9.142 Capital cost is shared on a dollar for dollar basis with the States. Commonwealth funds are provided monthly in advance through the States. In the A.C.T. the Commonwealth meets all costs apart from the contribution from the Australian Red Cross Society.

9.143 The Commonwealth Government is represented on the National Blood Transfusion Committee which meets regularly to review the operation of 'Blood Transfusion Services' throughout Australia. Each year proposals are received from the Australian Red Cross Society, through the States and Territories, showing proposed programs of capital expenditure and amounts anticipated as being required for operational expenditure. These proposals are examined within the Department and recommended for approval to the Minister. In this way the program is a response to a need for a nationally coordinated blood transfusion service and does meet its objectives.

15. HEALTH PROGRAM GRANTS

Program Synopsis

9.144 'Health Program Grants' of varying size are paid by monthly advances direct to approved organisations and are acquitted at the end of the financial year upon receipt of audited financial statements.

9.145 Approved organisations are those which provide health screening, preventive health services and general medical services by medical practitioners employed on a salaried or sessional basis. Only non-profit organisations are eligible to receive a grant.

9.146 Approved organisations are eight State and Territory Family Planning Associations, two Low Vision Clinics (Victoria and S.A.), the Haymarket Foundation and the Yallourn Medical and Hospital Society.

9.147 The program has not been formally evaluated. Monthly advances are acquitted/adjusted at end of financial year and are also subject to Commonwealth Audit and Internal Audit.

Administrative Data

9.148 'Health Program Grants' were introduced on 1 July 1975 as part of the Medibank program. The arrangements are authorised under Part IV of the Health Insurance Act 1973. Main changes to the program have been in 1976, when the Medibank arrangements were changed, and in November 1978, when Aboriginal medical services were allowed to apply for 'Health Program Grants' in lieu of the bulk-billing arrangements. The aim of the program is to give financial assistance to non-profit organisations which provide health screening, preventive health services and general medical services, as an alternative to the payment of medical benefits on a fee-for-service basis. The program supplies a subsidy to organisations for health services provided by medical practitioners employed on a salaried or sessional basis. Payments supplement the income of the organisations and enable continued employment of personnel providing health services.

9.149 The program is administered solely in the Head Office of the Commonwealth Department of Health in Canberra. It is only a part of the functions of the staff involved in its administration and so it is not possible to estimate the number of staff or number of manhours involved. Administrative costs are not identified separately in the Department's budget. Expenditure on grants for the year 1981/82 was \$3.4 million.

9.150 Grants are made by monthly advances direct to the approved organisations. The organisations that are approved

include eight State and Territory Family Planning Associations, two Low Vision Clinics (Victoria and S.A.), the Haymarket Foundation, Sydney (an alcohol/drug clinic) and the Yallourn Medical and Hospital Society. Only non-profit organisations are eligible to receive a grant. Main conditions of the grant are that organisations must charge for their services (except in special circumstances) and proper accounting and audit procedures must be followed. 'Health Program Grants' are paid direct to the organisations, usually monthly in advance, and grants are acquitted at the end of the financial year upon receipt of audited financial statements.

9.151 The program was developed in Medibank Mark 1 as an alternative method of funding to direct billing. The original arrangements have been changed though the basic rationale remains. The program has not been formally evaluated and no changes to the program are planned.

16. COMMONWEALTH MEDICAL BENEFITS

Program Synopsis

9.152 To be eligible for 'Commonwealth Medical Benefits' (CMB) a person must be:

- a contributor to a registered health insurance organisation;
- a Health Care Card holder (low income earners, unemployed, special beneficiaries and migrants or refugees in their first six months in Australia);
- a Health Benefits Card holder (recipients of 'Sickness Benefit');
- a Pensioner Health Benefits (PHB) Card holder (all eligible pensioners) e.g. age, invalid, widows, supporting parents and a dependant of such a person.

9.153 Payments are made as set out in the Medical Benefits Schedule - i.e., 85% of Schedule Fee for services whose Schedule Fee is less than \$67. Thereafter the benefit is the difference between Schedule Fee and \$10 maximum patient payment per service or \$5 in case of PHB patients.

9.154 Medical Benefits are paid through registered health insurance organisations, or direct to medical practitioners through the direct billing payment system. Benefits are not taxable. Health insurance contributions were tax deductible at the general rate until 30 June 1983.

9.155 There is no waiting period for the Commonwealth benefits but there is a 2 month waiting period for fund benefits.

9.156 There is an annual review of the Schedule of Fees on which medical benefits are based, and ongoing analysis of coverage and benefits.

Administrative Data

9.157 The payment of 'Commonwealth Medical Benefits' dates back to 1953. Payments are now made under the Health Insurance Act 1973. They are a contribution by the Government towards costs incurred in the delivery of medical services and certain specialist dental and optometrical services by medically insured persons and those persons covered by PHB and persons in special need arrangements. The objective of the current program is to provide protection to eligible pensioners and persons in special need and to assist all medically insured persons against costs incurred in the delivery of medical services, certain specialised dental services and optometrical consultations.

9.158 The program is largely administered by the State Headquarters of the Commonwealth Department of Health in State capitals with policy development and overall monitoring being undertaken in the Central Office in Canberra.

9.159 Its implementation requires the cooperation of the medical profession, the registered health insurance organisations and the Department of Social Security.

9.160 Full-time operative staff as of 16 June 1982 are shown in Table 9.1.

Table 9.1: Full-Time Operative Staff - Commonwealth Medical Benefits: as of 16 June 1982

Staff Location	Number
Central Office - Policy	57
- Operations	30
N.S.W. - Medical Benefits Processing	177
Vic. "	94
Qld. "	54
S.A. "	33
W.A. "	30
Total	475

9.161 Table 9.1 shows the number of staff directly involved in the program. It does not include staff indirectly involved such as ADP Central Office, Management Services Central Office or administrative staff in Divisional Offices.

9.162 Actual expenditure on 'Commonwealth Medical Benefits' for 1981/82 was \$772.8 million plus a subsidy of \$3.7 million to registered medical benefits organisations for processing claims for (uninsured) eligible pensioners and persons in special need and their dependants. Administrative costs are not identified separately in the Department's budget but would include staff salaries, computer costs and other expenses.

9.163 To be eligible for medical benefits a person must be:

- a contributor to a registered health insurance organisation;
- a Health Care Card holder (low income earners, unemployed, special beneficiaries and migrants or refugees in their first six months in Australia);
- a Health Benefits Card holder (recipients of 'Sickness Benefit'); or

- a Pensioner Health Benefits Card holder (all eligible pensioners) e.g., age, invalid, widows, supporting parents and a dependant of such a person. Pensions are subject to income test.

9.164 The payment of 'Commonwealth Medical Benefits' is made indirectly, in three ways:

- through registered health insurance organisations. Contributors to these organisations lodge claims with the organisations for insurance benefits. The organisations pay both the fund benefit (55%) and the Commonwealth benefit (30%) for the medical services involved. The organisations then claim reimbursement from the Commonwealth;
- through registered health insurance funds. Holders of Health Care Cards, Health Benefits Cards and Pensioner Health Benefit Cards for whom the doctor does not direct bill, lodge claims with the organisation. Benefits are paid by the funds, on behalf of the Commonwealth. The funds claim reimbursement from the Commonwealth; and
- direct to medical practitioners through the direct billing payment system. Under this system patients who are holders of a Health Benefit Card or a Pensioner Health Benefit Card may, at the doctor's discretion, be treated without direct charge. In the case of Health Care Card holders, the doctor is not permitted to recover any additional amount from the patient if he direct bills for that service. The doctor then claims an agreed proportion (minimum 85%) of the Schedule Fee direct from the Commonwealth. Payment is made direct to the doctor by the Commonwealth.

9.165 Statistics on services rendered for which a medical benefit was paid are collected by the Department from registered health insurance organisations and through the direct billing system administered by the Department. Continuing analysis of coverage, of the relationship between schedule fees and benefits, and of medical fee charges, is carried out to monitor effectiveness of the program. The objectives of the program were last reviewed in early 1981 following the presentation to the Government of the report of the Commission of Inquiry into the Efficiency and Administration of Hospitals. The fees on which medical benefits are based are usually reviewed each year by an independent public inquiry established by the Government for that purpose.

9.166 The principle of subsidising patients' medical costs has been accepted by Governments of both major parties. The

most recent study of the program's administration was carried out by the Joint Management Review Team into the CMB and related processing systems.

17. PHARMACEUTICAL BENEFITS SCHEME

Program Synopsis

9.167 'Pharmaceutical Benefits' are available to all persons in Australia, for pharmaceutical products recommended by the Pharmaceutical Benefits Advisory Committee. Approved pharmacists are reimbursed for the cost of pharmaceutical products provided to patients less the amount of patient contribution payable.

9.168 Patient contribution arrangements for pharmaceutical products are as follows:

• Holders of Pensioner Health Benefit Cards and Health Benefit Cards (and their dependants)	No charge
• Holders of Health Care Cards and Pharmaceutical Benefits Concession Cards	\$2 per prescription item
• Others	\$4 per prescription item

9.169 The scheme is usually reviewed in the Budget context and has been the subject of several inquiries.

Administrative Data

9.170 The program had its origins in the late 1940s and early 1950s. The current scheme was introduced in 1960. It has been continued by successive Governments. Payments are made under the National Health Act 1953. They provide a government contribution towards the cost of supply of certain pharmaceutical products and are an indirect income supplement by reducing the cost to patients of pharmaceutical prescriptions. The objective is to allow a wide range of drugs and medicinal preparations to be made available free of charge to eligible pensioners and at a subsidised cost to all other persons in Australia.

9.171 There are 776 staff working full-time on the program. In addition a considerable number of ADP staff are employed in the claims processing area on a part-time basis. Administrative costs are not identified separately in the Department's budget but would include staff salaries, computer costs and other expenses. The program requires the cooperation of pharmacists, medical practitioners and participating dental practitioners for its operation. It is administered by the Divisional Offices in capital cities of

the States under the direction of the Head Office in Canberra, and is implemented throughout Australia. Expenditure on benefits (including 'Pharmaceutical Benefits' for pensioners) for 1981/82 was \$390.8 million.

9.172 'Pharmaceutical Benefits' are available to all persons in Australia. They are available only for pharmaceutical products recommended by the Pharmaceutical Benefits Advisory Committee (PBAC). The products available are listed in Schedules of Pharmaceutical Benefits issued to doctors, pharmacists and participating dentists. Normally the products must be prescribed by a doctor or dentist and the prescription processed by an approved pharmacist. Pharmacists are reimbursed each month for the cost of the pharmaceutical products supplied less the amount of patient contribution, currently \$4.00. The average payment by the Commonwealth to pharmacists is approximately \$3.77 per prescription.

9.173 Holders of Health Benefit Cards and Pensioner Health Benefit Cards, and their dependants are eligible to receive the pharmaceutical products free of charge. As from 1 January, 1983 holders of Health Care Cards and Pharmaceutical Benefits Concession Cards are eligible to pay a concessional patient contribution of \$2.00 per prescription item.

9.174 The scheme is normally reviewed by the Government in the Budget context. The Pharmaceutical Benefits Advisory Committee constantly reviews the list of items available as 'Pharmaceutical Benefits'. Evaluation is ongoing and involves procedures implemented to monitor the scheme from both quantitative and qualitative aspects. Moreover, the scheme has been the subject of several inquiries, the most recent major inquiry being the Pharmaceutical Manufacturing Industry Inquiry (Ralph Inquiry).

18. PRIVATE HOSPITAL BED DAY SUBSIDY

Program Synopsis

9.175 The 'Private Hospital Bed Day Subsidy' is payable for all non-compensable patients of private hospitals approved under the Health Insurance Act 1973.

9.176 The level of subsidy is currently \$16.00 per day for non-surgical patients and \$28.00 per day for surgical patients. Payments are made direct to hospitals in response to claims submitted.

9.177 While the program has not been formally evaluated, it is subject to ongoing monitoring by Departmental auditors.

Administrative Data

9.178 The aim of the program is to subsidise the cost to patients of private hospital accommodation. The daily bed subsidy to private hospitals began at the time of the introduction of the original Medibank arrangements in 1975/76. Payments are made under the Health Insurance Act. The previous Government made a public commitment to assist the viability of private hospitals. The program is a contribution by the Government towards patients' private hospital bed day costs. Payment is made direct to private hospitals in response to their applications. Payments supplement the income of private hospitals who would otherwise be required to levy the extra charge on patients - the latter would need to pay higher health insurance premiums or higher full costs of hospitalisation if not insured.

9.179 The control of private hospital development is basically the responsibility of State governments. However, overseas-owned companies or Australian subsidiaries of overseas-owned companies require approval from the Foreign Investment Review Board (FIRB) before construction or purchase of a private hospital can go ahead. FIRB consults interested Departments, including the Department of Health, before decisions are made.

9.180 The program is administered within the Commonwealth Department of Health Head Office in Canberra. Claims are processed by the Divisional Office in each State, although cheques are posted from Head Office in Canberra. The program is only part of the functions of the staff administering the program. It is not possible to estimate the number of staff or number of manhours involved. Similarly, administrative costs are not identified separately in the Department's budget but would include staff salaries, computer costs and other expenses. Actual expenditure on the subsidy for 1981/82 was \$84.4 million.

9.181 Payments are made direct to the hospital in response to claims submitted. The hospital is required to show the Commonwealth payments as a deduction from the patient's gross account. The level of subsidy is currently \$16 per day for non-surgical patients and \$28 per day for surgical patients. The subsidy is payable for all non-compensable patients of private hospitals approved under the Health Insurance Act. Patients undergoing specified surgical procedures are eligible for the higher rate of subsidy. Patients in private hospitals are charged the bed day cost less the subsidy. The subsidy is then claimed from the Commonwealth by the private hospitals and, after the claim has been processed, a cheque is posted to them.

9.182 The program has not been formally evaluated, however Departmental auditors undertake a program of financial inspections of all private hospitals to monitor the correct expenditure of Commonwealth monies. A recent by-product of these payments has been the availability of comprehensive statistics on services provided in private hospitals. Submissions are made to the Government from time to time by representatives of the private hospital industry seeking changes to the program, usually an increase in the subsidy. These submissions assist the Government in gauging the effectiveness of the program.

19. HOSPITAL BENEFITS REINSURANCE TRUST FUND

Program Synopsis

9.183 All registered hospital benefits organisations must participate in reinsurance arrangements, to ensure that organisations with disproportionately large numbers of high risk members are not disadvantaged.

9.184 Commonwealth contribution to the 'Hospital Benefits Reinsurance Trust Fund' for 1981/82 and 1982/83 was \$100 million, and for 1983/84 is estimated to be \$20 million. Advances are made at the commencement of each quarter in anticipation of net deficits for that quarter.

9.185 No formal evaluation of this program has been undertaken.

Administrative Data

9.186 The program provides financial assistance to the registered health insurance organisations for their coverage of members with high utilisation rates of hospital services. This allows premiums to be set according to the community rating principle. It ensures that registered hospital benefits organisations with disproportionately high numbers of high risk members are not disadvantaged. The ultimate beneficiaries are members of health insurance organisations who receive the benefit indirectly from the Commonwealth Government.

9.187 Section 738C of the National Health Act 1953 provides for the Commonwealth and the hospital insurance funds to share the burden of meeting any deficits in reinsurance accounts. The program was introduced on October 1, 1976, and is subject to an annual appropriation.

9.188 The program is administered jointly by trustees comprising industry and Departmental representatives. Joint responsibility is assured since the trustees report directly to the Minister.

9.189 There are five staff working part-time on the program, involving approximately 2,000 manhours per year. Administrative costs are not identified separately in the Department's budget but would comprise staff salaries, computer costs and other minor expenses. Expenditure on the 'Reinsurance Trust Fund' for 1981/82 was \$100 million.

9.190 All registered hospital benefits organisations must participate in the reinsurance arrangements i.e., each such organisation must operate a reinsurance account. Moreover, a member's contribution to a basic table must be transferred to the reinsurance account once he or one of his dependants is

hospitalised for more than thirty-five days in a year. Then all basic hospital benefits in respect of that membership are paid out of the reinsurance account for the remainder of that year and the contribution income received from reinsurance account contributors must be included in that account.

9.191 The net deficits of all health insurance organisations' reinsurance accounts are aggregated each quarter. The quarterly Commonwealth contribution of \$25 million is deducted from this aggregate and the balance is redistributed among all organisations in accordance with a formula based on the membership of each organisation. Advances are made at the commencement of each quarter in anticipation of net deficits for that quarter.

9.192 The program is a simple one and meets its objectives. No formal evaluation has been undertaken.

CHAPTER 10
DEPARTMENT OF ABORIGINAL AFFAIRS

1. Torres Strait Islands - Provision of Transport Facilities
2. State Grants Health Program
3. Grants-in-Aid Health Program
4. Grants-in-Aid Legal Aid Program
5. Grants-in-Aid Social Support Program
6. Grants-in-Aid Employment Program - Special Work Projects
7. States Grants Training Program
8. Grants-in-Aid Training Program
9. States Grants Employment Program
10. Community Development Employment Project Scheme

1. TORRES STRAIT ISLANDS - PROVISION OF TRANSPORT FACILITIES

Program Synopsis

10.1 A subsidised helicopter service is operated by a private company in the Torres Strait Islands providing medical services, hospital evacuations and passenger services to communities not serviced by fixed wing operations.

Administrative Data

10.2 The program provides for subsidies for a transport network for Aboriginal communities in the Torres Strait Islands. A subsidised helicopter service is operated under contract by Aviation Developments Pty Ltd, providing medical services, hospital evacuations and passenger services to communities not serviced by fixed wing operations. The program is the result of Prime Ministerial undertakings in November 1976 to the effect that the Commonwealth would support the service. It has Ministerial approval in terms of parameters for contract negotiations and is funded through Appropriation Acts.

10.3 In 1981/82 a total of 1004 hours were flown by Aviation Developments Pty Ltd, at a cost of \$202,000. The 1982/83 costs were \$299,994.

10.4 Administrative costs to the Department are not separately identifiable, but are minimal. They relate mainly to the checking of invoices claiming reimbursement of the number of actual hours flying time undertaken and processing of payment cheques. Checking of flying times is undertaken by the Area Office in the Torres Strait and payments are processed in the Regional Office in Brisbane.

10.5 The Department of Administrative Services calls tenders and assists in the negotiation of the contract. Otherwise, all program responsibility rests with this Department. The contractor submits invoices on a monthly basis detailing the number of hours flown and the routes flown. These are checked by Area and Regional officers and fare receipts (based on the fixed wing air fare plus 10%) are deducted from the payment eventually made. The contract rate in 1981/82 was \$306 per hour, less fare receipts, with a guaranteed minimum of 700 hours flying time.

10.6 A new flight schedule was introduced on 1 December 1982 which reduced flying hours to a guaranteed minimum of 500 hours (compared with 700 hours in the expired contract) and ceased helicopter services to a number of islands as airstrips are completed on them and fixed wing schedules are introduced. Invoices are received monthly from the contractor, checked and processed by the Department and then paid. All persons are entitled to use the scheduled services of the helicopter dependent on seat availability.

10.7 The program arose out of representations from Torres Strait Islanders concerned at the lack of transport facilities on a number of islands for medical and hospital evacuations and lack of normal passenger air services. The service commenced in July 1978 to those islands not serviced by fixed wing flights. The helicopter service does not compete with fixed wing operations.

10.8 The service was reviewed in 1982 with a view to rationalising flight services and schedules, reviewing cost efficiency, and recommending tendering arrangements when the contract expired on 1 July 1982. The review recommended changes to flight schedules, including a reduction in flying hours and a reduction in the minimum flying hours guarantee, as well as general parameters for the new contract. As new fixed wing airstrips are provided on Torres Strait Islands, the need for helicopter services will diminish. However, some islands cannot cater for fixed wing operations, and helicopter services will be required for some time.

2. STATES GRANTS HEALTH PROGRAM

Program Synopsis

10.9 All Aboriginals and Torres Strait Islanders are eligible to receive services provided by State health authorities under the program. Preventive health services are free of charge, while dental services are income tested. No cash payments are made. Similar services may in some cases be provided to non-Aboriginal pensioners and beneficiaries by State public health agencies. There is no waiting period.

10.10 The program was reviewed during the period 1979-81 and periodic project reviews may be undertaken.

Administrative Data

10.11 The program is intended to stimulate, support and coordinate health programs which would improve the standard of Aboriginal health and raise it to that of the Australian community. Priority is given to the expansion of Aboriginal development of programs and delivery of services through increased Aboriginal employment and training in State departments. Cabinet decision, Ministerial approval and Appropriation Bills for States Grants provide the mandate for the program.

10.12 The 1982/83 appropriation is \$15,649,000 dissected by State as shown in Table 10.1:

Table 10.1: Appropriation - States Grants Health Program:
1981/82(\$)

State	Appropriation
New South Wales	2 056 970
Victoria	20 895
Queensland	4 308 000
South Australia	1 873 300
Western Australia	7 361 800
Tasmania	28 035
Total	15 649 000

10.13 The description of the administrative arrangements for this program is similar to those for previous programs, except that the 'Health Program' forms part of the Department's States Grants program, and administrative responsibility rests with the Department. Close liaison is maintained with the Commonwealth Department of Health on joint policy matters.

10.14 Grant monies are released to State Treasuries by cheque, at intervals stipulated in the States Grants Procedures Manual. Aboriginals are entitled to the following services:

- health (mainly preventive and educative) - free of charge;
- alcohol counselling (N.S.W. only) - free of charge;
- dental (S.A. only) - free of charge to patients entitled to free treatment as disadvantaged persons.

In 1982/83 the Department will indirectly fund twenty-eight programs through State Health Departments and Commissions. The program provides employment for an estimated 800 persons in such areas as preventive medicine, health education, nutrition, and dental programs.

10.15 The program was reviewed in the context of reports to the previous Government, including:

- 'Aboriginal Health', House of Representatives Standing Committee on Aboriginal Affairs; and
- 'Program Effectiveness Review' (PER), Department of the Prime Minister and Cabinet.

The main conclusions of the review were detailed in the announcement of the former Government's revised policy on Aboriginal health on 26 May 1981. Further research into the administration of the program is undertaken through periodic project reviews. Moreover, the Minister for Aboriginal Affairs periodically issues directives on methods of program administration and implementation. Significant expansion of this program is not expected. Rather, it is expected that relevant State departments will increasingly fulfil their responsibility to provide acceptable health services to Aboriginals, consistent with their obligations to Aboriginals as citizens.

3. GRANTS-IN-AID HEALTH PROGRAM

Program Synopsis

10.16 All Aboriginals and Torres Strait Islanders are eligible to receive services provided by Aboriginal-controlled health care organisations. Medical treatment is provided free of charge to persons considered disadvantaged under the Disadvantaged Persons Health Scheme (DPHS). Contributions are expected to the cost of alcohol rehabilitation programs. Dental treatment is generally free. No cash payments are provided. There is no waiting period.

10.17 Medical services are equivalent to those provided to non-Aboriginals under the DPHS but less than those for pensioners. Alcohol rehabilitation services are similar to those provided by the States to non-Aboriginals. Dental services are provided on a more liberal basis than under the DPHS.

10.18 The program was reviewed in the period 1979-81, and individual project reviews are conducted periodically.

Administrative Data

10.19 The program is intended to improve Aboriginal access to health services, including preventative and primary medical services, dental services and alcohol rehabilitation. These services are in areas of significant Aboriginal population where existing services are inadequate or are not accepted by Aboriginals due to socio-cultural differences.

10.20 Medical services are provided free of charge to disadvantaged clients. Residential alcohol rehabilitation projects generally are expected to make a charge, comprising a major percentage of any pension or benefit, as a patient contribution to the operation of the service. The balance of the cost of these services to disadvantaged clients is free of charge and would supplement income indirectly. Dental programs are provided free of charge to all patients and may therefore be considered a supplement to those who would not otherwise be eligible for treatment at dental hospitals.

10.21 The program derives its mandate from a Cabinet decision and has Ministerial approval and appears in the Appropriation Bills for Grants-in-Aid.

10.22 The 1982/83 appropriation was \$8,515,000 divided between the States as shown in Table 10.2:

Table 10.2: Appropriation - Grants-in-Aid Health Program:
1982/83(\$)

State	Appropriation
New South Wales	1 427 285
Victoria and Tasmania	1 265 245
Queensland	1 648 100
South Australia	830 100
Western Australia	914 400
Northern Territory	2 133 025
National	296 845
Total	8 515 000

10.23 The 'Health Program' forms part of the Department's Grants-in-Aid program, and administrative responsibility rests with this Department. Twelve Aboriginal medical services receive 'Health Program' grants from the Commonwealth Department of Health to provide for the salaries and oncosts of clinical staff employed on those Services. (Clinical staff include doctors, nurses and medical receptionists.) Some other services can and do bulk-bill for doctor consultations. Close liaison is maintained with the Commonwealth Department of Health on joint policy matters. Consultation with State departments is required by Ministerial directive when new health services are being considered.

10.24 In 1982/83 the Department directly funded seventy-seven Aboriginal managed medical, dental and alcohol rehabilitation services. This conforms with the Department's policy to develop Aboriginal responsibility for, and involvement in, the improvement of their own health; the participation of Aboriginals in the delivery of medical/health services; and the development through training of Aboriginal expertise in all aspects of health care and administration. The funded services employ some 352 Aboriginals and sixty-three non-Aboriginals.

10.25 Aboriginals are eligible for a variety of services. Medical services are free of charge in cases where patients are entitled to free treatment as disadvantaged persons. Alcohol services are not income tested, but clients are generally in receipt of income maintenance payments by pensions or benefits and are required to contribute to their treatment from such funds. Dental care is generally free of charge to all patients and not income tested. Grant monies for these purposes are released to specified organisations by cheque, usually on a quarterly basis.

10.26 Various reports to Government have pointed to the need for the program including the following:

- 'Aboriginal Health', House of Representatives Standing Committee on Aboriginal Affairs;
- 'National Trachoma and Eye Health', Royal Australian College of Ophthalmologists;
- 'Program Effectiveness Review' (PER), Department of the Prime Minister and Cabinet.

10.27 There are demands from Aboriginal medical services for increasing support for existing services, and for new services. The objectives of the program were reviewed in the above three reports, which resulted in the announcement of the former Government's revised policy on Aboriginal health on 26 May 1981. The main conclusions from the reviews are detailed in the Ministerial statement of May 1981, copies of which are available from the Department.

10.28 Further research into the administration of the program is undertaken through periodic project reviews and the Departmental research program supporting policy development.

10.29 The Minister for Aboriginal Affairs periodically issues directives on methods of program administration and implementation, and eligibility criteria. It is expected that this program will continue to expand.

10.30 It is the Government's policy that State authorities in the Aboriginal health field assume more financial responsibility for Aboriginal health in recognition of their obligations to Aboriginals as citizens.

4. GRANTS-IN-AID LEGAL AID PROGRAM

Program Synopsis

10.31 The 'Grants-in-Aid Legal Aid Program' finances eighteen independent Aboriginal Legal Services to provide legal advice and representation to Aboriginals, who remain over-represented in court and prison statistics and disadvantaged socially, economically and legally.

10.32 The Minister for Aboriginal Affairs has established a professionally-based inquiry to examine ways of improving Aboriginals' access to legal aid, and the effectiveness of that aid.

Administrative Data

10.33 The program is intended to provide Aboriginals with access to appropriate legal advice and representation, particularly in respect of criminal cases in the courts, to test cases to establish Aboriginals' legal rights, to improve the situation of Aboriginal juvenile offenders before the law, and to promote improved relations between Aboriginals, the police and persons employed in the administration of justice. It pays particular attention to Aboriginals in rural and remote areas who lack access to other forms of assistance generally available to the community. A Cabinet decision, Ministerial approval and Appropriation Bills for Grants-in-Aid are the mandate for the program.

10.34 The 'Legal Aid Program' forms part of the Department's Grants-in-Aid program, and administrative responsibility rests with the Department of Aboriginal Affairs.

10.35 The 1982/83 appropriation was \$7,962,000 divided by State as shown in Table 10.3:

Table 10.3: Appropriation - Legal Aid Program : 1982/83(\$)

State	Appropriation
New South Wales	1 803 371
Victoria and Tasmania	864 968
Queensland	1 807 421
South Australia	842 086
Western Australia	1 290 760
Northern Territory	1 353 370
National	100 255
Total	7 961 976

10.36 In 1982/83 the Department funded eighteen independent Aboriginal Legal Services providing advice, representation and related services for an estimated 70,000 cases from forty-seven offices. Grant monies are released to organisations by cheque, usually on a quarterly basis. Aboriginals are entitled to the services provided free of charge. Some 185 Aboriginals and eighty-six non-Aboriginals will be employed to deliver these services.

10.37 Initial steps toward the establishment of an Aboriginal legal service were taken in Sydney in 1970, when a small number of Aboriginals and other concerned members of the community organised themselves into a group with the aim of assisting Aboriginals. There was evidence of a very high rate of arrests of Aboriginals who were mostly unable to pay for legal representation. The Commonwealth agreed to support an independent Legal Service, on a pilot basis.

10.38 Following the experience of the Aboriginal Legal Service in New South Wales, similar organisations were established in the other States and the Northern Territory. Since 1971 the Commonwealth Government has provided financial support to Aboriginal Legal Services through Grants-in-Aid administered by the Department of Aboriginal Affairs in an attempt to ensure that Aboriginals have access to legal advice and representation.

10.39 In the absence of comprehensive statistics, it is impossible to precisely assess Aboriginal demand for legal aid and the extent to which it is being met by the various legal aid agencies. The Department, in consultation with the Attorney-General's Department, is in the process of determining the most appropriate method of assessment. In the meantime, however, the Aboriginal Legal Services unanimously report that they do not have sufficient resources to meet the demands placed upon them, particularly in the area of serious criminal offences. It is possible that initiatives arising out of the Australian Law Reform Commission's current inquiry into the possible recognition of Aboriginal customary law may require new and increased efforts by the Aboriginal Legal Services. In addition there are increased demands from the Aboriginal community for assistance in mounting legal cases on land matters, and it is to be expected that Aboriginal Legal Services will be asked to provide much of the expertise in these cases.

10.40 In general, the different nature of the work undertaken by Aboriginal Legal Services and their means of carrying out this work (e.g., through extensive use of Aboriginal field officers) inhibit an assessment, in monetary terms, of the Services' efficiency in comparison with that of other agencies. However, a number of significant social benefits arise from the activities of the Aboriginal Legal Services. For example, research undertaken in New South Wales

in relation to Petty Sessions data in two Court circuits in the 1973/74 period found that the introduction of the Aboriginal Legal Services had been accompanied by significant changes in the penalties imposed for offences such as unseemly words and offensive behaviour.

10.41 The House of Representatives Standing Committee on Aboriginal Affairs Report on 'Aboriginal Legal Aid' in 1980 recommended that the Government continue to financially support separate services in order to promote the access of Aboriginal people to legal aid, and made a number of recommendations aimed at further improving the effectiveness of the services, including cooperative arrangements between Aboriginal Legal Services and other legal aid services.

10.42 The Minister for Aboriginal Affairs has approved a professionally based inquiry into legal assistance for Aboriginals to consider:

- the respective roles and responsibilities of Aboriginal Legal Services and other Australian Government, State, Territory and private legal assistance programs;
- the means of improving coordination and cooperation among these agencies to ensure that Aboriginals requiring legal assistance can readily obtain it; and
- the resources necessary to enable Aboriginal Legal Services to provide a full and adequate legal service for Aboriginals in the areas of their responsibility.

5. GRANTS-IN-AID SOCIAL SUPPORT PROGRAM

Program Synopsis

10.43 The program is intended to enable Aboriginals to gain access to social and welfare services available to the rest of the community and to promote the participation of Aboriginals in the planning, management and delivery of welfare services to meet their special needs.

10.44 Assistance is provided to Aboriginal and other organisations which offer services such as:

- child welfare and family support;
- conventional welfare activities;
- aid to prisoners and ex-offenders;
- emergency accommodation;
- homemaker services;
- relocation assistance;
- programs for youth.

Administrative Data

10.45 The program is intended to enable Aboriginals to have access to social and welfare services available to the rest of the community and to promote the participation of Aboriginals in the planning, management and delivery of welfare services to meet their special needs. The mandate for the program exists in Ministerial approval and Appropriation Bills for Grants-in-Aid.

10.46 The 1982/83 appropriation was \$4,789,000 divided by State as shown in Table 10.4:

Table 10.4: Appropriation - Grants-in-Aid Social Support Program: 1982/83(\$)

State	Appropriation
New South Wales	1 186 400
Victoria and Tasmania	600 000
Queensland	1 071 000
South Australia	391 800
Western Australia	718 900
Northern Territory	790 900
National	30 000
Total	4 789 000

10.47 The information provided on administration provided is the same as for other programs. The 'Social Support Program' forms part of the Department's Grants-in-Aid program, and administrative responsibility rests with this Department. Policy advice is sought from and provided by the Department of Social Security when required.

10.48 Grant monies are released to organisations by cheque, usually quarterly. Assistance provided by the program includes the support of Aboriginal and other organisations which provide welfare services to Aboriginals which are not, or cannot be, effectively provided by government agencies. These organisations concentrate specifically on the problems of juvenile delinquency, child neglect, malnutrition and other social problems, and provide general advisory services. In 1982/83 the Department directly funded 132 projects which employed some 243 Aboriginals and twenty-nine non-Aboriginals through a total of forty-eight welfare centres.

6. GRANTS-IN-AID EMPLOYMENT PROGRAM - SPECIAL WORK PROJECTS

Program Synopsis

10.49 The program provides grants to Aboriginal organisations, private employers and local government bodies to provide employment and training to Aboriginals in need of special assistance unavailable through other programs.

10.50 Emphasis is given to projects providing vocationally useful skills such as mechanical and metal working, office and clerical, retail and community management experience.

10.51 The Department of Aboriginal Affairs administers the program. Award wages are paid to employees and limited assistance is given to meet other costs. Individual projects last twelve months or less.

Administrative Data

10.52 The program is intended to assist and encourage Aboriginal self-sufficiency. It seeks to increase the range and level of Aboriginal employment and work experience, and to facilitate access to available employment opportunities. It aims at promoting a diversity of alternative employment opportunities, having regard to the location and other special characteristics of Aboriginals. Like previously mentioned programs this program has no specific legislation but derives its mandate from Ministerial approval and Appropriation Bills for Grants-in-Aid.

10.53 The 1982/83 appropriation is \$3,321,900 divided by State as shown in Table 10.5:

Table 10.5: Appropriation - Grants-in-Aid Employment Program - Special Work Projects 1982/83(\$)

State	Appropriation
New South Wales	142 957
Victoria and Tasmania	144 000
Queensland	715 000
South Australia	360 000
Western Australia	403 400
Northern Territory	985 300
National	571 243
Total	3 321 900

10.54 The 'Employment Program Special Work Projects' forms part of the Department's Grants-in-Aid program, and administrative responsibility rests with this Department. The Commonwealth Employment Service provides assistance in placing unemployed Aboriginals in jobs created through the program.

10.55 Grant monies are released to organisations and employers by cheque, usually quarterly. Grants comprise the cost of salaries or wages, and in the case of local government and Aboriginal organisations, an allowance of up to 25% of wages for materials and equipment.

10.56 The program is of a job-creating nature, and unemployed Aboriginals are placed in jobs on the basis of assessments provided by the Commonwealth Employment Service, having regard to suitability of the applicant for the position, length of time unemployed, previous work experience, job training being offered, etc. In 1982/83 the Department will provide funds directly to private sector employers, local government and Aboriginal organisations for the employment of Aboriginals. It is not possible to give an accurate account of the number of projects to be funded under this scheme because of variables in terms of full-time, part-time, casual and long term employment. However, it is estimated that the program will provide 412 man-years of employment to Aboriginals.

10.57 The information base which underlies the 'Grants-in-Aid Employment Program - Special Work Projects' is similar to that of the 'States Grants Employment Program'. In addition the 'Special Work Projects' program was reviewed in 1975 by the House of Representatives Standing Committee on Aboriginal Affairs.

7. STATES GRANTS TRAINING PROGRAM

Program Synopsis

10.58 The 'States Grants Training Program' provides vocational and post secondary courses for Aboriginals through State institutions. Training is provided in mechanical and metal trades, semi-professional skills, such as health and community welfare, and community management.

10.59 The program is administered by the Department. Award rates are paid to employees where appropriate. Projects are vetted annually as part of the programming arrangements.

Administrative Data

10.60 The program is intended to enable Aboriginals to acquire the range of skills necessary for them to obtain employment and/or upgrade employment skills. It also assists Aboriginals to gain access to training facilities. The mandate is evident in the Prime Minister's Policy Speech, 1977, the Appropriation Bills for States Grants, and Ministerial approval for the program.

10.61 The 1982/83 appropriation is \$3,187,000 divided by State as shown in Table 10.6:

Table 10.6: Appropriation - States Grants Training Program: 1982/83(\$)

State	Appropriation
New South Wales	814 205
Victoria	43 495
Queensland	292 100
South Australia	938 100
Western Australia	1 099 100
Total	3 187 000

10.62 Administrative costs to the Department are not separately identifiable. There are no officers working full-time on the administration of the program. Costs would involve mainly the salaries of staff who spend a portion of their time on the administration of individual projects. The staff involved range from field officers working in local Area Offices, through Regional Offices to Central Office. All Area Offices are involved in grant administration, i.e., policy, programming and finance, and take some part in the day-to-day operation of the program.

10.63 The number and classification of officers who spend some time in the administration of the program is not static, but depends on the requirements of the day. Officers involved in the administration of the program, and their duties include:

- Regional Office staff, ranging from programming and community development officers through Assistant Directors to Regional Directors, are also involved in all aspects of the administration in that Region from programming, project control and policy, to reviews and reporting requirements;
- Central Office staff at several levels are involved in programming and policy work associated with the program.

10.64 As a State Grant each project is administered within the normal Regional/Area arrangements as they apply to grants made by the Department. Central Office continues an oversight of all programs from both programming and policy view-points. The Training program forms part of the Department's States Grants Program and administrative responsibility rests with this Department.

10.65 Grant monies are released to State Treasuries by cheque, at intervals stipulated in the States Grants Procedures Manual. The program provides:

- specific courses for Aboriginals to meet special training needs to overcome disadvantages they may suffer in competing for employment in the general labour market;
- vocational training and training for specific employment; and
- training at the individual, organisation and community level for self-management and self-sufficiency. Training programs are provided by State Technical and Further Education Departments and other State bodies. Salaries and associated costs for lecturers and materials are borne by this Department. The costs of individual trainees (e.g., training allowances) are usually provided through the 'Special Training for Aboriginals Program' administered by the Department of Employment and Industrial Relations and 'Aboriginal Study Grants' administered by the Department of Education.

10.66 In 1982/83 the Department will indirectly fund nineteen projects through State Departments, which will provide employment for ninety-three persons of whom seventy are Aboriginals. A total of 2,500 Aboriginals are expected to receive training through institutions funded under this program.

10.67 The needs of Aboriginals for training to improve their employment prospects, broaden the range of jobs which they can enter and to improve their economic status has been noted in the following reports to the Government: 'The Environmental Conditions of Aborigines and Torres Strait Islanders and the Preservation of their Sacred Sites' - Report from the Senate Select Committee on Aborigines and Torres Strait Islanders; Report of the Interdepartmental Working Party on Aboriginal Employment prepared by officers of the Departments of Social Security, Employment and Industrial Relations, Aboriginal Affairs and Education; 'Education Training and Employment' - Report of the Committee of Inquiry into Education and Training.

10.68 There is a pronounced need for training Aboriginals in skills in the para-professional and professional fields and Aboriginal organisations seek assistance to train their staff in appropriate skills. The appropriate administrative systems, policies and priorities to be followed when the training program was first commenced in 1978/79 were the subject of study by an Interdepartmental Working Group. The operation of the Training Program has been assessed, where appropriate, to ensure that resources are directed to areas of developing need. The Aboriginal Resident Community Worker Training Program, a component of the 'Training Program', was reviewed by officers of the Department and a report issued in January 1981.

10.69 Individual projects assisted through the 'Training Program' are systematically assessed during the Department's annual programming activities. Discussions are regularly held with other departments to avoid duplication of services. The program is designed to complement the training programs administered by the Department of Employment and Industrial Relations. Growing pressure for training assistance can be expected from individual Aboriginals and Aboriginal organisations seeking increasingly sophisticated skills. The level of expansion necessary will be influenced by the flexibility towards meeting Aboriginal needs shown by the training and education assistance programs administered by other departments. The policy of the Department is to ensure that the training and education programs conducted by other departments accommodate Aboriginal needs to the greatest degree possible.

8. GRANTS-IN-AID TRAINING PROGRAM

Program Synopsis

10.70 The 'Grants-in-Aid Training Program' provides training for Aborigines through grants to Aboriginal organisations and training institutions. Training covers skills of special value to Aboriginal communities and organisations such as metal and mechanical trades, financial management and community organisation management. Award rates are paid to trainees where appropriate. Administration is through the specific organisation with annual Departmental assessment.

Administrative Data

10.71 The program is intended to enable Aborigines, individually and collectively, through appropriate training programs, to acquire the range of skills necessary for them to be self-reliant and manage their own affairs. It also assists Aborigines to gain access to training facilities available to the rest of the Australian community, and provides Aborigines with skills which enable them to obtain employment in the general labour market or within their own communities. There is no specific legislation for the program, though evidence for its mandate exists in the Prime Minister's Policy Speech, 1977, Ministerial approval and Appropriation Bills for Grants-in-Aid.

10.72 The 1982/83 appropriation is \$1,700,000 divided by State shown in Table 10.7:

Table 10.7: Appropriation - Grants-in-Aid Training Program: 1982/83(\$)

State	Appropriation
New South Wales	166 762
Queensland	60 500
South Australia	361 100
Western Australia	247 400
Northern Territory	562 025
National	302 213
Total	1 700 000

10.73 As a Grant-in-Aid each project is administered within the normal Regional/Area arrangements that apply to most grants made by the Department, as described in the Departmental document entitled 'Conditions for Grants by Department of Aboriginal Affairs'. Moreover, in the

administration of this program, liaison is maintained with the Departments of Education and Employment and Industrial Relations, particularly in projects where joint-funding occurs through 'Aboriginal Study Grants' and/or the National Employment and Training Schemes.

10.74 Grant monies are released to organisations by cheque, usually quarterly. The program provides:

- specific courses for Aborigines to meet special needs to overcome disadvantages they may suffer in competing for employment in the general labour market;
- vocational training and training for specific employment;
- training at the individual, organisation and community level for self-management and self-sufficiency.

10.75 Training programs are provided through Colleges of Advanced Education, by specialised training organisations, and through specific facilities provided in communities. Salaries and associated costs for lecturers and materials are borne by this Department. The costs of individual trainees (e.g., training allowances) are usually provided through the 'Special Training for Aborigines Program' administered by the Department of Employment and Industrial Relations and 'Aboriginal Study Grants' administered by the Department of Education. In 1982/83 the Department will directly fund thirty-seven programs which will generate training for approximately 126 Aborigines.

10.76 The nature of the information base for this program and the description provided for the program review and projection is similar to that provided for the program entitled 'States Grants Training Program'.

9. STATES GRANTS EMPLOYMENT PROGRAM

Program Synopsis

10.77 The program provides grants to some States to provide employment for Aborigines in certain specialised projects of particular benefit to Aborigines.

10.78 The Department of Aboriginal Affairs administers the program reviewing projects as appropriate and as part of the annual programming cycle. Employees receive appropriate award rates.

Administrative Data

10.79 The program is intended to assist and encourage Aboriginal self-sufficiency through increasing the range and level of Aboriginal employment and work experience, and by facilitating access to available employment opportunities. The mandate for the program is contained in Cabinet decisions, Appropriation Bills and Ministerial approval.

10.80 The 1982/83 appropriation is \$197,000 divided by State as shown in Table 10.8.

Table 10.8: Appropriation - States Grants Employment Program: 1982/83(\$)

State	Appropriation
Victoria	34 700
Queensland	115 000
Western Australia	47 300
Total	197 000

10.81 The administrative arrangements for this program are identical to those of the 'States Grants Training Program'. Administrative costs are not separately identifiable and the manhours spent on the program are not calculated. Although the 'Employment Program' forms part of the Department's States Grants Program, Central Office continues an oversight of all programs from both programming and policy viewpoints.

10.82 Grant monies are released to State Treasuries by cheque, at intervals stipulated in the States Grants Procedures Manual. Any unemployed Aboriginal or Torres Strait Islander subject to selection criteria applied by the employing State department or authority is eligible to

participate in the program. In 1982/83 the Department will indirectly fund three programs through State departments. This funding provides for the expenses of State departments in employing Aborigines in meaningful occupations leading to permanent employment.

10.83 Evidence of the high level of unemployment among Aborigines and their disproportionate representation in unskilled, poorly-paid and uncertain employment is clear from many sources, including:

- the Commonwealth Employment Service statistics on the number of Aborigines registered seeking employment showed very high levels of unemployment among Aborigines. These statistics are no longer collected;
- the Report from the Senate Select Committee on Aborigines and Torres Strait Islanders: 'The Environmental Conditions of Aborigines and Torres Strait Islanders and the Preservation of the Sacred Sites';
- Report of the Interdepartmental Working Party on Aboriginal Employment prepared by officers of the Departments of Social Security, Employment and Industrial Relations and Aboriginal Affairs; and
- 'Aboriginal Unemployment Special Work Projects', Report from the House of Representatives Standing Committee on Aboriginal Affairs.

10.84 The employment disadvantage that Aborigines suffer resulting from educational, social and economic disabilities, produces a demand for specialised employment promotion and training programs for Aborigines ineligible for assistance through training programs administered by other departments. The administration of the program is subject to periodic review in the context of assessments of the performance of individual projects and the Department's annual programming procedures. Appropriate policy directives are developed as required and issued either by the Minister or at Departmental level.

10. COMMUNITY DEVELOPMENT EMPLOYMENT PROJECT SCHEME

Program Synopsis

10.85 Under the 'Community Development Employment Project Scheme' (CDEP) the Department of Aboriginal Affairs allocates money to the Councils of participating remote Aboriginal Communities. These grants comprise a wages component approximating the aggregated unemployment benefits entitlements of all eligible persons, plus an additional amount to meet the cost of materials, tools and administration. The community council then has responsibility for determining the work to be done, the persons to be offered work, the hours worked, and the payments for that work. Payment is generally at award rates, and employment under the scheme is mostly part-time.

10.86 Under revised guidelines for CDEP, small income maintenance payments may be made to persons who do not work. Individuals in CDEP communities would not normally succeed in a claim for the 'Unemployment Benefit' (UB) since work is generally available to all who want it. Under the new guidelines for the scheme, ongoing monitoring of projects will be carried out by DAA, assisted where practicable by the Department of Employment and Industrial Relations (DEIR) and the Department of Social Security (DSS). CDEP funds released during each financial year will then reflect variations in the number of eligible persons in each community.

10.87 Eighteen communities participated in the scheme in 1982/83 and there are an additional thirty communities requesting inclusion.

Administrative Data

10.88 The program is intended, through indirect payments, to provide minimum income support to unemployed Aboriginal people living in remote or separate communities where there are minimal prospects of gaining normal employment. The 'wages component' of each CDEP is calculated on the basis of the total amount the community would otherwise have been eligible to receive by way of 'Unemployment Benefit'. This assessment is the responsibility of DEIR. While Aboriginals in a CDEP community are not normally eligible for 'Unemployment Benefit', persons who are unable to obtain work in CDEP communities because of restricted CDEP funds may be entitled to 'Unemployment Benefit'. In addition to the 'wages component' of each grant, an allowance for the purchase of equipment, materials and wages on-costs is paid.

10.89 Under the CDEP Scheme, grants are paid to participating Aboriginal community councils. The eighteen Aboriginal communities which are participating are Gapuwiyak, Milingimbi, Galiwinku and Bamyili in the Northern Territory,

Ernabella, Fregon, Pipalyatjara and Yalata in South Australia, Wingellina, Jameson, Blackstone, Warakurna, Warburton, Wiluna and Oombulgurri in Western Australia and Mornington, Darnley and Dauan Islands in Queensland.

10.90 Identifying the CDEP Scheme as being an indirect means of income maintenance at the minimum income level recognises that:

- the total amount of funds which the community council has available for the payment of 'wages' is directly related to the level of 'Unemployment Benefit' the community might otherwise receive;
- community members are required to perform work to receive 'wages'; and
- grants are made to community councils, not individuals.

10.91 Many factors influence the amount paid in 'wages' to people participating in the scheme. Although the 'wages' component of each grant approximately equals the 'Unemployment Benefit' which the community might otherwise receive, payments to individuals or family groups are determined by the community council with regard to hours worked, type of work performed, willingness to work, etc. It is not a requirement of the scheme that wages payable to a person be equivalent to the rate of 'Unemployment Benefit' applicable to that person and experience suggests that in some cases this provision has been applied.

10.92 As the CDEP Scheme forms part of this Department's 'Grants-in-Aid Employment Program' all the normal terms and conditions of grants made by this Department apply.

10.93 In a speech to the House of Representatives on 26 May 1977, the then Minister for Aboriginal Affairs announced new Government initiatives in Aboriginal employment, including details of the CDEP Scheme. The objective of the program as defined in the Department's current Ministerial directive and Programming Guidelines is:

To respond to specific requests from communities for an alternative to 'Unemployment Benefit' by paying for work done with a view to reducing the socially deleterious effects of the 'Unemployment Benefit' particularly in remote communities.

10.94 This objective relates closely to the Department's long term aim, in the provision of government financial assistance to Aboriginals, to provide individuals and communities with opportunities and options in the field of

economic, social and cultural development which are equal to that of other Australians. The views and opinions of Aboriginal communities are given a prominent place in the planning of, and priorities for, departmental programs.

10.95 For 1982/83 a total of \$7,713,100 was appropriated for expenditure on the scheme. The allocation for each of the eighteen CDEPs for the 1982/83 financial year is shown in Table 10.9.

Table 10.9: Appropriation - Community Development Employment Project Scheme: 1982/83(\$)

Community	Appropriation
	\$
Wiluna	861 500
Oombulgurri	293 100
Yalata	310 800
Bamyili	256 200
Galiwinku	740 000
Milingimbi	295 000
Gapuwiyak	323 500
Ernabella	518 000
Fregon	417 000
Warburton	826 000
Jameson	309 000
Blackstone	229 000
Wingelina	309 000
Warakurna	282 000
Pipalyatjara	668 000
Dauan Island	104 000
Darnley Island	232 500
Mornington Island	738 500
Total	7 713 100

10.96 An example of how each grant is calculated is shown in Table 10.10.

Table 10.10: CDEP Grant - Yalata, South Australia (Rates applicable at 1 July 1981)

Eligible to receive UB	UB Equivalent	Total Grant
28 Married	\$111.10 per week	\$3111.00
18 Single Adults	53.45 per week	962.00
7 Single U/18 years	36.00 per week	252.00
35 Children	10.00 per week	350.00
		4675.00
		x 52 weeks
	Maximum entitlement	\$243 100.00
	Plus Workers	
	Compensation: 7% of maximum entitlement	17 017.00
	Plus materials and stores: 10% of maximum entitlement	24 310.00
		<u>\$284 427.00</u>
	Say \$285 000	

10.97 It is noted that government budgeting requirements, based on current costs requires that the Department recalculate CDEP grants in accordance with biannual increases in 'Unemployment Benefit' rises.

10.98 Administrative costs to the Department are not separately identifiable but are not considered to be substantial. There are no officers working full-time on the administration of the scheme.

10.99 It is not possible to estimate the administrative costs of the scheme because:

- as no officer works full-time on the administration of the scheme, the actual cost to the Department is not apparent;
- the time individual officers allocate to the scheme's administration fluctuates widely within a period and between Regions depending on the demands of individual communities, programming requirements and Central Office requests for information.

10.100 Administrative costs to the Department involve mainly the salaries of staff who spend at least part of their time on the administration of the individual projects. Staff involved range from field officers working in local Area Offices, through Regional Offices and Central Office. All areas involved in grant administration, i.e., policy, programming and finance, take some part in the day-to-day operation of the scheme.

10.101 The number and classification of officers who spend some time on the administration of the program are not static but depend on the requirements of the day. Officers involved in the administration of the program, and their duties, include:

- Area Office staff including Field Officers, Project and Senior Project Officers and Area Officers who facilitate the day-to-day running of each project, including financial requirements and providing advice to community councils and community advisers. Area Offices are located close to their assigned communities, e.g., Thursday Island, Alice Springs, Kununurra, etc;
- Regional Office staff, ranging from Programming and Community Development Officers, through Assistant Directors to Regional Directors, are also involved in all aspects of the administration of each CDEP in that Region from programming, policy control and implementation to reviews and reporting requirements; and
- Central Office staff at several levels are involved in programming and policy work associated with the scheme.

10.102 As a Grant-in-Aid each CDEP is administered within normal Regional/Area arrangements as they apply to most grants made by the Department. Central Office continues an oversight of all programs from both programming and policy viewpoints.

10.103 As mentioned earlier, CDEPs form part of the Department's Grants-in-Aid program and administrative responsibility rests with this Department. The then Department of Employment and Youth Affairs assisted in establishment of the program as well as advising on the notional level of 'Unemployment Benefit' for each community, which was reviewed by that Department from time to time.

10.104 Normal government accountability procedures apply in respect of this Department's programs. Grant monies are released to the community councils, usually quarterly. On receipt of funds, community councils have ultimate control of disbursement of those funds. Distribution to individuals

takes the form of weekly wages, paid in cash. Those who are unable to get work on a 'Community Development Employment Project', for example, because of restricted funds, may qualify for the 'Unemployment Benefit'.

10.105 The scheme was developed from consideration of a Working Party report convened in 1976 following discussions between the Ministers for Aboriginal Affairs, Social Security and Employment and Industrial Relations. These discussions centred on the social problems arising from the existing policy on the payment of social security benefits and sought to review Departmental approaches to fostering Aboriginal employment. Aboriginal communities had actively sought an alternative to the payment of the 'Unemployment Benefit' to Aboriginals living in remote areas.

10.106 Following a number of in-house reviews of the scheme, inter-departmental discussions were initiated in 1980/81. It was noted that there were difficulties in reconciling the twin objectives of CDEP - job creation and income support, and that:

- funding levels were, in most cases, below the level of the 'Unemployment Benefit' which these communities might otherwise have received;
- there was inadequate consultation, advice and project monitoring;
- there was a lack of Aboriginal involvement in decision making and a lack of vocational training; and
- there was inadequate equipment and materials funding.

10.107 The Departments of Aboriginal Affairs, Social Security and Finance have been looking at questions relating to income support for Aboriginals in remote areas. The future of the CDEP Scheme is an important component of these considerations.

CHAPTER 11

DEPARTMENT OF IMMIGRATION AND ETHNIC AFFAIRS

1. Assisted Passage Scheme
2. Migrant Emergency Fund
3. Repatriation of Migrants
4. Adult Migrant Education Program
5. Living Allowance
6. Migrant Project Subsidy Scheme
7. Loans to CALFRIC
8. Community Refugee Settlement Scheme - Subsidies to Sponsors
9. Clothing Reimbursement Scheme
10. Maintenance of Unattached Refugee Children

1. ASSISTED PASSAGE SCHEME

Program Synopsis

11.1 Passage assistance in the form of actual movement costs is paid to the carrier company on presentation of the account on behalf of approved refugees with transferable capital of less than \$20,000 for a family or \$10,000 in the case of individuals. Apart from the carrier, there are no other organisations involved in the delivery of this assistance. This assistance is not taxable, nor has it any relationship to other benefits or pensions nor subject to waiting or review periods or adjustment procedures.

Administrative Data

11.2 The purpose of the program is to enable the Government to implement its policy in regard to the resettlement of refugees. It provides for the payment in full of all costs associated with the official transportation of refugees to Australia.

11.3 On 30 April 1981 the Government decided to accept the recommendation of the Review of Commonwealth Functions to terminate assisted passages for non-refugees. Accordingly the small provision which had been made in the 1982/83 draft estimates for a residue of non-refugee cases is not regarded as relevant to the purpose of this study.

11.4 The planning and funding of the program are entirely the responsibility of the Department of Immigration and Ethnic Affairs. The demands on staff time is as follows: Clerk Class 11, 5% of his/her time; Clerk Class 8, 50%; and Clerical Assistant Grade 5, 100%.

11.5 Total expenditure in 1981/82 on the 'Assisted Passage Scheme' was \$16.47 million. Draft estimates of total expenditure for 1982/83 are \$11.645 million, including \$10.025 million for the payment of travel costs as shown in Table 11.1. Administration costs are not included under this item.

Table 11.1: Estimated Expenditure for Travel Costs - Assisted Passage Scheme: 1982/83

Recipients	Expenditure
	\$m
13 000 Indo-Chinese refugees	4.420
5 000 East European refugees	4.150
1 000 Latin American and other	0.875
Plus obligations from 1981/82 maturing in 1982/83	1.830
Less obligations related to 1982/83 to mature in 1983/84	1.250
Total	10.025

11.6 Payment is made to carrier companies on presentation of their accounts in accordance with the fares charged and numbers carried. The 'Assisted Passage Scheme' succeeds in its sole objective of complementing the Government's policy on refugee settlement.

2. MIGRANT EMERGENCY FUND

Program Synopsis

11.7 The 'Migrant Emergency Fund' is used to provide minor on-the-spot financial assistance to migrants in emergency circumstances where no other help is readily available. Most payments are for meals and bus/train tickets and in 1981/82, a total \$900 was expended throughout Australia.

11.8 Grants are made at the discretion of senior social workers of the Department of Immigration and Ethnic Affairs (DIEA). Grants are normally provided in cases where people have recently arrived in Australia, where the individual has poor English or where they are unfamiliar with the complexities of the welfare system. In essence, the fund is a useful resource to DIEA welfare staff when interviewing people with settlement problems.

Administrative Data

11.9 The 'Migrant Emergency Fund' was established in 1970 in accordance with an agreement between Treasury and the then Department of Immigration. The fund operates as a sub-item on Division 360.2.14 'Incidental and other Expenditure'.

11.10 The purpose of the fund is to provide relief to migrants in emergency situations where no other means is available. Payments are made for on-the-spot needs e.g., meal, bus/train fares to other departments and welfare agencies. The fund is in each Regional Office and comprises of a float of \$50 which is supervised by the senior social worker.

11.11 The fund is supplemented in eight Regional Offices and monitored by the Welfare Services Section in Central Office, Canberra. DIEA liaises with the Commonwealth Department of Social Security and the State Government Departments of Social Welfare to check whether immediate relief can be provided before using the fund. Voluntary organisations may also be consulted. The administration of the fund would form a negligible part of senior social workers' duties.

11.12 The fund is to help migrants whose problems are caused or compounded by their migrant status. Assistance is therefore usually given to those migrants who:

- have recently arrived in Australia;
- do not have sufficient competency in English to communicate effectively;

- are unfamiliar with welfare systems and are therefore disadvantaged in seeking help;
- are not immediately eligible for other forms of assistance.

11.13 Evidence of migrant Status may be checked. The fund is very infrequently used. In 1981/82 a total of \$900 was distributed.

11.14 In June 1980 all States were required to complete a questionnaire on the operation of the fund. There was considered to be a continued need for the fund and the current program was thought to be sufficient.

11.15 The senior social workers' opinions were canvassed in January 1983 about the continuing operation of the fund. A proposal to continue the scheme as a grant system is currently in preparation for forwarding to the Department of Finance.

3. REPATRIATION OF MIGRANTS

Program Synopsis

11.16 To be eligible for repatriation at Commonwealth expense, to a country of origin, a migrant must manifest complete and irretrievable breakdown of his/her settlement in Australia. The decision to approve repatriation is based on a social worker's report and is only approved as a last resort and where the applicant is unable to meet the cost of the airfare.

11.17 An income test operates and DIEA cooperates with State health authorities in hospital, psychiatric and stretcher cases and with Qantas for travel arrangements.

Administrative Data

11.18 The program is administered under long standing Government policy. It is funded as a line item: 360.3.05 in Appropriation Act No. 1. The purpose of the program is to return migrants who are unable to settle successfully in Australia to their country of origin. This conforms with the major Departmental objective of assuming responsibility to assist migrants to settle. In cases of irretrievable breakdown of settlement it is often more beneficial to the individual, and to the Australian community to repatriate the migrant.

11.19 The 'Repatriation of Migrants' program indirectly supplements the income of those individuals unable to settle successfully in Australia by paying for their airfare (and ancillary costs such as removal of personal effects and payment of escorts) to return to the country of origin. Repatriation is granted on medical, psychiatric, socio-economic and humanitarian grounds to those individuals who would be adversely affected by remaining in Australia, would clearly benefit by returning to his/her country of origin and who are unable to finance their return from any other source.

11.20 Central Office of DIEA coordinates the administration of the program through migrant services units in eight State capitals. DIEA social workers in Regional Offices, Migrant Resource and Settlement Centres implement the initial stages of the program. DIEA also cooperates with State Health Authorities in hospital, psychiatric and stretcher cases. Qantas is used for travel arrangements. This involves liaison with the booking clerk for a government warrant, and with the Director of Medical Services for a 'fitness to fly certificate' and an escort.

11.21 The program is coordinated by a Clerk Class 6 in Central Office, to whom repatriation occupies roughly 20% of duties. Owing to the ad hoc nature of the program it is difficult to estimate administrative costs. The repatriation vote for 1981/82 was \$50,000.

11.22 The decision for approval to repatriate is based on the social worker's report on the case and an assessment of the situation in Australia and in the country of origin. Repatriation is only approved as a last resort, and where the applicant is unable to provide his/her own airfare or obtain funds from another source.

11.23 A survey of repatriation and waiver cases was conducted in January 1973 by the Survey Section, DIEA.

4. ADULT MIGRANT EDUCATION PROGRAM

Program Synopsis

11.24 The 'Adult Migrant Education Program' is established under the Immigration (Education) Act 1971-73 to provide English learning opportunities and information about living in Australia to adult migrants and refugees. They are eligible for on-arrival courses within the first six months of arrival in Australia and subsequently for the ongoing phase of the program. This latter phase is available to all migrants regardless of length of residence.

11.25 There may be waiting periods of some weeks for enrolment in on-arrival courses at times, but generally all are enrolled within four weeks of arrival. In the ongoing program a range of options, including full and part-time classes, community day classes and self-access learning arrangements allows students to be placed promptly in an appropriate course.

11.26 'Living Allowance' is payable to students attending full-time courses. The Home Tutor Scheme and correspondence courses cater to those unable to attend classes.

11.27 The program is delivered through State Education Departments' Adult Migrant Education Services, through Technical and Further Education and certain other tertiary institutions.

Administrative Data

11.28 The authority for the program stems from the Immigration (Education) Act. It is funded directly from the Commonwealth Budget. The purpose of the program is to allow migrants and refugees to realise their potential and to have equal access to programs and services offered to the wider Australian community. This conforms with the broad Departmental objectives and with stated Commonwealth policy.

11.29 The 'Adult Migrant Education Program' provides English learning opportunities and information about living in Australia to adult migrants and refugees so that they can realise their full potential and have equal access to programs and services. It can be defined very broadly as an income maintenance program since it provides an opportunity for migrants to develop their capacities to participate in the wider Australian society, and thus contributes to the opportunities of individuals. The program has provision for the payment of a 'Living Allowance' to those students attending full-time courses.

11.30 The program is administered by the Department in cooperation with State and Territory Departments of Education which provide the Adult Migrant Education Services, and with the cooperation of the Commonwealth Tertiary Education Commission and certain tertiary institutions which provide specific courses. In 1981/82 total expenditure on the program was \$23.49 million. In 1982/83 the program had a budget of \$39.1 million. This included \$10.5 million to cover the cost of 'Living Allowance'.

11.31 Courses are offered on a full-time or part-time basis. Also available are the Home Tutor Scheme and correspondence courses. The program is placing increasing emphasis on individual learning. 'Living Allowance' is paid to people undertaking courses full-time.

11.32 The program has been operating since 1947. It was given a major impetus in 1978 as a result of the Government's acceptance of the Report of the 'Review of Post-Arrival Programs and Services for Migrants' (known as the Galbally Report). That report provided the basis for a major expansion of on-arrival courses.

5. LIVING ALLOWANCE

Program Synopsis

11.33 Students attending full-time 'Adult Migrant Education Program' courses are eligible for 'Living Allowance'. The rate of payment is equivalent to the maximum rate of 'Unemployment Benefit' payable according to age, marital status and number of dependants. Payments are made by cheque fortnightly in arrears for the duration of the course (normally 10 to 12 weeks) subject to continued attendance. 'Living Allowance' for full-time students is not taxable. Payments are made through DIEA Regional Offices.

Administrative Offices

11.34 Provision is made for the payment of 'Living Allowance' in Section 6 of the Immigration (Education) Act 1971-1973. Funds are provided for allowances in the annual appropriation for the 'Adult Migrant Education Program'.

11.35 A 'Living Allowance', at a rate equivalent to the maximum rate of 'Unemployment Benefit' is paid directly to migrants attending full-time English language and information courses conducted through the 'Adult Migrant Education Program'. An additional allowance is made for a dependent spouse and/or dependent children.

11.36 In many cases participating in a full-time course is judged to be the most efficient method of learning English and some form of assistance is necessary to enable migrants to meet the costs of full-time attendance. Because the acquisition of basic English language is generally accepted as an essential step to an effective participation by migrants in the Australian community, the provision of 'Living Allowance' conforms with major Departmental and governmental objectives by ensuring that those migrants who will benefit most from a full-time English course are able to enrol.

11.37 The administration of the program involves cooperation from teachers in the Adult Migrant Education Service of State and Territory Education Departments. Teachers are asked to notify the Regional Offices of the Department of any absences of students that will necessitate a deduction in payment. The Regional Offices of the Department are responsible for the administration of 'Living Allowance' in respect of full-time courses conducted in the States.

11.38 No officers are involved on a full-time basis in the administration of 'Living Allowance' but there are thirty officers involved nationally on a part-time basis. The degree of involvement ranges from a very minimal one to about 90% in the case of one officer. The average involvement however, would be less than 50% because of the cyclical nature of the

duties associated with 'Living Allowance'. In 1981/82 total expenditure on 'Living Allowance' was \$8.75 million. The sum of \$10.5 million for payment of 'Living Allowance' is included in the appropriation for the 'Adult Migrant Education Program' in 1982/83. This amount does not include any costs of administration or other associated expenses.

11.39 The 'Living Allowance' is paid fortnightly direct to students. Deduction of accommodation charges is made for those students living in migrant centres.

11.40 All adult migrants attending full-time courses conducted through the 'Adult Migrant Education Program' are eligible for 'Living Allowance'. There is no income test. Full-time courses are available in the on-arrival and ongoing phases of the 'Adult Migrant Education Program'. Special purpose courses for migrants with professional or sub-professional qualifications are also offered on a full-time basis. During 1980/81 about 16,200 students received 'Living Allowance'. Eligibility is determined by virtue of enrolment in a full-time course. Checks are made in conjunction with the Department of Social Security to ensure there is no duplication of payment. Deductions are made for absences of greater than five consecutive days and payment is discontinued if the student withdraws from the course or if his/her enrolment is terminated.

11.41 The provision of 'Living Allowance' was endorsed by the Report of the 'Review of Post-Arrival Programs and Services for Migrants' (known as the Galbally Report) in 1978.

6. MIGRANT PROJECT SUBSIDY SCHEME

Program Synopsis

11.42 In 1981/82 the 'Migrant Project Subsidy Scheme' provided 'once only' subsidy grants of up to \$5,000 to assist ethnic and other community organisations to meet the cost of projects aimed at introducing new approaches to migrant welfare service delivery or to restructure existing services. It is not necessary to seek a grant for the full \$5,000. Smaller grants may be approved. Trade Unions, State Trades and Labour Councils and the Australian Trade Union Training Authority are also eligible to participate in the scheme.

11.43 The purpose of the 'Migrant Project Subsidy Scheme' is to encourage self-help among the ethnic communities and to improve migrants' access to and involvement in the delivery of welfare services.

11.44 In 1981/82 the scheme operated on an annual budget of \$150,000. Grants are given directly by the Commonwealth Government to client organisations. Assistance is not available for deficit funding or general organisation support, nor for capital costs of construction or major renovations to premises. Grants are not income tested or taxable and are not related to other benefits.

Administrative Data

11.45 The 'Migrant Project Subsidy Scheme' provides 'once only' subsidy grants to a maximum of \$5,000 to assist ethnic and other voluntary organisations to meet the cost of projects aimed at introducing new approaches to migrant welfare services delivery or to restructure existing services. It is not necessary to seek a grant for the full \$5,000. Smaller grants may be approved. Unions, States Trades and Labour Councils and the Australian Trade Union Training Authority are also eligible to participate in the scheme.

11.46 The purpose of the 'Migrant Project Subsidy Scheme' is to provide subsidies for specific, migrant welfare related projects, initiated by ethnic and other voluntary organisations to encourage self-help among ethnic communities, and to improve their ability to respond to existing and future needs of migrants.

11.47 The authority for the program is a Cabinet decision of May 1978 accepting the Galbally Report and its recommendations. The then Prime Minister, the Rt. Hon Malcolm Fraser, tabled the Report in the House of Representatives on 30 May 1978 and accepted on behalf of the Commonwealth Government the responsibility for overseeing the implementation of its fifty-seven major recommendations. One of these recommendations was the 'Migrant Project Subsidy Scheme'. The program is funded under its own line item in the budget.

11.48 The 'Migrant Project Subsidy Scheme' operates on an annual budget of \$150,000. The scheme provides financial assistance for migrant welfare related projects. Financial assistance under this scheme is not available for deficit funding or general organisation support (e.g., administrative expenses) and for capital costs of construction or major renovations to premises. The 'Migrant Project Subsidy Scheme' is administered by the Head Office of the DIEA in Canberra and through its Regional Offices in all capital cities. This scheme is implemented throughout Australia.

11.49 A total of 6,402 manhours per annum are spent on administration of the scheme. Table 11.2 shows the hours spent on the scheme by part-time officers in Central and Regional Offices of the Department.

Table 11.2: Hours worked by Part-time Staff on 'Migrant Project Subsidy Scheme'

Office	Number of Staff	Manhours per annum
Central	1	1720
N.S.W.	3	1624
Vic.	4	1720
Qld.	1	191
S.A.	1	287
W.A.	2	573
A.C.T.	1	191
N.T.	1	96

11.50 Financial assistance under the scheme when approved by the Minister for Immigration and Ethnic Affairs is given directly from the Commonwealth Government to client organisations. All voluntary organisations are eligible under the guidelines of the scheme, provided the financial assistance is for projects related to migrant welfare.

11.51 The 'Migrant Project Subsidy Scheme' is in response to the Commonwealth Government 'Review of Post-arrival Programs and Services for Migrants' conducted under the Chairmanship of Mr F.F. Glabally C.B.E. The program has been examined by the Australian Institute of Multicultural Affairs, whose report will be available shortly.

7. LOANS TO CALFRIC (Committee for the Allocation of Loan Funds to Refugees in Centres)

Program Synopsis

11.52 Refugees resident in Government migrant centres may apply for interest-free loans to assist them to move into private accommodation. Application is made to a CALFRIC agency.

11.53 Payment is in a lump sum to the applicant. No income test is required, but the amount of the loan is varied according to the applicant's circumstances. Repayment of the loan is made over two years by monthly instalments.

11.54 Depending on the availability of funds for lending, payment is made to coincide with the departure of the applicant from Government-provided accommodation.

Administrative Data

11.55 This program supplements income by providing funds for voluntary agencies to lend to refugees in migrant centres to assist them to move into their first Australian home. It can be used for bonds, advance rental, utility charges, purchase of furniture. The authority for the program rests upon a 1979 Cabinet decision. A total of \$200,000 was allocated to loan funds in 1981/82. A proportion of the time of two part-time personnel (approximately 200 manhours per annum) is spent on administration of the program.

11.56 The program involves the ongoing administration of loans and support for refugees. CALFRIC makes loans to voluntary agencies which in turn make loans directly to refugees. Voluntary organisations may make maximum loans of \$100 for single persons, \$250 for couples and \$600 for families. In practice loans average approximately \$400. Some 18,000 refugees have been helped through 5,500 loans over three years. Applications for loans are made through CALFRIC agencies. The agencies are:

• New South Wales	St Vincent de Paul Indo-China Refugee Association (N.S.W.)
• Victoria	St Vincent de Paul Indo-China Refugee Association (Victoria) Seventh Day Adventist Church Baptist Union of Victoria Salvation Army
• Queensland	Salvation Army

- South Australia St Vincent de Paul
Indo-China Refugee Association
(S.A.)
Salvation Army
- Tasmania St Vincent de Paul
- Darwin Red Cross

11.57 There has been no evaluation study by the Department, but CALFRIC's Board of Directors recently published a review of the scheme's first three years of operations. CALFRIC made a strong plea for further injections of funds to enable more loans to be made and for the average value of loans to be increased.

8. COMMUNITY REFUGEE SETTLEMENT SCHEME - SUBSIDIES TO SPONSORS

Program Synopsis

11.58 The purpose of the Commonwealth Government providing funding to Community Refugee Settlement Scheme's (CRSS) support groups is to encourage greater community participation in the settlement of refugees. CRSS grants assist community groups to purchase furniture, food, other basic items and to pay rent for newly arrived refugees. The grants are payable to accepted support groups, for their second or subsequent family or individual sponsored. A support group accepting a first-time total of two or more refugee families or individuals would receive grants in respect of all but one family or individual. Special funding for sponsors taking handicapped refugees is available on a needs basis.

Administrative Data

11.59 The purpose of the program is to assist refugees to settle directly into the community as an alternative to initial placement in hostels. Community groups (church groups, voluntary agencies, families and other organisations) provide support and sponsorship to newly arrived refugees and are eligible for a grant for costs incurred on such items as purchase of furniture, food, rent and other basic items.

11.60 The program involves cooperation with many community organisations. Within the department, about ten people work on the program on either a part-time or full-time basis.

11.61 The subsidies in 1981/82 amounted to approximately \$140,000 and approximately \$200,000 in 1982/83. Grants are payable as follows:

- \$170 for an individual
- \$450 for a family of up to four members, with each
- additional family member in excess of four attracting a further grant of \$70.

11.62 Funding for sponsors taking on handicapped refugees is also available on a needs basis.

11.63 Claim forms lodged by sponsoring groups are assessed by the CRSS coordinators in the Department's Regional Offices to determine the level of the grants. Grants are paid once the refugees join the support group in Australia. Sponsor groups must acquit the grants either by presentation of appropriate receipts covering amount of the grant, or by submission of an audited statement certified by a public accountant (not a member of the group) listing expenditure and receipts up to the amount of the grant.

11.64 The CRSS program continues to operate successfully due to a network of continuing support within the community. While the overall refugees program and current economic conditions in Australia are having some impact on the scheme it appears likely to continue in the foreseeable future.

9. CLOTHING REIMBURSEMENT SCHEME

Program Synopsis

11.65 The 'Clothing Reimbursement Scheme' is available to all persons coming from refugee or refugee-type situations who are in need of clothing.

11.66 No income test is applied, however an assessment of clothing needs is made by Commonwealth Accommodation and Catering Service (CACCS) welfare officers at Migrant Centres and by 'Community Refugee Settlement Scheme' (CRSS) support groups for refugees settled under CRSS. Voluntary agencies distribute the clothing and are reimbursed by the Department of Immigration and Ethnic Affairs.

11.67 The maximum per capita expenditure is \$50, the average in 1981/82 was \$20. The scheme is not taxed. Clothing is available on an assessed needs basis within the first twenty-one days of arrival in Australia. Toiletry kits are issued to all refugees immediately on arrival. The issue of clothing is not tied to other benefits and pensions.

11.68 Approved voluntary agencies in the States and Territories participate in the scheme.

Administrative Data

11.69 The objective of the program is to provide essential basic clothing and personal requisites to refugees who arrive in Australia without these items. This conforms with the Department's aims to assist refugees to settle into the Australian community as soon as possible. The Department believes that early preventative measures to ease the stress of initial settlement will allow newcomers to adapt to Australian life and to use general community resources. Newcomers who start at a disadvantage (e.g., lacking warm clothing, or items essential for what in Australia is regarded as basic personal hygiene) will have more difficulty settling, and more government assistance may be required later to remedy problem cases.

11.70 The scheme is funded from an annual Budget allocation based on expected refugee intake and the average per capita expenditure in the previous year. The mandate for the scheme is the agreement of the Treasurer. The scheme commenced in 1978.

11.71 The cost of the service in 1981/82 was \$220,000. Administration costs amount to about \$20,250. Approximately 1,816 manhours per annum are spent on the implementation of the program.

11.72 The program is located in and funded by Regional Offices, with funding coordinated by Central Office. It is implemented Australia wide.

11.73 Voluntary agencies (e.g., Red Cross, St. Vincent de Paul, Salvation Army, Smith Family, Seventh Day Adventists) supply clothing and personal requisites to refugees after their needs have been assessed by Commonwealth social workers or welfare officers.

11.74 All refugees are eligible depending on their needs as assessed by these officers. Items are provided as soon as possible after arrival. Average per capita expenditure is \$15 and it is estimated that 15,000 refugees were assisted in 1981/82.

11.75 After payment, voluntary agencies are required to submit detailed claims to DIEA Regional Offices, showing names of refugees assisted, dates of intake, items provided, and cost, to prevent duplication. Regional Offices make payments.

11.76 The scheme is in response to refugees' needs, as observed by DIEA, Commonwealth Accommodation and Catering Service's officers, voluntary agencies and others working with refugees. No studies of the scheme have been undertaken.

10. MAINTENANCE OF UNATTACHED REFUGEE CHILDREN

Program Synopsis

11.77 This allowance is payable to refugee minors who are wards of the Minister for Immigration and Ethnic Affairs. A ward remains eligible while in full-time education up to the age of 18, or the completion of the school year in which he/she turns 18. The rates of payment are \$40 per week for minors living in institutions or independently in the community or \$27 per week for minors living with a caregiver who can claim 'Family Allowance' and 'Double Orphan's Pension' for the minor. The rates are tied to the corresponding level of 'Unemployment Benefit'. Payment by cheque is made fortnightly, in arrears, direct to the institution, caregiver or minor, if he/she is living independently, by the appropriate DIEA Regional Office.

11.78 Payments begin from the date of eligibility (normally from the date of arrival or the date when the child is recognised as a ward). No retrospective payments are made e.g., where a ward is initially in employment and reverts to full-time education; or where recognition takes place some time after the child arrives in Australia following a change in personal particulars. The allowance is not income tested, nor is it transportable or taxable.

Administrative Data

11.79 This program provides a maintenance allowance for refugee minors who are wards of the Minister for Immigration and Ethnic Affairs, as they have entered Australia without parents or close adult relatives. Its objective is to provide a basic income for refugee wards who are in full-time education. The program conforms with the overall immigration responsibilities of the Department, in particular the fulfilment of its international and humanitarian obligations to refugees.

11.80 The program began on 15 November 1981 after a Cabinet decision provided that the Department assume responsibility for payment of assistance to refugee children who are wards of the Minister at a rate initially of \$36 per week for those in institutional care and \$24 per week for those in foster care. Payment by cheque is made fortnightly, direct to the institution, foster parent or to the minor if living independently. As from November 1982, payments were increased to \$40 and \$27 per week in line with comparable benefits for persons in that age group.

11.81 The Minister delegates guardianship of his wards to the Directors of the State Child Welfare Authorities. They are the bodies responsible for the placement and supervision

of minors in care. Voluntary organisations also assist by providing group homes for a small number of teenage refugees or through other forms of social support.

11.82 Previously, these children were receiving 'Special Benefit' from the Department of Social Security, but payments were transferred progressively from DSS to DIEA between November 1981 and March 1982. Expenditure for the fiscal year 1981/82 was \$188,000. Budget estimate for 1982/83 was \$514,160 for allowances only.

11.83 Administrative costs are covered by Departmental salaries vote. Computer costs would be quite minor and not separable from overall Departmental costs for computer services. Estimated salaries cost is \$36,140 per annum, based on 3,800 manhours per year.

11.84 Eligibility becomes apparent from the information obtained during processing of refugees for movement to Australia, though in a small number of cases it is identified after arrival and assessment by welfare staff. Ongoing checks for eligibility are carried out through liaison with State Child Welfare Authority which has responsibility for the supervision of the beneficiaries. Checks for duplication are made through liaison with DSS in respect of claims for 'Unemployment Benefit' or other benefits. The program is not income tested nor are the benefits transportable. A ward remains eligible while in full-time education up to the age of 18, or the completion of the school year in which he/she turns 18. In June 1982 there were 216 refugee minors receiving allowances.

11.85 The program was a response to concern by DSS that previous payment of 'Special Benefit' to such children did not meet relevant criteria for payment of 'Special Benefit', not being provided on a universal basis but restricted to refugee minors. Income support for these minors was required as they lacked close adult relatives to care for them. It was agreed in the context of a Cabinet submission that the Commonwealth should maintain its wards, and that DIEA was the appropriate department because of its responsibility for immigration and the Immigration (Guardianship of Children) Act 1946 which applies to these children.

11.86 DIEA assumed responsibility for payments in November 1981 and program administration was devolved to Regional Offices of the Department in late 1982. There has been no evaluation of the program other than through normal monitoring procedures.

11.87 There is some pressure from the State welfare authorities for wider coverage of refugee minors to cover certain children who are not wards of the Minister but whose care arrangements with relatives break down after arrival and

who lack adequate income support. This need has been identified through the Commonwealth/State Working Party on Refugee Minors convened as a result of issues raised through the Social Welfare Administrators Conference. These bodies have also drawn attention to associated costs of care of refugee wards - e.g., medical and dental costs and particularly, supervision costs incurred by State Child Welfare Authorities.

CHAPTER 12

DEPARTMENT OF THE CAPITAL TERRITORY

(NOW DEPARTMENT OF TERRITORIES AND LOCAL GOVERNMENT)

1. Capital Territory Rental Rebate Scheme
2. Rates Remission Relief Scheme
3. Food Orders and Emergency Cash
4. Capital Territory School Clothing Assistance
5. Capital Territory School Bus Tickets
6. Capital Territory Travel Assistance to Gaols
7. Driver Licence and Motor Registration Concession to Aged and Fringe Benefit Pensioners
8. Electricity Rebate for Pensioners
9. Capital Territory Funeral Cost Assistance
10. Bus Travel for Pensioners and Beneficiaries

1. CAPITAL TERRITORY RENTAL REBATE SCHEME

Program Synopsis

12.1 Tenants of government-owned houses on low incomes are eligible for rental rebates if their assessed rent does not exceed the full rent established for the property.

12.2 Tenants seeking rental rebates must provide a statement of income. Recipients must inform the Department of any changes in financial circumstances which would affect the rebate. There is no waiting period for persons already residing in government homes.

12.3 Rebates are generally reviewed either half-yearly or yearly. The scheme is administered by the Housing Branch.

Administrative Data

12.4 The mandate for this program rests on Ministerial authority, not on legislation. It was first introduced in 1945 concurrently with the establishment of the 1945 Commonwealth/State Housing agreement, and has been a feature of Commonwealth/State Housing agreements since then.

12.5 The 'Rental Rebate Scheme' provides for tenants of government-owned housing on low incomes to make a contribution to the payment of rent according to their income level. The required weekly contribution is 20% of income up to 50% of the Australian Male Ordinary Times Earnings figure and 25% of earnings in excess of that level.

12.6 The purpose of the program is to provide adequate rental housing for those in the community who are deemed to be in need of government assistance at a price that is within their capacity to pay. The objective is to provide assistance with rental accommodation in the most efficient way and to exclude from eligibility those not in need, to minimise the continued availability of assistance to those no longer in need and to provide to those in need assistance related to the particular family's or individual's current economic and social circumstances. This program conforms with a major objective of the Department which is to provide necessary welfare assistance to residents in the A.C.T.

12.7 The cost of the service in 1981/82 was \$5.581 million plus administrative costs of \$0.31 million involving four full-time staff and 6,484 manhours. The administration is the responsibility of the Housing Branch of the Department of the Capital Territory (now Department of Territories and Local Government). Policies governing the provision of the housing assistance are consistent, as far as possible, with the general objectives set down in the Housing Assistance Act

1981, although the A.C.T. is not a party to the Agreement prescribed in that Act. The program is funded by an appropriation in the Commonwealth Budget to the Department of the Capital Territory.

12.8 A tenant, having met the income test and other eligibility criteria is entitled to a rebate so long as his assessed rent does not exceed the full rent established for the property. The tenant is under an obligation to inform the Department of any circumstances which would either preclude him from receiving the rebate or vary the amount. The rebate is generally reviewed either half yearly or yearly. At 28 February 1983 there were 5,010 government tenants receiving this concession.

12.9 No evaluation studies on this program have been undertaken and further research into its administration is not considered necessary at this time. However, similar schemes in the States are presently subject to a Commonwealth/State Review as provided for in the Housing Assistance Act 1981 and the A.C.T. scheme comes within this review.

2. RATES REMISSION RELIEF SCHEME

Program Synopsis

12.10 A.C.T. ratepayers who are Department of Social Security pensioners with full fringe benefits or are included in some categories of war veterans and their dependants are eligible for 50% rebates on rates accounts. Other ratepayers in need may obtain 10% to 100% rebates if they establish that rate payments would cause undue hardship. The latter are usually unemployed, superannuitants or low income earners.

12.11 Applicants must provide evidence of Social Security pension status or other evidence of income. There is no waiting period. Applications must be renewed for each annual rates account and be lodged with Rates Branch which administers the concession.

Administrative Data

12.12 This program is administered under the authority of the Land Rent and Rates (Deferment and Remission) Ordinance 1970. The legislation describes the various grounds for the entitlement and sets out the criteria to be met by applicants. The purpose of the scheme is to facilitate a rating system that is both efficient and equitable, while at the same time recovering all the potential revenue to meet the costs of providing municipal services. The program extends a 50% rebate to recipients of Department of Social Security pensions with full fringe benefits and also to some categories of war veterans and their dependants. Other ratepayers who are experiencing financial difficulties may obtain a rebate from 10% to 100% of their rates bill if it can be established that full payment would cause undue hardship. Participants in this scheme are usually unemployed, superannuitants or low income earners.

12.13 The total annual budget for the program in 1981/82 was \$652,539 and \$12,396 for salaries. Five staff work on the project as part of their normal duties. The activity is essentially a local government activity of the Department of the Capital Territory.

12.14 Conditions of eligibility for this program include: residential ownership and occupancy of a lease of land in the A.C.T.; receipt of a type of pension as specified in the legislation; or the sufferance of undue hardship through the payments of the rates. The rates remission is for one year at a time, it is income tested, and checks are occasionally carried out on applicants to confirm eligibility. In 1981/82, 2,941 ratepayers availed themselves of the scheme.

12.15 The program is subject to regular Departmental review. Legislative changes were made to the scheme in 1976 and 1980 and further legislative changes are likely to eventuate in regard to some categories of eligibility.

12.16 Funding arrangements altered as of the commencement of the 1982/83 i.e. 1 July 1982.

12.17 The Pensioner Remission Scheme continued to be funded by Commonwealth appropriation under a vote controlled by Welfare Branch and thus did not reduce rates revenue recoverable.

12.18 The Hardship Remission Scheme, from 1 July 1982, became a charge against municipal revenue and thus was no longer funded by appropriation. Such remissions reduce rates revenue recoverable and as such become a charge on Canberra's ratepayers.

3. FOOD ORDERS AND EMERGENCY CASH

Program Synopsis

12.19 Persons eligible for this benefit are A.C.T. residents in crisis situations with dependent children and who are Social Security pensioners or beneficiaries or others with no money immediately available to meet food needs. Payment is at the rate of a minimum of \$10 for an adult and \$5 per child to cover one week, and is made direct to the applicant with no waiting period. Further payments depend on reassessment of circumstances. This assistance is provided by Welfare Branch Regional Offices. It is non-taxable.

Administrative Data

12.20 Families seeking help to meet crisis situations may be provided with food orders on supermarkets or cash to meet immediate food and similar needs. The program is geared to meeting crisis situations such as the desertion of the breadwinner. The benefit has been provided since the early 1970's and is a minor one, approximately \$2,000 being currently spent on it each year. Beneficiaries are provided with cash or food orders to present to nominated supermarkets. Orders are at the rate of a minimum \$10 for an adult and \$5 for each child. At present the program appears to meet all required needs within the financial restraints imposed. It is administered by the Welfare Branch of the Department of the Capital Territory. Authority for the program is by approval of the Minister for the Capital Territory. No legislation is involved.

4. CAPITAL TERRITORY SCHOOL CLOTHING ASSISTANCE

Program Synopsis

12.21 Persons eligible are A.C.T. residents with dependent children attending school and who are in receipt of maximum rate Social Security pensions or benefits ('Unemployment Benefit' over a long period), or otherwise with income not exceeding that obtainable from full rate pension or benefit, all with no more than \$1,000 in the bank, or in other similar liquid assets. Most applicants are lone parents.

12.22 Payments are \$40 per annum for each primary school student in a family and \$60 per annum for each secondary school student and are provided by cheque posted to their residences.

12.23 Applicants are required to complete application forms stating their pension, etc., status and financial circumstances. Checks are made with the Department of Social Security. Waiting periods are kept to a minimum, generally one to two weeks. Applicants must re-apply and be reassessed each year. The benefit is administered by the Welfare Branch. It is non-taxable.

Administrative Data

12.24 Authority for the program is by approval of the Minister for the Capital Territory. No legislation is involved. Free school clothing was originally provided by the Department in the early 1960's, but the method of administering this benefit has changed over the years.

12.25 Families qualifying for school clothing assistance under an income test are provided with cheque payments once each financial year in respect of each student child. They are predominantly single parent families in receipt of a Department of Social Security pension or benefit. The assistance is not intended to meet all school clothing requirements and the amounts currently provided for each child should be only considered as a supplement.

12.26 The total cash value of the service in 1981/82 was \$87,500. Expenditure in 1982/83 is expected to be about \$120,000. Administrative and salary expenses cannot be separately identified as these are absorbed in the cost of a wide range of activities carried out by the Welfare Branch of the Department. About 1,000 manhours per annum is spent on this benefit.

12.27 The benefit is paid at the rate of \$40 per annum for each primary school student in a family and \$60 for each secondary school student. The method of service delivery is directly from the Commonwealth to the client.

12.28 Application forms are available at the Welfare Branch Central Office in Canberra City and at Regional Offices at Woden, Belconnen and Canberra City. The application forms seek, inter alia, details of marital status, dependent student children, pension or benefit status or other income to enable assessment of eligibility. The internal assessment is supplemented by reference to lists of clients of the Department of Social Security for verification of information about pension status. Lists of successful applicants are forwarded from the Department of the Capital Territory weekly or at other suitable intervals to the Department of Finance for cheques to be forwarded to applicants' home addresses. Where applications are rejected as ineligible, clients are notified by the Welfare Branch.

12.29 Approximately 1,000 families received assistance towards school clothing in 1981/82. The status of the recipients was as shown in Table 12.1:

Table 12.1: Status of Recipients - Capital Territory School Clothing Assistance: 1981/82

Status of Recipients	Number
Age Pension	5
Invalid Pension	50
Widow's Pension	340
Supporting Parents Benefit	410
Unemployment Benefit	155
Sickness Benefit	15
Special Benefit	10
Other low income families	15
Total	1000

5. CAPITAL TERRITORY SCHOOL BUS TICKETS

Program Synopsis

12.30 Persons eligible are A.C.T. residents with dependent children attending school and who are in receipt of maximum rate Social Security pension or benefit, Unemployment Benefit over a long period or otherwise with income not exceeding that obtainable from full rate pension or benefit, all with no more than \$1,000 in the bank or in similar liquid assets. Most applicants are lone parents.

12.31 Bus tickets are provided by post to cover a six monthly period. Applicants complete application forms stating their pension, etc., status and financial circumstances. Checks are made with the Department of Social Security. Waiting periods are kept to an absolute minimum. Applicants must re-apply each six months. The benefit is administered by the Welfare Branch.

Administrative Data

12.32 Authority for this program is by approval of the Minister for the Capital Territory. No legislation is involved. The benefit was first introduced in 1976/77 when charges for school bus travel were introduced. The program provides bus tickets for the school children of needy families. Applicants seeking this benefit are predominantly single parents in receipt of pension or benefit.

12.33 The program is administered by the Welfare Branch and applies to all areas of the A.C.T. Staff working part-time on the provision of this benefit include about seven officers. Approximately 600 manhours per annum are spent on the provision of this benefit. The cost of the service in 1981/82 was \$59,000.

12.34 Eligible families receive bus tickets for student children each half year by mail. Persons eligible for this benefit are: A.C.T. residents with dependent children attending school and who are in receipt of maximum rate 'Age', 'Invalid' or 'Widow's Pensions' or 'Supporting Parents', 'Unemployment', 'Sickness' or 'Special Benefits' over a long period; or those who are not pensioners or beneficiaries, but who have income not exceeding that obtainable from a full rate pension or benefit. Those eligible must have no more than \$1,000 in the bank, credit unions, building societies, or in similar liquid assets. As this benefit is provided from one administrative point and a master register of applicants maintained, no duplication of claims is likely. During 1981/82 668 families received school bus tickets for their children. It is expected that about 900 families will benefit in 1982/83.

12.35 Reviews of the administration of this benefit have occurred and the present streamlined procedure was introduced in 1982 to relieve clients of the need for face-to-face interviews with Welfare Branch staff. On the other hand, evaluation studies are not considered necessary as the needs of clients applying for the benefit are fully met. It is not considered practical to survey the total likely field as the requirement for free school bus travel depends upon the location of the residences of individual families in relation to schools and other personal factors.

6. CAPITAL TERRITORY TRAVEL ASSISTANCE TO GAOLS

Program Synopsis

12.36 Persons eligible are A.C.T. residents who are in receipt of maximum rate Department of Social Security pensions or benefits, or otherwise with income not exceeding that obtainable from full rate pension or benefit, all with no more than \$1,000 in the bank or in similar liquid assets. Those assisted are normally the immediate family of adult prisoners or juveniles in corrective institutions.

12.37 Applicants must provide evidence of Social Security status or financial circumstances. The payment is non-taxable. There is no waiting period. Applicants must re-apply for each gaol, etc., visit. The benefit is administered by Welfare Branch.

Administrative Data

12.38 This benefit was introduced in August 1979 on the authority of the Minister. No legislation is involved. It is intended to provide assistance to needy families to enable visits to be made to family members in interstate (generally N.S.W.) gaols and juvenile training institutions. The benefit is a minor one restricted to a small number of people at a cost of \$3,500 in 1981/82. It is administered through the three Regional Offices of the Welfare Branch but involves little staff time.

12.39 Eligible persons can be provided with cash in advance to meet the cost of travelling, accommodation and meals, and such assistance can be made once each month. Those assisted are normally the immediate family, i.e., wives and children of adult prisoners, parents and siblings of juveniles in institutions. Where there are no other close relatives, parents, grandparents or other relatives may be assisted. The program was introduced as a result of representation to the Department for such assistance and is regularly reviewed.

7. DRIVER LICENCE AND MOTOR REGISTRATION CONCESSION TO AGED PENSIONERS AND FRINGE BENEFIT PENSIONERS

Program Synopsis

12.40 Persons eligible are the Departments of Social Security and Veterans' Affairs pensioners receiving pensioner fringe benefits and aged pensioners. The concession provides a 50% reduction in driver licence and vehicle registration fees and is available at the time of payment. There is no waiting period. Applicants must present evidence of pension status.

12.41 It provides A.C.T. pensioners with a similar concession to those available in States and is consistent with other concessions to pensioners administered by the Department.

12.42 The concession is administered by the Motor Vehicle Registries.

Administrative Data

12.43 This program was incorporated into the 1981/82 Commonwealth Budget and allows age pensioners a 50% concession on the cost of drivers' licences and vehicle registration. In the 1982/83 Commonwealth Budget this concession was extended to all persons identified by the Department of Social Security, and the Department of Veterans' Affairs, as eligible for pensioner fringe benefits. The purpose of the program is to provide A.C.T. pensioners with similar concessions to those available in the States. Direct cost for the program is estimated at \$70,000 for 1982/83. The cost of its administration is negligible as it is absorbed within the motor vehicle registration and licensing systems. Funding is provided by a Commonwealth Appropriation through the Welfare Branch of the Department of the Capital Territory. The program is administered by the Traffic and Transport Branch. As the total scheme has had only one year of operation the number of persons likely to take advantage of the scheme is not yet known.

8. ELECTRICITY REBATE FOR PENSIONERS

Program Synopsis

12.44 Persons eligible are the Departments of Social Security and Veterans' Affairs pensioners with Health Benefits Card eligibility and Special/TPI war pensioners, all who live alone or with another eligible pensioner. Concession is only available in respect of pensioner's sole or principal residence and is a rebate of 50% of the quarterly electricity account up to a maximum of \$10. Applicants must provide evidence of eligibility for a Pensioner Health Benefits Card. Eligibility is checked annually by Statutory Declaration forwarded to each participating person.

12.45 The concession, administered by the A.C.T. Electricity Authority (ACTEA), is provided direct by reduction in the quarterly account. It is consistent with other concessions available to pensioners.

Administrative Data

12.46 This program resulted from an election commitment of the Liberal Party during the 1980 election campaign and was designed to bring allowances available to eligible pensioners in the A.C.T. into line with concessions available to pensioners in N.S.W., Tasmania and W.A. The authority for the program was an agreement between the Ministers for Finance and the Capital Territory on 26 March 1981. The service involves the granting of a quarterly rebate to eligible pensioners on electricity accounts of 50% of the account up to a maximum of \$10 per quarter. Such a service falls within the general welfare objective of the Department of the Capital Territory to provide assistance to residents in needy circumstances.

12.47 The A.C.T. Electricity Authority and the Department of the Capital Territory cooperate in the administration of the program. Each year, eligible pensioners are required to confirm their eligibility for a rebate by completing a rebate renewal form and this involves ACTEA in the employment of three to five temporary staff for two to three months. Other special projects relating to the scheme are handled in a similar manner. In 1981/82, the cost of rebates and administration amounted to \$286,018. Rebates granted from 1 July 1982 to 30 March 1983 reached \$193,471.

12.48 The rebate is available to persons in receipt of pensions from either the Department of Social Security or the Department of Veterans' Affairs who are eligible to hold a Pensioner Health Benefits Card. In July 1982 6,757 eligible pensioners were in receipt of this concession. The program is reviewed on a regular basis to ensure that the benefits available in the A.C.T. are comparable with the benefits available in the States.

9. CAPITAL TERRITORY FUNERAL COSTS ASSISTANCE

Program Synopsis

12.49 'Funeral Costs Assistance' is provided for funerals of indigent deceased persons where relatives (if any) are unable to meet funeral costs. Burials are arranged through a contract with a funeral director at a cost of \$275 per funeral. A free cemetery plot is provided. The assistance is available through the Welfare Branch.

Administrative Data

12.50 This program is intended to enable the burial of a person who dies without sufficient funds to meet funeral costs or whose relatives are unable or unwilling to bear those costs. It has been in operation for at least twenty years and is administered by the Welfare Branch of the Department. Authority for the program is by approval of the Minister and no legislation is involved.

12.51 Burials are arranged with an A.C.T. funeral director at a current tender price of \$275 per funeral. Calls upon this benefit are not frequent and expenditure of up to \$8,000 was allowed for in 1982/83. Cooperation is given by the A.C.T. Cemetery Trust which provides a free cemetery plot. Other cooperation is provided by the Curator of Deceased Estates who advises if the deceased person has any estate from which recovery of burial expenses can be made.

10. BUS TRAVEL FOR PENSIONERS AND BENEFICIARIES

Program Synopsis

12.52 Persons eligible are Department of Social Security pensioners and beneficiaries and Department of Veterans' Affairs pensioners. A card valid for one year is issued by the Department entitling those eligible to purchase half-fare bus tickets. Otherwise a Pension or Benefit card may be shown on a bus and a half-fare paid. The concession, administered by Public Transit Branch, is consistent with those provided to pensioners in the States and others provided by the Department.

Administrative Data

12.53 The Department of the Capital Territory Welfare Branch provides an annual subsidy for the cost of subsidised travel for pensioners and beneficiaries using ACTION buses. Those eligible for subsidised travel, as determined under the Motor Omnibus Services Ordinance 1955, include the following categories: unemployment and sickness beneficiaries; age and invalid pensioners; and supporting parents.

12.54 In a major review undertaken by the Public Transit Branch in 1981, the criteria for identifying people who are or who should be eligible for travel at concessional rates were examined. The broad principle applied to was to determine the groups that could be considered as physically or financially disadvantaged in transportation. Such groups were identified from advice given by the Departments of Social Security, Employment and Youth Affairs, and Veterans' Affairs, and from groups recognised by public transport operators interstate.

12.55 The subsidy provided for 1981/82 was \$661,800 and the estimated 1982/83 subsidy is \$711,500. This subsidy is calculated as the difference between the adult and concessional cash fares, by the number of welfare recipient passengers travelling annually on ACTION buses, and is paid to the A.C.T. Transport Trust Account.

CHAPTER 13

DEPARTMENT OF VETERANS' AFFAIRS

1. Disability Pension
2. Service Pension
3. Supplementary Assistance
4. Fringe Benefits
5. Loss of Earnings Allowance

1. DISABILITY PENSION

Program Synopsis

13.1 A 'Disability Pension' is paid as a monetary compensation for an injury or illness which is related to war service, service in a peacekeeping force, or service in the regular forces since 7 December 1972. It is payable to members of the Australian Forces (including Aborigines and Torres Strait Islanders who assisted Australian Forces during World War II), Australians who enlisted in the forces of other Commonwealth countries in wartime, Australian merchant mariners during World War II and the dependants of any of these.

13.2 Pensions are currently (July 1983) paid at the following fortnightly rates:

- Special Rate (payable to veterans who are blind, totally and permanently incapacitated, or temporarily totally incapacitated)
 - \$315.50 plus \$8.10 for spouse plus \$2.75 for dependent child.
- Intermediate Rate (payable to veterans who are capable only of part-time or intermittent work)
 - \$217.30 plus \$8.10 for spouse plus \$2.75 for dependent child.
- General Rate (100%) - \$119.00 plus \$8.10 for spouse plus \$2.75 for dependent child. Pension is payable at various percentages of the General Rate depending on the degree of incapacity. Additional amounts are payable for loss of limbs or one eye, as specified in the 5th Schedule of the Repatriation Act 1920.

Different rates are applicable to merchant mariners. Since 'Disability Pension' is a compensatory payment rather than an income maintenance payment, it is not income tested and is not taxed. All 'Disability Pensions' are automatically indexed twice annually, except for the lesser allowances under Schedule 5 of the Repatriation Act. Pensions are paid fortnightly in advance by cheque or into bank accounts.

13.3 Although 'Disability Pensions' are paid through the Department of Veterans' Affairs, eligibility and rates of pension are determined at first instance by Repatriation Boards (or the Seamen's War Pension and Allowances Committee in the case of merchant mariners). The Commission can review individual determinations, and further appeal is possible to the Repatriation Review Tribunal and thence to the Federal and High Courts. The mean time taken to process claims by

Repatriation Boards is 230 days. However some cases may be given top priority in which case the mean time taken is eighteen days. Once a 'Disability Pension' is granted there is no automatic process of review.

13.4 A disability pensioner may also be eligible to receive a 'Service Pension' or 'Age Pension'. A 'Disability Pension' does not count as income in assessing 'Service Pension' but it does count in assessing entitlement to 'Age Pension'.

13.5 A pension and allowances are also payable to a widow and children of a veteran whose death is related to service. (see 'War and Defence Widows' Pensions' and 'Education Allowances')

Administrative Data

13.6 This program is consistent with the major objectives of the Department in relation to the administration of the Australian Repatriation System, which is based primarily on the principle of compensation to veterans and dependants, for injury or death related to service. Compensation in this instance is in the form of monetary payments. A 'Disability Pension' is a compensatory payment for service-related disablement or death. It is free of any income test and is paid to the veteran and to his eligible dependants according to the degree of loss to be compensated. For the veteran himself this means monetary compensation for pain and discomfort, disfigurement, impaired physical or mental capacity, and the loss or reduction of earning power, and for dependants it is compensation for diminished support.

13.7 The mandate for payment of 'Disability Pension' is provided hereunder:

- the Repatriation Act which relates to -
 - the 1914-18 War during the period 4 August 1914 to 31 August 1921;
 - the 1939-45 War, during the period 3 September 1939 to 30 June 1951, but is not applicable to those persons who enlisted after 30 June 1947; and
 - the Korea-Malaya operations during the periods 27 June 1950 to 19 April 1956 (Korea) and 29 June 1950 to 31 August 1957 (Malaya).
 - The Act also -
 - extends to persons who were domiciled in Australia immediately before enlisting in the Armed Forces of a British Commonwealth country other than Australia;

- extends to Torres Strait Islanders and Australian Aborigines who served in the Torres Strait Light Infantry Force during the 1939-45 War;
- by amendment made in 1973, covers members of the Regular Defence Force who had completed a specific period of service on or after 7 December 1972; and
- by amendment made in 1981 to cover persons serving with Peacekeeping Forces.
- Papua New Guinea veterans of the 1939-45 war are eligible for benefits provided under the Papua New Guinea (Members of the Forces Benefits) Act 1957. This Act was amended in 1981 to permit benefits to be made available to former members of the Royal Papuan Constabulary and the New Guinea Police Force who served under Australian Army Command during the 1939-45 War.
- The Repatriation (Far East Strategic Reserve) Act 1956 relates to service during the period 1 September 1957 to 27 May 1963 while allotted for duty in Malaya or Singapore as part of, or in conjunction with, the Australian contingent or other Dominion forces associated with the British Commonwealth Far East Strategic Reserve.
- The Repatriation (Special Overseas Service) Act 1962 relates to 'special service', being service in, or when proceeding to, or from, a proclaimed area affected by war-like operations while allotted for duty directly related to those operations. Provision also exists for those who, while not allotted for 'special service' sustained injury or disease as a result of action by hostile forces. The proclaimed areas presently comprise an area in the north of Malaya and the southern zone of Vietnam. This Act replaced the Repatriation (Far East Strategic Reserve) Act as regards subsequent service in Malaya.

13.8 In addition to those entitled under the main legislation, Repatriation benefits are also available, on broadly the same basis, to other groups, including dependants, under -

- the Interim Forces Benefits Act 1947 which relates to those persons who enlisted between 1 July 1947 and 30 June 1949 for a period not exceeding two years. It was during this period that the war-time forces were being wound down and the permanent peace-time forces had not fully been established;
- the Seamen's War Pensions and Allowances Act 1940 which provides for compensation to Australian merchant mariners and their dependants, where death

or incapacity results directly from enemy action, suspected enemy attack or in consequence of capture or detention by the enemy;

the Act of Grace Schemes, established by Cabinet direction during and since the 1939-45 War, for civilians who, although not members of the Forces, served, with Government approval, in association with and in support of the Forces, or were otherwise involved in war activity, e.g., members of philanthropic organisations such as the Red Cross, official war correspondents and New Guinea civilians. The schemes also cover those who were in the services on a part-time basis but were not 'Members of the Forces' as defined in Repatriation legislation.

13.9 The responsibility for the administration of 'Disability Pension' is vested in the Repatriation Commission under the control of the Minister for Veterans' Affairs by virtue of Section 7(1) of the Repatriation Act. The program is administered from Central Office, Canberra, State Branch Offices (in the six States), Regional Offices and field staff who are attached to the State Branch Offices and Regional Offices. The program applies throughout Australia and the implementation locations are situated in metropolitan, provincial and rural areas.

13.10 The Repatriation Commission, under the control of the Minister, is responsible for deciding all policy matters involving the administrative arrangements for the payment of 'Disability Pension' to eligible persons. In some areas, formal arrangements exist with other Commonwealth Government departments and agencies to ensure the provision and exchange of information where this is necessary to enable the Commission to correctly discharge its responsibilities under the Act. There are not many issues relating to the payment of these pensions which involve State Governments or local government authorities. Consultation with such bodies is arranged on an ad hoc basis as and when the need arises.

13.11 Policy control for the 'Disability Pension' rests with the Repatriation Commission under the control of the Minister. In new policy developments in this area, consultation would take place with a number of other departments and organisations. The extent to which this would be necessary would depend on the nature of the proposals but, in nearly all cases, consultation would occur between the Department and organisations concerned with the welfare of ex-servicemen and women in Australia. The Commission also maintains contact with overseas authorities and keeps abreast of major developments in the repatriation sphere overseas. Significant changes in the repatriation arrangements in other countries such as the United Kingdom, New Zealand, Canada, France, the USA, Italy, Greece, etc., are monitored but, in

most instances, the arrangements in Australia are already equal to or better than those in other countries.

13.12 Formal controls also exist to ensure that written consultation takes place with the Department of Social Security both at the Central and State Branch Office level in all cases where the payment of 'Disability Pension' could affect benefits from the Department and vice versa.

13.13 Estimated expenditure on the 'Disability Pension' program in 1981/82 was \$303.1 million. This figure relates to 'Disability Pension' and allowances. Allowances include Attendant's Allowance, Clothing Allowance and Decoration Allowance. Consequently, no separate data are available on the cost of 'Disability Pension' alone.

13.14 In 1981/82, the estimated administrative cost of salaries of staff for the 'Disability Pension' program was \$3,916,535. Computer costs were also incurred but, as the Department has an integral computing system covering a number of its programs, it is not possible to identify costs attributable to this particular program. The Department of Veterans' Affairs has not undertaken any detailed studies in this area. However, it is understood that investigations by the Public Service Board indicate that a figure of 85 per cent is the approximate standard overhead percentage for the Commonwealth Public Service i.e. overheads are 85 cents for each \$1 of salary costs assigned to a specific project.

13.15 For 1981/82 it is estimated that the average number of staff working full-time on the administration of the 'Disability Pension' was about 107. For the same year, it is estimated that the approximate number of staff working part-time on the administration of 'Disability Pension' was about 310. The average number of staff working part-time on the program in the same year, expressed in terms of equivalent staff numbers was 140. It is estimated that approximately 450,775 manhours per annum were spent on the administration of 'Disability Pension' in 1981/82. The basis for the calculation of manhours was:

• 107 full-time staff x 7.3 hours x 250 mandays	=	195,275 manhours per annum
• 140 full-time equivalent staff x 7.3 hours x 250 mandays	=	255,500 manhours per annum
• Total		450,775 manhours per annum

13.16 'Disability Pension' is paid by cheque fortnightly in advance, or to a bank, credit union or building society account every twelve weeks in arrears. The rate payable in respect of service-related incapacity varies according to the assessed degree of incapacity and is set down in various schedules attached to the Repatriation Act. The current basic rates are as follows:

Special (Totally & Permanently Incapacitated) Rate

13.17 The requirements for payment of Special (T.&P.I.) Rate pension as set out in Schedule 2 to the Repatriation Act are that a veteran must as a result of service-related disabilities be:

- blinded, or
- totally incapacitated, that is, disabled for life to such an extent as to preclude him from earning other than a negligible percentage of a living wage.

The pension rate for Special (T. & P.I.) Rate pensioners is \$315.50 per fortnight.

Temporarily Totally Incapacitated Rate (T.T.I.)

13.18 This rate which is equivalent to the Special Rate of \$315.50 per fortnight is payable to veterans who as a result of service are temporarily totally incapacitated.

Intermediate Rate

13.19 This rate is payable to a veteran who, as a result of service-related incapacity, can work only part-time or intermittently and as a result is unable to earn a living wage. The rate is \$217.30 per fortnight.

General Rate

13.20 This rate is payable to a veteran who, although able to work, is incapacitated through service-related disabilities to an extent that his earning capacity and general prospects may be reduced. Pain and suffering, any general social restrictions on leading a normal life are factors which are taken into account. The rate payable ranges from 10% to 100% of the maximum and varies according to the assessed degree of service-related incapacity. Rates of payments are shown in Table 13.1.

Table 13.1: Disability Pension Payments - General Rate - Payments per Fortnight

Proportion Payable	Payment	Proportion Payable	Payment
	\$		\$
100%	\$119.00	50%	\$59.50
95%	\$113.05	45%	\$53.55
90%	\$107.10	40%	\$47.60
85%	\$101.15	35%	\$41.65
80%	\$95.20	30%	\$35.70
75%	\$89.25	25%	\$29.75
70%	\$83.30	20%	\$23.80
65%	\$77.35	15%	\$17.85
60%	\$71.40	10%	\$11.90
55%	\$65.45		

Following the repeal of section 37 of the Repatriation Act in 1978, a number of veterans who suffered from pulmonary tuberculosis are now receiving a pension 'frozen' at the May 1978 100% rate pension of \$74.40 a fortnight. These veterans will not receive any further statutory increases until their assessed rate of incapacity exceeds \$74.40 per fortnight.

Additional Amounts Under Schedule 5 of the Repatriation Act

13.21 Any veteran who is suffering any of the disabilities described in Schedule 5 of the Act is entitled to an additional amount over and above the amount of pension prescribed in Schedule 4 of the Act in respect of that disability.

Pensions for Dependents of Incapacitated Veterans

13.22 Dependents' pensions are also provided, on the basis of relationship, to wives (including de-facto wives) and children of veterans receiving 'Disability Pension'. The maximum rate is \$8.10 per fortnight for wives (\$2.75 for each child) of veterans on the 100% General Rate and above, with the appropriate percentage of that amount being paid to dependents of veterans assessed at less than the 100% General Rate.

Widows and Orphans

13.23 Where a veteran (other than one receiving a pension at the Special (T. & P.I.) Rate or its equivalent) dies from causes not related to his service, the pension payable to his wife at the time of his death continues to be paid to her at the same rate during her life-time or until her remarriage.

Pension payments for his children also continue, ceasing when each child attains 16 years of age, or when the child ceases full-time education whichever is the later.

13.24 In addition, orphans' pensions are payable to the children of a veteran whose death is service-related or who dies from causes not related to service but was receiving at the time of his death, or is subsequently adjudged to have been entitled to receive, a pension at:

- the Special (T. & P.I.) Rate or for blindness;
- one of the rates payable to double amputees i.e., one of the rates payable under the first six items of Schedule 5.

13.25 Orphans' pensions continue in payment until they are 16 years of age or beyond that age where they are continuing full-time education. There are two rates:

- \$36.90 per fortnight for a child of a deceased veteran;
- \$73.80 per fortnight for a child, both of whose parents are deceased.

13.26 These children are also eligible for assistance under the 'Soldiers' Children Education Scheme'.

Widowed Mothers

13.27 The mother of a son who has never married and whose death was service-related qualifies as a widowed mother, if she was widowed before or within three years after his death. A basic pension of \$17.00 per fortnight is payable free of the income test under Schedule 1 of the Repatriation Act.

Eligibility for Benefits

Conditions of Eligibility

13.28 The wars, conflicts and war-like operations in respect of which the Commonwealth Government has a liability to pay pension are numerous and have been set out previously when the mandate for the program was discussed.

13.29 The conditions which apply in determining whether incapacity or death is service-related vary between the different conflicts and the types of service performed. Full details of these provisions are set out below:

REPATRIATION ACT 1920

1914-18 War (4.8.1914 to
31.8.1921)

Service Eligibility

Incapacity or death which:

- resulted from any occurrence that happened during service;
- veteran who enlisted or was appointed for service or employed on service, outside Australia or on a ship of war;
- resulted from employment in connection with naval or military preparations or operations;
- all veterans;
- resulted from a pre-enlistment disability, if contributed to in any material degree or aggravated by the conditions of service.
- veteran who served in camp in Australia for at least six months or embarked for active service overseas;

1939-45 War (3.9.1939
to 30.6.1951)

Service Eligibility

Incapacity or death which:

- resulted from any occurrence that happened during service;
- veteran who served on active service;
- arose out of or is attributable to service;
- resulted from an accident during travel to or from place of employment on service;
- all veterans;
- resulted from an accident or disease that would not have occurred but for service or changes in environment consequent upon service;
- all veterans;
- resulted from a pre-enlistment disability, if contributed to in any material degree or aggravated by conditions of service.
- veterans who served in camp in Australia for at least six months, or were employed on active service.

Korea-Malaya Operations
(Korea 27.6.1950 to 19.4.1956)
(Malaya 29.6.1950 to 31.8.1957)

Service Eligibility

Incapacity or death which:

- resulted from any occurrence that happened during service;
- all veterans who served outside Australia, while allotted for duty in an operational area in Korea or Malaya, or with a unit so allotted;
- resulted from an action by enemy or in combating an enemy;
- a member of the Naval, Military or Air Forces of the Commonwealth, if serving outside Australia, whether or not allotted for duty in an operational area;
- resulted from a pre-enlistment disability, if contributed to in any material degree or aggravated by the conditions of service.
- all veterans who served outside Australia, while allotted for duty in an operational area in Korea or Malaya, or with a unit so allotted.

Defence or Peacekeeping Service
(Defence Service on or after
7 December 1972)
(Peacekeeping Forces after
1 November 1982)

Service Eligibility

Incapacity or death which:

- has arisen out of, or is attributable to defence service;
- Regular Serviceman who:
 - served full-time continuously for at least three years, that period ending on or after 7.12.72; or
 - was engaged or appointed for at least three years continuous full-time service but failed to complete that period by reason of death or discharge for medical reasons on or
- resulted from an accident during travel to or from employment on defence service;
- resulted from an accident or disease that would not have occurred or been contracted but for defence

- service or environmental changes consequent upon such service;)
- pre-existing condition, contributed to or aggravated by service)
- after 7.12.72;)
- completed at least 6 months defence or peacekeeping service.)
- National Serviceman who:)
- completed his period of national service on or after 7.12.72; or)
- failed to complete his national service period by reason of death or discharge for medical reasons on or after 7.12.72.)

INTERIM FORCES BENEFITS ACT 1947

Sections 6 and 7 of the Interim Forces Benefits Act which relates to interim forces enlisted between 1.7.1947 and 30.6.1949 for a period not exceeding two years provides that eligibility and benefits are decided under the Repatriation Act (Divisions 1 to 4 inclusive).

REPATRIATION (FAR EAST STRATEGIC RESERVE) ACT 1956

Malayan Service
(1.9.1957 to 27.5.1963)

Service Eligibility

Incapacity or death which:

- resulted from any occurrence) including the contracting of a disease, that happened during Malayan service;)
- resulted from disability, the origin or cause of which existed before commencement of Malayan service, if contributed to in any material degree or aggravated by conditions of Malayan service.)
- all veterans who served while allotted for duty in Malaya as part of, or in conjunction with, the Australian contingent or other Dominion Forces associated with the British Commonwealth Far East Strategic Reserve, excluding service as part of the Naval Forces in the complement of a sea-going vessel.)

REPATRIATION (SPECIAL OVERSEAS SERVICE) ACT 1962

Special Service
(from 31.7.1962)*

Service Eligibility

Incapacity or death which:

- resulted from any occurrence) including the contracting of disease, that happened during a period of special service)
- resulted from disability, the origin of the cause of which existed before special service, if contributed to in any material degree or aggravated by the conditions of special service;)
- resulted from an occurrence that happened as a result of action by hostile forces, other than during a period of special service.)
- all veterans who served on special service, i.e., who served in or while proceeding to or from, a proclaimed area affected by war-like operations, while allotted for duty directly related to those operations;)
- a member of the Australian Naval, Military or Air Forces, if serving outside Australia.)

NOTE: Special service also includes short periods in Australia on duty or rest and recuperation arrangements, compassionate leave or for medical treatment, if allotment for special duty has not ceased.

- * The legislation permits areas to be proclaimed from the date before commencement of the Act. Thus it covers, for example, service in Vietnam from 31.7.62.

SEAMEN'S WAR PENSIONS AND ALLOWANCES ACT 1940

1939-45 War. In respect of service by Australian Mariners:

Service Eligibility

- Incapacity or death which resulted from detention by the enemy or as a direct result of injury sustained in the course of employment as an Australian mariner.)
- service as an Australian mariner as defined in the Seamen's War Pensions and Allowances Act.)

PAPUA NEW GUINEA (MEMBERS OF THE FORCES BENEFITS) ACT 1957

1939-45 War

Service Eligibility

- resulted from an occurrence that happened during service; • all veterans;
- arose out of or is attributable to service; • all veterans;
- resulted from a pre-enlistment disability, if contributed to in any material degree or aggravated by conditions of service. • all veterans.

Duration of Eligibility

13.30 'Disability Pension' continues in payment to a veteran during his lifetime with the following exceptions:

- the veteran no longer suffers incapacity from a service-related disability;
- failure of a veteran to attend for medical examination;
- address of veteran becomes unknown or proof of life is not supplied;
- death of a pensioner;
- disappearance of pensioner - presumption of death;
- voluntary surrender of pension.

13.31 Dependents' pensions cease as a result of:

- child attaining 16 years of age and not qualifying as a student child;
- divorce - wife's pension is cancelled the day after decree absolute; (section 39A);
- re-marriage of a dependent female;
- address of the dependant becomes unknown;
- death of the dependant;
- disappearance of dependant - presumption of death;
- voluntary surrender of pension.

13.32 The number of veterans and dependants receiving 'Disability Pension' as at 7 January 1982 is shown in Table 13.2.

Table 13.2: Number of Recipients - Disability Pension: January 1982

Pensions	Veterans	Dependants
1914-18 War	5 519	12 790
1939-45 War	153 010	158 752
Korea-Malaya	3 322	4 329
Far East Strategic Reserve	622	1 076
Special Overseas Service	6 748	14 027
Regular Defence Forces	2 613	3 918
Act of Grace/Seamen's War Pensions/ Papua New Guinea	167	186

13.33 No specific reviews are conducted on the eligibility of potential clients. However, information relating to this program is readily available through State Branch Offices, Regional Offices, field officers and through the dissemination of information pamphlets by the Department to organisations representing the veteran clientele.

13.34 Departmental reviews to determine the extent of incapacity suffered by a veteran are conducted throughout the year and are normally sorted into three groups as follows:

GROUP 1 - all cases assessed from 10% to 30%;

- all cases assessed at 35% or more where the pension rate has not varied by more than 10% during the preceding five years and the pensioner has been examined for pension assessment purposes during that time.

GROUP 2 - all cases assessed at 35% or more where the pension rate has varied by more than 10% during the preceding five years and the pensioner has been medically examined.

GROUP 3 - all other cases.

13.35 Special reviews are conducted on those pensioners receiving the I.T.I. rate where the rate has been in payment for twelve months or more and for those receiving the intermediate rate of pension, initially six months after the date of the decision awarding the assessment. Reviews are

also conducted under section 39 to determine the eligibility of a dependent child for continued pension payment after he or she attains 16 years of age. In addition, veterans may apply to have their cases reviewed.

13.36 The Repatriation Act contains various provisions limiting the amount of pension to be paid in certain circumstances, for example, where a veteran would otherwise be eligible to receive payment of pension for the same disability from two authorities, the Act provides that he will not be paid more than he would be entitled to receive from one authority only. The Schedules to the Act also contain limiting provisions in relation to dependants, and other legislation administered by the Department contains provisions limiting pension payments. 'Disability Pension' may be transferred overseas where the pensioner is leaving Australia permanently, or in certain cases where his absence from Australia is expected to be lengthy.

13.37 The method of service delivery is directly from the Department of Veterans' Affairs to clients. In instances when the client is resident overseas, payments are made through the Department's overseas paying agents. Currently all payments are made by fortnightly cheques in advance or to bank, credit union or building society accounts every twelve weeks in arrears.

The Nature of the Information Base for the Program

13.38 The outbreak of war in 1914 saw the raising, for active service, of military forces that, for the first time were wholly national in character and wholly controlled by the Australian Government in accordance with its powers and responsibilities under the Constitution. The year 1914, therefore saw the first Australian legislation to provide pension for service-related incapacity or death, the War Pensions Act 1914. In 1920, a new Act, the Australian Soldiers' Repatriation Act 1920, came into force on 1 July of that year.

13.39 In the intervening years there has been a great expansion in the scope of benefits provided under the legislation and these benefits have been extended to cover wider classes of persons.

Recent Reviews

13.40 The 'Disability Pension' is under constant review both by the Department and outside bodies. The greatest demand for change would come from the organisations representing the veteran clientele. The changes which have been proposed by these organisations vary and are sometimes inconsistent. Examples of the changes requested are listed as follows: review the method of reassessing a veteran's percentage pension rate, rationalise the payment of dependant's pension, and restore the 100% pension for tuberculosis sufferers.

13.41 To some extent the objectives of the program are a matter for the Government, however the Department does play a role through the preparation of forward estimates and the preparation of new policy options for the Budget involving both extensions and restrictions to the existing program. These are prepared throughout each year and they focus on possible deficiencies in the existing program.

13.42 On 24 September 1970 the Senate referred to its Standing Committee on Health and Welfare an investigation into 'all aspects of Repatriation including the operation of the Repatriation Act'. The report of that committee was presented to the Senate on 7 November 1973. On 27 May 1971 the then Prime Minister announced the Government's intention of setting up an independent non-parliamentary enquiry into the Repatriation System. The appointment of Mr Justice Toose was announced on 7 October 1971 by the then Minister for Repatriation. The enquiry commenced later that month and reported four years later in June 1975. Major conclusions included:

- . The compensation of members of the forces through the separate arrangements of the Repatriation System has been fully justified.
- . If the promises which have been made are to be honoured, present and future governments should continue to exercise great vigilance to ensure that, in times remote from wars and warlike operations, the compensation properly payable to members of the forces and their dependants, and the provision of appropriate care, are maintained at levels which are at least the equal of those available for the community generally.
- . For the foreseeable future it is necessary that the Repatriation system be retained in order to ensure the delivery of compensation to members of the forces, particularly those who served in periods of national involvement in armed conflicts and to whom successive governments have given clear and unequivocal guarantees.
- . Compensation benefits provided for members of the Forces and their dependants should be maintained at a reasonably high level having in mind the likelihood that members (or their dependants) do not have the right to sue for damages for service-related death or injury.

13.43 The main changes which have taken place in relation to the 'Disability Pension' include:

- the repeal of Section 37 of the Repatriation Act eliminated the automatic grant of 100% General Rate pension for pulmonary tuberculosis;
- elimination of time limits within which claims for pension must be lodged;
- with regard to 'Disability Pension' for veterans suffering service-related mental illness the abolition of maintenance deductions; and the control of pensions to be handed over to the States; and
- access to the Courts from decisions of a Tribunal.

13.44 In 1976 the Administrative Review Committee, which was appointed to broadly review major areas of departmental administration, prepared a confidential report about Repatriation administration.

13.45 In 1981, the Government's decisions resulting from the Review of Commonwealth Functions had some impact on the administration of 'Disability Pension' in respect of veterans suffering serious service-related mental illness. An Efficiency Audit of the Department of Veterans' Affairs administration of the 'Service Pension' and 'Disability Pension' programs has also been undertaken.

13.46 Section 35AAA of the Repatriation Act provides for automatic twice yearly adjustments of the basic pension rates in line with movements in the Consumer Price Index. These adjustments ensure that pension rates keep pace with movements in living costs. Pensions adjusted in this way are:

- Special Rate (I. & P.I.);
- Intermediate Rate;
- General Rate;
- War/Defence widows Pension; and
- Service Pensions - maximum married and standard rate.

It is therefore not possible to give details of projected costing for this program.

13.47 The projections for the future intake of beneficiaries are shown in Table 13.3.

Table 13.3: Projection of Recipients - Disability Pension

Recipients	1983	1984	1985
Veterans	167 510	164 500	161 500
Dependants	183 985	177 080	52 000

13.48 The Repatriation Review Tribunal was established in July 1979 to replace the former War Pensions Entitlement and Assessment Appeals Tribunals which until that time had dealt with all entitlement and assessment appeals. The Act provides that the Tribunal shall consist of a President and such number of Deputy Presidents and other members as the Governor-General may from time to time determine.

13.49 The President and Deputy President must possess legal qualifications and a medical member is included on panels reviewing assessment cases. The Repatriation Review Tribunal is the final avenue of appeal available to persons under the Repatriation Act. However, two further avenues of appeal exist. Where the President of the Tribunal considers that an application for review of an adverse decision involves an important principle of general application with respect to entitlement to, or assessment of pension under the Act, he may refer the matter to the President of the Administrative Appeals Tribunal for review. In addition, the Tribunal may of its own motion or at the request of an applicant or the Commission refer a question of law arising in a proceeding before the Tribunal, to the Federal Court of Australia for decision.

13.50 The High Court case known as 'Repatriation Commission v. Law' provides an example of the way in which juridical decisions can affect the administration of programs.

13.51 Mr Law died on 15 September 1976 at the age of 67 years. The certified cause of death was carcinoma of the lung. The medical evidence was to the effect that the carcinoma had been caused by smoking.

13.52 Mrs Law claimed a pension in respect of her husband's death and it was argued in support of her claim that Mr Law had commenced smoking during his imprisonment as a prisoner-of-war of the Japanese, and that the commencement of his smoking had been caused by the stress of his service. Medical evidence in support of the claim included evidence from Sir Edward Dunlop to the effect that Mr Law's smoking was caused by his war service.

13.53 The claim was rejected by a Repatriation Board and, on appeal, by the Repatriation Commission. Mrs Law took the matter to the Repatriation Review Tribunal. After a number of hearings the claim was finally rejected by the Repatriation Review Tribunal and Mrs Law appealed on a question of law to the Federal Court of Australia against that decision.

13.54 Her appeal was upheld by Mr Justice Toohey and the Repatriation Commission appealed to the Full Court of the Federal Court. Following an adverse decision of the Full Court the Repatriation Commission appealed to the High Court of Australia.

13.55 The High Court handed down its decision on 16 October 1981 which disallowed the Repatriation Commission's appeal. A number of implications flow from this case including:

- All Repatriation determining authorities will need to act on the principles of the law as clearly interpreted by the judgment.
- The High Court interpretation of Sections 47 and 107VH of the Repatriation Act imposes a heavy onus on determining authorities to disprove claims and appeals beyond reasonable doubt.
- The liability provisions under the Repatriation Act (Sections 101 and 107M) are much wider than had ever been applied by the determining authorities i.e., the required link between a service and the incapacity or death of the veteran does not need to be close or as clear cut as previously envisaged.
- The decision of the High Court will encourage more claims than previously and more people will be encouraged to pursue their claims under the Act or to re-open previously decided claims, seeking the benefit of the High Court decision.

2. SERVICE PENSION

Program Synopsis

13.56 A 'Service Pension' is an income maintenance payment and is paid to eligible veterans instead of an 'Age Pension'. The rate of 'Service Pension' is subject to an income test, but is not affected by any 'Disability Pension' paid to a veteran.

13.57 Persons eligible are veterans who served in a theatre of war and who have reached the age of 60 in the case of men, or 55 in the case of women, or who are permanently unemployable. Eligibility extends to:

- Members of the Australian Forces who served in wartime.
- Members of the forces of Commonwealth countries and other Allied countries in wartime, with ten years residence in Australia.
- Australian merchant mariners in World War II.
- Merchant mariners of Commonwealth countries and other Allied countries in World War II, with ten years residence in Australia.
- Wives, de facto wives and dependent children of the above.
- Widows of the veterans in the categories above and their dependants.

13.58 'Service Pension' is paid at the same maximum rate and is subject to the same income tests as are applied in assessing entitlement to an 'Age Pension' under the Social Security Act 1947. The current (July 1983) rates are shown in Tables 13.4 and 13.5.

Table 13.4: Service Pension - Rates of Payment per Fortnight for Pensioners Under 70

<u>Single Pensioner</u>		<u>Married Pensioner or Widow</u>	
Income per fortnight	Pension	Income per fortnight (combined)	Pension per fortnight (each)
Less than \$60	Maximum rate \$164.70	Less than \$100	Maximum rate \$137.30
\$60 to \$389.40	Pension reduced by 50c for each \$1 of income over \$60	\$100 to \$649.20	Pension reduced by 25c for each \$1 of combined income over \$100

Table 13.5: Service Pension - Rates of Payment per Fortnight for Pensioners 70 and Over

<u>Single Pensioner</u>		<u>Married Pensioner or Widow</u>	
Income per fortnight	Pension	Income per fortnight (combined)	Pension per fortnight (each)
Less than \$60	Maximum rate \$164.70	Less than \$100	Maximum rate \$137.30
\$60 to \$183.60	Maximum rate reduced by 50c for each \$1 of income over \$60	\$100 to \$306	Maximum rate reduced by 25c for each \$1 of combined income over \$100
\$183.60 to \$400.00	Frozen rate \$102.90	\$306 to \$666	Frozen rate \$85.80
\$400 to \$605.80	Frozen rate reduced by 50c for each \$1 of income over \$400	\$666 to \$1009.20	Frozen rate reduced by 25c for each \$1 of combined income over \$666
More than \$605.80	Nil	More than \$1009.20	Nil

13.59 'Disability Pension' and 'Temporary Incapacity Allowance' are not counted as income for the purposes of 'Service Pension' assessment. A 'Service Pension' is counted as taxable income (although the maximum rate is less than the minimum taxable income). The maximum rate is increased automatically twice yearly.

13.60 Eligibility for 'Service Pension' is determined either by officers of the Department of Veterans' Affairs who are delegates of the Repatriation Commission or by Repatriation Boards. The time taken to process claims is forty days. Pensions are paid by the Department fortnightly in advance by cheque or into a bank account. Since the pension is subject to an income test, pensioners are obliged to notify the Department of Veterans' Affairs of any change in their income and regular checks are made on this. A veteran receiving an 'Age Pension' from Department of Social Security is not entitled to a 'Service Pension'.

Administrative Data

13.61 This program is consistent with the major objectives of the Department in relation to the administration of the Australian Repatriation system, which is based primarily on the principle of compensation to veterans and dependants, for injury or death related to service, a principle which has been extended to include the intangible effects of this service upon general health and life expectancy. Compensation is provided in the form of monetary payments, a comprehensive treatment service and certain re-establishment measures.

13.62 Authority for the payment of 'Service Pension' is contained in the Repatriation Act 1920.

13.63 The 'Service Pension' was introduced in 1935 as an additional form of compensation for the indefinable and intangible effects of strenuous war service which could lead to premature ageing and loss of earning power of veterans even though these effects could not be directly attributed to a veteran's war service, and thus could not be compensated for by payments of 'Disability Pension'. The 'Service Pension' has been categorised as a social welfare type payment similar to the 'Age' and 'Invalid Pension' payable by the Department of Social Security. It is subject to an income test and the maximum rates are held by legislation to the maximum 'Age Pension' rates payable under the Social Services Act. The significant differences are the service qualifications, the availability of 'Service Pension' five years earlier than 'Age Pension' and exemption from the income test of 60% of any 'Disability Pension' payment.

13.64 The responsibility for the administration of this program is vested in the Repatriation Commission under the control of the Minister for Veterans' Affairs by virtue of

Section 7(1) of the Repatriation Act. The program is administered from Central Office, Canberra, State Branch Offices (in the six States), Regional Offices and field staff who are attached to the State Branch Offices and Regional Offices. It applies throughout Australia and the implementation locations are situated in metropolitan, provincial and rural areas.

13.65 The Commission has an established practice of aligning, whenever possible, its policies and procedures on matters dealing with the application of the income test, as closely as possible with those of the Department of Social Security. The income test applicable to 'Service Pension' is with some minor exceptions the same as that applicable to 'Age' and 'Invalid Pensions' payable by that Department. Regular contact is maintained between the Central and State Offices of both Departments. When any policy developments relating to the application of the income test are being considered by this Department or at any other time as the need arises, the Department of Social Security is consulted.

13.66 There are not many issues relating to this program which involve State Governments or local government authorities. Consultations with such bodies are arranged on an ad hoc basis as and when the need arises, however consultation occurs, with organisations representing returned servicemen, on all major changes affecting the Repatriation system.

13.67 Estimated expenditure on 'Service Pensions' in 1981/82 was \$804,957,000. This included expenditure on additional benefit for dependent children. It does not include the cost of free medical, hospital and other benefits which the majority of service pensioners are entitled to receive under the Pensioner Health Benefits arrangements.

13.68 The estimated administrative cost in terms of salaries of staff in 1981/82 for this program was \$2,879,215. Computer costs would also be incurred but, as the Department has an integral computing system covering a number of its programs, it is not possible to identify costs attributable to this particular one. However, it is understood that investigations by the Public Service Board indicate that a figure of 85 per cent is the approximate standard overhead percentage for the Commonwealth Public Service i.e., overheads are 85 cents for each \$1 of salary cost assigned to a specific project.

13.69 For 1981/82 it is estimated that the average number of staff working full-time on the administration of 'Service Pension' was about 129. For the same year, it is estimated that the approximate number of staff working part-time on the administration of 'Service Pension' was 128. The average number of staff working part-time on the program in the same

year, expressed in terms of full-time equivalent staff numbers was forty-six.

13.70 It is estimated that approximately 318,375 manhours per annum were spent on the administration of 'Service Pension' in 1981/82. The basis for the calculation of manhours was:

• 129 full-time staff			
x 7.3 hours			
x 250 mandays	=	235,425	manhours per annum
• 46 full-time equivalent staff			
x 7.3 hours			
x 250 mandays	=	83,950	manhours per annum
• Total		318,375	manhours per annum

Eligibility

13.71 A 'Service Pension' may be granted, subject to an income test, to a veteran who served in a theatre of war (or served abroad or embarked for service abroad in the case of a female veteran) and is either 60 years of age (55 years in the case of a female veteran) or is permanently unemployable. The wife of a service pensioner who is not receiving a pension or allowance from the Department of Social Security or a 'Service Pension' as a female veteran may also be granted a 'Service Pension'.

13.72 Prior to 2 November 1978, a veteran who was suffering from pulmonary tuberculosis could qualify for a 'Service Pension' irrespective of where he served. However, with the repeal of the special provisions relating to pulmonary tuberculosis, this ceased from that date to be a ground upon which a 'Service Pension' could be granted. Those veterans who already qualified for 'Service Pension' on this basis continue to receive the pension.

13.73 The provisions relating to 'Service Pension' extend to members of the Australian Forces in respect of service in the 1914-18 War, the 1939-45 War, Korea/Malaya Operations and veterans who served on Special Service in Vietnam. Boer War veterans are also covered.

British Commonwealth Veterans

13.74 'Service Pension' is payable to former members of British Commonwealth forces who served outside their country of enlistment or were awarded a Campaign Star for service within that country, on a similar basis as for Australian

veterans. In addition a British Commonwealth veteran is required to have lived in Australia for at least ten years prior to receiving a 'Service Pension'.

Allied Veterans

13.75 'Service Pension' is payable to veterans of Allied Forces on a similar basis as for British Commonwealth veterans. To be eligible, an Allied veteran must have served in the formally raised forces of an Allied country, must not have served at any time in enemy forces and have lived in Australia for at least ten years.

Australian Merchant Mariners

13.76 'Service Pension' is payable to former Australian merchant mariners who served in a theatre of war during the 1939-45 War. An Australian mariner is deemed to have served in a theatre of war if he was, at any time during the course of his employment as an Australian mariner, on a ship, or in an area, at a time when danger from hostile forces of the enemy was incurred on that ship or in that area by the Australian mariner.

13.77 In respect of Korea/Malaya service and service in Vietnam, the requirements are service in an 'operation area' and 'special service' respectively.

Duration of Eligibility

13.78 'Service Pension' generally remains in payment, until the death of the pensioner, subject to eligibility under the income test, the discovery of fraud or in circumstances where the whereabouts of the service pensioner become unknown.

13.79 Table 13.6 shows the number of service pensioners as at December 1981.

Table 13.6: Number of Recipients - Service Pension: December 1981

Conflict	Number
1914-18 War and Boer War	
Veterans	8 212
Wives/Widows	2 801
1935-45 War	
Veterans	149 079
Wives/Widows	103 068
Korea/Malaya	
Veterans	973
Wives/Widows	564
Special Overseas Service	
Veterans	165
Wives/Widows	117
British Commonwealth	
Veterans	11 195
Wives/Widows	8 173
Allied Forces	
Veterans	1 512
Wives/Widows	1 183
Act of Grace(a)	
Veterans	128
Wives/Widows	81

(a) Repatriation benefits on an 'Act of Grace' basis are provided for certain persons who, although not members of the Forces as defined, were nevertheless exposed to risk of injury of death through their employment in connection with the 1939-45 War. These persons include members of the Citizen Forces, representatives of various philanthropic organisations who were attached to the Forces and certain Commonwealth employees attached to the Forces.

Income Test

13.80 The income test determines a person's entitlement to receive a 'Service Pension' and the rate at which it may be paid. It is basically the same income test applicable to 'Age' and 'Invalid Pensions' payable by the Department of Social Security with the exception that 60% of any 'Disability Pension' received is disregarded in the assessment of income.

13.81 Income includes earnings, 40% of any 'Disability Pension' or dependants' pension, income from assets such as interest on bank accounts or on investments, dividends from shares, rent from properties, retirement pensions etc. For married persons the income of the spouse is also taken into account.

13.82 'Service Pension' for persons who have reached seventy years of age are paid free of the income test at the rate of \$102.90 per fortnight for single pensioners and \$85.50 per fortnight each if married. A higher rate up to the maximum current rates for standard and married pensioners may be payable subject to the income test. If one member of a married couple has not reached the age of seventy, the income of both is taken into account in assessing the rate of 'Service Pension' payable to that person.

13.83 The major elements in the application of the income test in assessing 'Service Pension' are as follows:

- 'Basic Income Limit' - this is the maximum annual income that a pensioner or a pensioner and his spouse may have and still qualify for the maximum rate of 'Service Pension'. For a married couple the basic income limit is \$1,300 each per annum, (\$50 each per fortnight) and for a single person \$1,560 per annum (\$60 per fortnight).
- 'Assessable Income' - this is the annual rate of income apart from 'Service Pension'.
- 'Deductible Income' - this is the amount to be deducted from basic 'Service Pension' after Assessable Income has been adjusted in respect of any children and after any amount in excess of the Basic Income Limit has been halved. (A deduction from income of \$12.00 per fortnight is allowed in respect of each child in the care, custody and control of the veteran.)

Ongoing Checks for Eligibility

13.84 In 'Service Pension' cases the most important reviews are those of the pensioners' income. In addition to these, there are applications for increase and special reviews

initiated by the Department for various reasons, while such matters as appeals, transfers, marriages, births and deaths all necessitate, in different ways, review of the cases concerned. Reviews are conducted with the primary objective of safeguarding public funds by ensuring correct assessment of pension, but at the same time any additional benefit found to be permissible is made available without application.

13.85 No specific reviews are conducted on the eligibility of potential clients. However, information relating to this program is readily available through State Branch Offices, Regional Offices, field officers, and through the dissemination of information pamphlets by the Department to organisations representing the veteran clientele.

13.86 Section 86 of the Repatriation Act prevents a person from receiving at the same time a 'Service Pension' under more than one of the enabling provisions of the Act; a 'War and Defence Widow's Pension' and a 'Service Pension' as a wife or widow; and a 'Service Pension' and an 'Age', 'Invalid' or 'Widow's Pension'. Close liaison is maintained with the Department of Social Security in an attempt to avoid any duplication of payments.

Transportability

13.87 Payment of 'Service Pension' may be continued to persons who cease to reside in Australia. However, persons who return to Australia and are granted a 'Service Pension' cannot take the pensions overseas unless they have resided in Australia for at least twelve months after returning, or unless their departure prior to expiration of that period is considered to be justified by unforeseen circumstances.

13.88 Persons not resident in Australia may not be granted a 'Service Pension'. 'Service Pension' may be paid, however, to persons who lodge applications prior to leaving Australia, provided the effective date of grant precedes the date of departure. In cases where service pensioners marry overseas, the same restrictions apply and their wives would be ineligible for 'Service Pension' unless they satisfy the conditions outlined above. Persons living overseas may transfer from Social Security pensions to 'Service Pension' in the same way as Australian residents. The method of service delivery is directly from the Department of Veterans' Affairs to clients. In instances when the client is resident overseas, payments are made through the Department's overseas paying agents. 'Service Pension' is paid by cheque fortnightly in advance, or to a bank, credit union or building society account every twelve weeks in arrears.

Rates of Payment

13.89 Rates of payment for 'Service Pension' have been outlined in Tables 13.4 and 13.5.

13.90 An additional pension is paid to a veteran for children in his custody, care and control (subject to income) of \$20.00 per fortnight for each child.

13.91 A Guardian's Allowance is payable to an unmarried veteran (one who is unmarried, divorced, widowed) or who is living apart from his spouse and who has the care, custody and control of a child or children. It is paid at the rates of

- \$16.00 per fortnight - Higher rate
- \$12.00 per fortnight - Lower rate

The higher rate is paid in respect of a child under six years of age or where the child is an invalid requiring full-time attention. The lower rate is paid in all other cases.

Origin of the Program

13.92 In 1928 the veterans' organisations approached the Government for a higher rate of 'Age Pension' for veterans. In 1932 the Returned Services League (R.S.L.) clarified earlier representations which it had made by indicating its aim for veterans to be admitted to the 'Age Pension' provisions at age 55. The R.S.L. claimed that the war had cut ten years from the life-expectancy of veterans. Pressure increased in 1934 when the press entered the debate and highlighted the concern of some that the war had grave effects on veterans generally.

13.93 In 1935 M.W. Hughes, Minister for Repatriation, painted an alarming picture of veterans being forced to rely on institutions or personal friends for charity because the intangible effects of service had aged them prematurely and had rendered them unable to compete in the labour market. To cover this situation, the 'Service Pension' was conceived and placed before Parliament in the Australian Soldiers' Repatriation Bill 1935. The legislation was supported by both Government and Opposition and came into force on 6 December 1935. However, by the early 1940's there was strong support for the proposition that 'Service Pension' was simply a more liberal version of the 'Age' and 'Invalid Pension'. The concept of the 'Service Pension' being partly a compensatory and partly a welfare measure is today generally recognised as fact.

Recent Reviews

13.94 On 24 September 1970 the Senate referred to its Standing Committee on Health and Welfare an investigation into 'all aspects of Repatriation including the operation of the

Repatriation Act'. The report of that Committee was presented to the Senate on 7 November 1973. On 27 May 1971 the then Prime Minister announced the Government's intention of setting up an independent non-parliamentary enquiry into the Repatriation System. The appointment of Mr Justice Toose was announced on 7 October 1971 by the then Minister for Repatriation. The enquiry commenced later that month and reported four years later in June 1975. These reports made a number of recommendations relating to the levels and structure of the 'Service Pension' and some of these recommendations have been accepted, however no recommendations on the administration of the program were made.

13.95 In 1976 the Administrative Review Committee, which was appointed to broadly review major areas of departmental administration, prepared a confidential report about repatriation administration. An Efficiency Audit of the Department of Veterans' Affairs administration of the 'Service Pension' and 'Disability Pension' has also been undertaken.

Projection for the Program

13.96 Several veterans' organisations have criticised the program and have suggested various amendments. These include:

- the extension of 'Service Pension' benefits to all ex-servicemen and women of World War II who have been issued with a Returned from Active Service Badge; and
- the disregarding of all 'Disability Pension' in assessing entitlement to 'Service Pensions'.

13.97 This program is a long-term program with Government commitment and legislative backing. It is therefore inappropriate to provide material on possible changes to eligibility criteria or the possibility of terminating some services. However, Section 35AAA of the Repatriation Act provides for automatic twice-yearly adjustments of the basic pension rates in line with movements in the Consumer Price Index. These adjustments ensure that pension rates keep pace with movements in living costs. Pensions adjusted in this way are:

- Special Rate (T. & P.I.)
- Intermediate Rate
- General Rate
- War/Defence Widows Pension, and
- Service Pensions - maximum married and standard rates.

13.98 It is not possible to give details of projected costing for this program. Nonetheless a three year forward

estimate of the number of Service pensioners is shown in Table 13.7.

Table 13.7: Projection of Recipients - Service Pension

Recipients	1983	1984	1985
Veterans	193 000	207 000	216 000
Wives/Widows	132 400	141 600	147 600

3. SUPPLEMENTARY ASSISTANCE

Program Synopsis

13.99 'Supplementary Assistance' is paid subject to an income test to a service pensioner who is paying rent, board or lodging. Assistance is paid at a rate of 50c for each \$1 by which the pensioner's rent exceeds \$20 per fortnight, up to a maximum rate of \$16 per fortnight for either a single pensioner or a married couple. The assistance payable is reduced by 50c for each \$1 of income of the pensioner or couple.

13.100 Eligibility for 'Supplementary Assistance' is considered as part of 'Service Pension' assessment and the amount is added to the veteran's fortnightly pension payment rather than being paid separately.

Administrative Data

13.101 This benefit, introduced in 1958, and often called 'Rent Allowance', was designed to help the more needy pensioners to meet the costs of accommodation. These are pensioners who are entirely or substantially dependent upon the 'Service Pension'. 'Supplementary Assistance' is a social welfare type benefit, and cannot be considered in isolation from the social service context to which it is related. In short, it is an extension to service pensioners of a general community social services benefit on rather more favourable terms, in particular as to age and medical benefits attached to the 'Service Pension'.

13.102 The major objective of the Department is the administration of the Repatriation system, which system comprises two aspects of compensation, for service-related disablement and the now recognised 'social welfare' element of compensation for the indefinable and intangible effects of war service. This program forms part of the social welfare element and is an integral part of the additional benefits available to service pensioners.

13.103 Authority for the payment of 'Supplementary Assistance' is contained in the Repatriation Act 1920, (section 98A).

13.104 As the Social Security Act 1947 and the Repatriation Act contain similar provisions in connection with this program, the administration of the benefit by the two Departments is similar in detail. The Program is administered from Central Office, Canberra, State Branch Offices (in the six States), Regional offices and field staff who are attached to the State Branch Offices and Regional Offices. The program applies throughout Australia and the implementation locations are situated in metropolitan, provincial and rural areas.

13.105 There are no full-time staff engaged in the administration of this program. The payment of 'Supplementary Assistance' is an integral part of the grant or review of the 'Service Pension' program. For 1981/82 it is estimated that the approximate number of staff working part-time on the administration of 'Supplementary Assistance' was ninety-two. The average number of staff working part-time on the program in the same year, expressed in terms of full-time equivalent staff numbers, was five. It is estimated that approximately 9,125 manhours per annum were spent on the administration of 'Supplementary Assistance' in 1981/82. The basis for the calculation of manhours was:

5 full-time equivalent staff
x 7.3 hours
x 250 mandays
= 9,125 manhours
per annum

13.106 Estimated expenditure on 'Supplementary Assistance' in 1981/82 was \$400.5 million. Staff salaries amounted to \$70,010. Computer costs were also incurred but, as the Department has an integral computing system covering a number of its programs, it is not possible to identify costs attributable to this particular one. The Department of Veterans' Affairs has not undertaken any detailed studies in this area. However, it is understood that investigations by the Public Service Board indicate that a figure of 85 per cent is the approximate standard overhead percentage for the Commonwealth Public Service i.e., overheads are 85 cents for each \$1 of salary cost assigned to a specific project.

13.107 There are no separate payments made in respect of 'Supplementary Assistance'. This program is paid in conjunction with the 'Service Pension' and forms part of the total payment made to a service pensioner. Payments are made by cheque, every fortnight in advance, or to a bank, credit union or building society account every twelve weeks in arrears.

13.108 Table 13.8 presents rates of payment of 'Supplementary Assistance' at 13 May 1982.

Table 13.8: Rate of Payment - Supplementary Assistance

Recipient	Maximum Rate (\$ per fortnight)
Veteran (single and separated)	16.00
Veteran (married rate)	8.00
Wife (married rate)	8.00

13.109 The authority for payment of 'Supplementary Assistance' by this Department is section 98A of the Repatriation Act, which contains the provisions that permit payment to a person who is not a child and who receives a 'Service Pension'; and pays rent (which is not 'Government' rent) in excess of \$10 per week. Persons paying 'government rent' to Commonwealth, State or Territory housing authorities are excluded from eligibility for this program.

13.110 'Government rent' is defined in Section 98A as rent payable to any of the following authorities:

- The Housing Commission of New South Wales;
- The Housing Commission of Victoria;
- The Queensland Housing Commission;
- The Corporation of the Director of Aboriginal and Islanders Advancement;
- The South Australian Housing Trust;
- The State Housing Commission of Western Australia;
- The Director-General of Housing and Construction in Tasmania;
- Northern Territory Housing Commission;
- any other authority specified by the Minister for Social Security by notice in the Gazette;
- rent payable to the Commonwealth in respect of any accommodation in Glebe in New South Wales; and
- rent payable to the Commonwealth in respect of any accommodation in the Australian Capital Territory or in the Jervis Bay Territory, other than rent of a kind specified by the Minister for Social Security by notice in the Gazette.

Conditions of Eligibility

13.111 'Supplementary Assistance' is paid when the amount of rent, lodging or board and lodging exceeds \$10 per week. Payment is calculated on the basis of 50 cents for each \$1 of rent, lodging or board and lodging in excess of that amount up to a maximum allowance of \$8 per week for a single pensioner or \$4 per week each for a married couple.

13.112 The maximum amount of 'Supplementary Assistance' payable is reduced by \$1 for each \$2 of assessable income received. In effect, a service pensioner, who pays rent in excess of \$26 per week and has no other income apart from the 'Service Pension', receives the maximum amount. 'Supplementary Assistance' remains in payment at the maximum rate or lower rates subject to a pensioner's eligibility under the restricted income test and his or her continued payment for accommodation.

13.113 Table 13.9 shows the number of service pensioners receiving 'Supplementary Assistance' as at December 1981.

Table 13.9: Number of Recipients - Supplementary Assistance:
December 1981

Conflict	Number
1914-18 War and Boer War	1 099(a)
1939-45 War	17 157
Korea/Malaya	207
Special Overseas Service	33
British Commonwealth	2 044
Allied Forces	194
Act of Grace	5
Total	20 739

(a) includes veterans and wives

13.114 Section 98A(3A) of the Repatriation Act sets the rate of 'Supplementary Assistance' according to the level of rent paid or payable. Sub-section 3(b) and, where appropriate, sub-section 3(c), are then applied to the amount arrived at after the rent test to determine the actual amount of 'Supplementary Assistance' to be paid. The amount payable is equal to:

- half of the amount by which the value of annual rent paid, or payable, by the pensioner exceeds \$520 per annum (\$20 per fortnight); or
- \$416 per annum (\$16 per fortnight) whichever is the lesser.

13.115 Examples of how the 'rent test' and 'income test' are applied to the same situation are illustrated in Table 13.10.

Table 13.10: Example of Rent Test and Income Test -
Supplementary Assistance: \$ per fortnight

Test	Single Pensioner	Married Couple
RENT TEST:	\$	\$
Rent paid	48	48 (joint)
Less minimum rent	20	20
Difference	28	28
Halve i.e., 50 cents of rent for every dollar over \$20 per fortnight	14	14
Rate according to rent test	14	14
INCOME TEST:		
Income - say \$10 per fortnight	10	10
Halved (for every dollar of income reduce 'Supplementary Assistance' by 50 cents)	5	5
'Supplementary Assistance' Payable \$9.00 per fortnight		'Supplementary Assistance' Payable \$9.00 Halved \$4.50 'Supplementary Assistance' payable the couple is \$4.50 each

13.116 Reviews are conducted in conjunction with reviews of 'Service Pension' eligibility and 'Supplementary Assistance' is granted to any service pensioner who satisfies the requirements of Section 98A of the Repatriation Act. If 'Supplementary Assistance' has been payable at a reduced rate, action is taken to review that rate whenever it appears that the pensioner's income permits an increase to be effected. Similarly, the rate is reviewed whenever it appears that the pensioner's income is such as to disqualify payment of 'Supplementary Assistance'.

13.117 As this program is paid only in conjunction with a 'Service Pension', the checks applied to the duplication of 'Service Pension' payments apply to this program. This program is not payable outside Australia.

Program Review

13.118 Originally, only a single pensioner, including one whose wife was not also pensioned, was eligible for 'Supplementary Assistance'. In 1965, the introduction of the standard rate 'Service Pension' extended eligibility to pensioners whose wives were receiving a 'Service Pension' at the wife's rate and in April 1970, married people whose pensions were assessed in accordance with Section 84(2) of the Repatriation Act also became eligible. With an increase in the rate payable, eligibility for 'Supplementary Assistance' was extended in September 1972 to all rent paying service pensioners, a husband and wife each to receive one half of the total payment. A further change was introduced in November 1974 to the effect that a person may not receive more by way of 'Supplementary Assistance' than the amount of rent, board or lodging paid. Although changes in the conditions of eligibility, including the introduction of the income test and the rent test, have enabled many more pensioners to qualify than was originally intended, eligibility is still restricted to pensioners with very low incomes.

13.119 Various organisations representing the veteran community have requested further extensions of the eligibility criteria as follows:

- that 'Disability Pension' be disregarded as income when assessing eligibility for 'Supplementary Assistance';
- that service pensioners living in their own homes be granted an allowance equal to that paid to pensioners who pay rent.

13.120 A decision of the Government, taken in the context of the 1980/81 Budget, amended the provisions in the Repatriation and Social Security Acts relating to the payment of 'Supplementary Assistance'. As a result of the new provisions, it was necessary to review the then current recipients of 'Supplementary Assistance' to identify those pensioners paying government rent and to review all those cases with potential entitlement to 'Supplementary Assistance' under the guidelines proposed in the 1980/81 Budget decision.

13.121 The reviews in respect of the first and second exercise have now been completed. In respect of the second exercise forms were distributed to the potential applicants and the figures shown in Table 13.11 reflect the return rate of the numbers of pensioners canvassed.

Table 13.11: Response to Review of Supplementary Assistance

State	Forms Sent	Returned	Returned per cent
N.S.W.	3 200	900	28
VIC.	3 000	680	23
QLD	3 700	800	22
S.A.	900	290	32
W.A.	700	180	26
TAS.	735	100	13

13.122 The figures in Table 13.11 reflect data available as at April 1982. Details of the number of claims for 'Supplementary Assistance' granted as a result of this exercise are not currently available. The Department of Social Security initiated the above exercise within that Department and the Department of Veterans' Affairs conducted its review on the same basis.

13.123 This program, along with other income maintenance programs, is reviewed annually in the context of new policy options for the Budget. Projections for future intake of 'Supplementary Assistance' recipients are shown in Table 13.12.

Table 13.12: Projection of Recipients: Supplementary Assistance

Year	Number of Recipients
1983	24 000
1984	26 000
1985	28 000

4. FRINGE BENEFITS

Program Synopsis

13.124 'Fringe Benefits' embraces a range of services provided to service pensioners subject to a further income test. Only those pensioners with an income of less than \$114 per fortnight for a single pensioner or \$188 per fortnight for a married couple (with extra income allowed for dependent children) are eligible. Benefits include:

- Medical Treatment for Veterans: The Department of Veterans' Affairs provides free medical treatment to veteran service pensioners subject to the above income test.
- Medical Treatment for other Pensioners: A veteran's wife or widow receiving a 'Service Pension' is eligible for free medical treatment under the Department of Health's Pensioner Health Benefit Scheme subject to the same income test as above. In this case, the role of the Department is limited to verifying eligibility and issuing entitlement cards.
- Telephone Rental Concessions: Service pensioners are eligible for telephone rental concessions from Telecom, subject to the above income test. The Department of Veterans' Affairs determines eligibility, notifies Telecom, and reimburses Telecom for the amount of concession granted.

Administrative Data

13.125 The principle on which the provision of 'Fringe Benefits' is based is to provide additional assistance to those pensioners in greatest financial need and therefore most dependent on their pensions. The program is directed to assist service pensioners whose income is below the prescribed limits of \$114.00 per fortnight for a single pensioner and \$188.00 per fortnight for a married couple.

13.126 Various benefits come under the heading of 'Fringe Benefits'. These include medical treatment through the services of private and general practitioners, specialists etc., accommodation in standard hospital wards and optometrical consultations; and they also extend to hearing aids, pharmaceutical and nursing home benefits.

13.127 To facilitate identification of persons entitled to these benefits, each eligible pensioner is issued with a Pensioner Health Benefit card. The only 'Fringe Benefits' service provided by this Department to eligible pensioners is the establishment of eligibility and the issue of Pensioner Health Benefit cards and telephone rental concessions.

13.128 Authority for the provision of Pensioner Health Benefits is contained in the National Health Act 1953 and the Health Insurance Act 1973. The provision of telephone rental concessions is contained in the by-laws made under the Telecommunications Act 1975.

13.129 This program is consistent with one of the major objectives of the Department in the provision of compensation for the indefinable and intangible effects of war service. The 'Service Pension' is considered a social welfare payment and while all social welfare pensioners are treated equally when considering the income limits for the provision of 'Fringe Benefits', service pensioners are advantaged in that they become eligible for 'Service Pension' at the age of 60 (55 years for female veterans) and that 60% of any 'Disability Pension' in payment is disregarded in the assessment of the income test for 'Fringe Benefits' eligibility.

13.130 The various benefits which in total come under the heading of 'Fringe Benefits' are administered by the Departments of Health, Social Security and Veterans' Affairs. Moreover, arrangements exist between this Department of Veterans' Affairs and Telecom Australia whereby the Department advises Telecom of those Repatriation pensioners who become eligible for a telephone rental concession and reimburses Telecom Australia for the amount of the concession granted. The program applies throughout Australia and the implementation locations are situated in metropolitan, provincial and rural areas.

13.131 Estimated expenditure on 'Fringe Benefits' in 1981/82 was approximately \$4.079 million. This figure represents only the telephone rental concession component of this program, of which only a small proportion can be allocated to 'Fringe Benefits' recipients. This is because other eligible beneficiaries such as T.&P.I. pensioners, etc., are also eligible for telephone rental concessions and no separate data are available on the cost of telephone rental concessions for service pensioners only.

13.132 It should be noted that this Department incurs only the administrative cost in respect of the Pensioner Health Benefits cards and only those staff directly involved in determining eligibility and issuing the cards have been included in the estimated costs. The estimated administrative cost in 1981/82 for 'Fringe Benefit' was \$442,292.

13.133 Computer costs were also incurred but, as the Department has an integral computing system covering a number of its programs it is not possible to identify costs attributable to this particular one. The Department of Veterans' Affairs has not undertaken any detailed studies in this area. However, it is understood that investigations by

the Public Service Board indicate that a figure of 85 per cent is the approximate standard overhead percentage for the Commonwealth Public Service i.e., overheads are 85 cents for each \$1 of salary cost assigned to a specific project.

13.134 For 1981/82 it is estimated that the average number of staff working full-time on the administration of 'Fringe Benefits' was about nine. For the same year, it is estimated that the approximate number of staff working part-time on the administration of 'Fringe Benefits' was eighty-six. The average number of staff working part-time on the program in the same year, expressed in terms of full-time equivalent staff numbers was five. It is estimated that approximately 25,550 manhours per annum were spent on the administration of the 'Fringe Benefits' program in 1981/82. The basis for the calculation of manhours was:

• 9 full-time staff x 7.3 hours x 250 mandays	= 16,425 manhours per annum
• 5 full-time equivalent staff x 7.3 hours x 250 mandays	= 9,125 manhours per annum
• Total	25,550 manhours per annum

13.135 The 'Fringe Benefits' defined in this program are issued directly from the Commonwealth Government to clients. It is often the case that applications for 'Fringe Benefits' are not necessary, as most service pensioners receive their entitlement at the time of the 'Service Pension' grant, or upon reassessment/review of the income test applicable to the 'Service Pension'. However, under the provisions of section 96 of the Repatriation Act, a service pensioner is obliged to advise of any changes in circumstances, thereby enabling the Department to conduct further reviews on entitlement to 'Fringe Benefits'. 'Fringe Benefits' are not available overseas.

13.136 To be eligible for 'Fringe Benefits', a pensioner must be a 'pensioner'/'eligible pensioner' as defined in the Health Insurance Act and the National Health Act respectively. For the purpose of this Department's program a 'pensioner'/'eligible pensioner' means:

- a person to whom or in respect of whom there is being paid a 'Service Pension' under the Repatriation Act 1920 other than such a person who is a prescribed person within the meaning of Section 123AB of that Act.

13.137 Dependants of service pensioners also qualify for 'Fringe Benefits', the classes eligible being those within the definition of 'dependant' in the National Health Act, and the Health Insurance Act. A blind service pensioner is eligible for 'Fringe Benefits' whatever his income, however his wife must conform to the income test applied to all other recipients of 'Fringe Benefits'. Eligibility for 'Fringe Benefits' is based on income limits prescribed by law and, for a single pensioner, ceases when income, apart from the 'Service Pension', exceeds \$114 per fortnight and for a married couple when combined income exceeds \$188 per fortnight.

13.138 The number of service pensioners receiving 'Fringe Benefits' in 1981/82 was 139,120 veterans and 92,463 wives.

13.139 In order to qualify for 'Fringe Benefits' a service pensioner's gross income must be below the limits shown in Table 13.13.

Table 13.13: Income Limits for Service Pensioners to Receive Fringe Benefits

Category	Income Limit
	\$ per fortnight
Single veteran	
Veteran	114
Veteran and 1 child	166
Married veteran	
Veteran and wife	188
Veteran, wife and 1 child	240

13.140 Service pensioners eligible for 'Fringe Benefits' from this Department are issued with a Personal Treatment Entitlement card and are covered by this Department for full medical treatment and hospitalisation including the cost of transport to and from such treatment or hospitalisation, and the issue of surgical aids, appliances, etc., and specialised forms of treatment not normally available under the Pensioner Health Benefits Scheme. The provision of medical treatment at this Department's expense does not extend to dependants of service pensioners. These dependants would qualify for the medical benefits available under the Pensioner Health Benefits Scheme. Eligible service pensioners are entitled to a concession on telephone rental charges. The concession amounts to one third of the annual rental and Telecom Australia is reimbursed by this Department for all those approved. Applications are obtained by service pensioners at local Post Offices and forwarded either directly to this Department or via Telecom, as eligibility must be endorsed before Telecom can apply the concession to the service pensioner's telephone rental.

13.141 Over the years a number of 'Fringe Benefits' have become attached to the 'Service Pension' entitlement. In the main, these have originated in the social security pension area and, because of factors common to those pensions, have been applied to the 'Service Pension'. Generally, these benefits have become a valuable addition to the standard of living of those for whom the pension has catered.

13.142 This program is considered a long term program with Government commitment and legislative backing. It is therefore inappropriate to provide material on the possible changes to eligibility criteria or the possibility of terminating some services. Projections for future intake of 'Fringe Benefits' recipients are shown in Table 13.14.

Table 13.14: Projection of Recipients - Fringe Benefits

Recipients	1983	1984	1985
Pensioner Health Benefits			
Veterans	160 200	171 800	179 300
Wives/Widows	111 400	118 900	124 000

13.143 The objectives of the program are a matter for the Government to consider in the context of the annual Budget deliberations. The description of the program contains no reference to any other mode of evaluation.

5. LOSS OF EARNINGS ALLOWANCE

Program Synopsis

13.144 'Loss of Earnings Allowance' was introduced in 1978 to replace a similar 'Sustenance Allowance'. It is paid to a veteran as compensation for loss of earnings while undergoing treatment for a service-related disability or investigation for a 'Disability Pension' claim.

13.145 The maximum rate of Allowance payable is the lesser of the actual amount of earnings lost and the difference between the Special Rate pension and the veteran's actual rate of 'Disability Pension' calculated over an eighty hour fortnight. A certificate from the veteran's employer may be required. Any other amounts which the veteran receives in respect of the loss of earnings (e.g., insurance, 'Unemployment Benefit', sick pay) are deducted from the allowance, but no income test is applied.

13.146 Since the purpose of the allowance is to maintain a veteran's income at the level it would otherwise have been, it forms part of taxable income. The time taken to process a claim is approximately one month.

Administrative Data

13.147 The 'Loss of Earnings Allowance' is paid to a veteran for actual earnings lost due to the necessities of treatment for a service-related disability, or while undergoing investigation of a Repatriation claim. The 'Loss of Earnings Allowance' was introduced in 1978 and replaced the 'Sustenance Allowance' which was similar in nature.

13.148 The purpose of 'Sustenance Allowance' was primarily to provide a form of compensation for veterans who, for relatively short periods, could not work because they were receiving treatment for disabilities accepted as service-related. It was also payable to veterans awaiting the supply of, or repair to, artificial limbs, surgical appliances and aids provided as part of treatment of service-related disabilities, and to veterans being treated for venereal disease contracted during, but not accepted as related to, service. Further, it was payable to veterans prevented from working because of investigations in progress in connection with pension claims they had made, or with pensions being received by them; such investigations frequently necessitated observation of the veterans in hospital. However, it was not necessary for a person to actually lose income as a result of his disability, or even to have been employed in order to qualify for payment of 'Sustenance Allowance'.

13.149 The conditions relating to the payment of 'Loss of Earnings Allowance' are basically the same as those which applied to 'Sustenance Allowance', with the major difference being that a veteran must actually lose earnings before he can qualify for 'Loss of Earnings Allowance'. In addition, a new provision was introduced whereby, in certain instances, the allowance may be paid in respect of earnings lost as a result of illness or disability, whether service-related or not, where previously in the year the veteran used sick-leave credits for a service-related disability.

13.150 Authority for payment of 'Loss of Earnings Allowance' is contained in Regulation 71 of the Repatriation Regulations. The responsibility for the administration of this program is vested in the Repatriation Commission under the control of the Minister for Veterans' Affairs by virtue of Section 7(1) of the Repatriation Act 1920. The program is administered from Central Office, Canberra, State Branch Offices (in the six States), Regional Offices and field staff who are attached to the State Branch Offices and Regional Offices. The program applies throughout Australia and the implementation locations are situated in metropolitan, provincial and rural areas.

13.151 There are not many issues relating to the payment of this allowance which involve State Governments or local government authorities. Consultation with such bodies is arranged on an ad hoc basis if and when the need arises. In new policy developments in this area, consultation would take place with a number of other departments and organisations. The extent to which this would be necessary would depend on the nature of the proposal but, in nearly all cases, consultation would occur between the Department and organisations concerned with the welfare of ex-servicemen and women in Australia.

13.152 For 1981/82 it is estimated that no staff worked full-time on the administration of the 'Loss of Earnings Allowance' program. For the same year, it is estimated that the approximate number of staff working part-time on the administration of 'Loss of Earnings Allowance' was forty-two. The average number of staff working part-time on the program in the same year, expressed in terms of full-time equivalent staff numbers was four. It is estimated that approximately 7,300 manhours per annum were spent on the administration of 'Loss of Earnings Allowance' in 1981/82. The basis for the calculation of manhours was:

. 4 full-time equivalent staff
x 7.3 hours
x 250 mandays = 7,300 manhours per annum

13.153 Computer costs were also incurred but, as the Department has an integral computing system covering a number of its programs, it is not possible to identify costs

attributable to this particular one. The Department of Veterans' Affairs has not undertaken any detailed studies in this area. However, it is understood that investigations by the Public Service Board indicate that a figure of 85 per cent is the approximate standard overhead percentage for the Commonwealth Public Service i.e., overheads are 85 cents for each \$1 of salary cost assigned to a specific project. In salaries alone the administrative cost of the program in 1981/82 was \$63,043. Estimated expenditure on 'Loss of Earnings Allowance' in the same year was \$340,000.

Eligibility

13.154 'Loss of Earnings Allowance' is payable in the following different circumstances:

- . attendance at a hearing of the Repatriation Review Tribunal;
- . attendance for other authorised purposes;
- . absences due to sickness or illness from service-related or non-service-related disabilities where previously in the sick-leave year, sick year credits were used for a 'prescribed reason'.

13.155 A veteran will qualify for payment of the 'Loss of Earnings Allowance' under Regulation 71(1) where he is unable on account of a 'prescribed reason', to engage in his usual occupation, resulting in an actual loss of earnings. The 'prescribed reasons' as defined are:

- . treatment for a service-related disability;
- . a delay in the supply of, or repairs to, an artificial replacement or other surgical aid or appliance necessitated by a service-related disability;
- . medical investigation carried out under Regulation 72, or any treatment connected with that investigation.

13.156 In addition, veterans who qualify under the Repatriation Act in respect of service in the 1914-18 or 1939-45 wars will be entitled to 'Loss of Earnings Allowance' as a result of treatment or institutional care in respect of venereal disease contracted during service.

13.157 Under the provision of Regulation 71(4), 'Loss of Earnings Allowance' may be paid to a veteran who loses earnings due to absence from his usual place of employment for a service-related or non-service-related disability. To qualify, a veteran must have taken paid sick-leave earlier in

the 'sick-leave year' for a service-related disability or for any other 'prescribed reason' for which, but for the payment of sick-leave, he would have qualified for 'Loss of Earnings Allowance', and subsequently, in the same year, loses earnings because of any illness or disability, whether service-related or not. The maximum period for which the allowance is payable under Regulation 71(4) is limited to the amount of sick leave used earlier in the 'sick-leave year', for a 'prescribed reason', or the amount of the veteran's annual sick-leave entitlements, whichever is the lesser. A 'sick-leave year' is the twelve month period commencing from the date on which the veteran's annual sick-leave entitlement accrues each year. In determining the amount of sick-leave entitlement due, any half-pay credits are converted to their full-pay equivalent. Cumulative sick-leave entitlements are not counted as a part of the period for which the allowance may be paid. Eligibility under Regulation 71(4) is not extended to self-employed veterans.

13.158 A veteran who qualifies for 'Loss of Earnings Allowance' under Regulation 71(1) or 71(4) is entitled to receive an additional amount in respect of any dependants living with or maintained by him. The definition of a 'wife' and 'child' are the same as in Section 23 of the Repatriation Act and includes de facto wives and ex-nuptial children. It is also payable in respect of a de facto wife who does not qualify as a 'dependent female' under Section 23 but qualifies under Section 42 of the Act or equivalent provisions in associated legislation.

13.159 As earlier mentioned 'Loss of Earnings Allowance' is payable only for a period in which a veteran actually loses earnings. The estimated number of clients in 1981/82 was 2,300.

13.160 The maximum rate of the 'Loss of Earnings Allowance' is equivalent to the Special (T.&P.I.) Rate of \$284.10 per fortnight. In the calculation of the actual amount of earnings lost in respect of any period, reimbursement, compensation, 'Unemployment' or 'Sickness Benefit', insurance policy payments, payments under contract or agreement, or earnings from temporary employment are also taken into account. For example, if a veteran loses time from work as a result of an injury in respect of which he is entitled to compensation, the amount of compensation received will be deducted from the amount of earnings lost. With a view to guarding against duplication or possible fraud in applications for 'Loss of Earnings Allowance', the identity and eligibility of the applicant and the authenticity of medical certificates is established before payments are approved. In regard to transportability, there is no legislation either to prevent payment of 'Loss of Earnings Allowance' overseas or to support the non-payment of the allowance overseas.

13.161 The 'Loss of Earnings Allowance' is generally paid by cheque direct to the applicant or his/her agent. The maximum rate of allowance payable under Regulation 71 will be the lesser of the actual amount of earnings lost or an amount in accordance with the formula:

$$\frac{A \times B}{80} \quad \text{where:}$$

A is the total number of hours in respect of which earnings have been lost and;

B is the amount of the Special Rate pension including the amount payable in respect of the wife (and/or children) less the amount of 'Disability Pension' and dependant's pension payable (including the amounts payable under Schedule 5 of the Repatriation Act).

13.162 The maximum rate is tied by legislation to the Special (T.&P.I.) Rate 'Disability Pension' which is automatically adjusted twice-yearly in line with movements in the Consumer Price Index.

Program Review

13.163 This program is a result of the review conducted by Mr Justice Toose. Whilst all of the recommendations relating to this program were not accepted by the Government, the basis for the change from the payment of 'Sustenance Allowance' to a 'Loss of Earnings Allowance' evolved.

13.164 The conclusions of Mr Justice Toose were:

'Sustenance Allowance' should be renamed 'Treatment Allowance' and be available to a member who is receiving medical treatment or rehabilitation for service-related disablement and has been certified as unable to engage in a remunerative occupation.

The allowance should not be available to a member who:

- has demonstrated by his conduct an unwillingness to cooperate fully in the treatment afforded him or in a course of rehabilitation; or
- has available to him a sick leave credit provided specifically by his employer for absences from employment arising from service-related disabilities.

The allowance should be identifiable as separate from a pension, except that the total amount payable, inclusive of any disablement pension in force, should not exceed the maximum compensation pension.

The allowance should comprise two elements, namely, a flat rate payment and a supplementary payment which, subject to actual loss by the member, may be made to bring the total amount, including any disablement pension and the flat rate amount, to the equivalent of the maximum compensation pension.

In respect of the initial flat rate provision;

- . The allowance should be established at an appropriately high level.
- . For in-patients, payment should be made to all members without examination as to means or actual loss, except to those in receipt of the Special Rate or equivalent pension, or who are aged 65 years or more.
- . For out-patients (with the same exclusions as expressed above), payment should be made retrospectively when the member has been absent from employment for two weeks and for any subsequent period while the member remains unable to work and his absence from employment has been verified.

The supplementary payment should be made to members, except those in receipt of the Special Rate or equivalent war pension, who are able to establish actual financial loss or where there can be reasonable presumption of loss, account should be taken of salary, wages, sick pay received or receivable by the member, but the total of the flat rate payment and the supplementary payment should not exceed the actual loss sustained.

Members precluded from working through the necessity of investigation of a pension claim should be reimbursed, subject to actual loss being incurred, as provided under Regulation 74A. The use of 'Sustenance Allowance' for this purpose should be terminated.

13.165 This program is a long-term program with Government commitment and legislative backing. It is therefore inappropriate to provide material on possible changes to eligibility criteria or the possibility of terminating some services.

CHAPTER 14

DEPARTMENT OF VETERANS' AFFAIRS

6. Treatment Services
7. Free Limbs Scheme
8. Temporary Incapacity Allowance
9. Defence Service Homes
10. War and Defence Widow's Pension
11. Education Allowances

6. TREATMENT SERVICES

Program Synopsis

14.1 This program involves the delivery of medical treatment to eligible beneficiaries through a combination of community arrangements and Departmental facilities.

14.2 All 'Treatment Services' excluding dentistry are arranged and managed by general medical practitioners engaged under the Local Medical Officer Scheme. Dental services are provided by private dentists under the Local Dental Officer Scheme.

14.3 Whenever possible, hospital treatment is provided in Repatriation hospitals. However, in country areas, for the convenience of the patients, more flexibility in the use of public hospitals is permitted.

14.4 Eligibility for treatment is not income tested, except in the case of service pensioners. They are only eligible for treatment of all disabilities if they are eligible for 'Fringe Benefits' on income criteria set by the Department of Social Security.

14.5 Treatment authorised by the Department of Veterans' Affairs is provided at no cost to the beneficiary.

Administrative Data

14.6 Authority for the treatment program is contained in the Repatriation Act 1920 and the Repatriation Regulations. Treatment can also be provided under the following supplementary legislation:

- Seamen's War Pensions and Allowances Act 1940 and Regulations;
- Repatriation (Far East Strategic Reserve) Act 1956 and Regulations;
- Papua New Guinea (Members of the Forces Benefits) Regulations;
- Special Overseas Service Regulations;
- Interim Forces Benefits Act 1947 and Regulations.

14.7 The purpose of the program is to provide compensation to veterans and their dependants by way of treatment at Departmental expense for injury or death related to military service. This includes the intangible effects upon general health and life expectancy. The program is designed to compensate eligible veterans and their dependants by providing a comprehensive range of medical and hospital treatment at the Department's expense. This treatment includes:

- in-patient treatment at a Department of Veterans' Affairs general or auxiliary hospital or, in certain cases, at a public or private hospital;
- general practitioner services through the Local Medical Officer Scheme;
- medicines, drugs and dressings prescribed by a Local Medical Officer (LMO);
- specialist out-patient services, including consultations, pathological and radiological examinations;
- services of allied health professionals, including physiotherapy, podiatry, etc.;
- optometrical services;
- dental treatment, including the supply of dentures;
- nursing home care for service-related disabilities or, for disabilities not service-related, subject to a contribution by certain eligible patients;
- rehabilitation and social work services. Counselling service centres, providing counselling for Vietnam veterans and their families are being established in each State capital;
- artificial limbs and surgical aids, aids to daily living and self-help aids, including spectacles and hearing aids; and
- custodial care in psychiatric hospitals operated by State mental health authorities (for psychiatric conditions accepted as service-related). In some States separate Repatriation blocks exist within the State institutions.

14.8 Estimated expenditure on medical treatment in 1981/82 is shown in Table 14.1:

Table 14.1: Estimated Expenditure - Treatment Services : 1981/82

Service	Expenditure
	(\$'000)
Departmental institution	37 355
Metro. and country hospitals	33 656
Nursing homes	41 298
Mental Hospitals	11 346
Local Medical Officer consultations	31 731
Specialist consultations)	
Other LMO and Specialist Services)	24 899
Pharmaceutical services	55 100
Other medical services	52 856
Total	288 241

14.9 For 1981/82 the estimated administrative cost of salaries of staff for the 'Treatment Services' program was \$134,251,469. Computer costs would also be incurred but, as the Department has an integral computing system covering a number of its programs, it is not possible to identify costs attributable to this particular one. The Department of Veterans' Affairs has not undertaken any detailed studies of administrative costs. However, it is understood that investigations by the Public Service Board indicate that a figure of 85 per cent is the approximate standard overhead percentage for the Commonwealth Public Service i.e., overheads are 85 cents for each \$1 of salary cost assigned to a specific project.

14.10 For 1981/82 it is estimated that the average number of staff working full-time on the administration of the 'Treatment Services' program was about 7,378. For the same year, it is estimated that the approximate number of staff working part-time on the administration of this program was 527. The average number of staff working part-time on the program in the same year, expressed in terms of full-time equivalent staff numbers was 343. It is estimated that approximately 14,090,825 manhours per annum were spent on the administration of the 'Treatment Services' program in 1981/82. The basis for the calculation of manhours was:

• 7,378 full-time staff	
x 7.3 hours x 250 mandays	= 13,464,850 manhours
	per annum
• 343 full-time equivalent staff	
x 7.3 hours x 250 mandays	= 625,975 manhours
	per annum
• Total	14,090,825 manhours
	per annum

The following part-time personnel were not included in the above estimates:

• Local Medical Officers	- 10,000 manhours (approx)
• Local Dental Officers	- 4,400 manhours (approx)
• Pharmacists	- All registered pharmacists may be engaged in the program.
• Domiciliary Nursing)
• Allied Health Professionals) Information on numbers
• Nursing Homes) not available.
• Non-departmental hospitals)

14.11 The treatment program is dependent, to a certain extent, on cooperation with other Commonwealth Government Departments, for example, in setting fees, the construction of hospitals and the provision of transport for certain beneficiaries to appointments.

14.12 For many years the Department has actively pursued a policy of liaison and cooperation with State health authorities. As a result, no initiatives of any major importance have been undertaken in recent years without prior consultation with each State health service. Formal committees for this purpose exist with the appropriate authority in N.S.W., South Australia and Tasmania and less formal arrangements exist in Victoria and Queensland. In Western Australia the Repatriation General Hospital/Sir Charles Gairdner Hospital Coordinating Committee has ensured effective rationalisation of the development of the two hospitals. The Department also maintains a close liaison with unions representing various hospital employees and voluntary organisations, such as the Red Cross which provides canteen facilities in a number of Repatriation General Hospitals.

14.13 The policy direction of the program is from the Department's Central Office, Canberra. Day-to-day administration of the program is carried out by the Branch Offices in each State capital city and Repatriation institutions in each State. The scheme is implemented throughout Australia by the use of community based personnel e.g., Local Medical Officers, Local Dental Officers and other related health professional services. Repatriation General Hospitals are located in each State capital. In addition there are special provisions under which beneficiaries may be admitted to non-Departmental hospitals, particularly in Darwin and country areas.

14.14 The service is provided directly from the Commonwealth Government, through the provision of treatment in Departmental institutions. Where Repatriation General Hospital facilities cannot be utilised (e.g., in cases of emergency or where certain specialist facilities are not available) treatment is provided through State hospitals. The

day to day treatment needs of the Department's beneficiaries are provided indirectly through community based services, which include the Local Medical Officer Scheme and Local Dental Officer Scheme. The 'Treatment Services' program is an indirect form of income maintenance. As such, payments are not usually made to the beneficiary but to the provider of the service on the basis of sessional fee or fee for service.

14.15 Medical treatment is provided for all disabilities accepted as service-related. Treatment of non service-related disabilities is also available to the following:

- a veteran receiving a 'Disability Pension' at or above the 100% General Rate;
- a World War II service pensioner in receipt of a 'Disability Pension' at or above the 50% General Rate;
- a veteran or mariner receiving an addition to pension for amputation or loss of vision;
- a veteran of the Boer War;
- a veteran or nurse who served in the 1914-18 War;
- a veteran or Australian mariner who was a prisoner of war;
- a widow and children of a veteran who died from service-related disabilities or who was receiving, at the time of his death, a Special Rate pension, or one of the rates payable to a double or triple amputee;
- a veteran receiving a 'Service Pension' (provided his income is within the limits imposed for 'Fringe Benefits', i.e., a single pensioner whose income, apart from 'Service Pension', is less than \$114.00 per fortnight or a married pensioner whose income is less than \$94.00 per fortnight - \$188.00 per fortnight for the couple, excluding children);
- special provisions exist for treatment, free of charge, of veterans suffering from malignant cancer and pulmonary tuberculosis for these conditions only;
- urgent medical treatment may be provided to Vietnam veterans and their families at Departmental hospitals at no cost, where there is spare capacity.

14.16 The number of beneficiaries of 'Treatment Services' is shown in Table 14.2.

Table 14.2: Beneficiaries - Treatment Services: 1981/82

Category	Number
Surviving ex-service personnel	636 200
Entitled treatment beneficiaries	327 300

14.17 The overall objectives of the program were last reviewed in the Toose Report of 1975. Evaluation of existing policies has been carried out at other times. Consideration is given to submissions from client groups and also policy proposals developed within the Department. In this way the Department is able to monitor the program and adapt certain aspects to meet the changing needs of the veteran population.

14.18 The average age of the veteran population is 62 years. It is estimated that the Department's treatment population will peak in the next few years and decline quite rapidly from about 1990. Nevertheless, it is projected there will remain a significant treatment responsibility at the end of the century. However, the emphasis will shift from a program of acute care hospital treatment to one specialising in care for the chronically ill. To this end the Department is currently examining a number of proposals so that a policy on care of the aged may be developed.

14.19 The basic program was developed following World War I when the Government of the day acknowledged the ex-serviceman's right to compensation for war-caused disability. Since then, the service has been monitored to ensure it adapts to the changing needs of veterans. This monitoring has included liaison with the associations representing ex-servicemen and Departmental reviews of existing services.

7. FREE LIMBS SCHEME

Program Synopsis

14.20 Under the 'Free Limbs Scheme', artificial limbs are available to all Australian residents (except those who receive compensation) who need them. Artificial limbs are manufactured at Repatriation Artificial Limb and Appliance Centres (RALACs) and by commercial manufacturers, who are paid by the Department at contract rates for the limbs they provide. After an artificial limb is prescribed by an authorised prescribing clinician, the patient applies to the Department for a voucher, which then becomes the commercial manufacturer's authority to manufacture or repair the limb. When the limb is completed it is necessary for the patient and prescribing specialist to acquire it. The voucher is then forwarded to the Department and the commercial manufacturer paid. If the patient chooses to have the limb supplied by a RALAC, the voucher is filed with RALAC records.

14.21 Waiting periods tend to vary between site of manufacture. Staff availability at smaller centres has a greater impact on waiting times than at larger centres. Each patient needs individual fitting. The age and physical condition of patients coupled with the nature of some amputations necessitates numerous fitting services in some areas.

14.22 The organisations involved in the delivery system are the Department of Veterans' Affairs (including the RALACs) authorised prescribing clinics and the commercial manufacturers.

Administrative Data

14.23 The objective of the 'Free Limbs Scheme' is to make artificial limbs available to every Australian resident requiring them. The limbs are supplied and maintained free of charge, unless the amputee is eligible to recover the costs involved as compensation or damages from another party. Whilst artificial limbs are an integral part of the total treatment of an amputee, the 'Free Limbs Scheme' is only a method of limb supply, with the prescribing clinics having responsibility for treatment. The objectives are to assist in the rehabilitation of amputees and reduce the financial disadvantage suffered because of their need to wear an artificial limb.

14.24 The Department has been the main producer of artificial limbs for over sixty years through the Repatriation Artificial Limb and Appliance Centres which were initially established by the Department of Defence to meet the needs of ex-service amputees returning from the 1914-18 War. The

Department had traditionally provided limbs at cost to amputees in the general population who could not be satisfactorily fitted by the existing commercial manufacturers.

14.25 The Department of Veterans' Affairs also meets the general treatment needs of eligible veterans and the dependants of deceased ex-servicemen both through its own institutions and through community resources. The 'Free Limbs Scheme' is compatible with the Department's general social welfare orientation.

14.26 The program provides and repairs artificial limbs free of charge for all persons in the community who require them. There is a dual aim - to assist in the rehabilitation of amputees and to remove the financial disadvantage they would suffer through having to purchase artificial limbs (prosthesis). The program therefore supplements rather than maintains the individual's income. The degree of supplementation varies according to the frequency of repair and replacement and would not occur on a fixed or regular basis i.e., one amputee may seek a replacement limb after three years and another with a complicated condition may require two replacements in one year. The only persons not eligible under the scheme are non-residents of Australia and persons in receipt of compensation for their amputation.

14.27 The legislative authority is vested in paragraph 124(1A8)(b) of the Repatriation Act 1920, and Repatriation Regulations 66B and 67. The current scheme was inaugurated on 27 September 1973, after a 1973 Budget announcement that Repatriation Artificial Limb and Appliance Centres would be expanded and authorised to supply free of charge, either direct from the Centres or through the commercial limb-makers, artificial limbs to all persons in the community who need them.

14.28 The Department of Veterans' Affairs has the sole responsibility for the administration of the 'Free Limbs Scheme'. There is liaison and cooperation with the Department of Social Security to meet the needs of amputees admitted to the 'Commonwealth Rehabilitation Scheme'. The Deputy Crown Solicitor in each State handles claims for refunds of moneys expended on cases subject to compensation proceedings. The RALACs are not staffed to meet the total demand for limbs. Commercial manufacturers contract on behalf of the Department for the supply of limbs. Normal industrial relations with employee associations apply. There is no existing representative group for the commercial sector. The scheme is administered through:

. Central Office - Department of Veterans' Affairs, Canberra.

- Branch Offices - Department of Veterans' Affairs, N.S.W., VIC., QLD, S.A., W.A., TAS.

- RALACs - N.S.W., VIC., QLD, S.A., W.A., TAS., and Sub-Centres in Darwin, Newcastle and Townsville.

14.29 For 1981/82 it is estimated that no staff worked full-time on the administration of the 'Free Limb Scheme'. For the same year, it is estimated that the approximate number of staff working part-time on the administration of this program was 178. The average number of staff working part-time on the program in the same year, expressed in terms of full-time equivalent staff numbers was 134. It is estimated that approximately 244,550 manhours per annum were spent on the administration of the 'Free Limb Scheme' in 1981/82. The basis for the calculation of manhours was:

- 134 full-time equivalent staff
x 7.3 hours
x 250 mandays
= 244,550 manhours per annum

14.30 Staff salaries for the program in 1981/82 amounted to \$2,013,750 and estimated expenditure for the same year was \$3,649,000.

14.31 RALACs are funded through appropriations. Commercial limb manufacturers are paid for their production out of these appropriations. No direct payment is made to any beneficiary under the 'Free Limbs Scheme'. Limbs are manufactured and supplied through either the RALACs or the commercial manufacturers who have entered into a contract with the Department. There are currently twelve manufacturers holding contracts and the Department also has an agreement with the Lincoln Institute of Health Sciences for the supply and repair of artificial limbs. Delivery is direct to the individual amputee from the manufacturer.

14.32 Clients are from all walks of life and range in age from infants with congenital limb deficiencies through young trauma victims to elderly amputees resulting from diabetes or peripheral vascular disease.

14.33 The amputee must qualify as an Australian resident, which is defined as a person residing in Australia and includes:

- a person whose domicile is in Australia or who has been granted an entry permit subject to limitation as to time, other than a person in respect of whom the Commission is satisfied that the person's permanent place of abode is outside Australia; and

- a person who has been in Australia, whether continuously or intermittently, during more than one-half of the year ending on the day on which the question of whether he is or is not an Australian resident arises, other than a person in respect of whom the Commission is satisfied that:

the person's usual place of abode is outside Australia; and

the person does not intend to take up residence;

but does not include -

- the head of a diplomatic mission established in Australia;
- a member of the staff (not being an Australian citizen) of a diplomatic mission established in Australia; or
- a member of the family of a person referred to above who forms part of the household of that person and is not an Australian citizen.

14.34 The Commission has the discretionary power to supply limbs to foreign nationals from RALAC resources. To be eligible to receive the free issue of a limb, the patient shall not have received compensation or damages in respect of the incident which led to the amputation, or, in the opinion of the Commission, not be eligible to receive compensation or damages. However an Australian resident is eligible to receive free limbs for life.

14.35 Limbs may be obtained, or repaired, in any State, provided the RALAC in the normal State of residence is contacted to discover whether the requested action is reasonable. Under certain conditions the Department will meet reasonable repair or replacement costs incurred whilst an amputee is travelling overseas. Since 1973 when the scheme was established 28,313 (total to June 1981) limbs have been provided to Australian residents. This number includes replacement limbs and limbs provided to multiple amputees.

14.36 One RALAC staff member in each State would be responsible for carrying out the following eligibility checks:

- prescription from a recognised amputee prescribing clinic has been completed on Part A of Form D1527 (Departmental Prescription and Application Form);
- the amputee has completed an application form (Part B of Form D1527);

- checks have been carried out for residential eligibility and whether a compensation claim is involved;
- the requested repair to, or replacement of a limb is considered reasonable. Where feasible, repairs or modifications to the existing limb are carried out; and
- a voucher (Form D1529) is completed and two copies forwarded to the applicant together with a list of local manufacturers. The voucher is the Department's authorisation for manufacture. It must be endorsed by the amputee and the prescribing clinician to the effect that the completed limb is satisfactory before a commercial manufacturer can claim for payment.

Program Review

14.37 The overall objectives of the program remain consistent with those defined by the Government at the scheme's introduction. Evaluation of the program is undertaken by the Department's Central Office with emphasis on delivery and maintenance of service and standards. Management information data has been developed and modifications to procedures, costing, etc., are undertaken progressively. Medical reports are monitored by the Central Development Unit, Melbourne.

14.38 The Senate Standing Committee on Health and Welfare looked at the problems and provision of assistance to mentally and physically handicapped persons and in May 1971 recommended, inter alia, that:

The Repatriation Artificial Limb Centres be expanded to enable them to supply, fit and repair prostheses and other surgical aids for private patients free of charge.

14.39 An interdepartmental committee considered the recommendations made by the Senate Standing Committee prior to the announcement of the establishment of a 'Free Limbs Scheme'. Studies into the scheme's administration are undertaken by the Department and refinements introduced as required. Recent changes include standards to be met by commercial manufacturers before a contract will be let and the joint recognition of prescribing clinics by the Department and the appropriate State Health authority.

14.40 In 1981, the Review of Commonwealth Functions directed that there be increased contracting of artificial limbs to private manufacturers. There has since been an increase in private contractors. The voucher system has been introduced to enhance the patient's freedom to choose the manufacturer of his or her artificial limb. Previously, the prescribing clinician directed the prescription to a particular manufacturer.

14.41 Future plans to regionalise the service have been modified by the increasing availability of services provided by private contractors. Regionalisation will continue as an important thrust of future change but will be achieved in light of developments in the private sector. It is intended to review the costing basis of the relationship with private manufacturers to ensure that changes reflect the level of investment, labour, etc. The increasing capacity of the private sector will result in reduced public sector involvement.

8. TEMPORARY INCAPACITY ALLOWANCE

Program Synopsis

14.42 'Temporary Incapacity Allowance' is paid to a veteran who is hospitalized as a result of a service-related illness or injury and is totally incapacitated for twenty-eight days or more by that hospitalisation and consequential treatment. The amount of the allowance is the equivalent of the Special Pension for the period involved, less any 'Disability Pension' the veteran already receives. The allowance is also reduced by the amount of any 'Loss of Earnings Allowance' or 'Sickness Benefit' paid by the Department of Social Security during the same period.

14.43 The allowance is paid as a lump sum in arrears by the Department of Veterans' Affairs. Because it is a compensatory payment rather than income support, it is not income tested or taxed.

Administrative Data

14.44 This program is consistent with the major objectives of the Department in relation to the administration of the Repatriation system, which is based primarily on the principle of compensation to veterans and dependants, for injury or death related to service. Compensation in this instance is in the form of monetary payments. Authority for payment of this allowance is contained in Repatriation Regulation 72A.

14.45 Prior to the introduction of the 'Temporary Incapacity Allowance', there were only two provisions in the Repatriation Act 1920 which permitted payment of a benefit in respect of a veteran's inability to work. The 'Temporary Incapacity Allowance' introduced a third provision under which a benefit may be paid in respect of a veteran's temporary incapacity as a result of service-related incapacity.

14.46 The 'Temporary Incapacity Allowance' is compensation to veterans who undergo hospitalisation for a service-related disability and are totally incapacitated by that hospitalisation and consequential outpatient treatment or convalescence for a continuous period of more than twenty-eight days. The amount of the allowance is the equivalent of the Special (T. & P.I.) Rate for the period involved, less any 'Disability Pension' the veteran may already receive.

14.47 The Repatriation Commission, under the control of the Minister, is responsible for deciding all policy matters involving the administrative arrangements for the payment of 'Temporary Incapacity Allowance' to eligible persons. There are not many issues relating to the payments of these pensions which involve State Governments or local government authorities. Consultation with such bodies is arranged on an ad hoc basis and when the need arises.

14.48 In some areas, formal arrangements exist with other Commonwealth Government departments and agencies to ensure the provision and exchange of information where this is necessary to enable the Commission to correctly discharge its responsibilities under the Act.

14.49 Policy control in this area rests entirely with the Repatriation Commission under the control of the Minister. In new policy developments in this area, consultation takes place with a number of other departments and organisations. The extent to which this is necessary depends on the nature of the proposal but, in nearly all cases, consultation occurs between the Department and organisations concerned with the welfare of ex-servicemen and women in Australia. The Commission also maintains contact with overseas authorities and keeps abreast of major developments in the repatriation sphere overseas. Significant changes in the 'repatriation' arrangements in other countries such as the United Kingdom, New Zealand, Canada, France, the U.S.A., Italy, Greece, etc., are monitored but, in most instances, the arrangements in Australia are already equal to or better than those in other countries.

14.50 Formal controls also exist to ensure that written consultation takes place with the Department of Social Security both at the Central and State Branch Office level in all cases where the payment of this allowance could affect benefits from that Department and vice versa.

14.51 The responsibility for the administration of this program is vested in the Repatriation Commission under the control of the Minister for Veterans' Affairs by virtue of Section 7(1) of the Repatriation Act 1920. The program is administered from Central Office, Canberra, State Branch Offices (in the six States), Regional Offices and field staff who are attached to the State Branch Offices and Regional Offices. The program applies throughout Australia and the implementation locations are situated in metropolitan, provincial and rural areas.

14.52 For 1981/82 it is estimated that no staff worked full-time on the administration of 'Temporary Incapacity Allowance'. For the same year, it is estimated that the approximate number of staff working part-time on the administration of 'Temporary Incapacity Allowance' was forty. The average number of staff working part-time on the program in the same year, expressed in terms of full-time equivalent staff numbers was four. It is estimated that approximately 7,300 manhours per annum were spent on the administration of 'Temporary Incapacity Allowance' in 1981/82. The basis for the calculation of manhours was:

- 4 full-time equivalent staff
- x 7.3 hours
- x 250 mandays

= 7,300 manhours per annum

14.53 In 1981/82 staff salaries for the 'Temporary Incapacity Allowance' program amounted to \$53,743. Estimated expenditure on 'Temporary Incapacity Allowance' in 1981/82 was \$350,000.

14.54 To qualify for 'Temporary Incapacity Allowance' a veteran must be admitted and treated in a hospital or institution for a service-related incapacity. It is not necessary that the veteran remain an in-patient for the whole twenty-eight days qualifying period; mixed periods of in-patient or out-patient treatment, rest or convalescent treatment, provided there is continuity, will suffice. The qualifying period commences from the date of admission to a hospital or institution.

14.55 Medical treatment must be full-time continuous treatment and exceed twenty-eight days and must be such as to prevent the veteran from working, or would have prevented the veteran from working if he were employed. This requirement is not to be taken, however, as precluding from eligibility those veterans who are employed, service pensioners classified as 'permanently unemployable', or those veterans who continue to receive income other than by means of personal exertion during the period of full-time treatment. It is not necessary for a veteran to actually lose any income, salary, wages, etc., in order to qualify for payment of 'Temporary Incapacity Allowance'.

14.56 'Temporary Incapacity Allowance' may be paid to the wife and children (as defined in Section 23 of the Repatriation Act) of an eligible veteran. No separate payments to dependants are made and the calculation of the amount payable is on a collective basis with payment of the whole amount being paid to the veteran.

14.57 'Temporary Incapacity Allowance' is payable only for the time during which a veteran is totally incapacitated by hospitalisation and consequential out-patient treatment or convalescence in respect of a service-related disability, for a continuous period exceeding twenty-eight days. For 1981/82 the estimated number of clients reached was 650.

14.58 No specific reviews are conducted on the eligibility of potential clients. However, information relating to this program is readily available through State Branch Offices, Regional Offices and through the dissemination of information pamphlets by the Department to organisations representing the veteran clientele.

14.59 'Temporary Incapacity Allowance' is not excluded from the definition of 'income' in the application of the income test on the 'Service Pension' and 'Age' and 'Invalid Pensions'. Close liaison is maintained with the Department of Social Security and suitable arrangements exist for notification to this Department of any variation to a Social Security pension that may necessitate an adjustment of the 'Temporary Incapacity Allowance' already paid or in payment.

14.60 Where a veteran receives 'Loss of Earnings Allowance' in respect of the same period for which 'Temporary Incapacity Allowance' is claimed, the amount of this allowance is reduced by the amount of 'Loss of Earnings Allowance' paid. If 'Sickness Benefit' from the Department of Social Security was paid in respect of the same period or part of a period for which 'Temporary Incapacity Allowance' is payable, the amount of 'Sickness Benefit' is deducted from the amount of 'Temporary Incapacity Allowance' payable.

14.61 'Treatment Allowance' or 'Additional Treatment Allowance' is payable in certain circumstances on behalf of British authorities where treatment of a service-related disability prevents the veteran from working. Where a veteran qualifies for both 'Temporary Incapacity Allowance' and 'Treatment Allowance' or 'Additional Treatment Allowance', the 'Temporary Incapacity Allowance' may be payable subject to adjustment by the allowance payable on behalf of the British authority and any pension payable by the overseas authority.

14.62 There is no legislation to prevent payment of 'Temporary Incapacity Allowance' overseas.

14.63 The method of service delivery is direct from the Department of Veterans' Affairs to clients. Payment of this allowance is made in arrears by either cash or cheque, as appropriate. Payment may be made in fortnightly instalments where the veteran is receiving treatment for a prolonged period.

14.64 This program is in response to requests made by the Returned Services League (R.S.L.) for a form of compensation for veterans undergoing short periods of hospitalisation. The Government accepted the R.S.L. proposal and the program was implemented from 1 November 1980. The maximum rate of the program is tied by legislation to the Special (T. & P.I.) Rate 'Disability Pension' which is automatically adjusted twice yearly in line with movements in the Consumer Price Index; estimating future costs is therefore not possible. This program is a long term program with Government commitment and legislative backing. It is therefore inappropriate to provide material on possible changes to eligibility criteria or the possibility of terminating some services.

9. DEFENCE SERVICE HOMES

Program Synopsis

14.65 This program provides assistance in the form of long term housing loans at concessional rates of interest. The maximum loan is currently \$25,000 and the interest rates are:

- 3.75% per annum on the first \$12,000;
- 7.25% per annum on that part of a loan between \$12,001 and \$15,000;
- 10 per cent per annum on that part of a loan between \$15,001 and \$25,000.

14.66 On a maximum loan of \$25,000 the effective interest rate is about 6.85%.

14.67 Eligibility generally arises from membership of a force raised for overseas service or service overseas in wartime, or a specified period of peacetime service after December 1972. The Defence Service Homes Act 1918-73 sets out in detail the categories of the eligible persons. There is no time limit on eligibility.

14.68 Currently, a waiting period of ten months applies to applications for a loan to purchase a home but not to applications for a loan to erect, complete or enlarge a home.

Administrative Data

14.69 The 'Defence Service Homes' scheme was initially authorised by the War Service Homes Act 1918 which came into operation on 6 March 1919. This Act, known since 1973 as the Defence Service Homes Act, makes provision for the grant of housing loans to eligible persons at concessional rates of interest. It also provides for a homeowner's insurance scheme and instalment relief for widows in cases of hardship.

14.70 The objectives of the 'Defence Service Homes' scheme are to provide a housing-specific benefit, first, to discharge the nation's obligation to members of the defence force who were enlisted or appointed for, or employed on, active service overseas in wartime and, second, to attract and retain regular servicemen and women in the Defence force in peacetime. That part of the scheme that provides benefits for ex-service personnel and their dependants in respect of wartime service is totally consistent with the objectives of the Department of Veterans' Affairs. Benefits relating to peacetime service are fully consistent with the objectives of the Department of Defence.

14.71 The 'Defence Service Homes' scheme provides for housing loans at concessional rates of interest which indirectly supplement income.

14.72 The 'Defence Service Homes' scheme is administered by the Defence Service Homes Corporation, the affairs of which are conducted and controlled by the Secretary to the Department of Veterans' Affairs. The Corporation extensively interacts and cooperates with other Commonwealth Departments (e.g., Department of Defence), State Government agencies (e.g., Registrars of Titles), and ex-service organisations (e.g., Returned Services League), in relation to its operations. Branch offices are located in each State capital and Regional Offices in Canberra, Newcastle, Wollongong and Townsville. The Defence Service Homes Division of the Department of Veterans' Affairs performs Central Office functions. The scheme is implemented throughout Australia and on Norfolk Island.

14.73 The average number of operative staff for 'Defence Service Homes' in 1981/82 was 706 full-time and 2 part-time, involving approximately 1.3 million manhours.

14.74 The cost of the 'Defence Service Homes' lending program in 1981/82 amounted to \$106.6 million broken down as shown in Table 14.3.

Table 14.3: Expenditure - Defence Service Homes: 1981/82 (\$m)

Item	Expenditure
	\$m
Service Cost	
Capital Expenditure (a)	161.700
LESS Repayments & Other Moneys	96.700
Capital Appropriation	65.000
Interest Subsidy (b)	41.600
Net Cost to the Budget	106.600
Administration	
Salary - Program Head (c)	0.045
Other Salaries	12.555
Computer Costs	0.134
Other Costs (d)	2.700
Total	15.434
Less Recoveries (e)	2.274
Net Cost	13.160

(a) The Defence Service Homes Scheme lending program is funded partially from capital appropriation and partially from the repayment of loans previously granted.

- (b) The interest subsidy is appropriated to meet the shortfall between the interest payable by the Corporation as determined by the Minister for Finance on funds received from the Commonwealth (\$93.3 million) and the interest received by the Corporation on outstanding loan balances from beneficiaries (\$51.7 million).
- (c) General Manager (Level 3, Second Division).
- (d) Includes \$1.7 million paid to Australian Postal Commission for the collection from borrowers of monthly loan repayments.
- (e) Administration recoveries include fees and charges paid by borrowers and an amount of about \$1 million from the Insurance Trust Account representing salaries and other costs for the Insurance Scheme.

14.75 'Defence Service Homes' loans are paid directly to clients, or at their direction, to third parties such as builders. The supplementation of income inherent in the 'Defence Service Homes' scheme occurs through the effect of the concessional interest rates and a longer than usual term of the loan which reduces the loan repayment instalment below that for a similar loan amount from other sources of housing finance.

14.76 Eligibility generally arises from overseas service during wartime or a specified period of peacetime service after December 1972. The Defence Service Homes Act sets out in detail the categories of persons to whom an advance may be made, which include:

- a person who was a member of the Australian Forces enlisted, appointed or employed on active service outside Australia or on a ship of war during the 1914-18 or 1939-45 War and who in respect of service in the 1914-18 War served between 4 August 1914 and 31 August 1921, or who in respect of service in the 1939-45 War served between 3 September 1939 and 30 June 1947 (inclusive);
- a person who served in the Australian Forces, and who was allotted for duty in connection with the warlike operations in Korea between 27 June 1950 and 31 August 1957 (inclusive) or Malaya between 29 June 1950 and 31 August 1957 (inclusive) and who left the last port of call in Australia or other part of the Queen's Dominions before 1 September 1957 to serve in connection with those operations;
- a person who served in the Australian Forces on land between 1 September 1957 and 27 May 1963 (inclusive) in the area of Malaya or in the area of the Island of Singapore and its then dependencies other than Christmas Island;

a person who served on 'special service' as defined in the Repatriation (Special Overseas Service) Act 1962 in a prescribed 'special area'. 'Special service' involves service outside Australia at a time when the member is allotted for 'special duty'. The areas which have been prescribed as a 'special area' are:

- Vietnam (Southern Zone) from 31 July 1962,
- Certain areas of Borneo, Sabah and Sarawak from 8 December 1962 to 30 September 1967,
- Malaya (Northern Area) from 28 May 1963,
- Malaysia, Singapore from 7 July 1965 to 30 September 1967, and
- Vietnamese Waters from 1 March 1967;

a person who served in the naval, military or air forces or associated nursing services of any part of the Queen's Dominions other than Australia during the 1914-18 or 1939-45 War or, under certain conditions, in connection with the warlike operations in Korea or Malaya, provided that person previously resided in Australia or a Territory and, provided also, that the person served in an operational area outside the country or place of enlistment or appointment for service or served as a combatant in an active combat unit;

a person employed in certain seagoing service during the 1914-18 or 1939-45 War and who was, during that employment, domiciled in Australia or a Territory;

a representative of the Y.M.C.A. who was accepted and served abroad with the Australian Forces during the 1914-18 War;

a person who served outside Australia as a representative of an approved welfare organisation, with a unit of the Defence Force during the 1939-45 War, or in connection with the warlike operations in Korea or Malaya or with a unit allotted for 'special area' as defined in the Repatriation (Special Overseas Service) Act;

a person who was, immediately before 7 December 1972, a national serviceman or a national service officer serving in the Regular Army Supplement, and who, on or after that date, completed the period of service for which he was deemed to have been engaged to serve or for which he was appointed, or the service ended by reason of his death or discharge on medical grounds;

a person who has served on continuous full-time service as a member of the Defence Force, not being service that ended before 7 December 1972, and during that service has:

(i) in the case of service that commenced before 17 August 1977 - completed, whether before or after 7 December 1972, three years' effective full-time service as such a member, or

(ii) in the case of service that commenced on or after 17 August 1977 - completed a period of six years' effective full-time service as such a member being a period at the expiration of which he continued to render full-time service as such a member otherwise than by reason only of a delay in discharging him or otherwise terminating that service, including a delay for the purpose of the treatment or observation of an illness or injury;

a person who was engaged or appointed to serve as in (i) or (ii) above but that service ended on or after 7 December 1972 by reason of his death or discharge on certain medical grounds;

the widow of an eligible person, including a *de facto* widow where the eligible person died on or after 11 November 1978, and where the *de facto* relationship existed at the time of his death and was not of less than three years' duration;

the mother of a deceased eligible person who was not legally married at the time of death, provided that either she is a widow who was dependent upon the eligible person before his service, or her husband is so incapacitated that he cannot contribute materially to her support; and

the wife of an eligible person who is temporarily or permanently insane, including a woman living in a *de facto* relationship with the eligible person provided she has done so for not less than three years.

14.77 In addition to being an 'eligible person' as defined in the Defence Service Homes Act, a prospective borrower must satisfy the Corporation that he/she:

has not been previously assisted under the scheme;

has sufficient income to meet the loan repayments in addition to repayments under any other borrowings and the normal costs associated with home ownership;

does not own, nor does his/her spouse own, another house; and

intends to use the house as a home for him/herself and his/her dependants.

14.78 There is no time limit on eligibility. A widow ceases to qualify for assistance solely by virtue of being the widow of an eligible person, if she remarries. Loans are not income tested. Since the inception of the scheme on 6 March 1919, the number of applicants assisted with housing loans is approaching 400,000.

14.79 Determination of eligibility may involve seeking formal advice of service history from the Department of Defence. The cost of eligibility checks is shared between the two Departments. All applicants for assistance are charged an application fee (\$75 for an initial loan, \$50 for an additional loan) which partly meets the cost of processing a loan application.

14.80 Because of the nature of the scheme, eligibility is determined before the advance is made available. Applicants are required to complete a statutory declaration regarding prior assistance. Loans are not transferable from one property to another but the Minister is authorised by the Act to approve a second loan. Applications for second loans are considered on their merits with approval normally being given only where a borrower is compelled to move from his Defence Service home for reasons beyond his control. Receipt of 'Defence Service Homes' assistance does not of itself disqualify eligible persons from other Commonwealth housing assistance e.g., home purchase deposit assistance, taxation rebate on home loan interest, other defence force housing related benefits and allowances.

14.81 The original 'War Service Homes Scheme' came into operation on 6 March 1919 as part of a range of measures designed to re-establish returned servicemen from the 1914-18 War in civilian life. It has been progressively amended since then to extend benefits to service in other conflicts. In 1973, persons serving in the Defence Force in peacetime became eligible. The scheme has been subject to, or been part of, several official studies since 1919, including:

Public Accounts Committee (Parliamentary Paper No. 32 of 1922);

Committee of Inquiry into the War Service Homes Commission, 1932 (Mr J.L. Treloar, Chairman);

Inquiry by House of Representatives Expenditure Committee, 1977-78 (Hon. K.M. Cairns, Chairman).

14.82 As a result of this latter inquiry the objectives of the 'Defence Service Homes' scheme were redefined. The first objective, to discharge that nation's obligations to members of the defence force involved in active service, is ipso facto met having regard to the nature of that objective. The second objective of attracting and retaining regular servicemen and women in the defence force in peacetime has not been assessed.

14.83 The maximum available loan amount as determined by the government from time to time (currently \$25,000) is fixed by legislation. Loans to purchase homes are presently subject to a waiting period of ten months. There is a demand to maintain broad comparability between the loan amount and house prices, and to reduce or eliminate the waiting period. There is no current demand for a different program.

14.84 The Corporation is constantly monitoring and reviewing its operations with the aim of providing benefits under the legislation in the most efficient way possible. Indicative measures of efficiency based on unit costs of granting loans and maintaining securities are published in the Corporation's Annual Reports. As a result of successive internal reviews of operations the Corporation has substantially reduced its staffing level as shown in Table 14.4.

Table 14.4: Defence Service Homes Corporation - Staff Levels and Loans Granted

Year	Number of staff(a)	Loans Granted
1977/78	867	6115
1978/79	768	5365
1979/80	733	5251
1980/81	728	5915
1981/82 (20 June)	692	7285

(a) as at 30 June

14.85 The Corporation recognises the need for ongoing planning and review of the objectives of the program, the nature and structure of the benefit and its administration, and is pursuing the development of a program to meet this need within the constraints of present resources. The Defence Service Homes Corporation's future plans do not involve significant changes in administration, implementation or eligibility. It is intended to maintain present services with continuing emphasis on efficiency in service delivery.

10. WAR AND DEFENCE WIDOW'S PENSION

Program Synopsis

14.86 A 'War and Defence Widow's Pension' is paid to a widow whose husband's death was related to war service (or peace-time service since 7 December 1972), or whose husband was receiving or was entitled to Special Rate pension at the time of his death. The pension is paid at a rate of \$164.70 per fortnight, plus a Domestic Allowance of \$24 per fortnight for widows who are over 50 or permanently unemployable. It is not subject to an income test, and is not taxable. The rate of pension (but not Domestic Allowance) is subject to automatic indexation.

14.87 Where the husband was receiving a Special Rate pension, or had lodged a claim for it prior to his death and the claim is subsequently allowed, payment of a 'War and Defence Widow's Pension' is made automatically. Otherwise a claim must be lodged, in which case the veteran's death is investigated in the same way as claim for a 'Disability Pension'. Payments are made by the Department of Veterans' Affairs fortnightly by cheque or into a bank account. Once a claim is granted, usually no further investigation is made. Eligibility ceases if a widow remarries. A widow is obliged to notify the Department if she remarries.

14.88 Recipients of 'War and Defence Widow's Pension' are not entitled to 'Service Pension' but may receive a part 'Age Pension'. A 'War and Defence Widow's Pension' is counted as income by the Department of Social Security in assessing 'Age Pension' entitlement.

Administrative Data

14.89 Authority for payment of 'War and Defence Widow's Pension' is contained in the Repatriation Act 1920. Payment in respect of war widows had its inception in the War Pensions Act 1914; defence widows were admitted into the program when Repatriation benefits were extended to certain defence forces personnel in 1972.

14.90 A 'War and Defence Widow's Pension' is a compensatory payment to a widow whose husband's death has been accepted as related to his service in the Australian Forces, or who was receiving at the time of his death, or was subsequently adjudged to have been entitled to receive, a 'Disability Pension' at the Special Rate payable on total and permanent incapacity or a rate payable in respect of a double amputee. A 'War and Defence Widow's Pension' is not subject to an income test and is compensation for the loss of her husband through service-related disabilities.

14.91 The responsibility for the administration of this program is vested in the Repatriation Commission under the control of the Minister for Veterans' Affairs by virtue of Section 7(1) of the Repatriation Act. The program is administered from Central Office, Canberra, State Branch Offices (in the six States), Regional Offices and field staff who are attached to the State Branch Offices and Regional Offices. The program applies throughout Australia and the implementation locations are situated in metropolitan, provincial and rural areas.

14.92 The Repatriation Commission, under the control of the Minister, is responsible for deciding all policy matters involving the administrative arrangements for the payment of 'War and Defence Widow's Pension' to eligible persons. There are not many issues relating to the payments of these pensions which involve State Governments or local government authorities. Consultation with such bodies is arranged on an ad hoc basis as and when the need arises. In some areas, formal arrangements exist with other Commonwealth Government departments and agencies to ensure the provision and exchange of information where this is necessary to enable the Commission to correctly discharge its responsibilities under the Act.

14.93 Policy control in the area of Widows' Pensions rests entirely with the Repatriation Commission under the control of the Minister. In new policy developments consultation would take place with a number of other departments and organisations. The extent to which this would be necessary would depend on the nature of the proposal but, in nearly all cases, consultation would occur between the Department and organisations concerned with the welfare of ex-servicemen and women in Australia. The Commission also maintains contact with overseas authorities and keeps abreast of major developments in the repatriation sphere overseas. Significant changes in the 'repatriation' arrangements in other countries such as the United Kingdom, New Zealand, Canada, France, the U.S.A., Italy, Greece, etc., are monitored but, in most instances, the arrangements in Australia are already equal to or better than those in other countries.

14.94 Formal controls also exist to ensure that written consultation takes place with the Department of Social Security, both at the Central and State Branch Office level, in all cases where the payment of pensions could affect benefits from that Department and vice versa.

14.95 Estimated expenditure on the 'War and Defence Widow's Pension' program in 1981/82 was \$206.195 million. No separate data are available on the cost of 'War and Defence Widow's Pension' only. The above figure includes payment of Domestic Allowance which is available to the majority of war and defence widows.

14.96 In 1981/82 the estimated administrative costs of salaries of staff for the 'War and Defence Widow's Pension' was \$821,362. For 1981/82 it is estimated that the average number of staff working full-time on the administration of 'War and Defence Widow's Pension' was about fourteen. For the same year, it is estimated that the approximate number of staff working part-time on the administration of 'War and Defence Widow's Pension' was 249. The average number of staff working part-time on the program in the same year, expressed in terms of full-time equivalent staff numbers was thirty-nine. It is estimated that approximately 96,725 manhours per annum were spent on the administration of 'War and Defence Widow's Pension' in 1981/82. The basis for the calculation of manhours was:

• 14 full-time staff x 7.3 hours x 250 mandays	= 25,550 manhours per annum
• 39 full-time equivalent staff x 7.3 hours x 250 mandays	= 71,175 manhours per annum
• Total	96,725 manhours per annum

14.97 The Commonwealth's liability to pay compensation in respect of service-related death extends to dependants of members of the forces who served in wars and war-like conflicts in which Australia has been involved from 1914-18 to the present time and, since 1972, to dependants of members of the permanent Military Forces.

14.98 A 'War or Defence Widow's Pension' is payable to the widow of a veteran:

- whose death is service-related; or
- who died from causes not related to service but was receiving at the time of his death, or is subsequently adjudged to have been entitled to receive a pension at:
 - the Special Rate for total and permanent incapacity or for blindness;
 - one of the rates payable to double amputees i.e. one of the rates payable under the first six items of Schedule 5 of the Repatriation Act.

14.99 A 'War and Defence Widow's Pension' ceases to be payable in the event of her remarriage in which case she may be paid a gratuity equal to twenty-six fortnightly instalments

of the pension (excluding Domestic Allowance) at the rate payable immediately prior to re-marriage. The number of War and Defence Widows as at 7 January 1982 is shown in Table 14.5:

Table 14.5: War and Defence Widows : January 1982

Conflict	Numbers
1914-18 War	13 991
1939-45 War	33 306
Korea/Malaya	235
Far East Strategic Reserve	36
Special Overseas Service	156
Regular Defence Forces	79
Act of Grace)	
Seamen's War Pensions)	
Papua New Guinea Veterans)	115
Total	47 918

14.100 No specific reviews are conducted on the eligibility of potential clients. However, information relating to this program is readily available through State Branch Offices, Regional Offices and field offices. Section 86 of the Repatriation Act prevents a person from receiving at the same time a 'Service Pension' under more than one of the enabling provisions of the Act; a 'War or Defence Widow's Pension' and a 'Service Pension' as a wife-widow; and a 'Service Pension' and an 'Age', 'Invalid' or 'Widow's Pension'. Close liaison is maintained with the Department of Social Security in an attempt to avoid any duplication of payments. 'War and Defence Widow's Pension' may be transferred overseas on the same basis as applies to the 'Disability Pension' program i.e., where the widow intends to reside overseas permanently.

14.101 The 'War and Defence Widow's Pension' is paid by cheque fortnightly in advance, or to a bank, credit union or building society account every twelve weeks in arrears. The rate of payment as at 12 July 1983 was \$164.70 per fortnight. In addition to a pension, a war and defence widow may receive an additional \$24.00 per fortnight, known as Domestic Allowance if she is fifty years of age; or is permanently unemployable; or has a dependent child or children under the age of 16 years or over 16 years and who is undertaking an approved course of full-time education.

14.102 The method of service delivery is directly from the Department of Veterans' Affairs to clients. In instances when the client is resident overseas, payments are made through the Department's overseas paying agents.

14.103 This program is reviewed each year in the context of the Budget, however requests for amendment of the program are received from various organisations including the War Widows' Guild. Section 35AAA of the Repatriation Act provides for automatic twice yearly adjustments of the basic pension rates in line with movements in the Consumer Price Index. These adjustments ensure that pension rates keep pace with movements in living costs. Pensions adjusted in this way are:

- . Special Rate (I. & P.I.);
- . Intermediate Rate;
- . General Rate;
- . War and Defence Widow's Pension; and
- . Service Pension - maximum married and standard rate.

Therefore, it is not possible to give details of future costing for this program.

14.104 The projected figures for intake of beneficiaries are as shown in Table 14.6.

Table 14.6: Projected Intake - War and Defence Widows

	1983	1984	1985
War and Defence Widows	49 750	51 000	52 000

14.105 To some extent the objectives of the program are a matter for the Government, however the Department does play a role through the preparation of forward estimates and the preparation of new policy options for the Budget involving both extensions and restrictions to the existing program. These are prepared throughout each year and they focus on possible deficiencies in the existing program.

14.106 The most recent and major review undertaken of this program and its objectives was the Enquiry into the Repatriation System by Mr Justice Toose who concluded in part that:

In the future, except in Section 46 cases, pensions payable to members of the immediate family should not continue following the non-service-related death of the member, unless the Commission is satisfied that

the dependant continues to suffer the effect of the disadvantage arising previously from the member's disabilities. Existing pensions payable under Section 45 should be continued or, alternatively, be commuted by payment of a suitable lump sum.

The Commission should have a discretion to refuse the grant of a widow's pension under Section 46, where it is satisfied that a marriage within twelve months prior to the death of the member was contracted for the purpose of conferring pension rights on the woman concerned.

11. EDUCATION ALLOWANCES

Program Synopsis

14.107 'Education Allowance' is payable under the 'Soldier's Children Education Scheme' to the children of a veteran, or a merchant mariner during World War II;

- whose death was related to war service; or
- who at the time of his death was receiving Special Rate pension; or
- who is receiving Special Rate pension.

14.108 The scheme is administered by Soldiers' Children Education Boards in each State, subject to the control of the Repatriation Commission. Eligibility is determined by the Education Boards, and there is a right of appeal to the Commission. Allowances are paid by the Department of Veterans' Affairs fortnightly by cheque or into a bank account.

14.109 Allowances are paid as assistance for secondary and tertiary education or vocation training. The fortnightly rates are as shown in Table 14.7.

Table 14.7: Rates of Education Allowances (\$ per fortnight)

Secondary Student	Living-at- Home	Living-away- from Home	Independent(a)
	\$	\$	\$
12-14 years	12.10	36.10	
14-16	16.80	36.10	
16-18	36.10	60.20	
Tertiary Students	66.50	108.40	118.90

(a) Independent students are those who are 25 years of age; orphans; married; or have maintained themselves for at least two years.

In addition to the above rates, further amounts may be paid to cover expenses such as fees, travel, text books and stationery. These are not indexed automatically but are increased each year roughly in line with increases in the Consumer Price Index.

14.110 The allowance is income tested according to a student's income. It is reduced by one dollar for every dollar of income over \$10 per fortnight earned by a secondary student, or by 50c for every dollar above \$76.95 per fortnight earned by a tertiary student. Any portion of a dependant's 'Disability Pension' is not counted for this purpose.

14.111 A student is not entitled to receive assistance under the 'Soldiers' Children Education Scheme' and the 'Tertiary Education Assistance Scheme' at the same time. Eligibility for the allowance ceases as soon as the child ceases full-time education.

Administrative Data

14.112 The scheme was inaugurated in 1921 when the Australian Government issued Repatriation Regulations covering educational guidance and assistance for the children of certain deceased or disabled veterans. Part VII of the Regulations remains the authority for the scheme.

14.113 The objectives of the 'Soldiers' Children Education Scheme' are to direct, assist and encourage each 'eligible child' in acquiring a standard of education compatible with his aptitude and ability, and to prepare him for a suitable vocation in life. Children are helped in every reasonable way to develop their natural talents and aptitudes and to enter agricultural, commercial, professional or industrial callings of their own choice. The 'Soldiers' Children Education Scheme' was not designed as a reward for the father's service, but as a form of assistance for eligible children where the family income was diminished and the level of parental support and guidance was substantially reduced. The 'Soldiers' Children Education Scheme' secures the future of categories of children who are deprived of or suffer reduced parental support and guidance because of the veteran's service-related death or very severe disability and is part of the total compensation program under the Repatriation System.

14.114 Estimated expenditure on 'Education Allowances' in 1981/82 was \$2.33 million. Estimated expenditure on salaries for administration of the program was \$243,016.

14.115 For 1981/82 it is estimated that the average number of staff working full-time on the administration of 'Education Allowances' was about thirteen. For the same year, it is estimated that the approximate number of staff working part-time on the administration of 'Education Allowances' was fifteen. The average number of staff working part-time on the program in the same year, expressed in terms of full-time equivalent staff numbers was three. It is estimated that approximately 29,200 manhours per annum were spent on the administration of the 'Education Allowances' program in 1981/82. The basis for the calculation of manhours was:

13 full-time staff	
x 7.3 hours	
x 250 mandays	= 23,725 manhours
	per annum

. 3 full-time equivalent staff	
x 7.3 hours	
x 250 mandays	= 5,475 manhours
	per annum
. Total	29,200 manhours
	per annum

14.116 Under the Repatriation Regulations, the Repatriation Commission, with the cooperation and assistance of a Soldiers' Children Education Board in each State, is responsible for the administration of the scheme. The program is administered from Central Office, Canberra, State Branch Offices (in the six States), Regional Offices and field staff who are attached to the State Branch Offices and Regional Offices. The program applies throughout Australia and the implementation locations are situated in metropolitan, provincial and rural areas.

14.117 With the Education Boards holding an important priority in the administration of benefits, the Repatriation Commission has delegated a number of important functions to each Board. Some of their principal duties include:

- . determining the suitability of applicants to receive benefits;
- . determining the extent and nature of benefits to be provided; and
- . ensuring that eligible students receive expert guidance in the planning of their studies and in the choice of a suitable career.

14.118 Once a Board has given a determination, the decisions are put into effect by the Education sub-section of the Department which organises the payment of 'Education Allowances' and maintains close liaison with the students. Consultations with State Governments or local government authorities are arranged on an ad hoc basis if and when the need arises. In new policy developments in this area, consultation takes place with a number of other departments and organisations. The extent to which this would be necessary depends on the nature of the proposal but, in nearly all cases, consultation would occur between the Department and organisations concerned with the welfare of ex-servicemen and women in Australia.

14.119 'Education Allowance' beneficiaries are eligible children from twelve years of age. Special provisions are also available for eligible children who are handicapped to the extent of being unable to engage in a normal educational program, but who, by attendance at a special school or training institution, are likely to obtain substantial personal benefit, including improved social adjustment.

14.120 Eligibility for 'Soldiers' Children Education Scheme' benefits extend to children of a veteran:

- whose death has been accepted as service-related; or
- who died from causes not service-related but was receiving at the time of his death, or is subsequently adjudged to have been entitled to receive, a pension at:
 - the Special Rate for total and permanent incapacity or for blindness; or
 - one of the rates payable to double amputees; or
- who, as the result of service, is blinded or is totally and permanently incapacitated.

14.121 Payment of 'Education Allowance' will, subject to any other direction of the Repatriation Commission, cease if a beneficiary withdraws from the scheme during the course of education or training or ceases to be eligible for assistance, or if an Education Board is of the opinion that the allowance is not being applied for the purpose for which it has been granted.

14.122 As at 7 January 1982 the number of students who were receiving payment of 'Education Allowance' is shown in Table 14.8.

Table 14.8: Education Allowance Beneficiaries: January 1982

Category	Number
Students 12 and 13 years	
Living at Home	307
Living Away from Home	12
Students 14 and 15 years	
Living at Home	449
Living Away from Home	14
Students 16+ Still at School	
Living at Home	411
Living Away from Home	17
Professional	
Living at Home	191
Living Away from Home	139

14.123 Reviews are mainly directed at those beneficiaries whose father is pensioned at the Special Rate to ensure that eligibility for benefits based on that criterion are met. The general Australian Government policy is that there should not be a duplication of benefits provided at the expense of the Australian Government. Other Australian Government assistance towards education is therefore taken into account in determining benefits under the scheme, for example: students may not receive assistance under the 'Tertiary Education Assistance Scheme' and the 'Soldiers' Children Education Scheme' (SCES) at the same time. A student must elect at the beginning of the year which benefit he will take and the advantages of SCES should be pointed out to any student who is considering applying for benefits under TEAS.

14.124 Where the normal place of residence of an eligible child is outside Australia, assistance under the general conditions of the scheme may be made available when the Repatriation Commission is satisfied that the beneficiary is engaged in full-time education and it approves the course of study.

14.125 Applications for special assistance for those students who are awarded overseas scholarships, undertaking studies overseas, or undertaking overseas research for special theses approved by the heads of the particular faculties or training institutions, are decided by the Repatriation Commission as special cases, having regard to the relevancy of the courses being undertaken in Australia.

14.126 'Education Allowance' is payable either by cheque each fortnight in advance, or by deposit in the nominated bank, building society or credit union account twelve weeks in arrears. It may be paid to the child, to a parent or guardian, to a person appointed to be the trustee of the child, or, by way of payment of fees or maintenance, to the principal of a school or institution at which the child is undergoing education or training approved by an Education Board.

14.127 Current allowances and benefits available to eligible students and trainees from 12 years of age or the date secondary education is commenced are:

- 12 to 14 years - \$12.10 per fortnight
- 14 to 16 years - \$16.80 per fortnight
- Over 16 years (at secondary level) - \$36.10 per fortnight

14.128 Special provision is made for payment of a higher rate (at the discretion of the Education Board) where a beneficiary resides away from home to obtain appropriate education. The rates payable in these cases are:

- 12 to 16 years - \$36.10 per fortnight
- Over 16 years (at secondary level)- \$60.20 per fortnight

(War widows' children who were being assisted before reaching the age of 16 years receive a special allowance of \$51.90 per fortnight.)

14.129 From the commencement of full-time tertiary courses the rates payable are:

- Students residing at home - \$66.50 per fortnight
- Students living away from home - \$108.40 per fortnight

14.130 Provision is made for those students who are classed as 'independent' to be paid at the rate of \$118.90 per fortnight.

'Independent status' may be conceded where tertiary students:

- have reached or will turn 25 years of age in the current year;
- are orphans or wards of the State;
- are or have been married or have been living in a bona fide de facto relationship for at least two years; or
- have maintained themselves for at least two of the previous five years, without assistance from parents or other people and during these two years have been either full-time in the workforce or registered as unemployed.

14.131 In addition to the payment of an 'Education Allowance', tertiary students receive assistance in the payment of statutory union and associated fees, travelling expenses between the place of living and place of study, as well as the cost of any necessary textbooks, stationery and equipment.

14.132 Preliminary benefits are available to those who become eligible to enter the scheme on reaching their twelfth birthday or commencing secondary education. In these cases the Department makes provision for the payment of such amounts as are considered necessary for the purchase of essential school requisites and school bags and for reimbursement of any travelling expenses which would normally be the responsibility of the parent or guardian. These benefits are available from the date of application or the commencement of schooling and continue until the beneficiary qualifies for payment of an 'Education Allowance' under the scheme.

14.133 Special provision is also made for children who are handicapped to the extent of being unable to engage in a normal educational program, but who, by attendance at a special school or training institution, are likely to obtain substantial personal benefit, including improved social adjustment. Furthermore, beneficiaries employed as indentured apprentices or trainees under supervision may qualify for payment of a maintenance allowance, having regard to the amount received from wages. The maximum rates payable in this group are as follows:

- Trainees living at home - \$ 8.90 per fortnight
- Trainees living away from home - \$17.60 per fortnight

14.134 Rates of allowance are subject to an 'allowed income' provision as to the child's own income from earnings, but not including vacation earnings, and in certain other cases from other direct forms of 'Education Allowance' from other sources. The allowed income limits are fixed on a generous scale.

14.135 On completion of general education, further assistance may be given to undertake a course of specialised education or training to fit the child for a career. These courses include:

- professional - degree or diploma courses (including theological training) at universities, colleges of advanced education and technical courses;
- cadet and pupilage training - training combined with employment e.g., nursing, journalism and other vocational training;
- industrial - including apprenticeship training and other courses of trade and business training approved by the Education Board; and
- agricultural - training at an agricultural college.

14.136 As mentioned, 'Education Allowance' may be payable in respect of children over twelve years of age, and under certain circumstances children are also provided with books and equipment. Their fees and fares are paid while studying for advanced courses.

14.137 The scheme which came into operation in 1921 provided for a uniform application of benefits throughout all States and was based on the report by the Directors of Education in New South Wales and Victoria. The scheme was instituted on the basis that only children under sixteen years of age and living at the date of the gazettal of the Regulations (estimated at 12,000) would be provided for. They were to be assisted from the age of thirteen years to completion of

apprenticeship, education or other training. The range of assistance, numbers to be assisted and the consequential estimated expenditure called for a comprehensive system of assistance and supervision. To meet these needs Education Boards were provided under the Regulations.

14.138 On 27 May 1971 the then Prime Minister announced the Government's intention of setting up an independent non-parliamentary enquiry into the Repatriation System. The appointment of Mr Justice Toose was announced on 7 October 1971 by the then Minister for Repatriation. The enquiry commenced later that month and reported four years later in June 1975.

14.139 Mr Justice Toose in his enquiry into the Repatriation System concluded as follows:

I am firmly of the view that the Scheme should continue to operate both in respect of past and future service in the Forces for as long as it is required.

Education and vocational assistance based on present eligibilities was widely supported. No objection of substance was made against present eligibilities, nor was there any proposal that eligibility should be extended beyond cases at present covered.

Consequently I am of the view that the existing eligibility requirements for assistance under the scheme are satisfactory and should be continued.

No suggestion has been made that this assistance should cease to be a Repatriation responsibility under the general direction of the Commission. Indeed the views which have been expressed all favour the continuation of the present arrangements. It was asserted that the scheme has intrinsic advantages which are not likely to be available in any alternative community system outside the Repatriation sphere. These include:

- a wealth of experience which has been derived from dealing with this particular type of case;
- a tradition of cooperation between all concerned, based on close personal contact;
- coordination of this benefit with any other available to the children concerned; and
- the advice and assistance available through the operation of the Boards.

14.140 The scheme covers all reasonable vocational areas and the authority which the Repatriation Commission has to deal with special cases outside the scheme, ensures that no child is deprived of the opportunities he should have. The requests for amendment of this program have concentrated on increases in 'Education Allowances' to allow for inflationary factors and that the allowances be subject to full indexation in the future.

14.141 Increases in this program are not automatically tied to movements in the CPI in the same way as the main pensions but are considered annually as separate items in the Budget context. In practice, many of them have, in recent times, been adjusted in accordance with movements in the CPI, but there is no statutory requirement to do this and there is also no guarantee that future increases to these pensions and allowances will be effected in this way.

14.142 The projected figures for intake of beneficiaries for this program are as shown in Table 14.9.

Table 14.9: Projected Numbers of Beneficiaries - Education Allowances

	1983	1984	1985
Education Allowance Beneficiaries	1 353	1 061	776

CHAPTER 15

DEPARTMENT OF DEFENCE

1. Medical and Dental Officers - Refresher Training Bounty
2. Civil Schooling
3. Services Vocational and Educational Training Scheme
4. Defence Force Assisted Study Scheme
5. Defence Force Retirement and Death Benefits Scheme

1. MEDICAL AND DENTAL OFFICERS - REFRESHER TRAINING BOUNTY

Program Synopsis

15.1 The bounty allows Medical and Dental Officers to undertake a course of study in order that they may acquaint themselves with aspects of medical and dental practice, which would not normally have been encountered by them in the practice of medicine or dentistry in the Defence Force.

15.2 The study must be undertaken within twelve months of separation from the Defence Force and the bounty is calculated on the officer's salary on leaving the Service and the actual number of days refresher training undertaken, to a maximum of ninety days. An income test is not applied and the bounty is taxable.

Administrative Data

15.3 This program provides direct payment of a bounty to Short Service Commission Medical and Dental Officers of the Defence Force to enable them to undertake a course of study, at the completion of at least four years full-time service, in order that they may acquaint themselves with aspects of medical or dental practice, which would not normally have been encountered by them in the practice of medicine or dentistry in the Defence Force and which will enable them to efficiently render medical or dental services in civilian practice or employment. The course must be commenced within twelve months of leaving the Defence Force to be eligible for the bounty and may last for a maximum period of ninety days.

15.4 Although a similar program has been provided for a number of years, under the authority of individual Service Financial Regulations, in 1981 the present program was given legal cover under Determination 0712, Medical and Dental Officers - Refresher Training Bounty, made under Section 588 of the Defence Act 1903. The program conforms with the overall 'Post Discharge Resettlement Training Program'.

15.5 The program is administered by the Department of Defence. Expenditure in 1981/82 was \$18,830, which covered bounty payments for four RAAF members. The bounty is paid direct to the officer, as a lump sum payment, at the commencement of the course and is not subject to any later adjustment.

2. CIVIL SCHOOLING

Program Synopsis

15.6 This is a scheme whereby selected Service personnel undertake courses at civilian institutions to satisfy Service requirements which cannot be met from within defence resources. Training requirements are reviewed annually. All costs associated with the training, including books and equipment, are met by the Department and payments are made direct to the institutions or firms providing the service.

Administrative Data

15.7 Through the 'Civil Schooling' scheme Service members undertake courses at civil institutions in Australia where such courses are required but cannot be undertaken through existing Defence resources. The three Services identify the courses required and select the personnel to attend. All costs are met by the Department, including salary, fees, books, equipment, travelling costs, typing and other incidental expenses.

15.8 The scheme allows for direct payments which are made to institutions or firms rather than individuals. Reimbursements to individuals are made when private funds are expended on behalf of the Commonwealth.

15.9 The purpose of the program is to have the required number of personnel trained to the standard required to undertake professional and technical duties in peace and on operations. The mandate for the scheme is contained in a Treasury memo. 69/489 dated 9 July 1969.

15.10 The scheme is administered by the Department of Defence throughout Australia wherever Australian Defence Force personnel are serving. However, since few, if any, personnel work full-time on the scheme, it is not practical to isolate the actual number of manhours per annum which are involved in its administration.

15.11 Budget estimates 1982/83 (fees for payment and text-book purchases) are illustrated in Table 15.1.

Table 15.1: Estimated Expenditure - Civil Schooling:
1982/83(a)

Service	Expenditure
Navy	435 000
Army	137 000
Air Force	380 555
Text Books - All Services	79 400
Total	1 301 955

(a) No estimate can be made of the administrative costs as there are no staff dedicated specifically to administering the scheme.

15.12 The program is under annual review by the three Services. The overseeing of expenditure by the Department is part of the annual Budget Estimates procedures. Sponsors within the Services have responsibility for specific courses and undertake a continuing review of courses within their area of interest.

3. SERVICES VOCATIONAL AND EDUCATIONAL TRAINING SCHEME

Program Synopsis

15.13 This scheme provides study assistance to Service personnel on full-time service who wish to undertake, in their own time, vocational or educational studies for advancement in the Service and/or future resettlement in civilian life. Compulsory course fees in whole or in part, according to length of service, are reimbursed on successful completion of the course. Assistance is not income tested nor subject to taxation.

Administrative Data

15.14 The mandate for the scheme is an approval contained in a Treasury letter 48/600/159 No. 7353 dated 8 December 1949. The scheme provides assistance to Service members who undertake vocational or educational studies in their own time to improve their qualifications for advancement in the Service and/or to prepare themselves for re-entry to civilian life.

15.15 All Service members enlisted or appointed for full-time continuous service are eligible to apply for approved courses. These include part-time or correspondence courses at universities or other institutions approved by the Services Educational Coordination Committee. In certain circumstances courses at overseas institutions are allowed. On the completion of the courses, reimbursements in whole or in part are made to the students.

15.16 Like the other programs, the scheme is administered by the Department of Defence and is estimated to cost \$110,000 in 1982/83.

15.17 The program was last reviewed in May 1982. In future, prior approval needs to be obtained for all courses before enrolment with an educational institution. Approvals will be given subject to the availability of funds. There will be three levels of approvals: up to \$200 by regional delegates; from \$201 to \$500 by Service offices; and above \$500 by the Services Educational Coordination Committee.

4. DEFENCE FORCE ASSISTED STUDY SCHEME

Program Synopsis

15.18 The 'Defence Force Assisted Study Scheme' (DFASS) provides study assistance to Service personnel who wish to improve their educational/professional qualifications and consequently become more effective in their Service. Assistance includes limited time to attend lectures and the full reimbursement of compulsory course fees on successful completion of the course. Assistance is not income tested or subject to taxation.

Administrative Data

15.19 The mandate for the scheme is a Ministerial approval dated 10 June 1977 by the Minister Assisting the Minister for Defence. The aim of the program is to provide Service members with the opportunity to participate in the general upward movement of educational and professional levels, and consequently, to become more effective in their Services.

15.20 All Service members enlisted or appointed for full-time continuous service are eligible to apply for approved courses. These include a range of courses from final year secondary courses to first degree courses, post-graduate diplomas and higher degrees. All fees are reimbursed and salary is paid for travelling time and for up to five hours per week while attending lectures, tutorials and practical work.

15.21 The scheme is administered by the Department of Defence, Navy Office, Army Office and Air Force Office with regional base and unit/ship involvement in the management of individuals who are part of the scheme. No personnel work full-time on the scheme, though there are staff at all levels of the Services who spend part of their time administering the scheme. The total cost of fees reimbursed amounted to \$38,200 in 1982/83.

5. DEFENCE FORCE RETIREMENT AND DEATH BENEFITS SCHEME

Program Synopsis

15.22 The 'Defence Force Retirement and Death Benefits Scheme' (DFRDB) is an occupational superannuation scheme for members of the Defence Force. All members enlisted for a period of twelve months or more are required to contribute to the scheme.

15.23 Age retirement pensions are paid irrespective of any other income being received by the retiree. Benefits vary in accordance with the interaction between the member's final salary and his length of service. Invalidity pensioners have their incapacity in relation to civil employment reassessed regularly. Repatriation benefits and compensation payments may also be made in the appropriate circumstances.

15.24 Pensions are subject to taxation in the same manner as income received during employment and are adjusted annually in accordance with the full percentage movement in the Consumer Price Index.

15.25 The Department of Social Security is the paying agent in the States while the Department of Finance provides this service in the A.C.T. and N.T.

Administrative Data

15.26 The 'Defence Force Retirement and Death Benefit Scheme' provides a form of comprehensive insurance for members of the Defence Force against the risk of invalidity or death during service and for benefits on retirement. The scheme is a component part of the overall conditions of service package of members of the Defence Force. The total package is tailored to attract and retain the high quality manpower which a contemporary defence force requires to operate effectively. In this context the DFRDB Scheme can be seen to be conforming with the major objectives of the Department of Defence.

15.27 The scheme replaced an earlier 'Defence Forces Retirement Benefits Scheme' (DFRB) with effect from 1 October 1972 for all existing members and for members who were enlisted after that date. Pension payments are made directly to recipient members. Retirement pensions are designed to supplement civil earnings where early retirement takes place and as a means of support in later life. The latter, of course, applies by virtue of the higher percentage of final pay payable as pension to those who have made a lifetime career in the Defence Force.

15.28 The Defence Force Retirement and Death Benefits Act 1973 forms the mandate for the current scheme. A 1948 Act provided the mandate for the superseded scheme.

15.29 The DFRDB/DFRB schemes are administered by the DFRDB Authority which consists of the Commissioner for Superannuation who is the Chairman, one Senior Service officer from each of the three Services, and one member from the Department of Defence.

15.30 The Authority is responsible, subject to the directions of the Minister for Defence, for the general administration of the scheme. The Australian Government Retirement Benefits Office provides administrative support to the Authority. The schemes are administered from Canberra. The policy is subject to the Government's coordination processes which require consultation with the Departments of Finance, Prime Minister and Cabinet, Attorney-General's and the Public Service Board.

15.31 The paying agent in the States is the Department of Social Security and in the A.C.T. and N.T., the Department of Finance.

15.32 There is 131 staff working full-time on the DFRDB/DFRB schemes within the Australian Government Retirement Benefits Office, the three Service Offices, and Defence Central. This involves some 250,000 manhours per annum.

15.33 The benefits payable under the provisions of the DFRDB scheme in 1981/82 totaled \$245.9 million. This amount was offset by an estimated gain to the Consolidated Revenue Fund of \$77.9 million representing members' contributions to the scheme.

Eligibility for Benefits

15.34 The retirement benefits element of the scheme is essentially based on completed years of service although officers who retire at ages that are less than those specified in the legislation have their entitlements reduced. Retirement pensions are generally payable after twenty or more years service. These pensions are paid for the remainder of the pensioner's life irrespective of any other income.

15.35 Invalidity pensions are not subject to a length of service requirement and are paid as shown in Table 15.2.

Table 15.2: Invalidity Pensions: Rates of Payment

Member's assessed incapacity in relation to civil employment	Benefit
Class A - 60% to 100%	76.5% of final salary
Class B - 30% to 59%	38.25% of final salary
Class C - less than 30%	lump sum representing 1.5 times the member's contributions or normal retirement pension if service exceeds 20 years.

15.36 Invalidity pensions are reviewed at regular intervals, normally every twelve months.

15.37 Retirement pensions begin at 35% of final salary after twenty years service and peak at 76.5% of final salary after forty or more years service. A pensioner may commute up to four times his initial annual pension entitlement into lump sum form. When this option is exercised the members pension is reduced to allow the commutation amount to be repaid over the pensioner's expected life span. Widows, widowers, children and orphans benefits are also provided for. Pensions are increased annually in line with the full percentage movement in the Consumer Price Index during the twelve months to 31 March and are paid from the first pension pay day in July each year.

15.38 Payments are made fortnightly and are paid directly to an account in the pensioner's name, or to a joint account with the pensioner's spouse with most banks, approved building societies and approved credit unions or by cheque to the pensioner's residential or postal address. Arrangements can be made for payment overseas. Taxation deductions are made from fortnightly pension payments by the paying agents.

The Nature of the Information Base for the Program

15.39 The DFRDB scheme is based substantially on the recommendations of the Joint Select Committee on Defence Forces Retirement Benefits Legislation (the Jess Committee) which tabled its report in the Parliament on 18 May 1972.

15.40 The earlier Defence Forces Retirement Benefits scheme, which was superseded by the current scheme, was introduced in 1948 in conjunction with a general review of policy in relation to the Defence Force undertaken by a committee chaired by the Honourable J.J. Dedman, the then Minister for Defence and Post War Reconstruction. Before 1948

members of the Defence Force had been entitled to retirement benefits, but the provision of these was by no means uniform. There are intermittent demands from interest groups to improve the DFRB/DFRDB schemes. The most common representations concern more frequent pension adjustments, the right to elect to refuse pension increases to retain eligibility for Social Security fringe benefits, increasing widows benefits, and the replacement of DFRB pensions with pensions payable under the provisions of the current DFRDB scheme.

15.41 The objectives have not been reviewed totally since 1972. However interpretation of the legislation by courts, tribunals, and in legal advisings from the Attorney-General's Department over time have focussed attention on specific objectives and whether the legislation correctly reflects these objectives. A number of changes have been made to the legislation to bring it into conformity with the original objectives.

15.42 The Australian Government Retirement Benefits Office collects a wide range of statistical information relating to benefits and contributions. These are published in the DFRDB Authority Annual Report to the Parliament. A wider range of information is collected and submitted to the Authority in a monthly management report and is one way in which the scheme is kept constantly under review.

15.43 From time to time administrative experience highlights various minor anomalies in the legislation. These matters will be progressed through the Department of Defence conditions of service machinery and brought forward for Government consideration if and when legislative amendments are required.

CHAPTER 16

DEPARTMENT OF ADMINISTRATIVE SERVICES

1. Redundancy in Australian Government Employment
2. Urgent Temporary Accommodation Assistance

1. REDUNDANCY IN AUSTRALIAN GOVERNMENT EMPLOYMENT

Administrative Data

16.1 The 'Redundancy in Australian Government Employment' (RAGE) program provides for maintenance of income at the level being received at the time of redundancy, for periods of six or twelve months depending on the length of service. The authority for the program is a Cabinet decision. In 1978 the Secretary of the Department of Employment and Industrial Relations directed the Commonwealth Accommodation and Catering Services Ltd (CACS) to comply with RAGE provisions.

16.2 Payment is effected in the same way as salary and wage payments. Payments under RAGE are funded from the Budget.

16.3 Direct expenditure incurred in 1981/82 will be about \$275,000; administrative costs will be about \$15,000. Approximately 1,800 manhours are spent on the program. It is administered from the CACS Head Office in Sydney.

2. URGENT TEMPORARY ACCOMMODATION ASSISTANCE

Program Synopsis

16.4 This program provides for migrants and refugees, who are experiencing difficulties in settling in Australia in their initial settlement phase, to be accommodated at a migrant centre as emergency welfare admissions.

16.5 This arrangement enables the migrant in these circumstances to benefit from the full range of post-arrival services provided at the centres, including assistance in re-entering the general community and in any post-departure follow-up support that may be necessary.

16.6 The tariff payable is normally the casual rate. However, in cases of financial hardship particularly where migrants and refugees are in receipt of social security benefits, the subsidised tariff applicable to newly arrived refugees and other eligible migrants is charged. Assessments are made by the Post Arrival Services staff in the Regional Offices of the Department of Immigration and Ethnic Affairs (DIEA)

16.7 This program was transferred to DIEA in October 1982.

Administrative Data

16.8 The Government's migration policy requires sponsors of migrants to provide assistance with accommodation. In the case of migrant centre residents, the Commonwealth undertakes the sponsorship role. The program is funded by the Budget on the agreement of the Ministers concerned. It does not have legislation.

16.9 Instead it is an ad hoc program which allows migrant centre residents a proportion of their unemployment or English language benefit. The Department meets the full tariff for the first week and thereafter subsidises the tariff for residents awaiting initial employment or attending initial English language classes. In such cases 40% of the tariff is met by the Department by way of payment to the migrant centre operators, the Commonwealth Accommodation and Catering Services Ltd. As a consequence residents are able to accumulate funds to aid them in the transition from the migrant centre to living in the community. This in turn meets the Department's objective of minimising the length of stay in the centres.

16.10 The program was administered from the Department's Regional Office in Melbourne. The budget for 1981/82 for services was \$3,982,000; administrative costs were about

\$120,000; and eight personnel spent about 14,000 manhours per annum on the program. The subsidy was paid every four weeks in arrears by cheque to the Commonwealth Accommodation and Catering Services Ltd. It fluctuated depending on the number of residents in the migrant centres, though in 1981/82 the level averaged about \$300,000 per four week period.

CHAPTER 17
DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS

1. Special Training for Aborigines Program (Special Courses)
2. Special Training for Aborigines Program (On-the-Job Training)
3. Special Training for Aborigines Program (Other Costs)
4. Special Training for Aborigines Program (Public Sector Training)
5. Special Training for Aborigines Program (Formal Training)
6. Training Program for the Disabled (Formal Training)
7. Work Preparation Programs for the Disabled
8. Training Program for the Disabled (On-the-Job Training)

I. SPECIAL TRAINING FOR ABORIGINES PROGRAM (SPECIAL COURSES)

Program Synopsis

17.1 To be eligible for assistance to train in a 'Special Course' under the 'Special Training for Aborigines Program' Aboriginal applicants are required to be:

- unemployed and registered for employment at an Office of the Commonwealth Employment Service (CES) and be available to take up employment;
- school leavers wishing to enter the workforce; or
- already in employment but ready to take up more advanced training (either on-the-job with the same employer or another, or on a formal basis at a training institution).

17.2 'Special Course' trainees are normally paid a formal training allowance which comprises a training component plus a basic component which is equal to the rate of 'Unemployment Benefit'. Formal training allowance payment is as follows:

- Adult trainee: Training component which is equal to 20% of the male adult average award wage, currently (July 1983) \$46.35 per week, plus the basic component equal to 'Unemployment Benefit'. The current (July 1983) formal training allowance for a married adult trainee is \$175.15 per week.
- Junior trainee: Training component of \$23.20 per week plus the basic component equal to 'Unemployment Benefit'. The current rate of formal training allowance for a single junior is \$63.20 per week.

The basic component is income tested.

17.3 Payment is made through the Department of Social Security computer system by authorisation from the Department of Employment and Industrial Relations (DEIR).

17.4 The upper income limit for taxation purposes is currently (July 1983) \$476.55 per week. The training component is exempt from taxation. Earnings of \$20.00 per week plus \$6.00 per dependent child for junior trainees and of \$40.00 per week plus \$6.00 per dependent child for adult trainees are exempt from the income test which applies to the basic component. Earnings in excess of these amounts and any other income are subject to the income test, which is identical to that applying to 'Unemployment Benefit'.

17.5 Pensioner trainees may elect to continue to receive pension in lieu of the basic component. Army, Navy and Air Force Reserve payments and allowances under Repatriation Act 1920 and that part of income reserved for maintenance of children of trainees are excluded from the income test.

17.6 In general, the waiting period is minimal except in remote areas or in areas such as the Northern Territory where payments are processed in Adelaide. As a result this payment may be delayed by approximately three to four weeks.

17.7 Formal allowances are subject to annual review in November. Adjustments to reviewed allowances are formally stated in Volume 7 of the Commonwealth Employment Service (CES) Programs Manual which is the operational manual for CES officers.

17.8 Officers of the CES are responsible for the establishment of 'Special Courses' in conjunction with the respective Technical and Further Education authorities in each State. The courses are monitored by CES officers.

Administrative Data

17.9 The purpose of the program is to assist Aboriginal people to obtain appropriate qualifications which will enable them to secure employment. The 'Special Courses' element of the 'Special Training for Aboriginals Program' is part of the Department's response to improving the labour market situation for Aboriginal Australians because they are a disadvantaged group in the labour force. The program provides assistance for Aboriginal job-seekers to undertake training which is not usually available. It pays teaching costs e.g., instructor's salary, hire of premises (if appropriate), consumables involved in the program, trainees' fees and allowances (including living-away-from-home allowance, books and equipment allowance, clothing grant, etc.). Formal training allowances under this program maintain a minimum adequate income for the recipient.

17.10 Cabinet decision authorised the commencement of the 'National Employment and Training Scheme' (NEAT), including 'Special Courses' provisions, from 1 October, 1974. Cabinet authorised the continuation of 'Special Courses' in November 1977. In April 1977 Cabinet had already authorised the National Employment Strategy for Aboriginals which, inter alia, called for an expansion of training for Aboriginals.

17.11 Expenditure on 'Special Training for Aboriginals Program (Special Courses)' in 1981/82 was \$0.83 million. This covered the payment of trainee allowances and teaching costs such as instructor's salary, hire of equipment, service charges, mileage allowance, living-away-from-home allowance, books and equipment allowance, clothing grant, fares

assistance, etc. The administration costs were part of Departmental expenditure on salaries for officers in the CES Programs Division in Central Office, Aboriginal Employment and Training Branch of Regional Office, Accounts Branch of Regional Office and offices of the CES network located in areas of high Aboriginal population.

17.12 There are no personnel working exclusively and full-time on 'Special Courses' for Aboriginals.

17.13 The Aboriginal Employment and Training Branch (CES Programs Division) Central Office, has a staff of three working part-duties on the administration of the 'Special Training for Aboriginals Program' which includes 'Special Courses', 'Formal Training', 'On-the-Job Training', 'Public Sector Training', and ancillary training expenditure. The time spent on 'Special Courses' arrangements by these officers would approximate 25% of their total time, representing thirty-nine person weeks.

17.14 Aboriginal Employment and Training Branch Sections in Regional Offices have a staff of thirty working part-duties on the administration of all the forms of training listed in the preceding paragraph. The time spent on 'Special Courses' for Aboriginals is estimated at 32%, or 499 person weeks.

17.15 Specialist officers of the Commonwealth Employment Service (Vocational Officers) are involved in the administration of 'Special Courses'. There were approximately 120 Vocational Officers located throughout Australia in 1981/82 (currently 145) but not all have an involvement in 'Special Courses'. 'Special Courses' are usually conducted in the more remote areas. The time investment by officers involved varies considerably depending on many factors such as the location of clients, their level of literacy and numeracy, the number of agencies involved, etc. It is approximated that fifty Vocational Officers would spend eight weeks per annum each on 'Special Courses', i.e., 400 person weeks, or 15% of their time.

17.16 Administration is shared by CES Headquarters, Central Office, Melbourne DEIR, Regional Offices of DEIR, offices of the CES located in areas of significant Aboriginal population. 'Special Courses' for Aboriginals are conducted principally in the N.T., W.A., Qld and to a lesser extent S.A. and N.S.W.

17.17 The Department of Social Security assesses the income of trainees, calculates their allowance entitlement and pays their allowance. Depending on the type of course being developed there may be liaison with Aboriginal community groups and organisations, Department of Aboriginal Affairs, State bodies such as IAFE and, occasionally, union and industry groups.

17.18 In 1981/82 288 trainees were approved to undertake 'Special Courses'. Eligibility is determined by Vocational Officers and Regional Branches/Sections of the Aboriginal Employment and Training area of DEIR. No costs are involved, except Departmental expenditure for the salaries of such staff. Trainees on 'Special Courses' are generally paid a formal training allowance which is income tested.

17.19 Aboriginals who lack basic employment skills or those who require pre-requisite qualifications for entry into trade, technical and professional areas are eligible to participate in 'Special Courses'. Aboriginals who wish to up-grade their skills may participate in 'Special Courses' leading to technical/professional qualifications. The duration of a course would depend on its objective e.g., if a pre-apprenticeship, professional or basic course. The length of a course may vary from a few weeks (e.g., to obtain a Plant Operator's Certificate) to 12 months or several years (e.g., to achieve a professional qualification).

17.20 Trainees currently (July 1983) receive a formal training allowance which is comprised of a basic component equivalent to the trainees 'Unemployment Benefit' entitlement plus:

- Junior, under 18 years \$23.20 per week
- Adult \$46.35 per week

In addition to course fees, all trainees are eligible to receive a books and equipment allowance, to a maximum of \$220 per academic year. Depending on circumstances, trainees may be eligible to receive assistance with travel costs, periodic return fares, and the following assistance:

- Living-away-from-home allowance (LAFHA) \$57.90 per week
- Clothing grant (once only grant) \$140.00

The formal training allowance and LAFHA is paid fortnightly by cheque by the Department of Social Security. Other payments (including those of instructor's salary) are made by DEIR by cheque on receipt of a formal claim.

17.21 Many 'Special Courses' are conducted in remote areas with Vocational Officers assisting Aboriginal people to identify possible areas of vocational training that will enable them to secure some form of income. Having identified the need, the Vocational Officers then pursue the most effective method of delivering the training. Often this is through a TAFE institution or visiting instructor. Approval for the draft program is then requested from DEIR Central Office.

17.22 The program was developed in response to the report of 'The Committee of Enquiry into Labour Market Training', May 1974, which gave rise to the 'National Employment and Training Scheme' (NEAT). The NEAT Scheme incorporated initiatives under the previous 'Employment Training Scheme for Aboriginals'.

17.23 The administration of the 'Special Courses' program is constantly monitored to ensure that it is meeting its objectives and adjustments are made as necessary. There is no demand on the Department for a different kind of program to meet the same objective.

17.24 The objectives of the program were last reviewed in mid 1980 when there was a complete review of the objectives and achievements of all the Department's manpower training programs. No improvements were recommended to 'Special Courses' provisions for Aboriginals. This program is subject to regular monitoring and evaluation and minor adjustments to administration are made as required. The eligibility criteria were determined by Cabinet and there does not appear to be any need to modify these. It is therefore intended to maintain these provisions unchanged for the foreseeable future.

2. SPECIAL TRAINING FOR ABORIGINALS PROGRAM (ON-THE-JOB TRAINING)

Program Synopsis

17.25 The eligibility criteria for Aborigines wishing to participate in 'On-the-Job Training' are identical to criteria applying to 'Special Courses'.

17.26 Aborigines undertaking approved 'On-the-Job Training' programs currently (July 1983) receive the award or going rate for the job. Employers of Aborigines on this program receive a subsidy rate of 37.5% of the Male Adult Average Award Wage (MAAAW) or \$86.90 for an adult trainee, or 27.5% of MAAAW or \$63.70 for a junior trainee.

17.27 Payment is made through the Department of Finance in each State and Territory direct to the employer on authorisation from the Accounts Section of the Department of Employment and Industrial Relations. The wage of the trainee is subject to taxation on the same basis as all PAYE employees. Wages of trainees are subject to the same rises as other wage earners.

17.28 Officers of the Commonwealth Employment Service (CES) are responsible for raising training vacancies with employers and for the placement of Aborigines in 'On-the-Job Training' positions.

Administrative Data

17.29 The purpose of the program is to assist Aboriginal people to undertake practical training which will enable them to secure employment. The program complies with the overall Departmental objective of improving the labour market situation for Australians in general and Aboriginal Australians in particular because they are a disadvantaged group in the labour market. It also conforms with the broad Government policy of assisting Aborigines achieve self-management. It provides assistance for Aborigines to undertake 'On-the-Job Training' in employment. The Aborigines concerned are usually unemployed job-seekers. A subsidy is paid to employers who provide training to assist the Aboriginal trainee acquire marketable employment skills. The trainee is paid the appropriate award wage by the employer. The training period varies according to the skill level involved and the particular needs of the Aboriginal trainee. Support for 'On-the-Job Training' maintains an adequate or more than adequate income for the trainee.

17.30 Cabinet authorised the commencement of the 'National Employment and Training Scheme' (NEAT), including 'On-the-Job Training' provisions from 1 October 1974. Cabinet authorised continuation of 'On-the-Job Training' in November 1977. In April 1977 Cabinet also authorised the National Employment Strategy for Aborigines which, inter alia, called for an expansion of training for Aborigines.

17.31 Participating employers receive a subsidy. The rates for 1981/82 were as follows:

• Junior	\$63.70 per week
• Adult (includes juniors in receipt of adult wage)	\$86.90 per week

In certain circumstances an employer who offers a training vacancy involving a high degree of skills may be paid a wage subsidy to enable a suitable Aboriginal trainee to advance his qualifications and employment potential. Employers normally claim subsidy payments monthly in arrears and use a Department of Finance Form 12 Claim Form. Trainees, depending on circumstances, may also be eligible for fares assistance or a moving allowance of \$231.60, books and equipment allowance (maximum \$375) and where necessary, living-away-from-home allowance of \$57.90 per week (if under 21 years old), and a once only clothing grant (\$140). These allowances are usually claimed on a Form 12 Claim Form.

17.32 Aborigines who are unemployed and registered for employment, or have left school and are seeking employment or are in the labour market and wish to upgrade their employment skills are eligible for 'On-the-Job Training' assistance. In 1981/82 2,234 Aborigines were approved for this form of training.

17.33 The period of subsidy may range from a few months to twelve months or more and depends on the trainees' past experience, ability to adapt to a conventional work situation and the requirements of the job to be learned. As trainees are paid the award or going rate by their employers they are taxed in the same way as any other worker. Expenses involved in determining eligibility of Aboriginal job-seekers for assistance consist of Departmental expenditure on salaries for CES Divisions of Central Office, Regional Aboriginal Employment and Training Branches/Sections, and offices of the CES network.

17.34 The delivery of the program is direct from the Commonwealth Government to clients through the CES network and, in particular, specialist CES Vocational Officers. Individual Aboriginal job-seekers are assessed on the basis of the eligibility criteria and rules set out in the CES Procedures Manual, Volume 7. Whereas it is normal CES procedure to refer a qualified/experienced job-seeker to a

vacancy lodged by an employer, exceptions may be made in respect of Aboriginal clients in an endeavour to improve their position in the labour market and enhance their overall level of skills.

17.35 Expenditure in 1981/82 for 'On-the-Job Training' of Aboriginals was \$4.0 million. This primarily covers the payment of subsidies to employers but also includes some payments for fares assistance, clothing grants, etc. The administration costs were part of Departmental expenditure on salaries for CES Divisions of Central Office, Aboriginal Employment and Training Branch, Accounts Branch, Employment Services Branch and Zone Offices of Regional Offices, and offices of the CES network.

17.36 There are no personnel working exclusively and full-time on 'On-the-Job Training' for Aboriginals. The Aboriginal Employment and Training Branch (CES Programs Division) has a staff of three working part-duties on the administration of the 'Special Training for Aboriginals Program' which includes 'On-the-Job Training', 'Formal Training', 'Public Sector Training', 'Special Courses' and ancillary training expenditure. The time spent on 'On-the-Job Training' arrangements by those officers would approximate 15% of their time, representing 23.4 person weeks. Aboriginal Employment and Training Branch/Sections in Regional Offices have a staff of thirty working part-duties on the administration of the forms of training detailed in the preceding paragraph. The time spent on 'On-the-Job Training' for Aboriginals is estimated at 18%, or 281 person weeks.

17.37 Officers of the CES are involved in the administration of 'On-the-Job Training' arrangements as part of the Department's range of training initiatives for Aboriginals. Apart from training placements made by general CES staff where Aboriginals would constitute a relatively minor aspect of their workload, there are approximately 120 specialist field staff (Vocational Officers) who, among other duties canvass for training opportunities, negotiate with employers, counsel trainees and supervise placements. For these specialist staff, 'On-the-Job Training' would constitute approximately 25% of their time, or 1,560 person weeks.

17.38 State Departments of Labour and Industry and/or the Industrial Relations Bureau (IRB) may be consulted concerning requirements for occupations in which training is being considered. Trade Unions may be consulted on the possible trade content of potential training vacancies.

17.39 Procedures for evaluating the program are similar to those for 'Special Courses'.

3. SPECIAL TRAINING FOR ABORIGINALS PROGRAM (OTHER COSTS)

Program Synopsis

17.40 Eligibility criteria for the receipt of assistance under the 'Special Training for Aboriginals Program (Other Costs)' are identical to criteria applying for entry into 'Special Courses'.

17.41 Payment of 'Other Costs' are currently (July 1983) as follows:

- . Living-Away-From-Home Allowance (LAFHA) - \$ 57.90 per week;
- . Clothing Allowance - \$140 (once only);
- . First Week's Accommodation (for young Aboriginals who are required to move from home to take up approved training) - variable;
- . Fares to take up employment/training/for employment interviews/to sit examinations or to return home - variable;
- . Work Experience Programs - reimbursement of wage to employer;
- . Career Visits - fares, accommodation, compensation cover and chaperons paid, plus \$3.00 per day to trainees;
- . Living-Away-From-Home Allowance for young Aboriginals in non-subsidized employment - \$57.90 per week;
- . Work Orientation and Motivation Programs - fares, accommodation, compensation cover.

17.42 Payments are made through the Department of Employment and Industrial Relations Regional Accounts Section located in each State and Territory. Payments are not income tested or taxed, except the first \$2 of LAFHA per week. There is no waiting period and reviews are made as required in keeping with other allowances.

17.43 Delivery of the program is conducted through offices of the Commonwealth Employment Service (CES).

Administrative Data

17.44 The purpose of 'Other Costs' is to provide specific assistance to ensure Aboriginal people are in no way disadvantaged in their quest for satisfying and established employment. In this way 'Other Costs' complement the overall

Departmental objectives of securing employment for Aborigines. Cabinet authorised the commencement of the 'National Employment and Training Scheme' (NEAT), including 'Other Costs', from 1 October, 1974. Cabinet authorised its continuation in November, 1977.

17.45 The program provides a range of assistance to Aboriginal people including:

- assistance to under 21 year olds required to move away from home to take up employment;
- pre-employment visits/work experience for those undecided about a career; and
- fares assistance for those proceeding to an employment or training interview.

17.46 Under 21 year old Aboriginal people who leave home to take up CES approved employment are eligible for a living-away-from-home allowance of \$57.90 per week until they turn 21 or until in receipt of adult wages. Other payments include:

- where the CES assesses an Aboriginal as being in need of assistance to determine a career path, a career visit or work orientation may be arranged. School-leavers on career visits have all essential costs (e.g., accommodation, meals, transport) met under this program and also receive a general expenses allowance of \$3 per day;
- persons on work orientation/motivation programs have all essential costs met (e.g., accommodation, meals, transport, insurance);
- persons placed in periods of work experience have their wages paid (at award rates) by employers and the employers, in return, are fully reimbursed. Work experience can extend to up to three months;
- where an Aboriginal has received an interview for a CES approved vacancy as a prospective trainee or employee and a fare is involved that fare may be met regardless of the outcome.

17.47 With the exception of work experience, where a client receives an award wage from an employer (and which is reimbursed under this program), the forms of assistance outlined above supplement rather than maintain income. In the case of work experience where full salary is met a client would maintain an adequate or more than adequate income for the period concerned (up to three months).

17.48 Work experience trainees receive a wage from the employer with whom they are placed. This is reimbursed by the Department on receipt of a Department of Finance Form 12 Claim Form. Persons on career visits have their general expenses fee met usually by a Departmental officer drawing funds in advance from the Department. Other costs, for both career and work orientation and motivation visits (such as accommodation and meals) are met upon the submission of a Department of Finance Claim Form 12 by the person providing the service. Persons eligible for fares assistance when proceeding for job interviews have their tickets secured by the Department issuing a travel warrant. Airlines/buslines etc., then seek reimbursement through the lodgement of a claim form.

17.49 The eligibility criteria are flexible. Aborigines under 21 years who, of their own volition, move from home to take up employment which is approved by the CES (the employment must not be casual and must enable the trainee to gain an employment skill) are eligible for assistance with LAFHA. Aboriginal school-leavers who require an insight into career choices are eligible to participate in career visits. Adult Aborigines, particularly those from remote areas or those who have not had exposure to the conventional work environment may be assisted to participate in work orientation visits which provide them with an insight into employment outside their own environment. Aborigines who have not had adequate employment experience and who therefore encounter difficulty in obtaining employment may be considered for assistance in work experience programs to enable them to gain sufficient experience in a job for entry into the permanent work force. The LAFHA is income tested, but only for the first \$2.00 of the \$57.90 provided each week. Expenditure in 1981/82 on 'Training for Aborigines Program (Other Costs)' was \$0.3 million.

17.50 The administration costs are part of Departmental expenditure on salaries for officers in the CES Programs Division in Central Office, Aboriginal Employment and Training Branch of Regional Office, Accounts Branch of Regional Office and offices of the CES network located in areas of Aboriginal population.

17.51 There are no personnel working exclusively and full-time on 'Special Training for Aborigines (Other Costs)'.

17.52 The Aboriginal Employment and Training Branch (CES Programs Division) Central Office, has a staff of three working part-duties on the administration of the 'Special Training for Aborigines Program', which includes 'Special Courses', 'Formal Training', 'On-the-Job Training', 'Public Sector Training', and 'Other Costs'. The time spent on 'Other Costs' by these officers would approximate 2% of their total time, representing approximately three person weeks.

17.53 Aboriginal Employment and Training Branch/Sections in Regional Offices have a staff of thirty working part-duties on the administration of all the forms of training listed in the preceding paragraph. The time spent on 'Other Costs' is estimated at 5% or 78 person weeks. CES Vocational Officers spend part of their time attending to 'Other Costs' issues. This would approximate 7% of the time of 120 Vocational Officers in 1981/82, or 437 person weeks.

17.54 Administration is shared by CES Headquarters, Central Office, Melbourne DEIR and Regional Offices of DEIR and offices of the CES. Generally, the Department administers 'Other Costs' without external assistance. There may, however, be cooperation between other Commonwealth Departments (e.g., Department of Aboriginal Affairs) and State Departments on the organisation and conduct of a career visit or work orientation/motivation exercise.

17.55 Fares are not income tested. There is no extra expenditure involved in determining eligibility. The only costs incurred are those involved in salaries of Departmental Staff, i.e., officers of Aboriginal Employment and Training Branch/Section in each Region and in Central Office and officers of the CES, particularly Vocational Officers.

17.56 The delivery of 'Other Costs' is directed from the Commonwealth Government to clients through, generally, Vocational Officers in the CES. In consultation with a client, a Vocational Officer may assess that a client is in need of specific assistance such as that available under 'Other Costs'. With the clients' consent, arrangements are then made to meet the clients' needs through the application of specific assistance such as a career visit, work experience, etc. No special evaluation has been made of this program.

4. SPECIAL TRAINING FOR ABORIGINALS PROGRAM (PUBLIC SECTOR TRAINING)

Program Synopsis

17.57 Identical eligibility criteria applies to Aboriginals seeking 'Public Sector Training' assistance as for those wishing to train in 'Special Courses'.

17.58 Payment is made at the designated wage for the job and effected through warrant made by the Department of Employment and Industrial Relations on the ADP salary system. In the case of State departments or organisations not on the Commonwealth ADP system payment is made on the basis of a claim submitted on a Department of Finance Claim Form 12 and processed through the Department's Regional Accounts Section in each State.

17.59 Offices of the Commonwealth Employment Service (CES) and the Public Service Inspector's Office in each State/Territory are jointly responsible for the placement of Public Sector trainees.

Administrative Data

17.60 The prime purpose of the program is to assist Aboriginal people to undertake training which will enable them to secure appropriate employment. The program complies with the overall Departmental objective of improving the labour market situation for Australians in general and Aboriginal Australians in particular as a disadvantaged group in the labour market. It is also in line with the broad Government policy of assisting Aboriginals achieve self-management. The program provides assistance for Aboriginals (usually unemployed job-seekers) to undertake training in government departments and authorities (both Commonwealth, State and Territorial) and organisations which are substantially funded (i.e., more than 50%) by government. Where required, provision is made for trainees to complement their on-the-job training with formal training to enable them to accede to higher qualifications. The program meets full salary costs of trainees and other necessary on-costs (e.g., tools and equipment). The training period varies according to the skill level involved and the particular needs of the client. The support given for 'Public Sector Training' maintains an adequate or more than adequate income.

17.61 In April 1977, Cabinet authorised the National Employment Strategy for Aboriginals which called for an expansion of training for Aboriginals and the use of excess training capacity in government departments and authorities. 'Public Sector Training' operates under the aegis of the wider Departmental manpower training programs which were authorised by Cabinet on 1 October 1974 with the establishment of the 'National Employment and Training Scheme' (NEAT).

17.62 Expenditure in 1981/82 on 'Public Sector Training' of Aborigines was \$11.5 million. This primarily covered the payment of salaries to training departments, authorities and organisations but also includes other costs such as some living-away-from-home allowances, fares assistance, and some on-costs sought by State Government departments and authorities. The administration costs were part of Departmental expenditure on salaries for CES Divisions of Central Office, Aboriginal Employment and Training Branch, Accounts Branch, Employment Services Branch and Zone Offices of Regional Offices, and offices of the CES network. There are no personnel working exclusively and full-time on 'Public Sector Training' for Aborigines. The Aboriginal Employment and Training Branch (CES Programs Division) has a staff of three working part-duties on the administration of the 'Special Training for Aborigines Program' which includes 'Public Sector Training', 'On-the-Job-Training', 'Formal Training', 'Special Courses' and ancillary training expenditure. The time spent on 'Public Sector Training' administration by these officers approximates 20% of their time, representing 31.2 person weeks.

17.63 Aboriginal Employment and Training Branch/Sections in Regional Offices have a staff of thirty working part-duties on the administration of all the forms of training detailed in the preceding paragraph. The time spent on 'Public Sector Training' for Aborigines is estimated at 30%, or 468 person weeks.

17.64 Offices of the CES are involved in the administration of 'Public Sector Training' arrangements as part of the Department's range of training initiatives for Aborigines. Apart from training placements made by general CES staff where Aborigines would constitute a relatively minor aspect of their workload, there were in 1981/82 approximately 120 specialist field staff (Vocational Officers) who, among other duties, canvass for training opportunities, negotiate with employers, counsel trainees and supervise placements. For these specialist staff, public sector training would constitute approximately 25% of their time, or 1,625 person weeks.

17.65 Trainees receive a salary appropriate to the position in which they are working. Salary levels are determined in consultation with the employing department, authority or organisation (in consultation with Public Service Board (PSB) if necessary) and having regard to award provisions.

17.66 Trainees in Commonwealth departments, on the Department of Finance ADP salary system, are paid in the same way as regular staff and the relevant expenditure is charged to DEIR appropriation for the 'Special Training for Aborigines Program'. In the case of all other participating

departments, authorities and organisations trainees are paid by their 'employers' and reimbursement is effected by submission of a Department of Finance Claim Form 12. Reimbursement, can be monthly, quarterly or at longer intervals.

17.67 Aborigines who are seeking to enter the labour market and who lack the necessary employment skills to do so or Aborigines who wish to upgrade their employment skills and who are assessed as being able to do so, may be considered for 'Public Sector Training' assistance. Persons who are considered to be satisfactorily and permanently employed may not normally be considered for this form of assistance.

17.68 The duration of training is assessed according to the level of experience, the qualifications of the trainee and the requirements of the job to be learned. This may vary from a few months to twelve months or more.

17.69 In 1981/82, 1,398 Aborigines were approved for this form of training.

17.70 As trainees are paid a salary appropriate to the position in which they are training they are taxed like any other worker. Eligibility of trainees is assessed by specialist Vocational Officers, general CES staff or by the Regional Aboriginal Employment and Training Branch/Section. The only expenditure involved is Departmental expenditure on salaries for these staff.

17.71 The delivery of the program is direct from the Commonwealth Government to clients through the CES network and, in particular, specialist CES Vocational Officers. Individual Aboriginal job-seekers are assessed on the basis of the eligibility criteria and rules set out in Volume 7 of the CES Procedures Manual.

17.72 Once the vocational training needs of a client have been assessed the CES considers the most appropriate means of meeting that need. If 'Public Sector Training' offers the most appropriate solution the client is advised and efforts are made to identify a suitable training opportunity. On completion of negotiations between proposed trainer, trainee and the CES (and the PSB, if appropriate) the training placement goes ahead.

17.73 Cabinet directed in April 1977 that excess training capacity in departments and authorities should be utilised for the training of Aborigines. The Prime Minister subsequently wrote to all State Premiers and the Chief Minister of the N.T. seeking their participation and cooperation. In 1979 a preliminary field study of 'Public Sector Training' was conducted by the Program Evaluation and Review Branch of this Department. The study indicated that 'Public Sector Training' was meeting its objectives.

5. SPECIAL TRAINING FOR ABORIGINALS PROGRAM (FORMAL TRAINING)

Program Synopsis

17.74 Eligibility criteria for 'Formal Training' are identical to that which apply to 'Special Courses' with the exception that all applicants for 'Formal Training' are required to have spent time in the workforce equal to the duration of their proposed formal training.

17.75 Details of the rate, method of payment, means testing, taxability etc., are the same as for 'Special Courses'.

Administrative Data

17.76 The purpose of this program is to assist Aboriginal people to obtain appropriate formal qualifications which will enable them to secure employment. The 'Formal Training' element of the 'Special Training for Aboriginals Program' is part of the Department's response to improving the labour market situation for Australians in general and Aboriginal Australians in particular because they are a disadvantaged group in the labour force. The program provides assistance for Aboriginal job-seekers to undertake training at educational institutions to gain formal qualifications in all fields. It pays trainees a training allowance and other allowances such as book and equipment allowance (maximum \$375 per annum) and other allowances as required. The training allowance under this program maintains a minimum adequate income for the recipient.

17.77 A Cabinet decision authorised the commencement of the 'National Employment and Training Scheme' (NEAT), including 'Formal Training' provisions, from 1 October 1974. Cabinet authorised the continuation of 'Formal Training' in November 1977. In April 1977 Cabinet had already authorised the National Employment Strategy for Aboriginals which, inter alia, called for an expansion of training for Aboriginals.

17.78 Expenditure on 'Formal Training' for Aboriginals in 1982/83 was estimated to total \$3.2 million. This covers the payment of trainees fees and allowances - books and equipment allowance, living-away-from-home allowance, fares assistance and clothing grant where required. Administration costs comprise part of the Department's expenditure on salaries for officers of the CES Programs Division in Central Office, Accounts Branch of Regional Office and offices of the CES network located in areas of high Aboriginal population.

17.79 There are no personnel working exclusively and full-time on 'Formal Training' for Aboriginals.

17.80 The Aboriginal Employment and Training Branch (CES Programs Division) Central Office, has a staff of three working part-duties on the administration of the 'Special Training for Aboriginals Program' which involves 'Special Courses', 'Formal Training', 'On-the-Job Training', 'Public Sector Training', and ancillary training expenditure. The time spent on 'Formal Training' arrangements by these officers would approximate 15% of their total time, representing 23.4 person weeks.

17.81 Aboriginal Employment and Training Branches/Sections in Regional Offices have a staff of thirty working part-duties on the administration of all forms of training listed in the preceding paragraph. The time spent on 'Formal Training' for Aboriginals is estimated at 20%, or 31 person weeks.

17.82 The delivery of the program is directly from the Commonwealth Government to client through the CES network and in particular specialist CES Vocational Officers. Individual Aboriginal job-seekers are assessed on the basis of the eligibility criteria set out in Volume 7 of the CES Procedures Manual. The time spent by officers involved varies considerably depending on factors such as location of clients, their level of literacy and numeracy, etc. It is estimated that 100 Vocational Officers would spend 20% of their time, or 1,040 person weeks on 'Formal Training' per annum.

17.83 Trainees receive an allowance which is comprised of a basic component, equivalent to the trainees' 'Unemployment Benefit' entitlement plus:

- . Junior, under 18 years \$23.20 per week
- . Adult \$46.35 per week

In addition to course fees, all trainees are eligible to receive a book and equipment allowance to a maximum of \$375 per academic year. Depending on circumstances, trainees may be eligible to receive assistance with travel costs, periodic return fares and the following assistance:

- . Living-away-from-home allowance (LAFHA) \$57.90 per week
- . Clothing grant (once only) \$140.00 maximum

The 'Formal Training' allowance and LAFHA are paid fortnightly by cheque by the Department of Social Security. Other payments are paid by DEIR on receipt of a formal claim.

17.84 In 1982/83, 650 trainees are estimated to be approved to undertake 'Formal Training'. Eligibility is determined by Vocational Officers including CES Officers and Regional

Branches/Sections of the Aboriginal Employment and Training area of DEIR. No costs are involved except Departmental expenditure for the salaries of such staff. Trainees are paid a training allowance which is income tested.

17.85 Aboriginals who wish to obtain tertiary qualifications for employment or Aboriginals who wish to up-grade their employment qualifications through formal study are eligible to receive assistance with 'Formal Training'. The duration of training would depend on the duration of the course.

17.86 The objectives of the program were last reviewed in mid 1980 when there was a complete review of the objectives and achievements of all the Department's manpower training programs. No improvements were recommended to 'Formal Training' provisions for Aboriginals. The program is subject to regular monitoring. The eligibility criteria were determined by Cabinet and there does not appear to be any need to modify these. It is therefore intended to maintain these provisions unchanged for the foreseeable future.

6. TRAINING PROGRAM FOR THE DISABLED (FORMAL TRAINING)

Program Synopsis

17.87 'Formal Training' is available to persons registered with the CES and formally assessed as disabled and who wish to undertake a vocationally oriented course in a field where they are likely to gain employment on graduation. Trainees are paid a basic component equivalent to 'Unemployment Benefit' plus a training component of \$23.20 per week for juniors and \$46.35 per week for persons aged 18 years and over. Allowance cheques are paid fortnightly by the Department of Social Security. Trainees have essential fees paid and receive a books and equipment allowance determined for each course, to a maximum of \$375 per year. Trainees may also qualify for local fares assistance where their disability precludes the use of public transport, a living-away-from-home allowance (LAFHA) of \$57.90 per week or moving allowance (once only payment instead of LAFHA) of \$231.60.

17.88 Eligibility is not income tested but living allowances are income tested and subject to tax. There is no waiting period to qualify. The program is administered through the CES network, and training may be undertaken at government or non-government institutions.

Administrative Data

17.89 The objective of the program is to assist persons who have difficulty in finding employment, because of a mental or physical impairment and lack of appropriate work skills, by providing formal training for an occupation in demand. The provisions are part of the Department's range of manpower and employment training programs which are intended to improve the functioning of the labour market.

17.90 The program provides assistance for unemployed persons who are assessed as disabled to undertake formal training in educational institutions. A training allowance is paid. Compulsory fees, book and equipment allowance plus other benefits are paid where appropriate (e.g., fares, living-away-from-home allowance, cost of special training aids). The training allowance maintains a minimum adequate income for recipients.

17.91 Cabinet authorised the commencement of the 'National Employment and Training Scheme' (NEAT), including 'Formal Training' provisions for disabled persons, from 1 October 1974. Cabinet authorised the continuation of 'Formal Training' in November 1977.

17.92 Expenditure in 1981/82 was \$0.6 million, which also included allowance costs for persons on 'Work Preparation Programs'. This covered the payment of allowances, fees, books and equipment, living-away-from-home allowances, fares, etc. The administrative costs were part of Departmental expenditure on salaries for CES Divisions of Central Office, Training Branches of Regional Offices and offices of the CES network.

17.93 There are no personnel working full-time on 'Formal Training'. The Disabled and Special Training Section of Training Programs Branch (CES Programs Division) has a staff of five working on the administration of the 'Training Program for the Disabled' which includes 'On-the-Job Training', 'Work Preparation Programs', and 'Training Assistance for Special Needs Clients'. The time spent on 'Formal Training' of these officers is approximately 12.5%, representing half a year. Manpower Training Programs Sections in Regional Offices have a staff of sixty-nine working on the administration of a range of manpower training programs. The time spent on 'Formal Training' is estimated at one year. Officers of the CES are involved in the administration of the program as part of the Department's range of manpower training programs. An assessment process is undertaken prior to approval, allowances are processed and training is supervised. The number of trainees in 1981/82 was ninety-four.

17.94 Administration is shared by CES Headquarters, Head Office, Melbourne DEIR, Regional Offices of DEIR, and offices of the CES. The program is administered throughout Australia. The Department of Social Security assesses the income of trainees, calculates their allowance entitlements and pays the allowance acting as the agent of DEIR. There are arrangements with the Commonwealth Department of Education to avoid duplication of payments under the 'Tertiary Education Assistance Scheme'.

17.95 Eligibility is not income tested, but the allowance is income tested. Determination of eligibility is part of the work of the Disabled and Special Training Section of Central Office, Regional Training Branches and offices of the CES. The delivery of the service is direct from the Commonwealth Government to clients through CES offices. Clients are assessed on the basis of the eligibility criteria and rules set out in Volume 7 of the CES Procedure Manual.

17.96 Trainees receive a 'Formal Training' allowance which is comprised of a basic component equivalent to the trainees' 'Unemployment Benefit' entitlement plus:

- Junior, under 18 years \$23.20 per week
- Adult \$46.35 per week

17.97 In addition to course fees all trainees receive a books and equipment allowance at a maximum of \$375 per academic year. Depending on individual circumstances trainees may be eligible to receive assistance with travelling costs, purchase of special aids/equipment to facilitate training and the following benefits:

- Living-away-from-home allowance (LAFHA) \$ 57.90 per week
- Moving allowance (once only payment instead of LAFHA) \$231.60

17.98 The 'Formal Training' allowance and LAFHA are paid fortnightly by cheque by the Department of Social Security. Other payments are made by DEIR on receipt of a formal claim. Pension trainees may elect to retain pension in lieu of the basic component.

17.99 The evaluation procedures for this program are similar in nature to those being applied to other 'General Training Assistance' schemes.

7. WORK PREPARATION PROGRAMS FOR THE DISABLED

Program Synopsis

17.100 These are conducted by community based agencies for the disabled who receive a negotiated fee for service from DEIR to provide a structured program of assessment, vocational evaluation, vocational and related training, job search, placement and follow-up. Participation is available to unemployed disabled persons registered with the CES and not undergoing treatment in a rehabilitation centre or service, who are assessed as having the potential to gain open employment following a preliminary period of structured assistance. Participants are paid a basic component equivalent to 'Unemployment Benefit' plus a training component of \$23.20 per week for juniors and \$46.35 per week for persons aged 18 years and over. Cheques are paid fortnightly by the Department of Social Security (DSS). Participants may also be eligible for living-away-from-home allowance (LAFHA) of \$57.90 per week or moving allowance (once only payment instead of LAFHA) of \$231.60.

17.101 Eligibility is not income tested but living allowances are income tested and subject to tax. There is no waiting period to qualify. Contracts are negotiated between the agencies and Central Office, Training Programs Branch. Each work preparation program is oversighted by a Program Advisory Board comprising representatives from the agency executive, program staff and DEIR Central and Regional Offices. Programs are approved initially for three year periods with third year funding being dependent on an evaluation undertaken at the end of the second year.

Administrative Data

17.102 This program is derived from a 1980 review of the 'National Employment and Training Scheme' (NEAT). A Cabinet decision authorised the appropriation of funds to provide a work preparation service to disabled job seekers. The program performs a seeding function which provides the opportunity and incentive for certain agencies to develop an ongoing role in providing such a service. Funds are provided on the basis of a negotiated fee for service for which specifications are laid down in a formal agreement between DEIR and a community based agency. It is considered that a three year period will be required to set up, develop and evaluate the effectiveness of each program. Funds are committed annually.

17.103 The objective of the program is to provide a structured work preparation service which includes an assessment/training/placement service, for which there is an urgent need. The program conforms with major Departmental objectives in that it assists disabled persons capable of attaining open employment to achieve greater economic and social independence. It also builds upon and coordinates with existing resources and expertise in the private sector.

17.104 The program involves employers' contributions in the form of job tryouts for program trainees and assessment of training needs and helps to break down the barriers encountered by disabled unemployed persons in seeking to find stable employment.

17.105 The target group consists of those unemployed persons with either a physical or mental disability who need special assistance to gain open employment. The program builds upon existing resources and expertise in selected community based agencies. Under a contractual agreement between DEIR and these agencies a structured program of assessment, vocational and related training, placement and follow-up service is provided to disabled unemployed job seekers. Trainees receive a formal allowance, those who are in receipt of a Social Security benefit or pension other than 'Unemployment Benefit' may continue to receive that benefit/pension and then receive only the training component of the formal training allowance. The allowance maintains a minimum adequate income for the recipients.

17.106 The Manpower Training Programs Sections in Regional Offices have a staff of sixty-nine working on the administration of a range of manpower training programs. The time spent on 'Work Preparation Programs' in all Regional Offices (except Northern Territory where this program is not operating) is estimated at 15% of one manyear per Regional Office. The Regional Office Accounts Branch processes funds payable to an agency under the contract for provision of service; the time spent is minimal. In the fourteen CES offices that administer the training allowances to 'Work Preparation Program' trainees, staff time is estimated at 0.1 of one manyear for each of these offices, i.e., a total of 1.4 manyears.

17.107 The Department of Social Security assesses the income of trainees, calculates their allowance entitlement and pays the allowance. There are arrangements with the Commonwealth Department of Education to avoid duplication of payments under the Tertiary Education Assistance Scheme. The program is administered by a Program Advisory Board which consists of two members of the contracting agency (an executive representative and the Program Director) and two members representing DEIR (one each from Central Office and Regional Office). The Board meets quarterly.

17.108 Expenditure on 'Work Preparation Programs' in 1981/82 was \$1.4 million. This covered costs of contractual agreements with fourteen agencies in Queensland, N.S.W., A.C.T., Victoria, South Australia and Western Australia for provision of services. It does not include trainee allowances. Financial delegation is held in Central Office, DEIR.

17.109 Trainee allowances are paid from the allocation for 'Training Program for the Disabled - Formal Training'. Regional Office Accounts Branches process advances to agencies for provision of service; administrative costs are minimal.

17.110 This is a small program, no officers work full-time on it. Administration is by Central Office, Training Programs Branch and Regional Office Training Branches. Trainee allowances are processed by the local CES office for each of the agencies. Personnel in Central Office, Training Programs Branch (five officers in Disabled and Special Training Section) spend 1.75 man-years on this program.

17.111 To be eligible for the program a person must register with the CES, be unemployed, and be assessed as capable of attaining open employment.

17.112 Eligibility is not income tested, but the trainee allowance is income tested. The determination of eligibility is a matter for the agency providing the service under guidelines laid down and is monitored by the Program Advisory Board. However, prior to payment of trainee allowance DSS checks for payment of any other benefits or pensions. In 1981/82 a total of 447 persons were assisted under this program.

17.113 Trainees receive a formal training allowance which is comprised of a basic component, equivalent to the trainees' 'Unemployment Benefit' entitlement plus a training component. The current rates (30 July 1983) are the basic component plus:

- Junior, under 18 years \$23.20 per week
- Adult \$46.35 per week

17.114 Trainees do not receive a books and equipment allowance. Depending on individual circumstances trainees may be eligible to receive assistance with travelling costs, and the following benefits:

- Living-away-from-home allowance (LAFHA) \$57.90 per week
- Moving allowance (once only payment instead of LAFHA) \$231.60

17.115 The formal allowance and LAFHA is paid fortnightly by cheque by the Department of Social Security. Other payments are made by DEIR on receipt of a formal claim. Pensioner trainees may elect to retain pension in lieu of basic component.

17.116 The Commonwealth government through DEIR enters into an agreement with community based agencies to deliver a service. Funds are provided on the basis of a negotiated fee for service for which specifications are laid down in a formal agreement. Initially fourteen agencies were selected to provide a work preparation service, after about sixty agencies had expressed interest in doing so. In effect, the program represented an initiative taken to coincide with the up-grading of services to disabled job seekers associated with the International Year of Disabled Persons.

17.117 The administration is monitored through Program Advisory Boards, evaluation studies, DEIR internal audit, the NEAT Information System and the Finance Ledger System. It is considered that a three year period will be required to set up, develop and test the effectiveness of each program. The first work preparation program commenced in July 1980; an evaluation of this program was completed in June 1982 and the program was considered to be effective. The 14th program commenced in January 1982. An evaluation of each program will be undertaken at the end of its second year, third year funding is provisional upon this. This process includes a follow-up survey of trainees.

17.118 Programs are now located in fifteen agencies in Melbourne (3), Sydney (3), Brisbane (2), Adelaide (3), Perth (2), Canberra (1) and Tasmania (1). The program is not implemented in the Northern Territory.

7.119 Under the terms of the existing agreements with agencies there is no provision for funding beyond three years. However, depending upon results achieved, continuation will be sought by the agencies.

8. TRAINING PROGRAM FOR THE DISABLED (ON-THE-JOB TRAINING)

Program Synopsis

17.120 This training program is available to unemployed persons registered with the CES and formally assessed as disabled in accordance with established procedures. Employers are paid a wage subsidy of \$104.30 per week (first half of training period) and \$63.70 per week (second half of training period) for juniors, and \$196.95 per week (first half of training period) and \$86.90 per week (second half of training period) for adults. The subsidy period varies according to the skill level of the job with a minimum period of twenty weeks and a maximum period of fifty-two weeks. Employees are paid the award wage by the employer. Employers of disabled apprentices can claim an apprentice wage subsidy of \$104.30 per week for the duration or balance of the apprenticeship. Employers lodge claims for payment through the CES. The subsidy is taxable.

17.121 Employers may also be reimbursed up to \$2,000 for modification to the workplace or purchase of equipment essential to enable employment to proceed. There is no waiting period to qualify for assistance under these provisions. The program is delivered through the CES network.

Administrative Data

17.122 The objective of the program is to assist persons who have difficulty in finding employment, because of mental or physical impairment and lack of appropriate work skills, by providing on-the-job training assistance. The provisions are part of the Department's range of manpower and employment training programs which are intended to improve the functioning of the labour market.

17.123 Cabinet authorised the commencement of the 'National Employment and Training Scheme' (NEAT), including 'On-the-Job Training' provisions for disabled persons, from 1 October 1974. Cabinet authorised the continuation of 'On-the-Job Training' in November 1977. The program provides assistance for unemployed persons who are assessed as disabled, to undertake on-the-job training. A training subsidy is paid to employers. The trainee is paid the appropriate award wage for the training occupation by the employer. The training period varies according to the skill level of the job with a minimum period of twenty weeks. In effect, the subsidy helps to ensure the provision of income for the trainee.

17.124 Expenditure in 1981/82 was \$4.8 million. This covered the payment of subsidies to employers and in some cases the cost of modifications to the workplace and/or purchase of equipment to facilitate training.

17.125 In general, administrative arrangements for this program are similar to those of the previous program. There are no personnel working exclusively and full-time on 'On-the-Job Training'. The Disabled and Special Training Section of Training Programs Branch (CES Programs Division) has a staff of five working on the 'Training Program for the Disabled' and 'Training for Special Needs Clients'. The time spent on 'On-the-Job Training' by these officers is approximately 1.75 manyears (44%). Manpower Training Program Sections in Regional Offices which have responsibility for 'On-the-Job Training' at State level have sixty-nine staff working on the administration of a range of manpower programs. The time spent on 'On-the-Job Training' at this level is estimated at two manyears (3%). Officers of the CES are involved in the administration of 'On-the-Job Training'. The work involved includes receipt of vacancies, assessment of job-seekers, determining eligibility, negotiating training agreements, monitoring training, processing subsidy claims and processing applications for modifications to premises/purchase of equipment. It is estimated to involve approximately fifteen manyears. Delivery of the service is direct from Commonwealth Government to clients through CES.

17.126 State Departments of Labour and Industry are consulted concerning award requirements of occupations to be used for training. Unions are consulted concerning the possible trade content of potential training vacancies.

17.127 The eligibility of a disabled person is not income tested. The Department of Social Security is automatically notified on commencement of training that 'Unemployment Benefit' should be terminated.

17.128 A disabled person is defined as one who has a mental or physical impairment which results in a loss or reduction of functional ability. To be eligible for assistance a disabled person must register with CES, be unemployed, at risk of unemployment or forced to change employment because of a disability and be unable to obtain employment with his/her current skills without training. In 1981/82 a total of 3,235 persons were approved for assistance under the program.

17.129 The employer is paid a training subsidy. The rates are:

• Junior (1st half of training)	\$104.30 per week
• Junior (2nd half of training)	\$ 63.70 per week
• Adult (1st half of training)	\$196.95 per week
• Adult (2nd half of training)	\$ 86.90 per week

(NB: Adult includes juniors in receipt of adult wage under appropriate award).

17.130 Employers normally claim payment monthly and use a Department of Finance Claim Form 12. These claims are processed by the Department. Employers may claim up to \$2,000 to cover the cost of modifications to workplace and/or purchase of equipment to facilitate training. These are claimed on Claim Form 12 and processed by DEIR. Trainees who have to move from their home to undertake training may be paid a once only moving allowance of \$231.60, which is also claimed on Claim Form 12 and processed by DEIR.

17.131 The evaluation procedures for this program are similar in nature to those being applied to other 'General Training Assistance' schemes.

CHAPTER 18

DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS

9. School to Work Transition Allowance
10. Pre-Apprenticeship Allowance
11. Special Youth Employment Training Program
12. Group One Year Apprentice Scheme
13. Group Apprenticeship Support Program
14. Commonwealth Rebate for Apprentice Full-Time Training
15. Special Assistance Program
16. Special Trade Training Program
17. Training Assistance to Special Needs Clients
18. General Training Assistance: Formal Training
19. General Training Assistance: On-the-Job Training
20. Skills in Demand Program
21. Relocation Assistance Scheme

9. SCHOOL TO WORK TRANSITION ALLOWANCE

Program Synopsis

18.1 The 'School to Work Transition Allowance' provides income support to trainees undertaking courses to assist their successful transition from school to work.

18.2 'Transition Allowances', equivalent to the 'Unemployment Benefit' plus \$6 per week, are paid by the Department of Social Security to eligible trainees.

18.3 The program is under constant review.

Administrative Data

18.4 'The School to Work Transition Allowance' formed part of the former Government's 'Commitment to Youth Initiatives' announced in the Liberal Party's 1980 policy speech. Authority for the program comes from Cabinet decisions in February 1977 and October 1980. These decisions allow for payment of allowances for the 'Employment Program for Unemployed Youth' (EPUY) and other transition courses. Payments are made directly to trainees, and are intended to maintain a minimum adequate income while the trainee is undertaking approved study.

18.5 The aim of the program is to provide income support to trainees participating in transition courses. These courses are intended to assist young people who are experiencing, or who are expected to experience, difficulty in making a successful transition from school to work. The program is consistent with major Departmental objectives because it is designed to assist young disadvantaged people to gain the knowledge and skills necessary for employment.

18.6 The program is administered at Head Office, Canberra, and implemented through the Commonwealth Employment Service (CES) network, comprising over 250 offices in metropolitan areas and major non-metropolitan towns and cities. No personnel are engaged full-time on work associated with the program but a number spend a proportion of their time on such work. These include:

- staff in the Transition Policy section of Central Office, Canberra, who are involved in the development of policy for and administration of the 'School to Work Transition Program' and 'Transition Allowances';
- staff in the Training Branches and accounting sections of Regional Offices of the Department who are concerned with the implementation of the Department's Training Programs at the regional level;

- staff in offices of the CES who make contact with client groups;

- ADP staff in Central Office, Melbourne, involved in the collection and collation of data on trainees involved in the Department's programs.

18.7 Estimated outlays in 1981/82 on payments of 'Transition Allowance' are \$10 million. It is estimated that a further \$11.7 million will be paid in 1982/83. Administrative costs are not identified separately in the Department's budget. Expenditure would mainly be for salaries of staff involved part-time in administering the program. Computer costs are also incurred but as the Department has an integrated computing system covering a number of its programs it is impossible to identify costs attributable to this particular program.

18.8 The Transition Program (as distinct from the 'Transition Allowance') is developed in consultation with State Departments with responsibility for technical and further education. The 'Transition Allowance' is administered in cooperation with the Department of Social Security which acts as the Department's agent for payment. Allowances are payable to trainees meeting the following eligibility criteria:

- Either
- 15-19 years old
 - away from full-time education for at least four months in the last twelve months
 - registered with the CES for not less than four months in the last twelve months
 - currently registered with the CES
 - selected for and undertaking a Commonwealth funded transition course or an approved State course.
- Or
- 15-25 years old
 - away from full-time education for at least eight months in the last twelve months
 - registered with the CES for not less than eight months in the last twelve months
 - currently registered with the CES
 - selected for and undertaking an approved 'other' TAFE course.

18.9 Allowances are paid directly to clients by the Commonwealth Government. An allowance equivalent to the 'Unemployment Benefit' plus \$6 per week is paid on a fortnightly basis for the duration of the course. The recipients are required to complete an income statement each fortnight. The payments are automatic while income statements are submitted.

18.10 The 'School to Work Transition Allowance' assisted 11,500 trainees in 1981/82.

18.11 The 'Transition Allowance' was introduced following the first year of operation of the 'School to Work Transition Program'. Initially, unemployed young people commencing full-time study under the program lost their entitlement to 'Unemployment Benefit' and because of family income tests applied to allowances payable under the 'Tertiary Education Assistance Scheme', they were generally unable to obtain assistance from this source. Assessments by CES and Regional Offices together with comments by relevant State authorities indicated a need for allowances for this group.

18.12 There is no evidence to suggest that the level of service or method of administration of the program should be changed. Projections of the number of young people commencing study and taking up allowances have indicated that the allowance is meeting the need identified and that the level is appropriate. The Department has the program under constant review. One shortcoming which has been identified relates to the delays in payment of 'Transition Allowance' to trainees whose 'Unemployment Benefit' have been terminated when they commence transition courses. Discussions have been held with officers of the Department of Social Security with the aim of overcoming this deficiency.

10. PRE-APPRENTICESHIP ALLOWANCE

Program Synopsis

18.13 The 'Pre-Apprenticeship Allowance' (PAA) is a \$20 per week allowance paid to students in full-time trade based pre-employment training courses who are ineligible for higher allowances from other sources.

18.14 The scheme has achieved its aim of increasing the number and range of trade based pre-employment courses and the number of participants.

18.15 Officers of the CES promote the scheme and instigate and approve applications.

18.16 A review of PAA in December 1982 to January 1983 resulted in changes to the eligibility criteria in February 1983. Administrative methods are being reviewed and changes to payment methods are proposed.

Administrative Data

18.17 The 'Pre-Apprenticeship Allowance' is a direct payment supplement rather than an allowance, to maintain the income of recipients. Participants in approved trade based operations are paid an allowance of \$20 per week where they are ineligible for higher allowances from other Commonwealth education and training allowance schemes. The allowance is not income tested.

18.18 The objective of the PAA is to facilitate the provision and development of full-time trade based pre-employment training arrangements. The PAA does this by providing an incentive to students where a higher allowance is not available from another source.

18.19 The PAA was recommended by the 1974 report of the Committee of Inquiry into Labour Market Training (Cochrane Committee). The introduction of the 'National Employment and Training Scheme' (NEAT) in 1974 following the Cochrane Report included provisions for a non-income tested NEAT allowance for students undergoing selected pre-apprenticeship courses. The program is consistent with major Departmental objectives of improving the competitiveness of individuals in the labour market and encouraging improvements in the trade training system.

18.20 The 1982/83 budget allocation for the PAA is \$1.2 million, which excludes administrative costs. Personnel working on the PAA are located in the Central and Regional Offices of the Department. There are no Central Office staff working full-time on the PAA. Two staff in the Apprenticeship Support Section of the Department work part-time on the PAA.

for approximately 5% of their time. At the Regional Office level the PAA is administered by Regional Training Branches and involves one staff full-time and fifteen staff part-time (on average approximately 8% of their time). It is estimated that a total of approximately 3,200 manhours per annum are involved in the administration of the PAA. Officers of the CES promote the program, instigate applications, approve applications, and act as a point of contact for recipients. This role is usually combined with the normal day to day activities of the CES and it is not possible to estimate manhours involved.

18.21 Central Office of the Department is responsible for the development of policy and administrative procedures for the PAA and oversee the delivery of the program by Regional Offices of the Department. Regional Offices are located in each capital city, while CES involvement results in decentralised operation of the program.

18.22 Because of the availability of a potential source of assistance for trade based pre-employment course students under the 'Tertiary Education Assistance Scheme' (TEAS), Regional Offices of the Department liaise closely with Regional Offices of the Commonwealth Department of Education. Regional Offices also liaise with State Technical and Further Education (TAFE) authorities in respect of course and individual approval procedures. Payments to students are facilitated through the Department of Social Security in some States. Payment under the PAA is a non-income tested, non-taxable allowance at the rate of \$20 per week and is paid on a weekly or fortnightly basis by cheque directly to clients.

18.23 Allowances are payable to trainees meeting the following eligibility criteria:

- Either
- 15-19 years old
 - away from full-time education for at least four months in the last twelve months
 - registered with the CES for not less than four months in the last twelve months
 - currently registered with the CES
 - selected for and undertaking a Commonwealth funded transition course or an approved State funded course.
- Or
- 15-24 years old
 - away from full-time education for at least eight months in the last twelve months

- registered with the CES for not less than eight months in the last twelve months
- currently registered with the CES
- selected for and undertaking an approved 'other' TAFE course.

18.24 Service delivery occurs directly from the Commonwealth Government to clients. Clients are students in approved full-time trade based pre-employment courses who are ineligible for higher allowances from other sources. The PAA is provided for periods of attendance at approved courses and for officially scheduled vacation/recess periods where it is expected that the student will resume the course. The maximum period of assistance is usually forty weeks. In 1981/82, 1,596 students received the PAA.

18.25 The program has met the required needs defined by the program's objectives since there has been a substantial increase in the number and range of trade based pre-employment courses and in the number of participants. A review of the program's objectives was conducted in December 1982 - January 1983 which resulted in changes to the eligibility criteria in February 1983. These changes broadened the scope of courses which could attract the allowance for participants and restrictions were removed which opened the allowance to all participants in approved courses. These changes were a response to the wider variety of courses now available which provide training towards trade apprenticeship and to the changing circumstances of the client group.

18.26 Administrative checks and procedures for the program include checks for eligibility and duplication and involve liaison with State and other Commonwealth authorities. Simultaneously the administrative arrangements were reviewed and new operating instructions were issued in February 1983. The method of administration is still being reviewed and changes to the payment methods are proposed for the near future.

11. SPECIAL YOUTH EMPLOYMENT TRAINING PROGRAM

Program Synopsis

18.27 The 'Special Youth Employment Training Program' (SYETP) helps employers take on young people who have found it difficult to get stable employment because they lack the required experience. Employers are subsidised to provide work experience and bring trainees to a level where they are able to compete adequately for jobs. Two levels of SYETP subsidy are available:

- Standard SYETP subsidy is \$75 per week for seventeen weeks, payable to employers to train 15 to 24 year olds who are registered with the CES as unemployed and seeking full-time work and away from full-time education for four of the last twelve months.
- Extended SYETP subsidy is \$100 per week for seventeen weeks and \$75 per week for a further seventeen weeks, payable to employers to train 18 to 24 year olds who are registered with the CES as unemployed and seeking full-time work and away from full-time education for eight of the last twelve months.

18.28 The program is implemented Australia-wide through the CES. Subsidies, which are taxable, are paid directly to eligible employers on receipt of a claim for payment, in respect of approved trainees placed by the CES. Employers, in turn, pay the trainees the appropriate award wage for the occupation.

Administrative Data

18.29 The aim of SYETP is to provide work experience and training for young people facing difficulty in finding stable employment because they lack experience or qualifications or because of personal difficulties. SYETP is consistent with major Departmental manpower objectives because it is designed to assist disadvantaged young people to gain the knowledge, skills and experience necessary to obtain and retain employment.

18.30 Authority for the program derives from a Cabinet decision in September 1976 and subsequent decisions. The main decisions that introduced the various categories of work experience under SYETP are:

- | | |
|----------------------|-------------------|
| • Standard SYETP | 21 September 1976 |
| • Commonwealth SYETP | 23 January 1979 |
| • Extended SYETP | 23 October 1980 |

These decisions identify the target group to be assisted, the rate and duration of subsidies payable and the main eligibility criteria.

18.31 Private Sector SYETP provides a subsidy to employers who agree to provide training and work experience under the program for eligible trainees. There are two rates of SYETP subsidy: Standard and Extended. In the case of Work Experience under SYETP in Commonwealth departments and instrumentalities, the Department of Employment and Industrial Relations (DEIR) reimburses the employing department the full cost of wages and salaries of the trainees (but not other costs such as workers compensation, overtime and travel allowances).

18.32 The program is administered at Head Office level in Canberra and Melbourne and at each Regional Office. The program is implemented Australia-wide, through the CES network of over 250 offices in metropolitan areas and major non-metropolitan towns and cities. Paid agents are not involved in the administration of SYETP.

18.33 Private Sector SYETP is administered and delivered by the Department of Employment and Industrial Relations. The Public Service Board (PSB) assists the Department identify and allocate suitable positions available for Commonwealth SYETP. However, the Department is responsible for identification and placement of eligible trainees, supervision of training and the reimbursement of trainees' salaries and wages to participating departments and instrumentalities.

18.34 The Budget appropriation for SYETP provides for the payment of subsidies to employers. Administrative costs are not identified separately in the Department's budget. Expenditure on SYETP in 1981/82 was:

- | | |
|----------------------|----------------|
| • Standard SYETP | \$27.1 million |
| • Commonwealth SYETP | \$ 9.7 million |
| • Extended SYETP | \$16.9 million |

18.35 No personnel are engaged full-time on work associated with the program but a number spend a proportion of their time on such work. These include:

- four staff in the Youth Programs Branch, Central Office, Canberra;
- four staff in the Training Programs Branch, Central Office, Melbourne;
- up to ten staff in each Regional Office, including Regional Training Branches, Employment Operations and Accounts Section staff.

18.36 Most staff in CES Zone Offices and CES offices work on the program in the course of the normal vacancy filling process. AOP staff in Central Office, Melbourne, involved in the collection and collation of data on trainees involved in DEIR programs, provide assistance to CES.

18.37 In Private Sector SYETP, subsidies are paid by cheque direct to eligible employers on receipt of a claim for payment. Current (July 1983) rates of subsidy are:

- Standard SYETP
(maximum 17 weeks of subsidy) \$75.00 per week
- Extended SYETP
(maximum 34 weeks of subsidy) \$100.00 per week
for first 17 weeks
\$75.00 per week
for next 17 weeks

18.38 In Commonwealth SYETP, the Department of Employment and Industrial Relations reimburses the employing Commonwealth department or instrumentality the full wage or salary of a SYETP trainee.

18.39 In Standard SYETP, for trainees to be eligible for placement in a vacancy attracting the Standard SYETP subsidy, a young person must meet the following criteria: be 15-24 years old; have been unemployed and away from full-time education for at least four months in the last twelve months; be currently unemployed and registered with CES.

18.40 To qualify for the Standard SYETP subsidy, an employer must be prepared to provide work experience and training in a full-time job for seventeen weeks and have notified the CES of the vacancy. The employer may accept trainees referred by the CES or take on an eligible applicant who has contacted the employer directly subject to approval by the CES. The employer must agree to a training plan for the trainee, and pay at least the award wage for the job.

18.41 Trainees, to be eligible for placement in a vacancy attracting the Extended SYETP subsidy, must meet the following criteria: be 18-24 years old; have been unemployed and away from full-time education for at least eight months in the last twelve months; and be registered with the CES. Employers must meet the same requirements as for Standard SYETP, except that they must be prepared to provide work experience and training in a full-time job for thirty-four weeks. In Commonwealth SYETP trainees must meet the same eligibility criteria as for Standard SYETP.

18.42 The number of subsidy approvals under SYETP from 1976/77 to 1981/82 are shown in Table 18.1.

Table 18.1: Numbers Approved Under SYETP (All Sectors):
1976/77 - 1981/82

Year	No of Approvals
1976/77	9 590
1977/78	66 000
1978/79	66 350
1979/80	44 300
1980/81	61 400
1981/82	51 700

18.43 Private sector employers lodge Standard and Extended SYETP vacancies with their local CES, who refer eligible young people from their register. Subsidies are paid directly to individual eligible employers on receipt of a claim for payment, in respect of approved trainees placed by the CES. Payments are usually made monthly, in arrears. Employers are, however, free to claim at the intervals that are most convenient for them. Many large firms prefer to claim once only at the end of the training period to minimise their own administrative costs.

18.44 In the case of Commonwealth SYETP, the Public Service Board requests all departments and authorities to advise of suitable vacancies. DEIR and PSB select suitable vacancies which are referred to the appropriate local CES offices for placement action. The Department reimburses the employing Commonwealth department or instrumentality the full wage or salary cost of the trainee.

18.45 When SYETP was introduced in late 1976 it was initially seen as a means of assisting 1975 school leavers who were still unemployed before the 1976 school leavers entered the workforce. Following its initial success it was expanded to cover all 15-19 years olds who had been unemployed for at least six months. As a result of the Department's continual assessment, the program has been modified several times to reflect the changing needs, ages and size of the target group. The Commonwealth Auditor-General's Office has conducted an Efficiency Audit of SYETP. Work experience is also available through programs organised by community groups funded by the Commonwealth, including 'Community Youth Support Scheme', 'Voluntary Youth Program' and 'Community Youth Special Projects'. This work experience is in the form of unpaid voluntary work or part-time or casual work arranged by these groups with local employers. The Department has the program under constant review. In addition to minor internal reviews, the following major studies into the program have been conducted:

- 'Special Youth Employment Training Program Employer Study', Program Evaluation and Review Branch, February 1980;
- 'SYETP in the Private Sector: Follow-up Survey of April 1979 Placements', Program Evaluation and Review Branch, June 1980.

18.46 The Bureau of Labour Market research is conducting a comparative study of programs delivered to youth, including SYETP. Continued monitoring and review of the program is seen as necessary to ensure that it continues to meet the needs of the target group and is in line with general labour market trends.

18.47 The most recent study ('SYETP in the Private Sector') arrived at the following conclusions. The program favoured the lower end of the eligible age group with 57% less than 18 years. Employer participation involved a large proportion of establishments with small workforces and an over-representation of manufacturing firms relative to total manufacturing youth employment. One-third of placements lasted less than seventeen weeks, more often due to dismissal rather than trainee withdrawal. Only 3.5% of trainees were dismissed at the end of the subsidy period. At the time of the survey in November/December 1979, four to five months after the scheduled completion of the seventeen week subsidy period, 68.5% of trainees were in full-time employment (50.7% with original SYETP employer and 17.8% elsewhere). Nearly two-thirds of the trainees who were assessed by employers as less than satisfactory in job skills when they commenced under SYETP (approximately 50% of trainees) were employed full-time when surveyed. One-third of the positions were estimated to represent 'net job creation' (those created just for the scheme plus those which would not otherwise have been financially viable) and nearly two-thirds were estimated to arise from labour market substitution (normally-arising jobs which were redirected to young people eligible for subsidy). However these estimates should be treated with caution.

18.48 The level of subsidy is kept under review usually in the Budget context.

12. GROUP ONE YEAR APPRENTICE SCHEME

Program Synopsis

18.49 The 'Group One Year Apprentice Scheme' (GOYAS) provides training of first year apprentices using spare training capacity within Commonwealth and State Government establishments. Apprentices are indentured to private employers but are trained in government establishments for their first year. They then return to their employer for the remainder of their apprenticeships. The Commonwealth reimburses participating Government establishments for the wage costs and certain overheads, such as additional supervisory staff.

18.50 The placement services of the CES are utilised for locating suitable private sector employers and for recruiting apprentices. The criteria for acceptance of training offers are that the quality of training, instructors, course material, training equipment and facilities meet acceptable industry and Department of Employment and Industrial Relations (DEIR) standards.

Administrative Data

18.51 Authority for the 'Group One Year Apprentice Scheme' rests with a Cabinet decision of August 1974. The scheme was extended to State government training establishments with the agreement of the Prime Minister on 24 January 1979.

18.52 GOYAS has its origins in the report of the Cochrane Inquiry of 1974 which recommended, inter alia, that surplus apprentice training capacity in government departments should be fully utilised. It was introduced in 1975 in pilot form, as a replacement for the 'Additional Apprentices Scheme' which operated between 1971 and 1975.

18.53 The objective of GOYAS is to provide additional apprenticeship opportunities by utilising surplus training capacity for private sector first year apprentices in government establishments. This is consistent with the Department's overall objective of increasing the number of apprenticeship opportunities and the quality of trade training.

18.54 The scheme is designed to reimburse costs incurred by Commonwealth and State Government establishments in providing a first year of high quality training for apprentices who have been engaged by private sector employers, under the provisions of the Scheme.

18.55 In 1981/82 \$1.68 million was provided for reimbursement to approved government establishments. Administrative costs are not identified separately in the Department's budget. Expenditure is mainly incurred on the salaries of staff involved in administering the scheme in Central Office, in Departmental Regional Offices and the CES.

18.56 It is estimated that the proportion of time spent by these personnel on the administration of GOYAS is around 3% of total time. As the annual salary costs of personnel working in the Apprenticeship Support Section of Central Office and the Apprenticeship and Trade Training Sections of Regional Offices was approximately \$922,000 in 1981/82, the administrative cost attributed to GOYAS was approximately \$27,700.

18.57 No personnel are involved on a full-time basis. Central Office Manpower Skills Branch and Regional Office Training Branch staff have an ongoing participation on a part-time basis. The heaviest workload occurs in the October to December period when negotiations proceed for training arrangements for the ensuing year.

18.58 About ten officers contribute around 2,800 manhours per year to the administration of the scheme. In addition, the placement services of the Commonwealth Employment Service are utilised for locating suitable private sector employers and recruiting apprentices. The administration of the scheme is controlled from Central Office, Canberra. Each State Regional Office of the Department is involved in liaison with training establishments and the processing and verification of claims lodged by these establishments. The Department uses CES offices, as opportunity permits, to promote the scheme in metropolitan and provincial areas. Throughout the period of training the private sector employer is advised of the performance of his apprentice through progress reports from technical colleges and from the training establishments.

18.59 Training is provided mainly by establishments which are controlled by the Commonwealth Departments of Defence Support and Defence. State Governments presently participating in the scheme include Queensland, South Australia, Western Australia and the Northern Territory. These State Governments coordinate the training activities of State establishments such as the Electricity Trust of South Australia and the Main Roads Department in Queensland.

18.60 Close liaison is maintained with the Central Offices of the Department of Defence Support and its Regional Offices in Victoria and New South Wales; the Department of Transport and its Regional Offices in Victoria, Queensland, South Australia and Western Australia and the Department of Defence and its Regional Offices in New South Wales and Victoria.

18.61 All State Departments of Labour are invited to participate in this scheme. Close liaison with those departments is maintained in the States of Queensland, South Australia and Western Australia and with the Industry Training Commission of the Northern Territory where the scheme is in operation. Industry groups, such as the Victorian Chamber of Manufacturers and the Metal Trades Industry Association, are used to promote the availability of the training facility to industry and identify sponsors.

18.62 Payments provided under this scheme are in the form of reimbursements to the Commonwealth and State Governments training establishments for costs incurred in providing a first year of training to apprentices of private sector employers. Wages and allowances and additional training costs are reimbursed. Payments are made to establishments on at least a monthly basis from the Special Apprentice Training Schemes appropriation of the Department's budget.

18.63 Training establishments participate in this scheme by invitation from this Department. Those establishments which participate in training are eligible to claim training costs within established guidelines. The criteria for acceptance of training offers are that the quality of training, instructors, course material, training equipment and facilities meet acceptable industry and DEIR standards. DEIR imposes the condition that the first year of training should include:

- . Stage I of technical education, plus 130 days of off-the-job training which meets the criteria applied to employers seeking assistance under CRAFT; or
- . Stages I and II of technical education plus 90 days of similar off-the-job training.

18.64 The number of apprentices trained under this scheme varies from year to year. The level of training depends on the availability of surplus training capacity and response by private sector employers. Approximately 1,300 apprentices have been trained since the inception of GOYAS in 1974. Around 200 apprentices are currently receiving training under the scheme.

18.65 Regional staff check establishment facilities prior to establishment approval for participation in the scheme. Claims are checked to ensure costs fall within the established guidelines for the program.

18.66 The administrative guidelines for the scheme were the subject of a detailed review in 1981. Revised guidelines were issued to Regional Offices and training establishments early in 1982. The scheme serves all objectives since surplus training capacity is utilised and additional apprenticeship training places are created in the private sector.

13. GROUP APPRENTICESHIP SUPPORT PROGRAM

Program Synopsis

18.67 Joint Commonwealth/State financial support is provided to employer and industry associations for costs associated with the management and administration of new or expanded group apprenticeship schemes. The 'Group Apprenticeship Support Program' is administered at Central Office and implemented through Regional Offices in each State/Territory capital city.

18.68 Group apprenticeship schemes may be eligible where they:

- employ additional apprentices;
- employ suitable out-of-trade apprentices;
- provide an additional mechanism to reduce apprenticeship terms.

18.69 Eligibility is generally confined to metal, electrical and building trades. Other trades may be eligible where normal apprenticeship arrangements do not allow adequate levels of training and trade shortages exist.

18.70 Assistance is provided for the full term of indenture of the target number of additional apprentices.

Administrative Data

18.71 The aim of the 'Group Apprenticeship Support Program' is to increase the number of apprentices in training by enabling employers, especially small employers, to increase their training effort and to provide scope for improvements in the quality of training by rotating apprentices through a number of employers' establishments. The program is consistent with the Departmental objective of increasing the supply of skilled manpower by expanding apprenticeship opportunities and improving the quality of trade training.

18.72 A Cabinet decision in September 1980 approved Commonwealth support for group apprenticeship arising from the recommendation of the 1980 Departments of Labour Advisory Committee (DOLAC) Working Party on Skill Shortages. In 1981, the Ministers for Labour reached agreement to adopt a joint policy on financial assistance to group apprenticeship schemes as a result of the same DOLAC Working Party report. Commonwealth financial assistance to group apprenticeship schemes is provided under the terms of the Joint Commonwealth/State Labour Ministers agreement of March 1981. The Commonwealth provides matching dollar for dollar assistance with State Governments towards the administrative costs of establishing or expanding group apprenticeship schemes. Assistance is provided towards costs in the categories of:

- direct salary and wage costs of staff employed to administer group apprenticeship schemes;
- salary/wage on-costs and administrative expenses; and
- travel expenses.

18.73 The program is administered at Central Office and implemented through Regional Offices in each State/Territory capital city. Personnel engaged on work associated with the program are generally involved in other work in related functional areas. Estimates of the proportion of times spent by personnel working on the program are:

Central Office - Trade Training Project Group

Class 10	60%
Class 8	60%

Regional Offices -	N.S.W. Class 5	50%
	Vic. Class 7	50%
	Qld. Class 7	50%
	S.A. Class 6	20%
	W.A. Class 6	10%
	W.A. Class 5	20%

These personnel are Central Office staff involved in the development of policy and administration, and Regional Office staff in Regional Training Branches involved in implementation of the program. Accounting staff have not been included, since time spent on processing claims is minimal. Based on the above estimates, approximately 5,200 manhours per annum are currently spent in administering the 'Group Apprenticeship Support Program'.

18.74 Expenditure in 1981/82 was \$158,000. Assistance to each group apprenticeship scheme is payable in retrospect on the basis of actual expenditure incurred, within limits set in relation to the number of additional apprentices expected to be recruited over a defined period. Commonwealth assistance to each scheme averages \$15,000 per annum. Central Office direct wage administrative costs associated with the program are those of a Clerk Class 10 and a Clerk Class 8 who spend approximately 60% of their time on the program, at an annual cost of \$34,000. Direct wage costs of Regional Offices are estimated to be in the order of \$40,000 per annum. Total Central and Regional Office annual salary costs on group apprenticeship are approximately \$74,000.

18.75 The 'Group Apprenticeship Support Program' is the vehicle through which the Commonwealth provides its contribution to joint Commonwealth/State assistance to group apprenticeship schemes. The Commonwealth and State/Territory Governments share the costs of assistance. Proposals for

joint assistance are conveyed to the Commonwealth through the States and Territory. The relevant State/Territory agencies are the Departments of Labour and apprenticeship authorities. There is also cooperation with local government and industry groups in so far as group apprenticeship schemes are sponsored by these bodies.

18.76 Payment is in the form of retrospective reimbursement to State Government of 50% of approved actual expenditure incurred by schemes up to a specified limit. The rate of payment is determined by actual expenditure and number of apprentices taken on. The modal rate is \$30,000 per annum (a Commonwealth contribution of \$15,000). The method of payment is for the relevant State/Territory to pay claims made by approved schemes and then seek the Commonwealth contribution.

18.77 Group apprenticeship schemes may be eligible where they employ additional apprentices, employ suitable out of trade apprentices or provide an additional mechanism to reduce apprenticeship terms. Eligibility is generally confined to metal, electrical and building trades. Other trades may be eligible where normal apprenticeship arrangements do not allow adequate levels of training and trade shortages exist.

18.78 Assistance is provided for the full term of indenture of the target number of additional apprentices. As at 30 June 1982, fifteen group schemes had been approved for assistance. Payments are made in the first instance by State/Territory Governments, which then seek reimbursement of the Commonwealth's share.

18.79 The 'Group Apprenticeship Support Program' was introduced to fulfil the Commonwealth's responsibility under the joint Commonwealth/State Policy on Financial Assistance to Group Apprenticeship Schemes which arose out of Recommendation 9 of the DOLAC Working Party on Skill Shortages, that is, that wider use of group training should be encouraged and that support measures should be developed. Commonwealth/State Labour Ministers were scheduled to review this joint policy in 1983. Data for this review was collected by survey, discussions with scheme sponsors and interviews with scheme participants. It was expected that the preparatory work for the review would provide an indication of whether the program's objectives are being met and whether modifications to the program are warranted.

14. COMMONWEALTH REBATE FOR APPRENTICE FULL-TIME TRAINING

Program Synopsis

18.80 The 'Commonwealth Rebate for Apprentice Full-time Training' (CRAFT) provides employers with an incentive to maintain or increase the number of apprentices they employ, and to improve the quality of training. Employers who take on apprentices can receive tax exempt rebates:

- for releasing the apprentices to approved technical education. The total rebates for this are approximately \$3,000 for most trades over the period of the apprenticeship;
- for releasing the apprentice to approved off-the-job training conducted in industry; and
- may qualify for special higher rebates for release to approved technical education if they engage an apprentice who has completed an approved pre-employment course. The course must have resulted in exemption from at least one stage of technical education and a reduction of the normal period of apprenticeship by a minimum of six months.

18.81 The actual level of assistance varies from trade to trade and is also dependent upon the length of the course undertaken.

18.82 Apprentices may be eligible for a living-away-from-home allowance. The rates are currently (July 1983) \$33 per week for first year apprentices and \$14 per week for second year apprentices. The allowance is subject to tax.

18.83 In addition to CRAFT, special arrangements under a variety of schemes can be made to encourage improvement in the quantity and quality of apprentice training. They include the 'Group Apprenticeship Support Program', 'Special Trade Training Program', 'Special Assistance Program' and the 'Group One Year Apprentice Scheme'.

18.84 Administration of the CRAFT Scheme is solely the responsibility of the Department of Employment and Industrial Relations (DEIR).

Administrative Data

18.85 The CRAFT program provides employers with incentives to increase the number of apprentices they employ and to improve the quality of training. There are two tax exempt rebates available to employers associated with this objective:

- Technical Education Rebate (TER);
- Off-the-Job Training Rebate (OTJ).

18.86 A living-away-from-home allowance (LAFHA), which is taxable, is also available to apprentices required to live away from home to enter or remain in an apprenticeship.

18.87 TER and OTJ rebates under CRAFT are payments which compensate employers for the costs of releasing apprentices to attend basic trade courses at technical education institutions in any year of apprenticeship or full-time off-the-job training courses in the first year of apprenticeship. The rebates are set according to the trade, year of apprenticeship and stage of technical education. TER rates range from \$21 to \$41 per day, and OTJ rates range from \$21 to \$30 per day. Both TER and OTJ payments are forms of indirect income maintenance.

18.88 Employers can also qualify for a special higher level of TER by engaging an apprentice who has completed an approved pre-employment training course which results in certain required exemptions. This special rebate ranges between \$29 and \$42 per day for the period of the apprenticeship depending on the apprentice's trade.

18.89 LAFHA is a direct income maintenance payment to eligible apprentices. The current (July 1983) weekly rates of LAFHA are \$33 for first year apprentices and \$14 for second year apprentices.

18.90 The program was introduced by the Government in 1977 as part of a basic re-orientation of support for apprentice training to meet a growing demand for skilled tradesmen. Authority for the program rests on Cabinet decisions taken in January 1977 and November 1979. These decisions authorise payment of the TER and OTJ rebates under CRAFT and the LAFHA. The date of inception of the program was 14 January 1977.

18.91 The purpose of the program is:

- to encourage employers to increase apprentice intakes by compensating them for non-productive wages paid when apprentices are released to attend or to study for basic trade courses provided by technical education authorities;
- to reduce the wastage rate of apprentices;
- to improve the quality of trade training and thus achieve earlier productivity by realistic support of full-time off-the-job instruction to approved standards;

- to facilitate the transition from school to work by encouraging employers to indenture apprentices who have completed pre-apprenticeship/pre-vocational training;

- to support first and second year apprentices required to live away from home.

18.92 The program is consistent with major Departmental objectives because it is designed to increase employment opportunities and encourage improved quality of training for young people wishing to enter the skilled trades workforce.

18.93 Outlays on CRAFT payments in 1981/82 were \$78.7 million. Administrative costs are not identified separately in the Department's budget. Expenditure is mainly on the salaries of staff involved in administering the program in Central Office, in Departmental Regional Offices and the CES. The annual salary cost of personnel working in the Apprenticeship Support Section of Central Office and the Apprenticeship and Trade Training Sections of Regional Offices is approximately \$922,000. Total Departmental expenditure in 1981/82 for salaries was \$111.7 million. Thus salary costs associated with the administration of CRAFT are about 0.8% of the annual salaries budget. CES staff and other staff in Central Office are also involved in the operation and delivery of the program.

18.94 Personnel employed in the Apprenticeship Support Section, Central Office and Apprenticeship and Trade Training Sections in Regional Offices spend the major proportion of their time on the administration of the CRAFT scheme. The number of staff involved in the Central Office is six, and in the Regional Offices is forty-nine. Staff in accounting areas of Regional Offices and in offices of the CES are also involved in the administration of the CRAFT program but on a part-time basis only. Assuming the above Central Office and Regional Office staff spend 90% of their time on CRAFT program administration, total manhours involved are approximately 83,680.

18.95 The program is administered by the Manpower Skills Branch at Head Office, Canberra and implemented through the Training Branches in the State Headquarters of the Department. The CES network also acts as a contact point for employers wishing to lodge claims under the program. Administration of the CRAFT program is solely the responsibility of the Department of Employment and Industrial Relations. State apprenticeship authorities make apprenticeship records available to the Department enabling the Department to verify details contained in employer and apprentice claims for CRAFT payments. Payments are made to eligible employers and apprentices through the Department of Finance regional network.

18.96 CRAFT payments to employers are in the form of tax exempt rebates designed to compensate employers for the cost of releasing apprentices to attend an approved trade course. The payments are made direct to employers by Department of Finance cheque. Payments to employers vary according to a number of factors including:

- stage of technical education of the apprentice;
- year of apprenticeship;
- the trade in which training is undertaken;
- eligibility for a Special Rate as a result of approved pre-apprenticeship/pre-vocational training.

18.97 Under the off-the-job training rebate an employer acting as a host trainer to other employers' apprentices may qualify for subsidies related to the cost of training those apprentices. These costs may include instructors' salaries and consumable materials. Under the CRAFT technical education rebate employers may claim at any time (i.e. weekly, monthly, six monthly etc.) but claims should not cover a period of longer than twelve months and should be made within six months of completion of the stage of training. Under the CRAFT off-the-job training rebate, claims may be made quarterly or at the completion of the course, but must not cover more than twelve months and should be lodged within six months of the end of the period covered by the claim. The rebates are tax-exempt in the hands of employers.

18.98 The CRAFT living-away-from-home allowance is paid direct to apprentices by cheque and is subject to income tax. Frequency of payment is dependent on the frequency of claims submitted by apprentices to the DEIR Regional Offices. The current LAFHA rates are \$33 per week for first year apprentices and \$14 per week for second year apprentices.

18.99 All employers who release apprentices to attend basic trade courses are eligible for the technical education rebate provided that:

- the apprenticeship is registered with the relevant Apprenticeship Authority;
- the claim lodged is in respect of paid release during normal working hours to attend the basic trade course prescribed as compulsory by the Apprenticeship Authority;
- the trade in which the apprentice is employed has been approved for CRAFT purposes by the Minister for Employment and Industrial Relations.

Employers may also qualify for a special higher rate of technical education rebate if the apprentice concerned has completed a pre-employment training course which has reduced the term of the apprenticeship by a minimum of six months and exempted the apprentice from at least one stage of technical education.

18.100 Payments for TER are made retrospectively, i.e. the apprentice attends the course and the employer normally claims rebates on the completion of each stage of the course. Claims should be lodged within six months of completion of the stage of training. In 1981/82 TER was paid in respect of 99,000 apprentices.

18.101 Employer claims under TER are checked against TAFE records to verify the number of days attendance at the course by the apprentice. Apprentice and employer details are checked against Apprenticeship Authority records to verify the apprenticeship. Regional Offices of the Department are provided with program administration manuals which indicate eligibility guidelines and list trades approved as eligible to attract CRAFT rebates. Employer files are maintained in Regional Offices of the Department to ensure duplication of payments does not occur.

18.102 All employers who release apprentices to attend approved courses involving practical skill training in an industry oriented training establishment are eligible for the CRAFT off-the-job training rebate. In addition employers providing approved off-the-job training for another employer's apprentices (host trainers) may be eligible to claim a proportion of the training costs attributable to the visiting apprentices. Eligibility criteria for this aspect of the program are similar to those for TER in respect of apprentice registration and release. In addition, apprentices are only eligible to attract the rebate in their first year of training unless, when exceptional training circumstances exist, prior approval for specific later year training has been given. The course of training must be approved by the Department and be undertaken in a clearly defined training, as opposed to production, area in the employer's own establishment or a training establishment elsewhere.

18.103 The rebate is available for a maximum period of training of 130 days in respect of each apprentice trained. Many OTJ courses run for shorter periods. In 1981/82 approvals were extended to 862 employers for 9,739 apprentices.

18.104 Before course approval is granted by DEIR the course structure and format is discussed with the training employer, and the training area and facilities are inspected by Regional Training Branch staff. On receipt of OTJ claims, the apprenticeship details are checked with the appropriate

Apprenticeship Authority. Attendance at the course is checked by monitoring visits to ensure attendance records are being completed, selective audit of attendance records and comparison of day to day training records with the program, carried out progressively as the course runs. Employer records are maintained in Regional Offices of DEIR to avoid duplication of payment.

18.105 Apprentices in their first and second year required to live away from home in order to enter or remain in an apprenticeship are eligible to claim the CRAFT living-away-from-home allowance provided that:

- the apprentice is actually in employment as an apprentice in a CRAFT approved trade;
- the apprentice is not living at home during the period for which the allowance is sought.

18.106 Apprentices can be assisted for the full period they are not living at home during the first two years of apprenticeship. In 1981/82, 4,603 apprentices were approved for payment of allowances under LAFHA.

18.107 Initial claims are checked with Apprenticeship Authority records to verify that the claimant is apprenticed to the claimed employer. Initial and subsequent claims are examined to verify that the apprentice is actually living away from home.

18.108 Service delivery of the CRAFT program occurs directly to employers and apprentices from the Commonwealth Government. Because of the requirement under State legislation that employers and apprentices be registered with the State Government Apprenticeship Authorities, these authorities often assist the Commonwealth by alerting prospective claimants to the existence of the CRAFT program.

18.109 The CRAFT program was introduced by the Government to replace the 'National Apprenticeship Assistance Scheme' (NAAS) which operated between 1973 and 1977. The CRAFT scheme represented an entirely new support concept and was aligned to changes to the traditional apprenticeship technical education arrangements proposed by the States. CRAFT was a response to a review of the trades labour market in consultation with State Labour Ministers in 1976 and a concomitant review by the Commonwealth of the effectiveness of NAAS subsidies on trade training in Australia. The CRAFT scheme meets the program's objectives. Apprentice intakes have been maintained, and in fact have increased since the CRAFT Scheme was introduced.

18.110 A Departmental assessment was conducted in April-May 1980. The main conclusion of the exercise was that since its inception in 1977, the program has been effective in maintaining high levels of apprentice training in Australia. The CRAFT program is subject to constant review by Departmental staff monitoring effectiveness, targeting costs and the relationship of CRAFT to complementary programs. Although the nature of the basic incentives provided by this program will remain unchanged, the methods of administration and implementation are under consideration with a view to introducing improvements in delivery.

15. SPECIAL ASSISTANCE PROGRAM

Program Synopsis

18.111 The 'Special Assistance Program' (SAP) aims to reduce wastage among apprentices who are retrenched or threatened with retrenchment owing to the economic circumstances of the employer.

18.112 Three forms of assistance are available:

- a wage subsidy for up to seventeen weeks which can be paid to the existing employer of an apprentice under threat of retrenchment;
- a wage subsidy for twenty-six weeks to employers who are prepared to engage and re-indenture retrenched apprentices;
- a training allowance for out-of-trade apprentices to allow completion of basic trade courses and/or practical off-the-job training at training institutions and/or approved industry training centres.

18.113 The current (July 1983) wage subsidy to employers is set at \$86.90 per week for adults where the weekly wage is equal to or greater than the Commonwealth Minimum Adult Award Wage and \$63.70 per week for juniors.

18.114 Training allowances paid direct to out-of-trade apprentices are equivalent to the 'Unemployment Benefit' entitlement plus \$23.20 per week for apprentices under 18 or \$46.35 per week for apprentices over 18. Apprentices may also receive assistance towards moving or living away from home costs under certain circumstances.

Administrative Data

18.115 The 'Special Assistance Program' is aimed at reducing apprentice retrenchments and wastage due to economic circumstances of employers arising from financial difficulties or shortages of work. The program is consistent with the Department's aim of increasing the number of apprenticeship opportunities and ensuring adequate supply of skilled workers. The program was proposed in December 1974 following a Departmental conference with State authorities which was alarmed at an increase in apprentice retrenchments. SAP was subsequently introduced by the Minister as an element of the 'National Employment and Training Scheme' (NEAT).

18.116 There are two forms of direct payments made under SAP. One is a weekly wage subsidy to employers, in respect of existing apprentices or out-of-trade apprentices whom they engage, which can be provided for up to seventeen weeks. The other is a training allowance paid directly to out-of-trade apprentices who are undertaking full-time theoretical and/or practical training in a technical college and/or an off-the-job training centre. These payments are intended to maintain a minimum adequate income for the trainee.

18.117 The expenditure on the program in 1981/82 was \$0.8 million. Administrative costs are not identified separately in the Department's budget. Expenditure is mainly on the salaries of staff involved part-time in administering the program. These are estimated at approximately \$80,000 per annum. Some computer costs are also incurred but as the Department has an integrated computing system covering a number of its programs it is impossible to identify separate costs but due to the small number of apprentices involved this would be minimal.

18.118 No personnel are engaged full-time on work associated with the program but a number spend a proportion of their time on such work. These include:

- staff in the Apprenticeship Support Section of Central Office, Canberra, who are involved in the development of policy for and administration of apprenticeship support schemes, spend approximately 600 manhours per annum;
- staff in the Training Branches and accounting sections of Regional Offices of the Department, who are concerned with the implementation of DEIR Training Programs at the regional level, spend approximately 6,000 manhours per annum;
- staff in offices of the CES who make contact with client groups spend approximately 1,000 manhours per annum;
- ADP staff in Central Office, Melbourne, are involved in the collection and collation of data on trainees involved in DEIR programs. It is impossible to estimate the manhours spent but it would be minimal.

18.119 Policy and financial administration for the program throughout Australia is the function of Head Office, Canberra. The implementation of the program throughout individual States and Territories is the function of State Headquarters of the Department who enlist the assistance of the relevant State/Territory Government authority responsible for apprenticeship. The assistance of the CES network, comprising officers in metropolitan areas and major non-metropolitan towns and cities, is also sought.

18.120 State Departments of Labour play an integral role in the administration of the program by identifying apprentices who are out-of-trade or potentially out-of-trade and recommending whether or not applications should be approved.

18.121 Wage subsidies paid under the program are currently (July 1983) \$63.70 per week where the weekly wage paid to the apprentice is less than the Commonwealth Minimum Adult Award Wage, or \$86.90 per week where the weekly wage is equal to or greater than, the minimum adult wage. Employers claim retrospectively and the frequency of payment is dependent on the frequency with which the employer lodges the claims. Claims can be lodged weekly or less frequently at the discretion of the claimant. Payments are made by cheque direct to the claimant.

18.122 Training allowances under the program are equivalent to the 'Unemployment Benefit' entitlement, plus a training component which is currently (July 1983) \$23.20 per week for apprentices under 18, or \$46.35 per week for those over 18. The allowance is sent by cheque to the claimant on a fortnightly basis.

18.123 Apprentices can also receive a moving allowance, currently (July 1983) \$231.60, or living-away-from-home allowance, currently \$57.90 per week.

18.124 There are three categories of assistance as follows:

Category 1 which provides a wage subsidy to the present employer of an apprentice to retain the apprentice when the employer has sought to suspend or cancel the apprenticeship because of short term economic difficulties. Assistance is provided to a maximum of seventeen weeks and 230 new apprentices were assisted in 1981/82. Expenses involved in determining eligibility are not available but would be substantial in relation to the number assisted as thorough investigation of the employer's economic circumstances is required. Each time a claim is received checks are made on the level of wages being paid, checks to ensure CRAFT was not paid for the same period, and whether the apprentice is still registered with the relevant Apprenticeship Authority.

Category 2 which provides a wage subsidy to employers who take over the indenture of an apprentice who is out-of-trade due to the economic circumstances of his/her former employer. Assistance is provided to a maximum of seventeen weeks and 571 new apprentices were assisted in 1981/82. The major check performed is to confirm with the relevant Apprenticeship

Authority that the reason for termination of previous employment was economic and that the new employment is registered with them. The same checks as described for Category 1 are performed each time a claim is lodged.

Category 3 provides a training allowance for out-of-trade apprentices to enable the completion of appropriate basic trade courses and/or to undertake approved off-the-job training courses in a public or private sector training centre. Assistance is provided for a maximum of 208 days and was provided to 332 new apprentices in 1981/82. Recipients are required to complete an income and attendance statement each fortnight.

18.125 The identification of clients who need assistance is usually done by apprentice supervisors who are employed by State and Territory Labour Departments. However in some instances clients are identified by the Commonwealth Employment Service. Once an application has been instigated, Regional Officers of the Department are responsible for approvals and the for making the payments.

16. SPECIAL TRADE TRAINING PROGRAM

Program Synopsis

18.126 The 'Special Trade Training Program' has two major components:

- Assistance to State and Territory Governments to provide additional trade based pre-employment course places in Colleges of Technical and Further Education (TAFE) during 1983 and 1984. These courses qualify participants for exemption from part of the technical education and training term of a subsequent apprenticeship. Assistance is being provided in respect of 2,000 course places in 1983. Further assistance towards 2,000 course places is to be provided in 1984, as well as assistance to establish up to 1,000 'advanced' pre-apprenticeship training places in TAFE colleges. These courses will involve a component of practical 'hands on' training and will, on successful completion, exempt participants from all prescribed technical education, and generally more than one year of the training term of a subsequent apprenticeship.

These initiatives are in response to the serious fall in apprentice intakes in 1982/83. They aim to contribute to the maintenance of intakes for trade training in the important metal, electrical and building trades during the current economic downturn.

- Special training schemes which provide for accelerated training of mature age apprentices in response to identified skill shortages. Under this scheme a special rebate of between \$43 and \$61 per day is currently (July 1983) payable to employers in respect of days on which a mature age apprentice is released to attend prescribed technical education courses.

Administrative Data

18.127 The authority for the 'Special Trade Training Program' is the Government decision in January 1977 to introduce the 'Commonwealth Rebate for Apprentice Full-time Training' (CRAFT). The striking of special mature age rates under CRAFT with the approval of the Minister was noted by Cabinet in November 1979.

18.128 The aim of the program is to alleviate current and anticipated skill shortages through special training initiatives involving mature age trade training, additional and accelerated technical education, shortened periods of indenture, industry wide training and training ahead of

demand. A secondary aim of the program is to demonstrate that barriers to mature age training, such as trade union opposition, can be overcome. The program is consistent with the Departmental objective of increasing the number of apprenticeship opportunities and improving the flexibility of skill training to meet the needs, of industry and the economy, for skilled tradesmen.

18.129 Training arrangements are developed in cooperation with State and Territory Governments to provide assistance to employers to train apprentices to alleviate specific industry wide skill shortages. Packages of assistance are developed in response to specific proposals, and are designed to incorporate innovative features such as accelerated training and mature age training.

18.130 Packages may consist of combinations of Departmental programs such as CRAFT rebates and 'General Training Assistance' to employers. Special CRAFT rates may be paid where mature age apprentices are involved, and these are paid from the 'Special Trade Training Programs' appropriation.

18.131 There are two major schemes operating:

- Commonwealth/State Special Trade Training Program, W.A.
- Bayswater Power Station Construction Phase Special Apprentice Training Scheme (N.S.W.),

and two minor programs:

- Wigmores Plant Mechanic Training Scheme (W.A.),
- Sheetmetal Worker Upgrading Program (Vic.).

18.132 Expenditure in 1981/82 on the 'Special Trade Training Program' was \$0.7 million.

18.133 The program is administered at Central Office by a Clerk Class 10 and a Clerk Class 8 who devote approximately 30% of their time to the program, for a total wage cost of \$17,000 per annum. It is difficult to assess direct wage administrative costs of Regional Offices, however, an approximation would be \$39,000 per annum. Total Departmental direct salary costs, including accounting personnel, were estimated to be approximately \$70,000.

18.134 Only one Regional Officer is engaged full-time on work associated with the program. Other personnel generally spend a proportion of their time administering this program as follows:

Central Office - Trade Training Projects Group

Class 10	30%
Class 8	30%

Regional Offices - Regional Training Branches

N.S.W. Class 8	10%
Class 5	100%
W.A. Class 6	10%
Class 5	80%
Vic. Class 7	10%

18.135 Central Office staff develop policy and administer the program, Regional staff implement the program. The proportions of time devoted to the program are approximate. Accounting staff time is estimated to be 25% of the above. Total manhours expended per annum, based on the above estimates are approximately 4,400.

18.136 The program is administered at Central Office and implemented through Regional Offices in each State/Territory capital city. Projects under the program operate in N.S.W., Victoria and W.A. Payments under 'Special Trade Training Programs' are components of packages of assistance to major project developers, and are usually developed in partnership with State Governments. The actual role and costs borne by State Governments vary from scheme to scheme. Management committees involving Commonwealth and State Government officers, employers and unions, are established to oversee each Scheme.

18.137 Payments are made direct to employers in the form of rebates to compensate for wages paid to mature age apprentices released to attend compulsory technical education courses or other approved off-the-job training. The rate of payment varies according to the trade involved and the stage of apprenticeship. At present only metal and electrical trades attract special mature age rebates. The rates in 1982 were:

	1st and 2nd year	3rd year
Metal	\$29/day	\$34/day
Electrical	\$33/day	\$40/day

18.138 Payments of 'Special Trade Training Program' rebates are approved by the Minister for Employment and Industrial Relations following negotiations between Departmental officers and State Governments and/or employers.

18.139 Employers submit claims to Regional Offices of the Department of Employment and Industrial Relations. Such claims are usually made at the end of the IAFE reporting period (e.g. semester or term) and are processed as received. The subsidy is paid for the duration of the prescribed technical education and for up to 130 days for other approved off-the-job training. In 1981/82 approximately 470 mature age apprentices were generating rebates to employers.

18.140 Special rebates for mature age apprentices were introduced in response to an approach from the W.A. Government in 1979, to develop a program to assist employers to train, in anticipation of expected demand for metal and electrical tradesmen arising from the North West Shelf and other development projects. The provision of mature age CRAFT rates is a component of assistance to special trade training arrangements. In the two major programs to date, provision has been made for evaluation studies to be undertaken. The evaluation studies will be concerned with administration aspects and whether objectives are being met, etc. However, no complete review has been carried out.

17. TRAINING ASSISTANCE FOR SPECIAL NEEDS CLIENTS

Program Synopsis

18.141 The program of 'Training Assistance for Special Needs Clients' is available to unemployed persons registered with the Commonwealth Employment Service (CES) who are having difficulty in finding or keeping employment because of social, cultural or similar reasons. Such persons may include ex-prisoners, young persons coming from a correctional institution, wards of State, or single parents. Homeless persons, migrants, refugees or older workers may be assessed on the basis of individual need as a special needs job-seeker. Employers are currently (July 1983) paid a taxable wage subsidy of \$63.70 per week for juniors and \$86.90 per week for adults. Employees receive the award wage. The subsidy period varies according to the skill level of the job with a minimum period of twenty weeks. Employers lodge claims for payment at the CES.

18.142 Employees who have to move their home to take up employment may be paid a once only moving allowance of \$231.60. This allowance is not subject to tax. There is no waiting period to qualify for assistance under these provisions. The program is delivered through the CES network.

Administrative Data

18.143 The object of the program is to provide added assistance for particular individuals within the general framework of on-the-job training. This is consistent with the policy of providing additional assistance to Aboriginals and the disabled. The program provides training assistance for an extended period for special needs job-seekers in the form of on-the-job training. It also provides a subsidy to employers who provide such training and pay an award wage. The period of subsidy is twice that provided under 'General Training Assistance' with a minimum period of twenty weeks. One of the aims of the program is to maintain an adequate income for the recipient while he is in training.

18.144 Cabinet authorised the introduction of NEAT on-the-job training for those with special needs from 1 October 1974. The current provisions were developed under that mandate when Cabinet authorised the continuation of on-the-job training in November 1977.

18.145 Expenditure on employer subsidies for the program in 1981/82 was \$1.0 million. Administration costs are covered by Departmental expenditure on salaries of CES Divisions of Central Office, Training Branch and Accounts Branch of Regional Offices and CES offices. No personnel work full-time on the program. The Disabled and Special Training Section, of the Training Programs Branch, CES Programs Division has a staff of five with responsibilities for all forms of training assistance to disabled and special needs job-seekers. Time spent on the latter cannot be quantified.

18.146 The employer is paid a subsidy, the rates of which are:

• Junior	\$63.70 per week
• Adult (includes juniors receiving adult wage)	\$86.90 per week

Employers normally claim subsidy payments monthly and use a Department of Finance Claim Form 12. These claims are then processed in the normal manner for other claims. Trainees who have to move from their home to undertake training may be paid a once only moving allowance of \$231.60. This allowance is claimed on a Claim Form 12 and is processed in the normal manner.

18.147 A special needs job seeker is one who:

- is unemployed;
- is registered with the CES for employment;
- lacks marketable skills;
- has difficulty in finding or keeping employment because of social, cultural or similar reasons, e.g., ex-prisoners, young persons coming from correctional institutions, wards of State. Single parents, homeless persons, migrants, refugees and older workers may also be assessed on the basis of individual need as special needs job-seekers.

In 1981/82, a total of 900 special needs placements were made.

18.148 State Departments of Labour and Industry are consulted concerning awards for occupations and on matters such as possible trade content of positions.

18.149 Eligibility is not income tested. CES staff assess and determine eligibility for this program, arrange training, process employer claims for subsidy and monitor training. The Department of Social Security is automatically notified when training commences that 'Unemployment Benefit' is to terminate. Delivery of service is direct from Commonwealth Government through CES.

18.150 The program responded to the special needs of some members of minority groups or individuals whose circumstances at a particular time place them in a crisis situation. Support in stable employment/training is of major assistance. This program is small and does not meet all needs of this type, for instance it does not specifically address the problem of long-term unemployed adults, disadvantaged migrants etc.

18.151 Aboriginals and the physically/mentally disabled are not assisted under these provisions. More extensive assistance is provided for them under specific programs.

18. GENERAL TRAINING ASSISTANCE: FORMAL TRAINING

Program Synopsis

18.152 Unemployed job-seekers, with previous labour market experience, registered with the CES, who are unable to find employment because of lack of appropriate qualifications may be assisted to undertake formal training in educational institutions. 'General Training Assistance' (GTA) may only be provided for vocationally oriented courses which lead to occupations assessed by DEIR as likely to be in demand at the completion of training. Trainees currently (July 1983) receive an income tested and taxable allowance which is comprised of a component equivalent to the trainee's 'Unemployment Benefit' entitlement plus a weekly training component of \$46.35 (adults) or \$23.20 (juniors). Trainees receive a book and equipment allowance to a maximum of \$375 per academic year and, depending on circumstances, may be eligible for a weekly living-away-from-home allowance of \$57.90 (the first \$2 being taxable) or a non-taxed once only moving allowance of \$231.60, plus assistance with travelling costs. The allowance is paid fortnightly by cheque from the Department of Social Security.

18.153 Assistance is provided through local CES offices with some approvals at Central and State offices. The basic component of the training allowance is adjusted in line with 'Unemployment Benefit' (in May and November) and other benefits are reviewed regularly. The rules and procedures are constantly monitored and minor administrative adjustments are made as required.

Administrative Data

18.154 The objective of the program is to assist individuals with previous labour market experience who have difficulty in finding suitable employment, because of lack of appropriate qualifications, by providing training for occupations in demand. The formal training provisions under GTA are part of the Department's range of manpower and employment training programs which are intended to improve the functioning of the labour market. Unemployed job seekers who undertake formal training in educational institutions receive an allowance, fees and a books and equipment allowance plus other benefits if required (e.g. living-away-from-home allowance). Formal training allowances under GTA maintain minimum adequate income for the recipients.

18.155 Cabinet decision authorised the commencement of the 'National Employment and Training Scheme' (NEAT), including 'Formal Training' provisions, from 1 October 1974. Cabinet authorised the continuation of 'Formal Training' in November 1977.

18.156 Expenditure on 'GTA Formal Training' in 1981/82 was \$2.8 million. This covered the payment of allowances, fees, books and equipment, living-away-from-home allowance, fares etc. The administration costs were part of Departmental expenditure on salaries for CES Divisions of Central Office, Training Branches of Regional Offices and offices of the CES network. Although there are no personnel working exclusively and full-time on GTA 'Formal Training', the General Training Section of Training Programs Branch (CES Programs Division) has a staff of five working on the administration of the GTA programs which includes 'On-the-Job Training'. The time spent on 'Formal Training' by these officers is approximately 40%, representing two manyears. The Manpower Training Program Sections in Regional Offices have a staff of sixty-nine working on the administration of a range of manpower training programs. The time spent on 'Formal Training' is estimated at five manyears (7%). Moreover, officers of the CES are involved in the administration of 'Formal Training' as part of the Department's range of manpower training programs but the work involved is minimal except for a small number of officers who supervise training institutions. These officers would each spend about half a manyear on these duties.

18.157 Administration is shared by CES Headquarters, Head Office, Melbourne DEIR, Regional Offices of DEIR and 257 offices of the CES. The program is administered throughout Australia.

18.158 The Department of Social Security assesses the income of trainees, calculates their allowance entitlement and pays their allowance. There are arrangements with the Commonwealth Department of Education to avoid duplication of payments under FEAS.

18.159 To be eligible for assistance a job-seeker must fulfil the following conditions: be registered with the CES; be unemployed or have a retrenchment notice; demonstrate evidence of willingness to work; be unable to obtain employment with his/her current skills without training; have been away from full-time education for a period of four months; be able and willing to undertake training for an occupation in demand. Where a job-seeker on registration is voluntarily unemployed or is assessed by the CES as having employable skills, that job-seeker must test the labour market (normally for four months) before being considered for assistance. In 1981/82 a total of 1,086 job-seekers were approved for 'GTA Formal Training' assistance.

18.160 Trainees receive a Formal Training Allowance (FTA) which is comprised of a component equivalent to the trainee's 'Unemployment Benefit' entitlement plus a training component equal to:

• Junior, under 18 years	\$23.20 per week
• Adult	\$46.35 per week

In addition to course fees trainees receive a book and equipment allowance set at a maximum of \$375 per academic year. Depending on individual circumstances trainees may be eligible to receive assistance with travelling costs and the following benefits:

• Living-away-from-home allowance (LAFHA)	\$ 57.90 per week
• Moving allowance (once only payment instead of LAFHA) to a maximum of	\$231.60

The FTA and LAFHA are paid fortnightly by cheque by the Department of Social Security. Other payments are made by DEIR on receipt of a formal claim.

18.161 The delivery of the program is direct from the Commonwealth Government to clients through the CES network. Offices of the CES are made aware of approvable occupations which are in demand through the Department's publication 'Employment Prospects by Industry and Occupation' which is based on forecasts prepared by the Manpower and Industry Study Division, Central Office, Canberra, DEIR. Individual job-seekers are assessed on the basis of the eligibility criteria and rules set out in Volume 7 of the CES Procedure Manual. Individual cases are decided at the local CES office Regional Training Branch or Central Office depending on the type of case.

18.162 The program was developed in response to the report of 'The Committee of Enquiry into Labour Market Training', May 1974.

18.163 The objectives of the program were last reviewed in mid 1980 when there was a complete review of the objectives and achievement of all of the Department's manpower training programs. The Bureau of Labour Market Research has undertaken an evaluation study of a representative sample of NEAT trainees who participated in training during the period October 1974 - February 1979 to compare post training employment experience with pre-training experience. The Bureau is also undertaking a comparative study of manpower training programs assistance provided to a representative sample of 15-24 year old job-seekers who participated during 1980/81, including a sample of GTA formal trainees.

18.164 There is no demand on the Department for a different kind of program to meet the same objectives, although some job-seekers request an easing of the eligibility requirements. GTA 'Formal Training' is a long standing program which is subject to continuing evaluation and monitoring of administration. It would not be profitable to undertake any different types of research. Minor adjustments to the administration of the program are made as required.

19. GENERAL TRAINING ASSISTANCE: ON-THE-JOB TRAINING

Program Synopsis

18.165 Unemployed job-seekers, with previous labour market experience, registered with the Commonwealth Employment Service (CES), who are unable to find employment because of lack of appropriate skills may be placed in 'On-the-Job Training' in employment. When the CES is unable to refer a suitable experienced job-seeker a taxable subsidy may be paid to the employer to provide on-the-job training for an eligible untrained job-seeker. The training period varies according to the skill level of the occupation and the weekly subsidy currently (July 1983) set at \$86.90 (adult award rate payable) and \$63.70 (junior award rate payable). The trainee is engaged as a normal employee and receives the award wage for the occupation. The subsidy rate is reviewed against movements in Male Adult Average Award Wages and is adjusted regularly.

18.166 The 'General Training Assistance: On-the-Job Training' program is administered through local offices of the CES with subsidy paid by claim through State offices of DEIR. The rules and procedures are constantly monitored and minor administrative adjustments are made as required.

Administrative Data

18.167 Cabinet decision authorised the commencement of the 'National Employment and Training Scheme' (NEAT), including 'On-the-Job Training' provisions, from 1 October 1974. Cabinet authorised the continuation of 'On-the-Job Training' in November 1977. The objective of the program is to assist individuals with previous labour market experience who have difficulty in finding suitable employment, because of lack of appropriate qualifications, by providing training for occupations in demand. The program provides assistance for unemployed job-seekers to undertake on-the-job training in employment. It pays a subsidy to employers to provide training where the CES is unable to find an experienced job-seeker. The trainee is paid the appropriate award wage for the training occupation by the employer. The training period varies according to the skill level of the training occupation. 'GTA On-the-Job Training' maintains an adequate or more than adequate income for the recipients.

18.168 Expenditure on 'GTA On-the-Job Training' in 1981/82 was \$5.5 million. This covered the payment of subsidies to employers and in very few instances a moving allowance to trainees where they were required to move to take up training. The administrative costs were part of Departmental expenditure on 'salaries for CES Divisions of Central Office Training Branch, Employment Services Branch and Zone Offices of

Regional Offices and offices of the CES network. The administration is shared by: the CES Headquarters, Head Office, Melbourne DEIR, Regional Offices/Zone Offices of DEIR and 257 offices of the CES. The program is administered throughout Australia.

18.169 There are no personnel working exclusively and full-time on 'GTA On-the-Job Training'. The General Training Section of Training Programs Branch (CES Programs Division) has a staff of five working on the administration of the GTA programs which includes 'Formal Training'. The time spent on 'On-the-Job Training' by these officers is approximately 40%, representing two manyears. Manpower Training Program Sections in Regional Offices, which have the major responsibility for 'On-the-Job Training' at Regional level, have a staff of sixty-nine working on the administration of a range of manpower training programs. The time spent on 'On-the-Job Training' is estimated at 3.5 manyears (5%). The work involved on this program for the Employment Services Branch and Zone Offices is minor.

18.170 Officers of the CES are involved in the administration of 'On-the-Job Training' as part of the Department's range of manpower training programs. The work involved, which includes assessing suitable vacancies; assessing eligibility of and referring job-seekers, determining training periods, signing training agreements, supervising training and processing subsidy claims, is estimated to involve approximately forty-five manyears.

18.171 State Departments of Labour and Industry are consulted concerning award requirements of occupations to be used for training. Unions are consulted concerning the possible trade content of potential training vacancies.

18.172 To be eligible for assistance a job-seeker must: be registered with the CES; be unemployed or have a retrenchment notice; demonstrate evidence of willingness to work; be unable to obtain employment with his/her current skills without training; have been away from full-time education for a period of four months; be able and willing to undertake training for an occupation in demand. Where a job-seeker on registration is voluntarily unemployed or is assessed by the CES as having employable skills that job-seeker must test the labour market (normally for four months) before being considered for assistance. In 1981/82 a total of 7,325 job-seekers were approved for 'GTA On-the-Job Training' assistance.

18.173 Subsidy rates payable to the employer in July 1983 were:

• Junior	\$63.70 per week
• Adult (includes junior receiving adult wage)	\$86.90 per week

Employers normally claim subsidy payments monthly and use a Department of Finance Claim Form 12. These claims are then processed in the normal manner for other claims. Trainees who have to move from their home to undertake training may be paid a once only moving allowance of up to \$231.60.

18.174 Officers of the CES network are responsible for selecting suitable vacancies, assessing eligibility of and referring job-seekers, determining training periods and supervising training. The Department of Social Security is automatically notified on commencement of training that 'Unemployment Benefit' should be terminated.

18.175 The delivery of the program is direct from the Commonwealth Government to clients through the CES network. Individual job-seekers are assessed on the basis of the eligibility criteria and rules set out in Volume 7 of the CES Procedure Manual. Vacancies which have been available for qualified/experienced job-seekers and for which the CES has been unable to locate experienced suitable people may then be used for training placement, subject to the rules set out in Volume 7 of the CES Procedure Manual.

18.176 The development of 'GTA On-the-Job Training' and reviews of the program are similar to that for 'GTA Formal Training Program'.

20. SKILLS IN DEMAND PROGRAM

Program Synopsis

18.177 The 'Skills in Demand Program' is designed to assist industry to overcome skilled labour shortages and to develop new or improved training arrangements. The program provides:

- increased training in occupations for which there is a shortage of trained people;
- the development and establishment of training arrangements to meet the needs of particular industries and employers;
- priority for unemployed people;
- a guarantee of employment for those trained.

18.178 The development of special training arrangements is encouraged to meet expected shortages of skilled tradesmen and other workers, particularly as a result of major development projects.

18.179 Under the 'Skills in Demand Program' financial assistance can be provided towards the development and conduct of training arrangements.

18.180 An important feature of the program is the cooperation between employers, unions and governments in the development and administration of training projects. Where trainees are selected from suitable unemployed people allowances and subsidies are paid. During formal off-the-job training when trainees are not employed they currently (July 1983) receive an income-tested allowance made up of an amount equal to 'Unemployment Benefit' plus \$46.35 per week for adults and \$23.20 per week for persons under eighteen years old. When trainees are employed during formal training components employers generally receive a taxable subsidy which has been negotiated as part of the training package. This weekly subsidy varies from \$86.90 for adults and \$63.70 for juniors to full award wage. During on-the-job training components, employers in most instances are paid a subsidy of \$86.90 for adults and \$63.70 for juniors. The subsidy is not always paid in respect of the full period of on-the-job training - the period of subsidy is negotiated. In some cases an income tested living-away-from-home or moving allowance may be paid. Compulsory fees are paid and an allowance of up to \$375 a year for essential books and equipment may also be paid.

Administrative Data

18.181 The 'Skills in Demand Program' was introduced in September 1980 by the Hon R.I. Viner, the then Minister for Employment and Youth Affairs. The program was an integral part of the Government's manpower policy on major development projects announced in the House of Representatives by the Minister on 4 December 1980. The relevant Cabinet decision supports the development and operation of special projects to train persons to obtain employment. The objectives of the program were fully stated in the Department's 1980/81 Annual Report.

18.182 The 'Skills in Demand Program' has two objectives. Firstly, the establishment of new or improved training arrangements in occupations where there is a skill shortage. Secondly, it aims to provide unemployed people with new skills which will give them stable and rewarding employment. It has not been necessary to revise the objectives of the program since its inception in September 1980.

18.183 The 'Skills in Demand Program' is one of a range of Government manpower and training programs established to improve the skills, the versatility and the mobility of those looking for work. Projects may be proposed by industry as a consequence of industry surveys of labour shortages. The results of such surveys are verified by independent Departmental research.

18.184 Outlays in 1981/82 on the 'Skills in Demand Program' were \$2.5 million. Of the 100,000 to 110,000 transactions on the National Information Statistics Computer system each year about 600 (0.57%) relate to 'Skills in Demand Program' trainees. However, this proportion cannot be extrapolated to determine the computing costs of the program.

18.185 The annual salary costs of the personnel working in the Skills in Demand subsection was approximately \$100,400 representing 0.9% of the total Departmental appropriation for salaries of \$111.7 million in 1981/82. A total of four staff are involved in the Skills in Demand subsection in Canberra.

18.186 At the State Office level, there is an officer in each Training Branch with a part-time function relating to 'Skills in Demand' projects. The time spent on project administration is dependent on the number and size of projects in the particular State. Staff of the CES refer clients to officers concerned with projects for interviews and selection of trainees. CES staff involvement in project activity is part-time only. Other Departmental officers involved on a part-time basis include Regional Accounts Section staff, and staff of the Central Office, ADP Section, Melbourne. The program is administered at Head Office, Canberra and through Regional Offices of the Department. The projects implemented under the program are located throughout Australia in inner city, outer suburban, provincial and rural areas.

18.187 Most projects are managed by Tripartite Management Committees involving employers, unions and government. There is usually a negotiated industry contribution towards the cost of the project. There is close cooperation between the Department and the National Training Council's Industry Training Committees in the development of new training arrangements. Unions are represented on the Industry Training Committees. Voluntary organisations are not involved in the program. State Labour and TAFE Departments may be involved in 'Skills in Demand' projects. TAFE colleges may contribute resources towards the operation of a project, and assume responsibility for the conduct of ongoing training upon completion of the 'Skills in Demand' projects. Regional Offices of the Department of Social Security may be involved in the payment of formal training allowances to trainees.

18.188 Payments are made directly to trainees and are intended to maintain a minimum adequate income while the trainee is undertaking approved full-time training. The level of payment is the allowance payable under 'General Training Assistance' - 'Unemployment Benefit' plus training component of \$46.35 per week for adults and \$23.20 per week for juniors (under 18 years). Payments may also be made indirectly to trainees through the provision of on-the-job allowances to employers undertaking training of unemployed persons on-the-job. The rate of payment is that payable under 'General Training Assistance' provisions - \$86.90 per week for adults, \$63.70 per week for juniors (under 18 years), or alternatively, the rate of payment may be negotiated with industry on a case by case basis.

18.189 Formal training allowances are paid fortnightly to trainees by cheque. Wage related training allowances are paid monthly in arrears by cheque. On-the-job training allowances to employers are usually paid monthly by cheque. Since the inception of the program some 3,600 trainee positions have been approved involving thirty-five 'Skills in Demand' projects.

18.190 Conditions of trainee eligibility vary from project to project depending on the type of training involved. However, in general, priority for training is given to suitable unemployed persons, and in particular those who satisfy the eligibility for 'General Training Assistance'.

18.191 Wage related allowances are not income tested. Formal allowances are subject to an income test identical to the income test applied to 'Unemployment Benefit' but which makes allowance for income additional to that allowable under the 'Unemployment Benefit' income test. Income testing of formal training allowances is undertaken by Department of Social Security officers, and the cheques for trainees are issued through the DSS computer. More stringent income testing is not supported as this would act as a significant disincentive to participation.

18.192 No detailed study of the administrative costs of the program including CES identification, referral and selection of applicants, processing of claims by the CES and Accounts staff and course monitoring has been undertaken. The thirty five projects to date have been approved at a cost of \$8.2 million. In each case training is provided under arrangements that have been developed and accepted by industry.

18.193 Of total money committed, 88% is in respect of occupations related to major resource activity and more advanced skills training. In each case the training arrangement is new or involves an acceleration of existing arrangements. A total of 2,476 training places have been approved. Also, 12.5% of money committed is in respect of entry level occupations where industry was prepared to join with Government in the development of nationally consistent cost effective training arrangements. A total of 1,158 training places have been approved.

18.194 The form of training packages under the 'Skills in Demand Program' necessarily vary to cope with different industry occupations and State circumstances. In general terms three models have emerged on the basis of experience to date:

- the Commonwealth/State Special Trade Training Scheme in Western Australia, which involved cooperation between Government, industry and unions. The package provides for mature age as well as teenage apprentices and accelerated training related to trades anticipated to be in short supply because of the North West Shelf developments.
- the accelerated training of draughtsmen in N.S.W. involving support for a host employer association to provide additional training capacity. Assistance includes wage costs of releasing apprentices for intensive off-the-job training and contribution towards the establishment of an off-the-job training centre.
- assistance directed to lower level skills, with the objective of establishing new or more effective training arrangements and assisting the unemployed obtain the training necessary to obtain employment.

Programs are implemented by Management Committees using the facilities of the CES.

18.195 Evaluation of the program comprises evaluation of each individual project developed under the program. Evaluation reports relate to the specific objectives of the particular projects. As most approved projects have not yet been completed, evaluation reports are available for only a small number of projects. Nonetheless, most projects evaluated to date have substantially achieved their objectives.

18.196 It is proposed that 'Skills in Demand Program' training arrangements evaluated as satisfactory will be made available to the CES for the training of unemployed people under 'General Training Assistance' provisions. A written account of the 'Skills in Demand Program' appears in the Department's 1980/81 Annual Report, pages 14-15 and 102. It is expected the program will continue to operate in its present form for the foreseeable future, as there is no evidence to suggest the method of administration of the program should be changed.

21. RELOCATION ASSISTANCE SCHEME

Program Synopsis

18.197 The 'Relocation Assistance Scheme' (RAS) was introduced to assist unemployed persons find and move to work in another area if work is unavailable locally. Before assistance under RAS is approved a number of eligibility conditions relating to labour market demand concerning the job-seeker and the vacancy must be satisfied.

18.198 A once only allowance is paid direct to client by cheque on submission of appropriate documents.

18.199 Entitlements in respect of all forms of assistance under RAS must be reduced by an amount equivalent to financial assistance towards relocation received from any other source.

18.200 Allowances are reviewed annually.

Administrative Data

18.201 The 'Relocation Assistance Scheme' (RAS) is a labour market program forming part of a range of Commonwealth Government manpower initiatives administered through the Department of Employment and Industrial Relations. It assists unemployed persons to find and move to work in another area if they cannot find employment locally. It provides financial assistance towards the expenses of moving, including fares, removal expenses, one month rental assistance or a contribution to legal and agents' fees in selling and buying a house, and a lump sum re-establishment allowance. Payment is on a 'non-recurring' basis and solely directed to assist in defraying the costs of each relocation to another locality. A relocation scheme was initially introduced in February 1975 as part of the 'Structural Adjustment Assistance (Income Maintenance) Scheme'. In October 1976 the present 'Relocation Assistance Scheme' (RAS) was approved by Cabinet.

18.202 Fares are available up to the value of economy class public transport costs for the following journeys:

- . for the job-seeker to travel to the new areas for an employment and/or training interview and to return home;
- . for the job-seeker and spouse to travel to the new area for one exploratory visit to examine living conditions and to return home;
- . for the job-seeker and family to move to take up residence in the new area; and
- . if the job-seeker moves to employment before the rest of the family, for 2 return visits to the family.

Method of payment is by Labour Transfer Warrant issued to cover either air, rail or road transport.

18.203 RAS refunds the cost of removing household and personal effects (and transporting a car, caravan, boat, etc.) to the new area, including insurance costs, to a maximum of \$1,250. Storage fees may be reimbursed out of this figure if such storage is an unavoidable expense (e.g. selling a house and moving quickly and a new house or accommodation is not yet available).

18.204 Payment is made direct to client by cheque on submission of three independently written quotes from removalists. Reimbursement under RAS is the equivalent of the lowest of these quotes. However, if the client does not have the ready capital to pay costs and wait for a refund, he may arrange for the removalist to send accounts to the Department for payment.

18.205 A re-establishment allowance is payable as follows:

- for the job-seeker - \$200;
- for one adult dependent - \$100; and
- for each additional dependent - \$50.

18.206 Payment is once only and made direct to client by cheque, in advance of the move.

18.207 The method of service delivery is solely and directly from the Commonwealth Government to clients.

18.208 RAS is one of a number of manpower programs all of which have the common goal of enhancing access to employment opportunities. Commonwealth Employment Service (CES) staff have the responsibility of giving details of RAS at the appropriate time to job-seekers who appear eligible for one of the measures of assistance available.

18.209 The CES may suggest assisted relocation to applicants who appear to have little prospects of finding work locally but relocation is completely optional. If a job-seeker finds a vacancy in another locality on his own initiative, all eligibility conditions in regard to both the applicant and vacancy must be satisfied.

18.210 Where a potential vacancy has been found for a job-seeker who is willing to relocate or the job-seeker has found the position himself, the CES office in the job-seeker's residential area is required to liaise with the office in the vacancy area in order to verify that the eligibility conditions for the vacancy have been met, in particular testing of the labour market to see if the vacancy can be

filled locally. As soon as the vacancy has been cleared and if the job-seeker is offered employment, the applicant's CES office then makes a recommendation to the Regional Office of the Department of Employment and Industrial Relations for approval or rejection. Table 18.2 shows the number of relocations since 1977/78 and the corresponding expenditure.

Table 18.2: Number of Relocations and Expenditure Since Inception of 'Relocation Assistance Scheme'

	1977/78	1978/79	1979/80	1980/81	1981/82
Number of Relocations	1009	1200	1434	1527	1513
Expenditure (\$m)	0.70	1.2	1.05	1.265	1.6

18.211 It is difficult to estimate the cost of administering the scheme. RAS is used in conjunction with other manpower programs which are delivered through 246 offices of the CES as part of ongoing and overall placement activities. Consequently, it is not possible to dissect the cost of an individual scheme's application, nor the salaries of the staff involved, as RAS is intended to be delivered by any Employment Officer in the CES.

18.212 Table 18.3 details the personnel working full-time and part-time on the administration of the scheme within Central and Regional Office operational levels. It is not possible to obtain data on the personnel who deliver the program to clients in the CES offices throughout Australia as this activity constitutes part of the ongoing placement duties of each Employment Officer.

Table 18.3: DEIR Personnel Administering Relocation Assistance Scheme

Area	Category	Designation	% of Time	Approx. man-hours per annum
Central Office (Melb)	Full-time	Nil		
	Part-time	Clerk Cl.10		
		Clerk Cl. 8		
		Clerk Cl. 7		
		CA 5		
		Typist Gr 1		1 500
Regional Offices				
N.S.W.	Full-time	Clerk Cl. 5		
Vic.		Clerk Cl. 5		
Qld.		Clerk Cl. 4		
Tas.		Clerk Cl. 4		6 668
N.S.W.	Part-time	Clerk Cl. 7	20%	
		Clerk Cl. 6	33.33%	
		Clerk Cl. 5	20%	1 221
Vic.	Part-time	Clerk Cl. 8	3%	
		Clerk Cl. 6	20%	383
Qld.	Part-time	Clerk Cl. 6	10%	167
S.A.	Part-time	Clerk Cl. 5	75%	
		Clerk Cl. 4	40%	1 917
W.A.	Part-time	Clerk Cl. 7	14.2%	
		Clerk Cl. 5	14.2%	
		Clerk Cl. 4	66.6%	1 584
Tas.	Part-time	Clerk Cl. 6	10%	
		CA 3	25%	583
N.T.	Part-time	Clerk Cl. 5	9%	150
TOTAL				14 173

18.213 The program is delivered from each office of the Commonwealth Employment Service throughout Australia.

18.214 The administration of RAS at the National level, including overall operational monitoring and coordination, is the responsibility of the Employment Operations Branch, Central Office (CES Headquarters), Melbourne.

18.215 The overseeing of the operation of RAS within the Department's Regional Offices is the responsibility of the:

- Principal Employment Officer (SCACE) in N.S.W., Vic, Qld Region;
- Principal Employment Officer (Employment Services) in W.A. and Tas. Region;
- Assistant Director (Manpower Operations) in Northern Territory;
- Officer in Charge (SCACE) in South Australia Region.

18.216 With regard to administrative arrangements concerning the decision making process, the CES has only a recommendatory role in respect to applications lodged for assistance under RAS. The CES office with which the job-seeker is registered has responsibility for all administrative arrangements relating to the job seeker e.g., advice and counselling, issuing of fares, completion and forwarding of the appropriate forms, with a recommendation.

18.217 The approval of application for relocation and for expenditure other than travel costs is the duty of the officer with the responsibility for overseeing the operation of RAS within each region. Decisions involving applications for second relocation, appeals, and determination of policy are made in the Employment Operations Branch at the Central Office of the Department.

18.218 Before assistance under RAS is approved a number of eligibility conditions concerning the job-seeker and the vacancy must be satisfied. The job-seeker must satisfy all the following conditions to be eligible for RAS:

- be involuntarily unemployed or have received notification of redundancy;
- be registered with the CES;
- be unable to be placed within a reasonable time either in suitable continuing employment, or in an approved training position, in the old area;
- be willing to move and take up residence in the new area;
- as a general rule, not have previously received assistance to relocate under RAS;
- be a resident in Australia; and

- have been continually so resident for one year immediately prior to the date of application for RAS; or
- intend to remain in Australia as a permanent resident.

18.219 The eligibility conditions in regard to the new job or training position are that:

- the offer of the job to the job-seeker must be bona fide and the job-seeker must be suitable in terms of previous experience and training;
- the new job is not in normal cases available to the job-seeker as part of the transfer of the old employer's business, nor as an inter-plant transfer;
- appropriate consideration is given to persons registered as unemployed with the CES in the new area;
- the new job (including jobs involving in-plant training) will involve employment of a continuing nature, i.e. 'permanent' employment; and
- the new area must be beyond reasonable daily travel from the old area.

18.220 Whilst RAS is a relatively small scheme it has nonetheless shown a steady increase in the level of relocations since inception (see Tables 18.2 and 18.4) Use of the scheme is increasing through greater CES promotion and there are no known factors which are expected to change this situation.

Table 18.4: RAS Applications and Relocations of Eligible Job-Seekers as a Proportion of Unemployed CES Registrants and CES Placements: Oct 1976 - September 1980 in yearly totals.

	Oct 76- Sept 77	Oct 77- Sept 78	Oct 78- Sept 79	Oct 79- Sept 80	Cumulative Total
(1) RAS Applicants	991	1 634	1 952	2 003	6 580
(2) CES Unemployed Registrants ('000)(a)(b)	1 315.0	1 590.6	1 718.9	1 750.3	6 374.8
(3) Proportion %(1) of (2)	0.08	0.10	0.11	0.11	0.10
(4) RAS Relocations	584	1 152	1 344	1 458	4 538
(5) CES Placements ('000)(b)	472.3	488.9	424.7	539.9	1 925.8
(6) Proportion %(4) of (5)	0.12	0.24	0.33	0.27	0.24

(a) Yearly total of numbers registered at end of month for the last month of the quarter.

(b) CES Statistics not available in 1979 and 1980 for some States due to an industrial dispute; estimates used.

18.221 The 'Relocation Assistance Scheme' is not income tested. However, entitlements in respect of all forms of assistance are reduced by an amount equivalent to financial assistance towards relocation received from any other sources, such as a previous or prospective employer, or where an award or agreement provides for assistance to cover specific relocation costs.

18.222 A reimbursement to a maximum of \$1,500, is provided towards legal (including solicitor's fees, stamp duty, mortgage fees, compulsory valuation fees, etc.) and agents' fees for the sale of a home in the applicant's present area and for the purchase of a home in the new area, within 12 months of the job-seeker's relocation. A job-seeker who did not own a house in the old area but intends to purchase in the new area may receive this assistance. This allowance applies only to a home and land and not to land. Alternatively an allowance (maximum \$500) can be made in respect of up to one month's advance of rent (or four weeks depending on the terms of the rental agreement) for persons seeking to rent accommodation. The applicant cannot claim for both fees in relation to the sale and purchase of a home and rent. However, where there are fees associated with the rental agreement (e.g., stamp duty) these may be claimed with the rent to the maximum of \$500. There is no specific provision for bond money, but a relocatee's re-establishment allowance may be used for this purpose.

18.223 Payment is made direct to client by cheque on receipt by the Department of a substantiated account from the agent or landlord.

CHAPTER 19

DEPARTMENT OF EDUCATION

(NOW THE DEPARTMENT OF EDUCATION AND YOUTH AFFAIRS)

1. Aboriginal Secondary Grants Scheme
2. Aboriginal Study Grants Scheme
3. Aboriginal Overseas Study Award Scheme
4. Junior Secondary Bursary Scheme
5. Assistance for Isolated Children Scheme
6. Secondary Allowance Scheme
7. Tertiary Education Assistance Scheme
8. Adult Secondary Education Assistance Scheme
9. Postgraduate Awards Scheme
10. Commonwealth Scholarship and Fellowship Plan:
Indian Awards

1. ABORIGINAL SECONDARY GRANTS SCHEME

Program Synopsis

19.1 The 'Aboriginal Secondary Grants Scheme' (ABSEG) aims to encourage Aboriginal and Torres Strait Islander students to remain at secondary school for as long as they are able to benefit from study. To be eligible the applicant must satisfy the accepted Commonwealth definition of Aboriginality and be undertaking an approved full-time course at an approved secondary school (or an approved primary school if aged 14 years or more). Organisations involved in the delivery system are the Commonwealth Department of Education, State Education Departments and other school authorities.

19.2 The main allowances paid under the scheme are the living allowance (\$484 per annum for seniors, \$338.80 for juniors) paid fortnightly to the parent or guardian, the books and clothing allowance (\$360 per annum for seniors, \$300 for juniors) paid each term to the parent or guardian, the personal allowance (\$4.00 per week maximum for seniors, \$2.50 for juniors) paid fortnightly to the student, and the boarding allowance (maximum \$24.20 per week for private board, or \$33.00 for hostels, or maximum \$1,760 per annum for boarding schools) paid either fortnightly to the person providing board or per term to the hostel or school. ABSEG benefits are not payable from the commencement of the course and regular income tested nor are entitlements taxable. Benefits are receipt of other grants, scholarships or assistance for schooling may also affect allowances under the scheme.

Administrative Data

19.3 ABSEG is consistent with Departmental objectives in particular education which aim to assist in meeting the positive discrimination needs of Aboriginals, including to encourage Aboriginal and Torres Strait Islander children to take greater advantage of educational opportunities at secondary school level and to remain at school for as long as benefit can be derived from studies.

19.4 The scheme supplements the income of parents of Aboriginal secondary school students to help them meet the cost of their children's schooling. When the students live at home parents receive a living allowance for them as well as allowances for books and clothing. When the students need to board away from home to attend school, a boarding allowance may be paid to the boarding school or to the person providing the accommodation. A personal allowance is also paid direct to all students.

19.5 Determinations on levels of allowances are made by Cabinet decision. Authority for ABSEG comes from Cabinet decisions in September 1969 and January 1973. Grants were first made in January 1970 for Aboriginal students who were over the compulsory school leaving age. In January 1973, the scheme was extended to cover all Aboriginal students attending secondary school.

19.6 In the administration of the program the Department liaises with the Department of Aboriginal Affairs which has overall policy responsibility for matters affecting Aboriginals. The National Aboriginal Education Committee has an advisory function. State Departments of Education give Commonwealth education officers administering the scheme access to schools to discuss matters associated with the scheme with students and teachers and also provide regular checks on student enrolment and attendance. Moreover, State Education Departments and State Departments of Youth/Community Services/Community Welfare assist with the annual distribution of information booklets and enrolment forms.

19.7 For 1981/82 it is estimated that the average number of full-time staff was 103, plus ten part-time staff and seventy-four seasonal staff. Approximately 206,150 manhours were spent on the administration of the scheme in 1981/82.

19.8 The Budget estimate for 1981/82 for the payment of the allowance under ABSEG was \$19.31 million. The estimated administrative costs of the scheme in 1981/82 are itemised in Table 19.1.

Table 19.1: Estimated Cost of Administration - Aboriginal Secondary Grants Scheme: 1981/82

Cost components	Expenditure
	\$m
Salaries (a)	2.19
Overhead costs (b)	1.86
Other (c)	0.01
Total Administrative Costs	4.07

- (a) Full-time, part-time and seasonal.
 (b) 85% of salaries, in accordance with Public Service Board criteria.
 (c) Printing and stationery.

19.9 In 1982 the scheme provided a number of allowances, the values of which are shown in Table 19.2.

Table 19.2: Value of Allowances - Aboriginal Secondary Grants Scheme: 1982

Allowances	Senior	Junior
Living Allowance	\$ 484.00 per annum	\$ 338.80 per annum
Books and Clothing Allowance	\$ 360.00 per annum	\$ 300.00 per annum
Personal Allowance	\$ 4.00 per week max	\$ 2.50 per week max
Boarding Allowance		
- in private board	up to \$24.20 per week	
- in hostel	up to \$33.00 per week	
- in boarding school	up to \$1,760.00 per annum	

19.10 Other benefits available under ABSEG are the payment of compulsory school fees at government schools and, where approved, tuition fees at non-government schools and assistance with travel, excursions and tutorials. Education officers visit schools to discuss scheme matters with students, teachers and parents.

19.11 Payments are made through the Department of Finance ADP Student Allowance System as follows:

- Living Allowance - fortnightly to student's mother/guardian
- Boarding Allowance: Private Home - fortnightly to person providing board
 - Hostel - normally once a term to hostel
 - Boarding School - normal once a term to school
- Books and Clothing - three times a year to student's mother/guardian
- Personal Allowance - fortnightly to student
- Fees - paid to the school
- Fares - student is provided with tickets for each trip

All other allowances are paid to the person or institution providing the service.

19.12 In 1980, 17,509 students were assisted under this program. The scheme is non-competitive and non-income tested. To be eligible students must:

- be of Aboriginal or Torres Strait Islander descent;
- identify as such a person;
- be accepted as such by the community in which he/she lives;
- be under 21 years of age on January 1 in the year of the grant, or over 14 years if enrolled at a primary school;
- be attending an approved secondary school or class, or, if over 14 years, be attending an approved primary school; and
- be in regular attendance at the school.

19.13 Eligibility on the grounds of race, age and type of school are assessed annually. Enrolment and attendance at school are checked three times a year. Cross-checks against other schemes of student assistance are carried out to avoid duplication of benefits.

19.14 A major evaluation of the scheme was completed by Professor Betty Watts, Professor of Special Education, University of Queensland, in 1975. The main conclusions of her report 'Access to Education - An Evaluation of the Aboriginal Secondary Grants Scheme' were:

- the scheme has made and is making a worthwhile contribution to the educational situation of many Aboriginal and Torres Strait Islander children and that, therefore, the scheme should be continued;
- increased numbers of students were staying on beyond school leaving age (but still a minority); and
- more were entering senior secondary grades (but still a small minority).

19.15 The Department has received recommendations from a number of sources, including the evaluation by Professor Watts, that at least some of the benefits of the scheme should be extended to upper primary level. Pressure exists for an increased number of Aboriginals to be involved in the administration of the scheme.

19.16 It has been accepted that the services provided by the Education Officers should continue in the light of the special needs of the client group. However the Review of Commonwealth Functions in 1981 recommended that the administration of ABSEG should be brought more into line with the administration of other schemes of student assistance.

Some changes consistent with this requirement have been implemented. The House of Representatives Standing Committee on Aboriginal Affairs is currently inquiring into aspects of Aboriginal education including the effectiveness of ABSEG.

2. ABORIGINAL STUDY GRANTS SCHEME

Program Synopsis

19.17 The purpose of the 'Aboriginal Study Grants Scheme' (ABSTUDY) is to provide assistance to Aboriginals and Torres Strait Islanders who wish to study after leaving school. To be eligible an applicant must satisfy the accepted Commonwealth definition of Aboriginality and be undertaking an acceptable course. The scheme is administered through Central and State Offices of the Commonwealth Department of Education. Education institutions and State TAFE authorities help distribute information, provide enrolment checks and mount jointly-funded special courses for Aboriginals.

19.18 The main allowances are living allowance (\$62.98 per week for students 18 years or over or married; \$51.98 per week for students under 18 years; and an extra \$5.25 per week for unmarried students under 25 years) and dependants allowance (\$42.70 per week for the first dependant; \$10 per week for each other dependant). These entitlements are payable by cheque fortnightly in arrears. Other allowances include establishment allowance (\$30 - \$150 per annum) and textbook and equipment allowance, payable either in advance of course commencement or shortly afterwards, and clothing allowance. ABSTUDY benefits are not income tested nor subject to tax. Allowances are calculated from the commencement of the course of study. Regular attendance is required to qualify for full benefits. Receipt of other Commonwealth benefits precludes a student from ABSTUDY assistance.

Administrative Data

19.19 ABSTUDY is a student assistance scheme which attempts to maintain a minimum adequate income for Aboriginal students undertaking approved full-time study. The scheme also provides a small part-time allowance, which supplements income for Aboriginal students undertaking part-time courses. The aim of the program is to encourage Aboriginals and Torres Strait Islanders to take up study opportunities after leaving school. It is consistent with Departmental objectives in Aboriginal education which aim to assist in meeting the particular educational needs of Aboriginals, including positive discrimination in their favour.

19.20 ABSTUDY was initiated by a Cabinet decision of 25 July 1968 and was introduced as part of the Commonwealth Government's commitment to undertake special measures for the accelerated advancement of the Aboriginal and Torres Strait Islander people. The first grants were awarded in 1969. The scheme is administered in accordance with Ministerial direction with funds appropriated by Parliament. The levels of allowances are determined by Cabinet.

19.21 The program is administered by the Department of Education from Central Office Canberra, State Offices (located in each State), other offices (located in Darwin and Canberra), Regional Offices (located in Cairns, Townsville and Rockhampton) and by outposted staff who are attached to State Offices. At present there are sixteen outposted officers, distributed as follows:

New South Wales	10
Victoria	1
South Australia	1
Western Australia	3
Northern Territory	1

The program applies throughout Australia.

19.22 The Department liaises with the Department of Aboriginal Affairs, which has overall policy responsibility for matters affecting Aborigines, and consults with the National Aboriginal Education Committee which has an advisory function. State TAFE authorities and other educational institutions provide special courses for Aborigines at the Department's request and on the scheme's behalf, generally on a cost-sharing basis. Educational institutions assist with the distribution of ABSTUDY application forms to students, and with checks on student enrolment and attendance. Education Officers employed by the Department liaise with Aboriginal communities to determine the suitability and effectiveness of special courses for Aborigines.

19.23 The 'Aboriginal Study Grants Scheme' is administered jointly with the 'Aboriginal Secondary Grants Scheme'. Presently staff spend a proportion of their time administering each scheme and this varies from State to State depending on the workload structure. The staffing figures for ABSTUDY given below represent a proportion of the overall staff administering these two schemes. The breakdown has been based on the number of students assisted and the relative complexity of the schemes and is expressed in terms of equivalent full-time, part-time and seasonal staff.

19.24 For 1981/82 it is estimated that the average number of equivalent full-time staff working on the scheme was sixty-eight and the average number of equivalent part-time staff working on the scheme was seven. (A part-time staff member works approximately half the hours of a full-time staff member.) An estimate of the average number of equivalent seasonal staff working on the scheme in 1981/82 was fifty. (Seasonal staff work approximately four months of the year on a full-time basis.) It is estimated that approximately 136,400 manhours were spent on the administration of the scheme in 1981/82.

19.25 The estimated administrative costs of the scheme in 1981/82 are itemised in Table 19.3.

Table 19.3: Estimated Administrative Costs - Aboriginal Study Grants Scheme: 1981/82

Cost components	Expenditure
	\$m
Salaries (a)	1.45
Overhead costs (b)	1.23
Other (c)	0.01
Total Administrative Costs	2.69

- (a) Full-time, part-time and seasonal.
 (b) 85% of salaries, in accordance with Public Service Board criteria.
 (c) Printing and stationery.

19.26 The Budget estimate for 1981/82 for the payment of the allowance under ABSTUDY was \$11.65 million.

19.27 Payments are made through the Department of Finance ADP Student Allowance System. Fees are paid direct to institutions. Where ABSTUDY contributes to or meets the cost of special courses for Aborigines, payment through per capita course fees is made direct to educational institutions or other course organisers. For all other allowances payment is made directly to students either to a bank account or by cheque posted to an address nominated by the student.

19.28 In 1982 the scheme provided a number of allowances, the values of which are shown below.

Full-time students:

- Living Allowance - paid fortnightly
 - Students 18 and Over, or with children \$62.98 per week
 - Students under 18 \$51.98 per week

An additional \$5.23 is paid to single students under 25 years as a transfer 'Family Allowance' payment.

- Dependants Allowance - paid fortnightly

Spouse (sometimes first child) \$42.70 per week
 Each (or Other) dependent child \$10.00 per week

- . Textbook and Equipment Allowance All costs met
- . Establishment, clothing and travel allowances also provided \$30-\$150 per annum
- . Fees All costs met
- . Tutorial Assistance All costs met

Part-time students:

- . Part-time Allowance, depending on hours of attendance \$12 per week max
- . Fees All costs met
- . Tutorial Assistance All costs met

19.29 To be eligible applicants must:

- . be of Aboriginal or Torres Strait Islander descent, identify as such, and be accepted as such by the community in which they live;
- . have passed the age of compulsory school attendance in the State or Territory in which they live;
- . be enrolled in an approved course;
- . not be in receipt of any other Commonwealth assistance for their own education; and
- . in the case of full-time students, not be in receipt of income from full-time employment or from the 'Unemployment Benefit', except in circumstances of very short study programs.

19.30 Full-time student applications are checked with the Departments of Employment and Industrial Relations and Social Security to avoid duplication of payments with those departments. Applications are also checked against a master index of other applications to avoid duplicate payments under this or other schemes. Enrolment is checked each year or at each stage of a course before fees are paid and attendance is checked regularly.

19.31 During 1980, study grants were awarded to 10,857 students. ABSTUDY benefits are not income tested.

19.32 The significant increases that have taken place in the number of ABSTUDY grantholders indicate that the scheme is meeting perceived educational needs of the Aboriginal community. Suggestions have been made that there should be special measures for mature age Aboriginals and proposals have

been received for an increased involvement through ABSTUDY in the funding of courses specially designed for Aboriginals. There have been pressures for greater involvement of Aboriginals in the delivery of scheme services.

19.33 Following the Review of Commonwealth Functions, the Department has been requested to make arrangements to ensure that the resources required to administer the Aboriginal Student Assistance Schemes are consistent with those for other schemes of student assistance. However it has been accepted that the services provided by education officers should continue in the light of the special needs of the client group.

19.34 The House of Representatives Standing Committee on Aboriginal Affairs currently has a reference on Aboriginal education which, among other things, requests the Committee to report on the effectiveness of the Commonwealth's student assistance schemes in general. An external evaluation of ABSTUDY was commissioned in June 1982 and is expected to take eighteen months to complete.

3. ABORIGINAL OVERSEAS STUDY AWARD SCHEME

Program Synopsis

19.35 The 'Aboriginal Overseas Study Award Scheme' (AOSAS) is open to any person of Aboriginal or Torres Strait Islander descent. There are no age limits or academic requirements but preference is given to applicants who have been active for some time in the area of interest in which they wish to undertake overseas study. Special consideration is given to applicants who are supported by a particular Aboriginal or Torres Strait Islander community, organisation or employer. Applications are screened by State Selection Panels and then selected by a National Committee.

19.36 All costs including fares, fees and equipment are met by AOSAS. Awardees are paid travelling allowances commensurate with Public Service rates (Third Division) for overseas duty as well as an equipment/clothing allowance of \$150, an allowance to meet the cost of a camera or tape recorder to the value of \$120 and an allowance for those not entitled to receive their normal salary whilst overseas. Travelling allowances and allowances received in lieu of salary are paid as advances initially by the Department of Education and then by Australia's Overseas Posts. There is no income test attached to any allowances.

Administrative Data

19.37 AOSAS offers ten awards each year to enable leaders or potential leaders of the Aboriginal community to add to their existing skills and experience through overseas study, observation and discussion. AOSAS benefits and allowances are designed to meet all costs associated with an awardee's approved overseas program. They include travel allowances, fares, fees, equipment, recording allowances and a living allowance which is an income maintenance allowance. The other services provided by AOSAS through the Department are publicity, selection and assistance with awardees' programs while in Australia and overseas. The scheme conforms with major Departmental objectives of promoting equality of educational opportunity in Australia and facilitating interchange of ideas and experience with overseas countries. Awardees under the scheme are drawn from communities throughout Australia.

19.38 The authority for the program is provided under Cabinet Decision No. 2457 of 20 August 1974 and Ministerial responsibility given to the Minister for Education. The scheme commenced in 1975.

19.39 The income maintenance component of AOSAS is administered by the Commonwealth Department of Education, Basic and dependants' allowance cheques are raised on Form 125 through the Department of Finance and paid direct to awardees in Australia or through the Department of Foreign Affairs and Australian Diplomatic posts overseas. There is no involvement by organisations or Industry Associations in the administration of income maintenance programs. The Department does however correspond with employers of awardees to determine whether the employing body will be maintaining the awardee on full or partial salary or whether salary will be discontinued.

19.40 The AOSAS program and income maintenance payments are administered by a Class 7 officer based in Head Office, Canberra with some administrative and liaison support provided by State Offices of the Department and Australian overseas posts. The estimating and processing of the income maintenance component of AOSAS represents less than 5% of the duties of this Class 7 officer. Three quarters of this officer's time is devoted to AOSAS.

19.41 In 1981/82 the budget for the scheme was \$147,000. The budget for the income maintenance component varies according to the number of awardees whose normal income is discontinued during the term of the award, as well as the length of the award. It is estimated that this would account for less than 10% of the scheme's budget in any one year.

19.42 Since 1975 there have been an average of ten awards per year and an average of 25% to 60% of awardees receive income maintenance payments. The method of payment of income maintenance is direct from the Commonwealth Government to the client in Australia or overseas through Australian posts.

19.43 Eligibility for the allowance is based on the client's AOSAS application form, interviews by State and national committees and a declaration of salary/non-salary payments and dependant allowances. Checks for duplication of benefits within the Department and with the Department of Social Security are carried out. Eligibility for the income maintenance provision occurs where the normal income of the awardee is discontinued during the term of the award. The income maintenance allowance is not income tested. The duration of the award is from one to twelve months. There are ten made available each year, with limited opportunities for group applications.

19.44 The objectives of AQSAS, including its benefits and allowances, were evaluated by a committee comprising representatives of interested groups in 1978. These interested groups included the Commonwealth Departments of Education, Aboriginal Affairs, Foreign Affairs, the National Aboriginal Education Committee and National Aboriginal Conference. A number of recommendations were made concerning the scheme.

19.45 Allowances paid for overseas expenses were considered sufficient but it was suggested that the level of living allowance provided to those awardees not continuing to receive their normal salary might discourage applicants with heavy financial commitments from applying.

4. JUNIOR SECONDARY BURSARY SCHEME

Program Synopsis

19.46 The 'Junior Secondary Bursary Scheme' provides non-taxable financial assistance to A.C.T. residents on low incomes who have children attending school from years 7-10.

19.47 Payment is made in the form of cheques three times a year after the end of each school term. The current rates of payment are as follows:

Year 7	\$126 per annum	Year 9	\$188 per annum
Year 8	\$126 per annum	Year 10	\$292 per annum

Administrative Data

19.48 Section 35A of the Australian Capital Territory Education Ordinance 1937-1976 provides that 'the Minister may grant bursaries, exhibitions, free places, prizes, scholarships or other forms of assistance or reward to be used for the benefit of a student or a school, college or university in the Territory on such terms as the Minister determines'. The purpose of the 'Junior Secondary Bursary Scheme' is to financially assist parents on low incomes who have children attending junior secondary forms (years 7-10 inclusive) in the A.C.T.

19.49 The scheme is confined to the A.C.T. and is administered by the Head Office of the Department of Education. The estimated annual administrative staff cost is 50% of a Clerk 6 position, i.e. \$11,000. The 1981/82 budget provided \$69,700 for the service.

19.50 There are currently 400 students in receipt of the bursary. Bursary grants are available to pupils whose parents/guardians are ordinarily permanent residents of the A.C.T. and who are subject to Australian Taxation Laws. The student must attend school regularly, be diligent in conduct, and maintain a satisfactory record of progress. Bursary grants are awarded on the basis of the adjusted family taxable income (plus maintenance received). Adjusted family taxable income is calculated by taking the family taxable income and deducting \$574 for the spouse and \$400 for each dependent child. If the adjusted family taxable income of the parents or guardians for the financial year exceeds \$6,000, the candidate is not eligible for a bursary.

5. ASSISTANCE FOR ISOLATED CHILDREN SCHEME

Program Synopsis

19.51 The 'Assistance for Isolated Children Scheme' (AIC) is intended to assist parents whose children must live away from home or study by correspondence because they are geographically isolated or suffer from a disability. For 1982, the major income test free basic benefits included basic boarding allowance (\$780 per annum), correspondence allowance (\$500 per annum) and second home allowance (ranging from \$780 to \$1,990 per annum). Income tested additional allowances up to \$1,326 per annum are also available for boarding students, with additional benefits payable in certain circumstances to second home families. Allowances are normally paid at the beginning of each school term through the Department of Finance and are not taxable. In general, the eligibility requirements, levels of allowances and income test conditions are reviewed annually in the context of the Budget, with any changes resulting from this review taking effect in the following calendar year.

Administrative Data

19.52 The objective of AIC is to assist parents whose children must live away from home or study by correspondence because they are geographically isolated or suffer from a disability. To this extent AIC supplements parental income. The scheme was established by a Cabinet decision of 16 January 1973 and is administered by Ministerial direction with funds appropriated by Parliament.

19.53 The Department cooperates with Commonwealth departments which provide similar assistance to avoid duplication of payments to students. State Education Departments also cooperate in sharing information about related schemes which they administer. Information required for assessing the eligibility of students for assistance is provided by State Education Departments, local government authorities and non-government boarding institutions.

19.54 For 1981/82 it is estimated that the average number of equivalent full-time staff working on the scheme was thirty-three and equivalent seasonal staff working on the scheme was estimated at thirty-four. Approximately 68,200 manhours were spent on the administration of AIC.

19.55 The Budget estimate for 1981/82 for the payment of the allowance under the Assistance for Isolated Children was \$17.79 million.

19.56 The estimated administrative costs of the scheme in 1981/82 are itemised in Table 19.4.

Table 19.4: Estimated Administrative Costs - Assistance for Isolated Children Scheme: 1981/82

Cost component	Expenditure
	\$m
Salaries (a)	.73
Overhead costs (b)	.62
Other (c)	.02
Total Administrative Costs	1.36

(a) Full-time, part-time and seasonal.

(b) 85% of salaries, in accordance with Public Service Board criteria

(c) Printing and stationery.

19.57 Students must meet certain eligibility requirements with respect to school enrolment, age, dependence on parents, citizenship or residence, and previous studies. However the main criterion for assistance is the lack of access to an appropriate government school due to geographic isolation, a disability, a need to undertake a special course, or an itinerant family situation. There were 19,031 children assisted under the scheme in 1980.

19.58 The additional boarding and special supplementary allowances are income tested on parental income, the former being subject to the actual boarding costs incurred. Parents' eligibility is assessed annually and random sample checks are made in connection with income details, the distance criteria and maintenance of a second home.

19.59 The values of AIC allowances for 1982 were as follows:

Boarding Allowances

Basic Boarding Allowance	\$ 780 per annum
Additional Boarding Allowance, up to	\$ 600 per annum
Special Supplementary Allowance, up to:	
for senior secondary students	\$ 726 per annum
for other secondary students	\$ 540 per annum
for primary students	\$ 360 per annum

Short Term Boarding Allowance \$ 20 per week

Second Home Allowances

Basic:

one eligible child	\$ 780 per annum
two eligible children	\$1440 per annum
three or more eligible children	\$1990 per annum

Additional benefits subject to costs and the amount of allowance which would have been received had the children been boarding

• Correspondence Allowance	\$ 500 per annum
• Pre-School Correspondence Allowance	\$ 120 per annum

19.60 Allowances are normally paid in equal instalments, at the beginning of each term. Short term boarding allowance however is paid in a lump sum. Payments are made to parents either by cheque or direct to their bank account.

19.61 At the time AIC was established there was considerable pressure in rural areas for such assistance. This pressure coincided with a significant drop in rural incomes. In 1976 the Senate Standing Committee on Education and the Arts reported on an inquiry it had conducted into the education of isolated school children. The Committee made several recommendations concerning AIC, mainly in connection with the allowance levels and income tests.

19.62 An external review was commissioned in 1980 and was carried out by Professor Tannock, then Head of the Department of Education at the University of Western Australia. The Tannock Report, which became available in 1981, supported the scheme's basic rationale and approach. There were recommendations for restructuring and increasing the level of allowances and, in the long term, for establishing a separate scheme for the handicapped children currently assisted under AIC.

19.63 There are no immediate plans to make changes to the methods of administration or implementation of the scheme nor to terminate any services provided. In the longer term, however, the Government may decide to consider the Tannock report recommendation concerning the establishment of a separate scheme for handicapped children.

6. SECONDARY ALLOWANCE SCHEME

Program Synopsis

19.64 The 'Secondary Allowances Scheme' (SAS) is intended to assist parents on low incomes to keep their children at school for the final two years of secondary education. An allowance of up to \$726 per annum for each eligible student was payable in 1982, subject to an income test. The allowance, which is not taxable, is paid through the Department of Finance, normally in equal instalments at the beginning of each school term. The provisions of the scheme are reviewed annually in the context of the Budget deliberations and any changes resulting from this review take effect in the following calendar year.

Administrative Data

19.65 The 'Secondary Allowance Scheme' provides benefits to parents with limited financial resources to help them keep their children at school for the final two years of secondary education. This objective conforms with one of the major objectives of the Department, which is to promote equality of educational opportunity in Australia. The scheme was established by a Cabinet decision of 19 July 1973 and is administered by Ministerial direction with funds appropriated by Parliament.

19.66 The program applies throughout Australia. It is administered by the Department of Education from Central Office, State Offices and other offices located in Darwin and Canberra. In administering SAS, the Department obtains the cooperation of other Commonwealth departments, State Education Departments and non-government schools which provide information to assess the eligibility of students for assistance.

19.67 For 1981/82 it is estimated that the average number of equivalent full-time staff working on the scheme was eighteen. An estimate of the average number of equivalent seasonal staff working on the scheme in 1981/82 was twenty. Approximately 38,750 manhours were spent on the administration of the scheme in 1981/82.

19.68 The Budget estimate for 1981/82 for the payment of the allowance under the 'Secondary Allowances Scheme' was \$15.57 million.

19.69 The estimated administrative costs of the 'Secondary Allowance Scheme' in 1981/82 are itemised in Table 19.5.

Table 19.5: Estimated Administrative Costs - Secondary Assistance Scheme: 1981/82

Cost component	Expenditure
	\$m
Salaries (a)	0.40
Overhead Costs (b)	0.35
Other (c)	0.02
Total Administrative Costs	0.77

- (a) Full-time, part-time and seasonal,
(b) 85% of salaries, in accordance with Public Service Board criteria.
(c) Printing and stationery.

19.70 Entitlements are paid to parents either by cheque or direct to their bank account and are normally paid in equal instalments, at the beginning of each term. The maximum value of the 'Secondary Allowance' for each student in 1982 was \$726.

19.71 Assistance is provided to the parents of students who are undertaking full-time secondary courses at the Year 11 or Year 12 level at an approved institution and who meet certain eligibility criteria relating to age, dependence on parents, citizenship or residence and previous studies. The allowance may be paid directly to students who are orphans or refugees without parents living in Australia or who, following a complete breakdown in family relationships, are not supported by a parent of any kind and can show they are self-supporting.

19.72 Each year eligibility checks are carried out on all applications to avoid duplication of benefits and on all students to verify school enrolment and attendance. The allowance is income tested on parental income and a random sample of applicants is checked each year in connection with income details. In 1980, 23,529 students were assisted under this scheme.

19.73 The introduction of SAS was consistent with the general policy of the then Government which sought to establish need as the basic criterion for educational assistance rather than academic achievement which had determined the eligibility of beneficiaries under previous schemes, such as the 'Commonwealth Secondary Scholarship Scheme'. Dr P. Meade, of the Brisbane College of Advanced Education, was commissioned to carry out an external evaluation study in 1978. His final report is expected to be completed in 1982. The scheme is reviewed annually in the context of the Budget and at present there is no intention to change the methods of administration or implementation or eligibility criteria.

7. TERTIARY EDUCATION ASSISTANCE SCHEME

Program Synopsis

19.74 The 'Tertiary Education Assistance Scheme' (TEAS) provides assistance on a non-competitive basis for students undertaking approved full-time post-secondary courses and is intended to assist students in obtaining an initial post-secondary qualification. Assistance is provided for Australian citizens or permanent residents who are undertaking full-time studies in approved courses at universities, colleges of advanced education, TAFE institutions and certain non-government institutions. Applicants must not have undertaken a previous course at the same or higher level and must satisfy specified requirements in relation to workload and academic progress. There is no qualifying period in order to be eligible for assistance.

19.75 It is an income tested scheme, and applicants qualify on the basis of need. The maximum at-home allowance is \$2,010 per annum and the maximum away-from-home allowance and the independent allowance are each \$3,100 per annum. The at-home and away-from-home allowances are subject to an income test on parental income, and the independent allowance is subject to an income test on spouse income where appropriate. All students have an income test applied to their own income. A dependent spouse allowance of \$42.70 per week and dependent child allowance of \$10 per week are payable where appropriate. Fares allowance and incidentals allowance are also payable. The allowances are not taxable and payment is made every four weeks either by cheques posted directly to students or into accounts at banks, building societies and credit unions.

19.76 The living allowance is not related to benefits provided by other government departments, but the spouse allowance and child allowance have tended to be the same as those provided by the Department of Social Security.

19.77 Allowances and income test levels are reviewed in the Budget context each year, in the light of movements in the Consumer Price Index and Average Weekly Earnings respectively. The allowances are not indexed.

Administrative Data

19.78 Authority for TEAS is contained in Part III of the Student Assistance Act 1973. The detailed conditions of the program are provided by the Student Assistance Regulations. The Act and the Regulations came into effect on 15 October 1974.

19.79 The purpose of the program is to widen educational opportunity by making post-secondary education more accessible to students who might otherwise have difficulty in meeting the costs involved. The program makes an important contribution to the Departmental objective of promoting equality of educational opportunity in Australia.

19.80 TEAS provides non-competitive, income tested assistance to full-time students undertaking approved courses at tertiary and post-secondary institutions. Benefits are paid direct to students. The assistance provided is intended to be a contribution only, to the costs incurred by a student in undertaking tertiary studies.

19.81 The program is administered by the Department of Education. The procedures for checking eligibility involve consultation with the Department of Social Security and other Commonwealth Departments and with educational institutions. Nominations for the Student Assistance Review Tribunals are sought from the Australian Union of Students and, more informally, from various educational institutions.

19.82 Applications are assessed in the State Offices, located in the State capitals, and in Regional Offices in Townsville, Darwin, and Canberra. There are Regional Offices also in Alice Springs and Cairns. The Central Office of the Department is in Canberra. Staff visit various tertiary institutions to answer student enquiries. The program applies throughout Australia.

19.83 It is estimated that in 1981/82 there were on average 206 staff working full-time on the program. There were also four staff employed on a part-time basis. The estimate for seasonal staff is 185; seasonal staff work approximately four months of the year on a full-time basis. Approximately 418,500 manhours were spent on the administration of the program in 1981/82.

19.84 The allowances are not seen as constituting direct income maintenance, but rather as a form of support contributing to the costs incurred in undertaking study at the senior secondary or tertiary level. Even though there is an element of income maintenance in the various schemes administered by the Department, they also have an essentially educational objective, that is, to induce students, and/or their parents to encourage or assist students, to proceed to higher educational levels than they would otherwise. The living costs to which the allowances contribute would normally include the costs specifically incurred in undertaking the particular course of study.

19.85 The Budget estimate for 1981/82 for payments under the program was \$169.66 million.

19.86 The estimated administrative costs of the scheme in 1981/82 are itemised in Table 19.6.

Table 19.6: Estimated Administrative Costs - Tertiary Education Assistance Scheme: 1981/82

Cost component	Expenditure
	\$m
Salaries (a)	4.45
Overhead Costs (b)	3.78
Other (c)	.09
Total Administrative Costs	8.32

- (a) Full-time, part-time and seasonal
 (b) 85% of salaries, in accordance with Public Service Board criteria.
 (c) Printing and stationery.

19.87 Applicants must be Australian citizens or permanent residents. Eligibility is assessed at the beginning of the academic year. The applicant is required to have made satisfactory progress in his studies and to undertake a full-time workload.

19.88 The duration of eligibility lasts for the length of the student's course (subject to satisfactory progress etc.). Most recipients of TEAS undertake three or four year courses. The number of students assisted as at 30 June 1981 was:

At-home (37.9%)	30,134
Away-from-home (28.0%)	22,245
Independent (34.1%)	27,096

19.89 It is not possible to separate expenses involved in determining eligibility from the general administrative costs. The Department conducts ongoing checks for eligibility. The enrolment of all recipients is checked each year with the relevant educational institution. Income checks are made through the Taxation Office. Applications for the higher independent rate must be supported by documentary evidence. Each application is checked to ensure that the student does not receive educational assistance under another Commonwealth program. The Department of Social Security is also consulted to ensure that account is taken of benefits which may affect a student's entitlement. Assistance is available only for study at Australian institutions. In special cases, overseas study may count as part of an Australian course.

19.90 The value of the benefits awarded under TEAS are outlined below.

- . Living allowance: At-home max \$2,010 per annum
Away-from-home max \$3,100 per annum
Independent max \$3,100 per annum

(At-home and away-from-home includes \$5.25 per week in lieu of 'Family Allowance').

The following may also be payable to students granted living allowance:

- . Incidentals allowance:
 - University \$100 per annum
 - College of Advanced Education \$ 70 per annum
 - TAFE \$ 30 per annum
- . Dependents Allowance:
 - Dependent spouse \$ 42.70 per week
 - Dependent child \$ 10.00 per week
- . Fares Allowance: Up to three return journeys per year between home and institution attended

Living allowances are reduced on the following basis:

- . 50% of personal income in excess of \$2,000
- . 25% of parental/50% of spouse income in excess of \$11,034

Payment is by cheque prepared every four weeks by the Department of Finance. Cheques are posted to the client's address or may be paid into accounts at banks, building societies and credit unions.

19.91 The program was commenced in 1974 as an initiative of the Government. The Department has monitored the functioning of the scheme and has considerable statistical material. Summaries of these are included in the annual 'Report on the Operation of the Student Assistance Act'. The program was also reviewed by the Williams Committee in 1975. Some of the Committee's recommendations were accepted by the Government and came into effect in 1977. A study was also undertaken in 1975 of the program's income test, its findings were reported in Norman J. Thomson, 'The Tertiary Education Assistance Scheme: The Means Test'.

19.92 In 1974 a survey of the financial circumstances of students was conducted and published in 1975 under the title 'Income and Expenditure Patterns of Australian Tertiary Students in 1974'. A further survey along similar lines was undertaken in 1979 and published in 1981 as part of a series, 'Studies of Tertiary Student Finances'. Volumes available are:

Vol. 1 : 'Financial Assistance to Tertiary Education Students : A Review of Recent Literature and Research', M. Hayden.

Vol. 2 : '1979 Survey of Full-Time Tertiary Student Finances'.

Vol. 3 : 'Validation Study of the Costs of Full-Time Tertiary Students' by F. Gruen, J. McMaster and G. Webb.

19.93 Further volumes will arise from an evaluation of the program commissioned by the Department and undertaken by a team from the Centre for the Study of Higher Education, University of Melbourne, under the direction of Professor D. Beswick.

19.94 Following the Review of Commonwealth Functions in 1981, the Government decided to introduce a tertiary student loan scheme as a form of assistance additional to the present program. The assistance by way of loans is intended to supplement rather than to replace the present program.

8. ADULT SECONDARY EDUCATION ASSISTANCE SCHEME

Program Synopsis

19.95 The 'Adult Secondary Education Assistance Scheme' (ASEAS) provides assistance on a non-competitive basis for adult students returning to full-time secondary education after a substantial break. Assistance is provided to Australian citizens or permanent residents who are undertaking one-year full-time matriculation level courses at colleges of advanced education, technical colleges, secondary schools and other approved institutions. Where a student has not advanced beyond year 10 in the Australian education system, assistance may be provided for a two-year program comprising years 11 and 12.

19.96 Applicants must be at least 19 years of age on 1 January of the year of study and must meet other conditions of eligibility which mainly relate to previous study. There is no qualifying period in order to be eligible for benefits.

19.97 ASEAS is an income tested scheme, and applicants qualify on the basis of need. The maximum at-home allowance is \$1,860 per annum and the maximum away-from-home allowance and the independent allowance are each \$2,867 per annum. The at-home and away-from-home allowances are subject to an income test on parental income, and the independent allowance is subject to an income test on spouse income where appropriate. All students have an income test applied to their own income. A dependent spouse allowance of \$42.70 per week and dependent child allowance of \$10 per week are payable where appropriate. Fares allowance and incidentals allowance are also payable. The allowances are not taxable and payment is made every four weeks either by cheques posted directly to students or into accounts at banks, building societies and credit unions.

19.98 The living allowance is not related to benefits provided by other government departments, but the spouse allowance and child allowance have tended to be the same as those provided by the Department of Social Security.

19.99 Allowances and income test levels are reviewed in the Budget context each year, in the light of movements in the Consumer Price Index and Average Weekly Earnings, respectively. The allowances are not indexed.

Administrative Data

19.100 One of the objectives of the Department of Education is to promote equality of educational opportunity in Australia. In accordance with this objective, the program assists mature-age students to obtain a matriculation level qualification.

19.101 During the first year of operation of 'Tertiary Education Assistance Scheme' (TEAS) in 1974, it became apparent that the assistance which was then being provided to adult students who had returned to secondary study to undertake matriculation courses at technical colleges was outside the scope of TEAS. The Government accepted the need to assist these students under a separate scheme, but required conditions of eligibility the effect of which is to distance ASEAS recipients from the normal stream of final year secondary school students.

19.102 The mandate for this particular program is Cabinet Decision 3278 of 21 February 1975, which authorised the scheme on an income tested basis to provide a level of benefits equal to that of TEAS.

19.103 The program is administered by the Department of Education. Its Central Office is located in Canberra. Applications are assessed in the State Offices, located in the State capitals, and in offices in Darwin and Canberra. There are Regional Offices in Alice Springs, Cairns and Townsville. Staff visit various institutions to answer student enquiries. The program applies throughout Australia.

19.104 For 1981/82 it is estimated that the average number of staff working full-time on the scheme was twelve. An estimate of seasonal staff working during the same period is thirteen. Seasonal staff work occurs for approximately four months of the year on a full-time basis. It is estimated that about 24,800 manhours were spent on the administration of the scheme in 1981/82. The 'Adult Secondary Education Assistance Scheme' is administered jointly with the 'Secondary Allowances Scheme' and the 'Assistance for Isolated Children Scheme'. The administrative costs listed below have been derived as a proportion of the overall costs of administering the three schemes. The proportion is based on numbers of students assisted and the relative complexity of the schemes.

19.105 The Budget estimate for 1981/82 for the payment of the allowance under the 'Adult Secondary Education Assistance Scheme' was \$4.53 million.

19.106 The estimated administrative costs of the scheme in 1981/82 are itemised in Table 19.7.

Table 19.7: Estimated Administrative Costs - Adult Secondary Education Assistance Scheme: 1981/82

Cost component	Expenditure
	\$m
Salaries (a)	0.26
Overhead costs (b)	0.22
Other (c)	0.02
Total Administrative costs	0.5

- (a) Full-time, part-time and seasonal
 (b) 85% of salaries, in accordance with Public Service Board criteria.
 (c) Printing and stationery.

19.107 For students in Australia to be eligible for this program they must be undertaking a full-time matriculation level course of one or two years duration. They must be at least 19 years of age and have been away from secondary schooling for two years in the past five years. This income tested benefit was received by 2,125 students in 1981.

19.108 A survey of ASEAS students was completed by the Department of Education Planning Group in 1978. The survey was mainly intended to provide a demographic picture of recipients and to analyse their motives in attempting matriculation. More recently the Tertiary Education Unit of Melbourne State College was commissioned to undertake a comprehensive evaluation of the scheme. When this evaluation becomes available, the question of whether ASEAS is meeting defined needs will be considered. At present there is no clear pressure on the Department to provide a different kind of program, although submissions are sometimes received requesting alterations to the conditions of ASEAS eligibility to cover a wider group of students.

9. POSTGRADUATE AWARDS SCHEME

Program Synopsis

19.109 The 'Postgraduate Awards Scheme' provides assistance on a competitive basis for full-time students undertaking Masters or PhD courses. Assistance is provided for Australian citizens or permanent residents who are undertaking approved courses at universities and colleges of advanced education. Applicants must not have undertaken a previous course at the same or higher level. There is no qualifying period in order to be eligible for assistance.

19.110 The scheme is not income tested. The living allowance is \$6,850 per annum and a dependent spouse allowance of \$42.70 per week and dependent child allowance of \$10 per week are payable where appropriate. A thesis allowance, travelling allowance, establishment allowance and incidentals allowance are also payable. Allowances, excluding the travelling and establishment allowances, are taxable. Payment is made every two weeks either by cheques posted directly to students or into accounts at banks, building societies and credit unions.

19.111 The living allowance is not related to benefits provided by other government departments, but the spouse allowance and child allowance have tended to be the same as those provided by the Department of Social Security.

19.112 Allowances are reviewed in the Budget context each year, in the light of movements in the Consumer Price Index. The allowances are not indexed.

Administrative Data

19.113 The Student Assistance Act 1973 Part IV and the Student Assistance Regulations Part IV provide the legislative basis for the granting of 'Postgraduate Awards' and prescribe the benefits. The Act came into effect for existing award holders on 15 October 1974 and for new award holders on 1 January 1975. The program is a form of educational assistance which provides financial help to selected full-time students at Australian universities and colleges of advanced education on the basis of merit.

19.114 The objectives of the 'Postgraduate Awards Scheme' are:

- to strengthen and develop postgraduate and research schools at Australian universities and colleges of advanced education;
- to ensure a flow of highly trained personnel into the workforce;

to provide talented students with an opportunity for full intellectual development.

19.115 The program applies throughout Australia. For 1981/82 it is estimated that the average number of staff working full-time on the scheme was sixteen; complemented by nine seasonal staff, who worked for four months of the year. It is estimated that approximately 29,450 manhours were spent on the administration of the scheme in 1981/82.

19.116 The Budget estimate for 1981/82 for the payment of the allowances under the 'Postgraduate Awards Scheme' was \$9.3 million.

19.117 The estimated administrative costs of the scheme in 1981/82 are itemised in Table 19.8.

Table 19.8: Estimated Administrative Costs - Postgraduate Awards Scheme: 1981/82

Cost component	Expenditure
	\$m
Salaries (a)	0.31
Overhead costs (b)	0.27
Other (c)	0.01
Total Administrative Costs	0.59

- (a) Full-time, part-time and seasonal.
 (b) 85% of salaries, in accordance with Public Service Board criteria.
 (c) Printing and stationery.

19.118 The Department determines policy and receives funds. Tertiary institutions cooperate in the administration of the program, e.g., in the selection of award holders and ongoing supervision. The views of other Commonwealth departments and agencies, for example the Department of Science and Technology, are taken into account in determining policy.

19.119 Awards are granted to persons who:

- are Australian citizens or permanent residents of Australia who are undertaking or propose to undertake, on a full-time basis, certain approved postgraduate courses at Australian tertiary institutions;

- are not in receipt of similar Commonwealth Government educational assistance or an award of a value of more than \$500 per annum from another source;

- have not undertaken previous postgraduate study of a similar nature; and

- are selected for the grant of an award following open competition and in accordance with a method of selection approved by the Minister for Education.

19.120 Students apply to undertake a program at a particular institution and, in normal circumstances, awards are not portable. There is provision, though, for overseas study for up to twelve months in certain prescribed circumstances. There is continual liaison between an award holder, the relevant institution and the Department. Checks are made each year with relevant institutions and other Commonwealth authorities which grant postgraduate awards to ensure that there is no duplication of benefits. Once an award is granted, an award holder is obliged to advise the Department of changes affecting the conditions of an award and other changes of circumstances affecting entitlement to benefits. The basic living allowance is not income tested; however an additional allowance for a dependent spouse is subject to an income test. As of June 1981, the number assisted was 1,867 students.

19.121 The values of the allowances available under the 'Postgraduate Awards Scheme' are as follows:

- Living allowance \$6,850 per annum (plus \$2,220 per annum for dependent spouse and \$520 per annum for dependent child);
- Incidentals allowance \$100 (universities) or \$70 (CAEs);
- Thesis allowance up to \$250 (Master's) or \$400 (Ph.D);
- Establishment allowance up to \$200; and
- Travelling allowance (to take up award).

19.122 Postgraduate Awards were first made available in 1959, largely as a result of views expressed by the Universities Commission in its 1955 Report and the Report of the Committee on Australian Universities, the Murray Committee, in 1957. The Department has conducted in-house studies/reviews of the scheme, the most recent involving an analysis of data on approximately 1,800 award holders who commenced study in 1974-76. It has also commissioned an externally funded study, directed to examining the effectiveness of the scheme, and due to be completed in 1983.

10. COMMONWEALTH SCHOLARSHIP AND FELLOWSHIP PLAN: INDIAN AWARDS

Program Synopsis

19.123 The 'Commonwealth Scholarship and Fellowship Plan' (CSFP) commenced in 1961 and since then there have only been two awardees. Awards are available for Australian citizens under thirty-five who are graduates or who, in special cases, wish to undertake graduate courses. Proof of citizenship is required for naturalised Australians. The program is administered by the Department of Education and by CSFP Authorities in India with the Indian High Commission in Australia acting as liaison office. This program is unique being the only CSFP Award program where the host country's stipend is supplemented by the Australian Government.

19.124 Payment is at the rate 1000 rupees per month from Australia and R600 per month from India (R500 for undergraduates). Payments from both countries are made direct to the student each month in India. There is no income test.

Administrative Data

19.125 The 'Commonwealth Scholarship and Fellowship Plan' is primarily a scheme for the interchange of postgraduate students between Commonwealth countries. The Department's role in relation to overseas Government awards is to assist with the publicity of the scheme, the servicing of selection committees and communications between applicants and the overseas educational authorities. The Australian Government participates in the 'Commonwealth Scholarship and Fellowship Plan' under the Commonwealth Cooperation in Education Scheme, which commenced in 1960.

19.126 Australian scholars holding Indian awards under the 'Commonwealth Scholarship and Fellowship Plan' are paid 1000 rupees per month by the Australian Government in addition to the allowance paid by the Indian Government (R500 per month for undergraduates and R600 per month for postgraduates). This is the only overseas Government award supplemented in this way. The allowance is a direct payment intended to supplement rather than maintain an income. The purpose of the 'Indian (CSFP) Award' is to provide opportunities for men and women of high academic potential to contribute to life in their own countries on their return from tertiary studies in India.

19.127 The program conforms with the major Departmental objectives of arranging and facilitating the interchange of ideas and experience with overseas countries and interacting with Australian educational institutions, Government bodies and the community in achieving these aims.

19.128 There has been only one awardee since 1977. The allowances paid to the awardee at the current exchange rates were \$A1,328.46 in 1979. The administrative costs are minimal and there are no personnel working full-time on the program. Overseas Government awards are administered through the International Education Branch in Head Office, Canberra.

19.129 'Indian CSFP Awards' are intended for men and women of high intellectual promise from other parts of the Commonwealth who may be expected to make a significant contribution to life in their own countries on their return from studies in India. They are primarily intended for postgraduate study and research in any of the universities/institutions of higher learning in India in a specific field.

19.130 Candidates must be Australian citizens or furnish proof of application for citizenship at the time of applying for this award. They should be graduates or holders of equivalent qualifications and under 35 years of age. Scholars cannot without special permission undertake paid employment during the tenure of their award. They cannot normally hold any other scholarship or fellowship award.

19.131 Scholarships are tenable normally for two academic years. The allowances are not income tested. Only two scholars have been assisted since 1961.

APPENDIX A

THE ADMINISTRATION OF INCOME MAINTENANCE PROGRAMS

SURVEY QUESTIONNAIRE

COMMONWEALTH GOVERNMENT'S ADMINISTRATION OF ITS INCOME
MAINTENANCE RESPONSIBILITY WITH PARTICULAR REFERENCE TO
EMPLOYMENT PROGRAMS

* For item 3, if the program is a direct income maintenance program, please circle 'yes', if not, please circle 'no'. Respond similarly for item 4.

1. Name of the Department

2. Title of Income Maintenance Program

3. *Direct Income Maintenance by Government Yes/No

4. *Indirect Income Maintenance Yes/No

5. The Nature of the Program

Please define the nature of the program, describe succinctly the service it provides and specify whether it falls into category a, b, c, d, etc.

- | | |
|-------------------|--|
| | (a) Maintains an adequate or more than adequate income |
| Direct Payments | (b) Maintains a minimum adequate income i.e., conforms approximately to present pension levels |
| | (c) Supplements rather than maintains income |
| | (a) Maintains an adequate or more than adequate income |
| Indirect Payments | (b) Maintains a minimum adequate income |
| | (c) Supplements rather than maintains income |

6. The Program's Budget

Services	- Benefits
	- Allowances
Total Annual Budget	- Grants
	- Subsidies
	- Incentives
	- Tariffs
	- Consultations and Technical services
Administration	- Salaries of program Head
	- Salaries of Staff
	- Computer Costs
	- Other Expenses

7. Personnel Working on the Administration of the Program in All Locations

Administration	- Personnel working full-time on the program
	- Personnel working part-time on the program. (Please indicate proportion of time spent on program).
	- Approximate number of manhours per annum

8. Administrative Arrangements

Please show from what locations the program is administered.

Location of Administration	- Head Office Canberra
	- State Headquarters of Commonwealth departments
	- Regional Offices of Commonwealth departments
	- Field staff

Please also show in what locations the program is administered.

Location of Implementation	- Throughout Australia
	- Throughout a State
	- In local government areas
	- In Metropolitan areas
	- Inner city
	- Outer suburbs
	- In provincial areas
	- In rural areas

9. Mandate for the Program

Please state authority for the program, give the date of its inception, and provide a synopsis of the legislation or Cabinet decision etc.

Mandate	- Legislation
	- Cabinet decision
	- Other authority
	- Other circumstances

10. The Purpose of the Program

Please describe the purpose of the program and indicate how it fits in with the major objectives of the department.

Purpose	- Objective of program
	- Conformity with major departmental objectives

11. Cooperation in the Administration of the Program

A. Type of Cooperation

- (i) Planning
- (ii) Cost sharing
- (iii) Joint responsibility
- (iv) Other

Cooperation

B. With Other Departments

- (i) Other Commonwealth Departments
- (ii) State Government Departments
- (iii) Local Government

C. Organisations or Industry Association

- (i) Industry groups
- (ii) Unions
- (iii) Voluntary organisations
- (iv) Other

12. Form of Payment

- | | | |
|----------|-------------------|--|
| | Type of Payment | <ul style="list-style-type: none"> - Pensions - Benefits - Allowances - Subsidies - Tariffs - Incentives - Tax rebates - Other |
| Payments | Rate of Payment | <ul style="list-style-type: none"> - Level - Frequency |
| | Method of Payment | <ul style="list-style-type: none"> - Direct to clients - By cheque - By cash - Other |

13. Eligibility for Benefits

- | | |
|-------------|---|
| Eligibility | <ul style="list-style-type: none"> - Category of clients reached - Conditions of eligibility - Duration of eligibility - Number of clients reached - Income tested - Non-income tested - Expenses involved in determining eligibility - On-going checks for eligibility - Checks for duplication - Conditions of transportability |
|-------------|---|

14. Service Delivery

Please give an account of the method of service delivery. Where appropriate, please give an account of the way in which projects are implemented under this program and specify the total number of projects implemented since the inception of the program and/or currently in operation.

- | | |
|------------------|---|
| | <ul style="list-style-type: none"> - Directly from Commonwealth Government to clients - Indirectly through State Government (please specify) |
| Service Delivery | <ul style="list-style-type: none"> - Indirectly through local Government (please specify) - Indirectly through organisations (please specify) |

15. The Nature of the Information Base for the Program

- | | |
|----------|---|
| | <ul style="list-style-type: none"> - Whether the program is in response to a government report, or reports, or other research, or any other circumstances - Whether studies have been done into aspects of the program's administration |
| Research | <ul style="list-style-type: none"> - Whether the program meets all the required needs defined by the program objective - Whether there is a demand on the department for a different kind of program to meet the objective of the current program |

16. Program Review

- | | |
|------------|---|
| | <ul style="list-style-type: none"> - When were the objectives of the program last reviewed? - Have evaluation studies been done? |
| Evaluation | <ul style="list-style-type: none"> - Date of studies - Main conclusions - Is further research into the administration of the program required? |

17. Projection for the Program

APPENDIX B

- Future Plans
- To change method of administration
 - To change method of implementation
 - To change eligibility criteria
(please quantify)
 - To change costs (please specify)
 - To terminate services
 - To maintain services unchanged

ACTUAL EXPENDITURE ON INCOME MAINTENANCE

PROGRAMS BY DEPARTMENTS 1981/82

Table 1: Department of Social Security Direct Expenditure -
Income Maintenance Programs : 1981/82

Program	Expenditure
	\$m
1. Family Allowance	1041.8
2. Handicapped Child's Allowance	22.3
3. Double Orphan's Pension	2.9
4. Widow's Pension	717.4
5. Supporting Parent's Benefit	605.9
6. Special Benefit	74.1
7. Unemployment Benefit	1224.3
8. Sickness Benefit	225.1
9. Sheltered Employment Allowance	34.0
10. Commonwealth Rehabilitation Service	8.8
11. Invalid Pension	977.1
12. Age Pension	4506.9
13. Compensation for Commonwealth Employees	n.a.
14. Air Accidents (Commonwealth Government Liability) Scheme	n.a.
15. Aged or Disabled Persons Accommodation and Care Program	83.2
16. States Grants (Home Care) Program	18.2
17. Homeless Persons Assistance Program	5.5
18. Crisis Accommodation for Families in Distress Program	2.0
19. Rent Rebate Scheme - Glebe Housing Estate, Sydney	-
20. Mortgage and Rent Relief Scheme	n.a.
21. Home Deposit Assistance Scheme(a)	114.7
22. Commonwealth/State Housing Agreement	262.2
23. Handicapped Persons Welfare Program	62.4
24. Grants to Welfare Agencies (Emergency Relief) Program(b)	0.5
25. Family Support Services	4.8
26. Pre-school Block Grants	33.0
27. Day Care Services	34.9
28. Other Services for Children	6.3
29. Youth Services Scheme	1.3
TOTAL	10069.6

(a) includes Homes Savings Grants for 1981/82.

(b) excludes \$0.3m paid to certain community welfare agencies for payments made to persons whose Social Security payments were delayed by an industrial dispute in November/December 1981.

Table 2: Department of Health Direct Expenditure - Income
Maintenance Programs : 1981/82

Program	Expenditure
	\$m
1. Nursing Home Benefits	407.3
2. Nursing Homes Assistance	164.1
3. Home Nursing Subsidy	16.5
4. Domiciliary Nursing Care Benefit	21.2
5. Paramedical Services	1.2
6. Royal Flying Doctor Service	4.2
7. Isolated Patients' Travel and Accommodation Assistance Scheme	6.3
8. Health Program Grant to Aboriginal Medical Services	1.5
9. National Trachoma and Eye Health Program	0.3
10. Stoma Appliance Scheme	2.9
11. National Acoustic Laboratories - Hearing Aid Program	7.7
12. Program of Aids for Disabled People(a)	5.6
13. Tuberculosis Allowances	1.1
14. Blood Transfusion Services	8.9
15. Health Program Grants	3.4
16. Commonwealth Medical Benefits(b)	776.5
17. Pharmaceutical Benefits Scheme	390.8
18. Private Hospital Bed Day Subsidy	84.4
19. Hospital Benefits Reinsurance Trust Fund	100.0
TOTAL(c)	1998.3

(a) 1982/83 expenditure - first full year cost

(b) includes agency payments

(c) excludes program 12

Table 3: Department of Aboriginal Affairs Direct Expenditure -
Income Maintenance Programs : 1981/82

Program	Expenditure
	\$m
1. Torres Strait Islands - Provision of Transport Facilities	0.2
2. States Grants Health Program	14.2
3. Grants-in-Aid Health Program	7.4
4. Grants-in-Aid Legal Aid Program	6.5
5. Grants-in-Aid Social Support Program	3.7
6. Grants-in-Aid Employment Program - Special Work Projects	3.1
7. States Grants Training Program	2.3
8. Grants-in-Aid Training Program	1.7
9. States Grants Employment Program	0.4
10. Community Development Employment Project Scheme	7.0
TOTAL	46.5

Table 4: Department of Immigration and Ethnic Affairs Direct
Expenditure - Income Maintenance Programs : 1981/82

Program	Expenditure
	\$m
1. Assisted Passage Scheme	16.47
2. Migrant Emergency Fund	0.001
3. Repatriation of Migrants	0.05
4. Adult Migrant Education Program	23.49
5. Living Allowance	8.75
6. Migrant Project Subsidy Scheme	0.15
7. Loans to CALFRIC	0.2
8. Community Refugee Settlement Scheme - Subsidies to Sponsors	0.2
9. Clothing Reimbursement Scheme	0.22
10. Maintenance of Unattached Refugee Children	0.19
TOTAL	49.821

Table 5: Department of the Capital Territory Direct Expenditure
- Income Maintenance Programs : 1981/82

Program	Expenditure
	\$m
1. Capital Territory Rental Rebate Scheme	5.581
2. Rates Remission Relief Scheme	0.652
3. Food Orders and Emergency Cash	0.002
4. Capital Territory School Clothing Assistance	0.087
5. Capital Territory School Bus Tickets	0.059
6. Capital Territory Travel Assistance to Gaols	0.004
7. Driver Licence and Motor Registration Concession to Aged and Fringe Benefit Pensioners	0.037
8. Electricity Rebate for Pensioners	0.228
9. Capital Territory Funeral Cost Assistance	0.010
10. Bus Travel for Pensioners and Beneficiaries	0.662
TOTAL	7.322

Table 6: Department of Veterans' Affairs Direct Expenditure
- Income Maintenance Programs : 1981/82

Program	Expenditure
	\$m
1. Disability Pension	298.3
2. Service Pension	807.5
3. Supplementary Assistance	4.5
4. Fringe Benefits	9.1
5. Loss of Earnings Allowance	0.3
6. Treatment Services(a)	288.2
7. Free Limbs Scheme	4.8
8. Temporary Incapacity Allowance	0.3
9. Defence Service Homes	106.7
10. War and Defence Widow's Pension	206.3
11. Education Allowances	2.2
TOTAL	1728.2

(a) excludes salaries component for institutions

Table 7: Department of Defence Direct Expenditure - Income Maintenance Programs : 1981/82

Program	Expenditure
	\$m
1. Medical and Dental Officers - Refresher Training Bounty	0.19
2. Civil Schooling	0.12
3. Services Vocational and Educational Training Scheme(a)	0.11
4. Defence Force Assisted Study Scheme	0.02
5. Defence Force Retirement and Death Benefits Scheme(b)	168.00
TOTAL	168.44

(a) 1982/83 estimate

(b) net expenditure after members contributions

Table 8: Department of Administrative Services Direct Expenditure - Income Maintenance Programs : 1981/82

Program	Expenditure
	\$m
1. Redundancy in Australian Government Employment	0.28
2. Urgent Temporary Accommodation Assistance	3.98
TOTAL	4.26

Table 9: Department of Employment and Industrial Relations Direct Expenditure - Income Maintenance Programs : 1981/82

Program	Expenditure
	\$m
1. Special Training for Aborigines Program (Special Courses)	0.9
2. Special Training for Aborigines Program (On-the-Job Training)	4.0
3. Special Training for Aborigines Program (Other Costs)	0.3
4. Special Training for Aborigines Program (Public Sector Training)	11.5
5. Special Training for Aborigines Program (Formal Training)	2.4
6. Training Program for the Disabled (Formal Training)	0.6
7. Work Preparation Programs for the Disabled	1.1
8. Training Program for the Disabled (On-the-Job Training)	4.8
9. School to Work Transition Allowance	8.4
10. Pre-Apprenticeship Allowance	1.2
11. Special Youth Employment Training Program	53.7
12. Group One Year Apprentice Scheme	1.7
13. Group Apprenticeship Support Program	0.2
14. Commonwealth Rebate for Apprentice Full-Time Training	78.7
15. Special Assistance Program	0.8
16. Special Trade Training Program	0.7
17. Training Assistance to Special needs Clients	1.0
18. General Training Assistance: Formal Training	2.8
19. General Training Assistance: On-the-Job Training	5.5
20. Skills in Demand Program	2.5
21. Relocation Assistance Scheme	1.6
TOTAL	183.3

Table 10: Department of Education Direct Expenditure - Income Maintenance Programs : 1981/82

Program	Expenditure
	\$m
1. Aboriginal Secondary Grants Scheme	19.15
2. Aboriginal Study Grants Scheme	11.63
3. Aboriginal Overseas Study Award Scheme	0.13
4. Junior Secondary Bursary Scheme	0.07
5. Assistance for Isolated Children Scheme	17.83
6. Secondary Allowance Scheme	15.56
7. Tertiary Education Assistance Scheme	169.43
8. Adult Secondary Education Assistance Scheme	4.51
9. Postgraduate Awards Scheme	9.58
10. Commonwealth Scholarship and Fellowship Plan: Indian Awards	-
TOTAL	247.82