

# Income Maintenance Programs Volume 1— A Discussion Paper

Report

# 213

Joint Committee of  
Public Accounts

DEPARTMENT OF THE SENATE	
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THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA

JOINT COMMITTEE OF PUBLIC ACCOUNTS

REPORT 213

INCOME MAINTENANCE PROGRAMS - VOLUME 1  
A DISCUSSION PAPER

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JOINT COMMITTEE OF PUBLIC ACCOUNTS

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#### DUTIES OF THE COMMITTEE

Section 8.(1) of the Public Accounts Committee Act 1951 reads as follows:

Subject to sub-section (2), the duties of the Committee are:

- (a) to examine the accounts of the receipts and expenditure of the Commonwealth including the financial statements transmitted to the Auditor-General under sub-section (4) of section 50 of the Audit Act 1901;
- (aa) to examine the financial affairs of authorities of the Commonwealth to which this Act applies and of intergovernmental bodies to which this Act applies;
- (ab) to examine all reports of the Auditor-General (including reports of the results of efficiency audits) copies of which have been laid before the Houses of the Parliament;
- (b) to report to both Houses of the Parliament, with such comment as it thinks fit, any items or matters in those accounts, statements and reports, or any circumstances connected with them, to which the Committee is of the opinion that the attention of the Parliament should be directed;
- (c) to report to both Houses of the Parliament any alteration which the Committee thinks desirable in the form of the public accounts or in the method of keeping them, or in the mode of receipt, control, issue or payment of public moneys; and
- (d) to inquire into any question in connexion with the public accounts which is referred to it by either House of the Parliament, and to report to that House upon that question,

and include such other duties as are assigned to the Committee by Joint Standing Orders approved by both Houses of the Parliament.

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## PREFACE

In general terms, the Committee's reports scrutinise not only the administrative practices of departments but also the nature of the actual programs which departments are called upon to the administer. In recent years the Committee has extended its interest to the collective administration of related programs.

The Committee's scrutiny of inter-connected programs has been undertaken by sponsoring Parliamentary seminars on public administration and by producing a number of reports in the form of discussion papers such as 'The Selection and Development of Senior Managers in the Australian Public Service'.

This discussion paper on Income Maintenance Programs, was commenced by the 13th Public Accounts Committee in the previous Parliament and completed by a Sectional Committee comprising Senator Graham Maguire, Senator John Watson, Mr Alan Cadman, M.P., Mrs Helen Mayer, M.P., Dr Andrew Theophanous, M.P., and chaired by Mrs Ros Kelly, M.P. The Report focuses on a range of income maintenance programs and their operational nature and continues the Committee's useful though arduous approach involving examination from an overall perspective.

The Committee wishes to acknowledge the work done by departmental officers in responding to the Committee's questionnaire and by the secretariat in preparing the material. The Committee also wishes to thank Mr Tom O'Brien, for his contribution to this Report while seconded to the Committee's secretariat from the Department of Social Security.

Senator G. Georges  
Chairman

M.J. Talberg  
Secretary  
Public Accounts Committee  
Parliament House  
CANBERRA ACT  
16 November 1983

## CHAPTER 1

### INTRODUCTION

1.1 This Discussion Paper forms Volume 1 of a Report which considers a range of programs that could be construed as having a relevance to income maintenance. The Committee considered how those programs were administered by Commonwealth departments in 1981/82. Income maintenance programs were taken to be those programs transferring cash to individuals or organisations for the purpose of social welfare. The Committee focused on programs on the 'benefit' side of social welfare policy, although it recognises that this policy also has redistributive or 'penalty' aspects. Taxes can be implemented to redistribute income with social welfare objectives in mind. The types of programs considered included income replacement programs, for example unemployment benefits; income supplement programs, for example tertiary allowances and programs subsidising expenditure by individuals, for example free medical services.

1.2 The Committee's investigation is put into context in Table 1.1 and Figure 1.1 at the end of this chapter. The Committee considers that there is much value in periodically undertaking a comprehensive review of the social welfare system for the purpose of improving the ways in which programs are administered. Individual departments are primarily concerned with the mechanics of administering their particular programs and may not appreciate the relationship of programs across departments nor see their overall effects. Within a broad picture it is possible to compare the administration of one department with another and even to contrast the administration of one program with another.

#### Collection of Information

1.3 The Committee called for submissions from ten departments with responsibility for a total of 127 income maintenance programs. For each program departments were asked for details on how the program was initiated; its costs (direct and administrative); how services were delivered; the number of beneficiaries; and the extent of program evaluation, (internal and external). The Committee decided to define its examination of these matters in a particular time-frame. Accordingly as far as possible material presented in this paper relates to 1981/82. Where material relates to other periods, the specific period of reference is noted.

1.4 The questionnaire and departments' submissions in response are reproduced in Volume 2 of this Report. The material from submissions was supplemented by public hearings with officers of the Departments of Social Security, Veterans' Affairs and Employment and Industrial Relations.

## Analysis of Material

1.5 Analysis of the data received enabled the Committee to survey the methods by which a number of programs responded to Commonwealth social welfare policy. While there were gaps in departments' responses to the Committee's questionnaire, the Committee was generally satisfied with the comprehensiveness of the information on income maintenance programs. For its part the Committee concentrated on patterns of administrative practice rather than the detail of individual programs. (Detailed information on each program appears in charts in Appendix A of this Volume and in Volume 2.)

1.6 In general, the Committee considered programs on the basis of their mandate, management and method of evaluation. In colloquial terms this means asking of each program, or indeed the department as a whole, how is the objective expressed? (the mandate concept); how well is this being achieved? (the management concept); and when should it be modified? (the evaluation concept). The techniques of administrative practice associated with these concepts are briefly discussed below.

1.7 The mandate, whether it takes the form of ministerial statement, Cabinet decision or legislation, sets the parameters and objectives for the programs. The evidence before the Committee would indicate that the legislative process is normally conducive to a more careful articulation of objectives and to better administration. Although the Committee considers that legislation is usually desirable for large-scale, high cost programs, it is not always the most appropriate strategy for small-scale or exploratory programs. On balance, however, the Committee believes that the formulation of program legislation is a valuable exercise and suggests administering authorities consider the notion carefully.

1.8 The management of any program requires a method of delivery and generates direct and administrative costs in catering for its recipients. Control over program operation requires data on each of these aspects. Requests for such material were made to departments and it was instructive in itself to learn how readily responses could be prepared to questions on these matters.

1.9 Periodic evaluation studies can show how efficiently programs have been administered and can also disclose how effective services are from the point of view of those who receive them. Formalised external evaluation studies can supplement internal review and show, for example, whether current objectives are being met or whether initial objectives need to be modified to take account of variations in government policy, social need and economic conditions. This

investigation looked for evidence on evaluation procedures affecting both program objectives and implementation practices.

1.10 The Committee considers that it is very important that the administrative techniques arising from these concepts are operated together. Therefore, in the analysis of the responses to its questionnaire, the Committee was concerned to identify whether departments pay adequate and joint attention to the way in which they acquire mandate, exercise management control and evaluate outcomes. In subsequent chapters this threefold concern underlies the Committee's presentation of its information on departmental programs. This concern also provokes comment and influences the discussion of general issues by the Committee.

1.11 As part of its analysis, the Committee discussed these matters with four agencies whose activities span more than one functional area in the field of income maintenance. These were the Department of the Prime Minister and Cabinet, the Department of Finance, the Public Service Board and the Social Welfare Policy Secretariat.

1.12 The all-inclusive administrative arrangements of government whereby departments are allocated functions are the responsibility of the Prime Minister and are promulgated in the Administrative Arrangements Order. In these matters the Government's principal adviser is the Department of the Prime Minister and Cabinet. While the mandate that stems from the Administrative Arrangements Order does not specify the administrative means to be used to implement programs, the Department of the Prime Minister and Cabinet retains an overall responsibility for the coordination of Government administration.

1.13 The Department of Finance carries a major responsibility for ensuring that a high standard of financial management is maintained by departments. It does so through three administrative procedures: examining estimates, monitoring expenditure and reviewing programs and program proposals.

1.14 The Public Service Board coordinates a number of specific evaluation procedures. These include Joint Management Reviews, other Service-wide reviews and automatic data processing strategic planning. The Board also maintains close liaison with the Auditor-General's Office in efficiency audits.

1.15 The Social Welfare Policy Secretariat's involvement in the income maintenance area is in the research field where it explores the implications of alternative policy options including their inter-action.



## Structure of the Report

1.16 Chapter 2 examines, in general terms, factors which influence the origin and development of objectives of social welfare programs. The particular objectives of departments suggest that there is an overall implicit social welfare goal towards which departments are working. This goal has three aspects reflecting orientation towards 'need', 'compensation' and 'opportunity'.

1.17 Within this 'three dimensional' framework, Chapters 3-6 examine each department in turn, presenting information about its programs and style of administration.

1.18 Chapter 7 presents the General Conclusions and Findings of the paper, noting, where appropriate, the contributions made by the central agencies consulted.

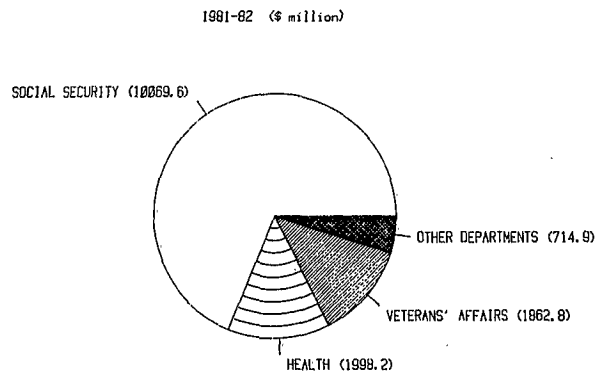
1.19 Attachments to this Discussion Paper present more detailed information generated by this Inquiry and provide reference sources to assist further investigation and discussion of the issues raised in it. Attachment A summarises in a series of charts, the extensive material submitted and subsequently verified by Departments on their income maintenance programs. Attachment B provides a bibliography on research in the field, as compiled by the National Library.

Table 1.1: Income Maintenance Expenditure and Other Departmental Expenditure: 1981/82

Department	Income Maintenance Expenditure (a)	Other Departmental Expenditure
	\$m	\$m
Social Security	10 092.8(b)	-
Capital Territory	6.7	214.2
Immigration & Ethnic Affairs	47.0	64.8
Aboriginal Affairs	53.0	115.9
Health	2 005.8	288.3
Veterans' Affairs	2 120.0(b)	-
Defence	253.9	3 755.7
Administrative Services	4.3	496.2
Employment & Industrial Relations	166.9	227.6
Education	248.0	3010.3

(a) includes administrative costs of programs where supplied.  
(b) administrative cost estimated as 85% of service delivery costs.

Fig 1.1 DIRECT EXPENDITURE ON INCOME MAINTENANCE



## CHAPTER 2

### THE GOAL OF SOCIAL WELFARE ADMINISTRATION

2.1 While Government exercises some control over the administration of social welfare programs by imposing its own policy objectives, the current set of social welfare programs is inherited from many previous Governments and is firmly entrenched in an established administrative system. In many ways current Government policy is a captive of the past.

2.2 In part, social welfare policy grows from a series of political reactions rather than a comprehensive plan. Many programs are implemented to help particular groups who might otherwise be considered disadvantaged. The 'National Trachoma and Eye Health Program', the 'Tertiary Education Assistance Scheme', and the 'Sheltered Employment Allowance' are examples. In addition, changing socio-economic conditions may demand adjustments to established policies and existing programs. Changing levels of education, for example, may increase public awareness of the inadequacy of legislation or the inappropriateness of administrative practices. Program changes which result from such processes are often small and are usually grafted onto existing programs.

2.3 Administrators tend to accept the system of established programs, practices and procedures, and consequently the need for major modifications to programs often remains unexamined. The Committee notes that while many programs in the total system have been in operation for a long time, there has been little attempt to articulate the social welfare goal to which they are directed and to assess programs in this light.

2.4 Questions put to departments invited to the public hearings (the Departments of Social Security, Veterans' Affairs and Employment and Industrial Relations) explored the issue of objectives at some length. The Department of Social Security emphasised that its programs sustain people who are in need. The Department's main objective was

To provide, for those in need, a basic level of income support below which no one can involuntarily fall.1

For most of its programs this need was determined by an income test.

1. Submission by the Department of Social Security to the Joint Parliamentary Committee of Public Accounts, Inquiry into the Administration of Income Maintenance Programs, 1982.

2.5 The Department of Veterans' Affairs also catered for those in need but it was primarily concerned with compensating veterans and their dependants. It stated that

The major objective of the Department in relation to the administration of the Australian repatriation system is based primarily on the principle of compensation.2

2.6 The Department of Employment and Industrial Relations mentioned neither need nor compensation. Its main aim was to provide opportunities for those who wanted work. The Department's objective was

To improve the functioning of the labour market by improving employment opportunities.3

2.7 An analysis of the objectives of individual departments suggested there was an implicit, three part goal for income maintenance programs:

- to give priority assistance to those in need;
- to compensate those who have given special service to the national community; and
- to provide opportunities for Australians to realise their own personal potential and also contribute to the well-being of society.

2.8 The Committee related the objectives and programs of different departments by categorising them on the basis of their orientation towards need, compensation or opportunity. Table 2.1 reproduces this grouping, but the format does not suggest coordination between members of a particular category, or indeed imply that programs always belong within the category nominated. Nonetheless, in the following chapters it is possible to see in the description of each of the departmental services, a contribution to the attainment of some aspect of the above goal.

2. Submission by the Department of Veterans' Affairs to the Joint Parliamentary Committee of Public Accounts, Inquiry into the Administration of Income Maintenance Programs, 1982.
3. Submission by the Department of Employment and Industrial Relations to the Joint Parliamentary Committee of Public Accounts, Inquiry into the Administration of Income Maintenance Programs, 1982.

Table 2.1: Grouping of Departments by Objective

Objective/Department	Number of Programs
<b>Need</b>	
Social Security	29
Territories and Local Government	10
Immigration and Ethnic Affairs	10
Aboriginal Affairs	10
Health	19
<b>Compensation</b>	
Veterans' Affairs	11
Defence	5
Administrative Services	2
<b>Opportunity</b>	
Employment and Industrial Relations	21
Education and Youth Affairs	10
<b>Total</b>	<b>127</b>

## CHAPTER 3

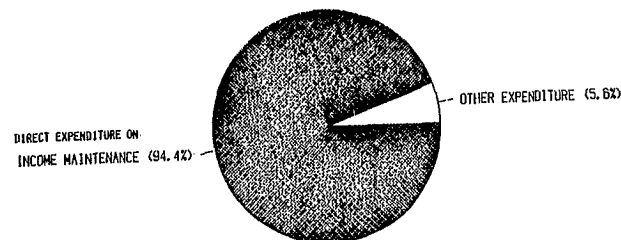
### DEPARTMENTS ORIENTED TOWARDS NEED

#### DEPARTMENT OF SOCIAL SECURITY

3.1 In 1981/82 the Department of Social Security (DSS) managed a budget for income maintenance programs which exceeded the sum of the budgets of the other nine departments surveyed. In the Department's words it 'helps a wide range of people in need.'<sup>1</sup> It had some 4.5 million clients at any one time at a cost of approximately \$10,000 million per annum. Figure 3.1 indicates the relative importance of income maintenance programs in the Department.

Fig3.1 DEPARTMENT OF SOCIAL SECURITY

EXPENDITURE 1981-82



3.2 At Central Office, the administration of the Department was conducted through ten separate divisions which reported directly to the Department's top management of Director-General and two Deputy Directors-General. There were also Regional Office headquarters in each of the State Capitals and in the Northern Territory and the Australian Capital Territory. Field operation units were responsible for the Regional Office service delivery networks in each State. In all, the Department operated from 175 separate locations and employed approximately 12,000 staff.

1. Submission by the Department of Social Security to the Joint Parliamentary Committee of Public Accounts, Inquiry into the Administration of Income Maintenance Programs, 1982.

3.3 In contrast to some other departments, DSS conducted an intensive program of training and staff development. Training units were attached to Central Office and every State/Territory administration. There were 109 staff engaged in training and training support activities.

3.4 Of the management service functions such as finance, personnel, registry, typing and mail services, only those concerning direct cash payments to individuals were computerised to any great degree. The Department undertook a major administrative review of all processing arrangements for all Departmental programs with the aim of achieving optimal efficiency. This culminated in the Government's decision in June 1983 to implement a strategic plan for all Departmental programs, known as STRATPLAN.

3.5 Essential elements of STRATPLAN are:

- a total re-equipment of all Departmental computer systems;
- application of new computer technologies to the Department including management services areas;
- integration of word processing, electronic mail and office automation technologies;
- the application of these integrated technologies to all locations in the Department including all Regional Offices; and
- linking of all Departmental locations electronically to allow rapid transfer of information between them.

3.6 DSS operated four main types of social welfare programs:

- direct cash payments to individuals (pensions, benefits and allowances). This was the major work of the Department;
- subsidies and grants to organisations and governments (for bodies engaged in welfare activities);
- services to individuals (rehabilitation and social work);
- subsidies to individuals (including housing assistance).

3.7 In the course of providing administrative data, the Department observed that administrative costs had to be calculated indirectly. It noted difficulties in providing accurate information on staffing. There were also difficulties

in providing precise information on some other aspects of administration because its computer cheque paying facilities meant it acted as paying agent for seven different Commonwealth agencies.

3.8 In presenting its major objectives, DSS recognised that the management of complex delivery systems may require trade-offs between conflicting objectives. It adopted the basic position that, given limited resources, services should be provided to those most in need. This Departmental objective for all programs was balanced by the objective, 'to ensure that self help and incentives to work are not discouraged'.<sup>2</sup>

3.9 DSS was involved in a wide range of review, research, evaluation and information activities. As well as collecting, collating and refining information about its programs the Department also disseminated information for its existing and potential clients with general leaflets in English and up to twenty-two, high-demand, non-English languages.

3.10 The DSS submission referred to four distinct types of review: intra-departmental review of particular operations (particularly in the Budget context), audit review, management review and external review. Moreover, the Department had established an extensive consultative mechanism through national and State committees. Another aspect of review procedures cited was the appeal mechanism for clients who felt they had been treated unfairly. Appeal procedures were designed to provide clients with a range of review machinery which afforded quick, efficient and economical review of disputed decisions.

3.11 A further part of the review task was done by the Social Welfare Policy Secretariat. This was established in 1977 by Government, with administrative support provided by DSS. The Secretariat examined major policy issues, particularly those extending beyond the responsibilities of any one department. DSS policy development and research staff cooperated in a number of joint projects coordinated by the Secretariat.

3.12 The DSS submission identified twenty-nine programs under its administration. These are set out in Table 3.1 while aspects of each program are set out in the section entitled Program Features which follows the Table.

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2. Submission by the Department of Social Security, op. cit.

Table 3.1: Department of Social Security - Income Maintenance Programs(a) : 1981/82

Program	Expenditure on Service \$m	Adminis- tration \$m
<b>Allowances, Benefits and Pensions</b>		
<b>Family Programs</b>		
Family Allowances	1041.8	39.3
Handicapped Child's Allowances	22.3	0.3
Double Orphan's Pension	2.9	0.06
Widows Pension	717.4	9.1
Supporting Parent's Benefit	605.9	5.4
Special Benefit	74.1	7.6
Unemployment Benefit	1224.3	120.8
<b>Programs for the Sick and Aged</b>		
Sickness Benefit	225.1	22.8
Sheltered Employment Allowance	34.0	0.5
Commonwealth Rehabilitation Service	8.8	29.55
Invalid Pension	977.1	12.5
Age Pension	4506.9	74.9
<b>Compensation Programs</b>		
Compensation program for Commonwealth Employees		
Air Accident (Commonwealth Government Liability) Scheme	61.2(b)	12.9(b)
<b>Accommodation and Housing Programs</b>	n.a.	n.a.
Aged or disabled persons accommodation and care program		
State grants (home care) program	83.2	2.8
Homeless persons assistance program	18.2	0.05
Crisis accommodation for families in distress*	5.5	0.5
Glebe housing estate*	2.0	3.7
Mortgage and rent relief scheme*	-	0.002
Home deposit assistance scheme*	n.a.	-
Commonwealth/State housing agreement*	114.7(c)	3.7(d)
	262.2	0.15
<b>Grants to Organisations</b>		
Handicapped persons welfare program	62.4	4.2
Grants to community welfare agencies	0.5	0.09
<b>Children's Services</b>		
Family support services		
Pre-school block grants	4.8	0.21
Day care services	33.0	0.06
Other services for children	34.9	3.4
Youth services scheme	6.3	0.21
	1.9	0.23

(a) This presents a snapshot of DSS programs in the 1981/82 time frame. The five programs marked with an asterisk(\*) have since returned to the re-created Department of Housing and Construction.

(b) estimate

(c) includes 1981/82 expenditure on Home Savings Grants

(d) estimate 1982/83

## PROGRAM FEATURES

### Allowances, Benefits and Pensions

#### Family Programs

3.13 The 'Family Allowance' program was intended to assist families bringing up children. 'Family Allowance' was paid on a universal basis in recognition of the greater need for income or lower capacity to pay tax of all families with dependent children vis-a-vis those without children. A secondary objective was to reduce financial hardship particularly among large families. Unlike pensions and benefits which were designed to provide minimum income support, this program's primary objective was to promote equity between people in similar circumstances, between those with children and those without. 'Family Allowance' was financed from general revenue and the rates varied according to the number of children in the family. It was not subject to an income test. Authority for 'Family Allowance' payments was contained in the Social Security Act 1947 and Regulations.

3.14 Details of eligibility were clearly articulated and included references to residence qualification, income test, portability and rates of payment.

3.15 The 'Handicapped Child's Allowance' program was primarily intended to assist families who had a handicapped child requiring constant care and attention and who provided that attention in the family home rather than place the child in an institution at a far greater cost to the Government. For many handicapped children requiring constant care and attention, the allowance was paid free of income test. For children whose degree of handicap was less, but still substantial, and who required constant care and attention which imposed financial hardship, the allowance was paid subject to an income test.

3.16 Authority for 'Handicapped Child's Allowance' was contained in the Social Security Act. The Act also provided a framework for the administration of the legislation (including appropriate appeal mechanisms).

3.17 The 'Double Orphan's Pension' was intended to provide assistance for guardians or institutions who cared for children whose parents were dead or one of whose parents was dead and the other missing, or for refugee children, where both parents were outside Australia or whose whereabouts were unknown. A secondary objective was to provide financial incentives for families to care for orphans, rather than rely on the more expensive alternative of institutional care. Authority for 'Double Orphan's Pension' payments was contained in the Social Security Act.

3.18 The 'Widow's Pension' was intended to provide minimum income support to de jure widows and to certain other women who had lost the support of a male breadwinner; who had limited income and who had children in their care; and who because of their age, were not expected to provide for their own support. A secondary objective of the program was, via an income test, to encourage self-help. Unlike provisions in countries with contributory schemes, the pensions were flat-rate and were not related to the husband's previous level of earnings. They were financed entirely out of general revenue.

3.19 Under this program, as for others, pensioners may be entitled to the following additional payments and benefits:

- . Supplementary Assistance (for rent, etc)
- . Funeral Benefit
- . Commonwealth Pensioner Fringe Benefits (eg, health, telephone, postal, transport concessions)
- . Additional Pension for Children
- . Mother's/Guardian's Allowance.

Authority for the payments was contained in the Social Security Act and other Acts related to health benefits, telephone rental concessions, postal fee reduction concessions and transport concessions.

3.20 The 'Supporting Parent's Benefit' helped both parent and child. The program was intended to provide income support to single people who had limited income and who did not receive any other pension or benefit and who had the custody of a child or dependent full-time student. A secondary objective of the program was to provide encouragement for self-help through, for example, part-time work. Authority for the Benefit was contained in the Social Security Act.

#### Special Benefit

3.21 'Special Benefit' was intended to provide minimum income support to people who were ineligible for payments such as 'Supporting Parent's Benefit', 'Unemployment Benefit' or 'Sickness Benefit', and who were unable to provide for themselves and their dependants. The grant of a 'Special Benefit' and the rate of payment was at the discretion of the Director-General but the rate could not exceed the rate of 'Unemployment Benefit' or 'Sickness Benefit' that would be paid if the claimant had qualified to receive either of these.

3.22 The benefit was originally intended to apply to unmarried daughters who remained at home to look after their parents. In 1981/82 categories of recipients included, among others, newly arrived migrants in accommodation centres, people ineligible for other payments because of limited residence and people caring for invalid relatives. Authority for the payment was contained in the Social Security Act.

#### Unemployment Benefit

3.23 The primary objective of the 'Unemployment Benefit' was to provide minimum income support to unemployed persons who were able and willing to work and who were taking reasonable steps to obtain work. This program, administered under the Social Security Act, thus conformed with the Department's objective - 'to ensure that those most in need receive priority in assistance'.<sup>3</sup>

3.24 However, consistency with the Department's other objectives was not as clear. Other objectives

'include the maintenance of incentives for full-time work ... the maintenance of incentives to remain in (or undertake further) education and the maintenance of incentives to live at home with parents.'<sup>4</sup>

It is questionable that the low level of 'Unemployment Benefit' is in fact consistent with the Department's objectives of the 'maintenance of incentives'<sup>5</sup> in each of those three areas.

3.25 The administration of the 'Unemployment Benefit' involved two departments. The Department of Employment and Industrial Relations, through the Commonwealth Employment Service (CES), registered claimants for 'Unemployment Benefit' as unemployed, sought suitable work for them and determined whether they were able and willing to accept such work. These requirements were known as the Work Test. Although the application of the Work Test was administered by the CES, the decision to grant 'Unemployment Benefit' rested with the Department of Social Security. In determining whether a claimant was eligible for 'Unemployment Benefit', the Department of Social Security was required to consider all available evidence, including any advice provided by the CES as to compliance with the Work Test.

3.26 The 'Unemployment Benefit' has been amended numerous times and has been the subject of extensive research over the years. The Department's submission reflected this and provided information on eligibility criteria, tax treatment, portability and rates of benefits. By way of review, the Department noted that a wide range of statistics relating to the 'Unemployment' and 'Sickness' Benefit was routinely collected, maintained and published. The Department also cited numerous research and evaluation exercises which it has undertaken in its own right and in cooperation with other departments.

3. Submission by the Department of Social Security, *op. cit.*

4. *Ibid.*

5. *Ibid.*

## Programs for the Sick and the Aged

3.27 There were five programs in this sub-category. Traditionally the 'Sickness Benefit' has been administered in close association with the 'Unemployment Benefit'. The program was intended to provide minimum income support for people who were temporarily unable to work because of sickness or injury and who thereby suffered a loss of income. Authority for the 'Sickness Benefit' was contained in the Social Security Act and Regulations. A clear account of the administrative procedures for the program was provided in the submission.

3.28 Through the 'Sheltered Employment Allowance', DSS provided income support to disabled sheltered workshop employees. It was payable as a supplement to wages paid by the workshop to people in sheltered employment who were qualified to receive an 'Invalid Pension'. With the exception of supplementary assistance, recipients could receive the same additional payments and benefits as age pensioners.

3.29 A secondary objective of this particular program was to encourage people to undertake sheltered employment with a view to preparation for open employment. This program provided, if not an incentive, at least an inducement to return to work whereas in itself the 'Unemployment Benefit' did not.

3.30 The 'Commonwealth Rehabilitation Service' (CRS) could be considered as an extension of the concept of the sheltered workshop. The CRS provided a comprehensive range of rehabilitation programs to assist both physically and intellectually handicapped people live as normal a life as possible. It did this by offering a comprehensive mix of medical, vocational, educational and social programs aimed at assisting disabled people to maximise their potential in the community. Part VIII of the Social Security Act contained detailed criteria covering various aspects of the administration of the CRS.

3.31 The DSS submission documented the way in which the three foregoing programs were reviewed and evaluated.

3.32 The objectives involved in the 'Invalid Pension' were quite different from the notions of 'sickness and return to work', present in the programs outlined above. For the 'Invalid Pension' the Department was charged with the responsibility of providing minimum income support for people aged 16 and over who were permanently incapacitated for work and for people who were permanently blind. Unlike worker's compensation payments or disability pensions, the 'Invalid Pension' was paid at a flat rate and financed out of general revenue and was not based on compensation principles.

3.33 The 'Age Pension' was primarily intended to provide income support to women aged 60 and over and to men aged 65 and over, but not to the extent of discouraging people from providing for their own retirement through savings and part-time or casual work. Consequently the 'Age Pension' was income tested and the rate of payment was low.

3.34 On the other hand, an income test free pension for those aged 70 and over was introduced in 1975. The rates of payment for this pension were frozen in November 1978, with entitlement to anything beyond the base rate and the increases in the basic rates of pension that arise from indexation subject to the normal income test arrangements. Provisions for this benefit were changed recently. Whereas all persons aged 70 or over were previously entitled to a pension at a fixed rate regardless of income, as from 1 November 1983 an income test applies to such payments where the pensioner has other income over a specified level.

3.35 The 'Age Pension' was the largest of all the income maintenance programs. The DSS submission provided extensive detail on administration including eligibility criteria, tax treatment, and portability conditions.

## Comment

3.36 While questions concerning the provision of benefits free of income test are valid ones, and similar to questions posed by social scientists and reports such as the 'Poverty Report' 6 which challenge the adequacy or otherwise of certain payments, such challenges are not so much directed to the administrative system as to the priorities in policy. Insofar as this inquiry concentrated on the administration of services at the headquarters of departments, DSS programs involving direct cash payments to individuals appear to be well managed.

## Compensation Programs

3.37 DSS administered two compensation programs: 'Compensation for Commonwealth Employees' and 'Air Accidents (Commonwealth Government Liability) Scheme'.

3.38 Authority for the first scheme was the Compensation Act 1971. Broadly speaking the legislation provided benefits to compensate eligible employees for losses sustained in employment connected circumstances. There were over half a million people covered by the Act. The submission provided details of the program's administration and the number of claims in 1981/82.

6. Commission of Inquiry into Poverty in Australia, Poverty in Australia, AGPS, Canberra, 1976.

3.39 The 'Air Accidents (Commonwealth Government Liability) Scheme' covered passengers travelling in aircraft operated by the Commonwealth and passengers travelling for the purpose of the Commonwealth. The scheme entailed a direct 'once-and-for-all' damages award and did not properly fall within the category of an income maintenance program.

#### Accommodation and Housing Programs

3.40 The 'Aged or Disabled Persons Accommodation and Care Program' was complex. It encompassed capital and recurrent subsidies under three Acts:

- Aged or Disabled Persons Homes Act 1954
- Aged or Disabled Persons Hostels Act 1972
- Delivered Meals Subsidy Act 1970

Aged or disabled people also benefitted as a result of capital and recurrent subsidies paid to religious and charitable organisations or to local government.

3.41 The objectives of the 'States Grants (Home Care) Program' complemented the 'Aged or Disabled Persons Accommodation and Care Program'. It was concerned with the provision of services and facilities to the bulk of the aged population who lived outside sheltered accommodation.

3.42 Whereas the previous two programs were for the aged in accommodation, the 'Homeless Persons Assistance Program' (HPAP) was directed towards those who had no home. It provided accommodation, meals and welfare services to needy people, with particular emphasis on assistance to the chronically homeless and homeless young people. The number of recipients of the service was not given. The Committee has commented on this program in its report on the Auditor-General's Report 1980/81.

3.43 In 1982 DSS inherited from the Department of Housing and Construction five housing programs which supplemented income. Although these programs were transferred to the reestablished Department of Housing and Construction after the Federal election in March 1983, information on them is recorded in the following paragraphs because the programs belonged to DSS during the period considered by the Committee.

3.44 The 'Crisis Accommodation for Families in Distress Program' was similar to HPAP. The program involved Commonwealth financial assistance to the State and Northern Territory Governments and Aboriginal Hostels Ltd to build up a stock of crisis accommodation for families in emergencies. Initial approval for the program was given by the Government in 1981. The administrative control of this program was not fully developed and no references were made to numbers of recipients or to evaluation procedures.

3.45 DSS undertook a property management role in the 'Rent Rebate Scheme - Glebe Housing Estate, Sydney'. The Glebe Housing Estate comprised around 600 dwellings and 60 commercial properties. A high proportion of tenants in the Estate were pensioners or low income earners.

3.46 The Mortgage and Rent Relief Scheme responded to the Commonwealth's concern that increasing interest rates and housing costs were causing hardship. There was a substantial time lag between announcement of the policy decision and details of implementation - a time pattern in program implementation which of course, is not unique to this program.

3.47 There was no legislation for the scheme and details of objectives and evaluative techniques of the program had not been formulated at the time of the Committee's investigations. The DSS submission stated that the broad administration of the program would be undertaken by DSS, but that the States and the Northern Territory were likely to be responsible for its detailed implementation. The Commonwealth indicated that it was prepared to outlay up to \$20 million per annum in this form of assistance for three years from 1982/83, provided this sum was matched with new expenditure by the States and Northern Territory.

3.48 Legislation for the 'Home Deposit Assistance Scheme', was given Royal Assent in June 1982. The Home Deposit Assistance Act 1982 repealed many of the provisions of the Home Savings Grant Act 1976 and provided for capital grants to be paid to persons buying or building their first home. Details of eligibility criteria, method of service delivery and program reviews were included in the submission.

3.49 Under the 'Commonwealth/State Housing Agreement' the Commonwealth provided financial assistance to State Governments and the Northern Territory for the provision of rental housing and home purchase assistance to persons deemed to be in need. Details of expenditure and records of the numbers of clients and administrative and review procedures were presented to the Committee.

#### Comment

3.50 The Committee notes administrative controls over the housing programs were not as extensive as those exercised over allowances and pensions.

#### Grants to Organisations

3.51 Two programs related to the Department's major responsibility for direct income maintenance to individuals provided assistance through community welfare agencies. The first was the 'Handicapped Persons Welfare Program'; the second, the 'Grants to Community Welfare Agencies (Emergency Relief) Program'.



3.52 Basically, the 'Handicapped Persons Welfare Program' (HPW) subsidised community based welfare oriented organisations which provided prescribed services of training, activity therapy, and sheltered employment for physically and intellectually handicapped people, and residential accommodation where this was associated with such activities. A separate provision existed under HPW for program up-grading activities including seminars, staff training, consultancy services and other program development work, to improve the operation and quality of programs which the organisations conducted.

3.53 The program complemented DSS income maintenance provisions for handicapped people and DSS services provided by the Commonwealth Rehabilitation Service. The legislative base for the program was the Handicapped Persons Assistance Act 1974.

3.54 The 'Emergency Relief' program provided financial assistance to non-government welfare agencies to enable them to provide additional cash and/or food vouchers to people in need.

3.55 Information for both the HPW and Emergency Relief programs on eligibility, methods of service and number of recipients was provided in the submission.

#### Children's Services

3.56 There were five schemes in this sub-category of DSS programs, namely:

- . Family Support Services
- . Pre-school Block Grants
- . Day Care Services
- . Other Services for Children
- . Youth Services Scheme

3.57 'Family Support Services' were funded under the 'Children's Services Program' with the purpose of providing funds to assist community groups to establish community based services for families with children. This supplemented welfare programs for which States had statutory responsibility. Services included housing referral, financial counselling, parent and child counselling, assistance and emergency cash relief. Priority was given to projects providing services for needy groups such as Aborigines, migrant and single parent families, and families in remote areas. This was a pilot program and did not have legislative mandate.

3.58 'Pre-school Block Grants' supplemented funding provided for pre-school education by State and Northern Territory Governments, which were responsible for their administration.

3.59 The 'Children's Services Program' also funded day care. The legislative base for direct grants to child care centres was the Child Care Act 1972. All 'Day Care Services' funded under the 'Children's Services Program' were non-profit making, usually organised by voluntary organisations and frequently sponsored by local government authorities.

3.60 The category of 'Other Services for Children' included services (other than pre-school education and/or regular day care) provided by a number of organisations. Priority was given to certain groups designated by the Minister for Social Security as 'special needs' groups. Services included support for playgroups, assistance to disabled children, child care in women's refuges, and research activities.

3.61 The 'Youth Services Scheme' was introduced as part of the 'Children's Services Program' in July 1979 as a pilot scheme to provide emergency accommodation for young people up to about 18 years of age. As with the Department's welfare objectives as a whole, the general objectives of the 'Youth Services Scheme' were to provide services to those most in need.

#### Comment

3.62 Administrative procedures for the 'Children's Services Programs' were markedly different from the Department's general administrative pattern. Unlike the pattern for, say pensions, for which there was a clear legislative base, well-focused objectives, strict eligibility criteria, established methods of delivery and records of the number and characteristics of recipients, the 'Children's Services Program' had diffuse objectives, vague eligibility criteria, variable service delivery and less comprehensive records of recipients. Information on the 'Children's Services Program' suggests that methods of administration were evolving in a tentative way. While this may help to foster community initiatives, it does have major disadvantages operationally.

#### GENERAL ISSUES

3.63 In the remaining sections of this chapter the Committee discusses issues in the Department which extend beyond the specifics of particular programs. The Committee comments on program objectives, legislation, compatibility of provisions, information handling and evaluation techniques.

#### Objectives

3.64 At the public hearing the Department informed the Committee that the recession put much heavier demands on its services and in response to these pressures, DSS staff numbers

had been increased from approximately 11,000 to 16,000 and a further twenty Regional Offices had been opened.<sup>7</sup> The Committee considers current economic circumstances make the need for effectiveness and efficiency in administration more pressing; particular attention must be paid to both doing the right things and doing them correctly. The clear definition of the objectives of all income maintenance programs currently being administered would assist in this respect.

3.65 The Committee was informed that even with substantial falls in unemployment, offices in the newly promoted regions would be maintained as the provision of other services such as age pensions were expected to increase.<sup>8</sup> The Committee supports the decentralisation of DSS services and acknowledges that there is some validity in the argument that the extra Regional Offices would still be required even if the numbers of unemployed were to decrease. However, it is not convinced that this would apply in all cases and it urges the Department of Social Security to keep its regionalisation strategy under review and be prepared to close offices when they are no longer necessary in particular locations.

#### Legislation

3.66 Legislation in some form is a prerequisite for the provision of funds to a department. At the most basic level the Appropriation Act fulfils this requirement and an administrator could act without specific legislation if he or she had the delegated power.

3.67 DSS favoured program legislation and senior representatives of the Department outlined the processes in its development at the public hearing. As explained to the Committee, in the first instance the Department discussed the proposed program with representatives of the Attorney-General's Department, the Public Service Board, the Department of Finance and usually the Department of Prime Minister and Cabinet. The Office of Parliamentary Counsel was also consulted at the next stage when specific legislation was under consideration. This process ensured interdepartmental consultation on changes in administration.<sup>9</sup>

3.68 Despite the fact that such consultations took time, the Department indicated that it could have a program in operation in a matter of months after Cabinet had approved its implementation. Cabinet decisions were normally based on a Departmental submission, the preparation of which generally

included the formulation of draft legislation and consultations within the Department between those expert in policy formulation and program administration.<sup>10</sup>

3.69 Generally legislation for a new program used the framework of the Social Security Act. DSS corrected anomalies as they became apparent or responded to emerging circumstances with changes in that legislation.<sup>11</sup> Defects in legislation generally called for an amendment of the Act although it was possible where provisions were not explicit, for an administrator to act under some other discretionary power.

#### Compatibility of Provisions

3.70 The Committee addressed the issue of possible anomalies in program administration focussing in particular on the 'Supporting Parent's Benefit' and the 'Widow's Pension'.

3.71 There appeared to be discrepancies in the legislation for assistance to sole parents and widows although these programs had similar purposes. In some cases the legislation for the 'Supporting Parent's Benefit' was more liberal than the legislation for the 'Widow's Pension'. For example, the desertion criterion in the case of the 'Widow's Pension' was not present in the eligibility criteria for a woman for a 'Supporting Parent's Benefit'. As another example of divergence, the 'Supporting Parent's Benefit' was altogether more liberal for a male, but on the other hand a widower, no matter how deserving, could not qualify for a 'Widow's Pension'. Further, provisions of the programs resulted in widows over 50 or supporting parents over 45 being no longer eligible for payments under either program when the last child left home. People requiring continued support from the Government were faced with the option of seeking 'Unemployment Benefit' or 'Special Benefit'. Many people found this transition bizarre and from the point of view of administration it appeared to involve unnecessary complications in the re-arrangement of payments.

3.72 On the basis of its examination of this particular case, the Committee sees merit in the Department of Social Security developing a single set of rules applying to all sole parents. Furthermore the Committee believes its examination of the eligibility criteria for these two closely related programs highlights the general need for all departments to refine program objectives, and adapt them to changing government policy and circumstances.

7. Joint Parliamentary Committee of Public Accounts, Inquiry into the Administration of Income Maintenance Programs, Minutes of Evidence, p. 5.

8. Ibid., p. 8.

9. Ibid., p. 13.

10. Minutes of Evidence, op. cit., p. 13.

11. Ibid., p. 11.

## Client Information

3.73 The pamphlets produced by the Department of Social Security and the Department of Veterans' Affairs had a format which was readable and comprehensive. They contrasted with the pamphlet provided by the Department of Employment and Industrial Relations on the 'Commonwealth Rebate for Apprentices Full-time Training' (CRAFT). The Committee considers that Departments could productively direct their attention to this area.

3.74 The Committee is also concerned about the quality of application forms (and indeed all forms) which members of the public are required to use when transmitting information to Commonwealth agencies. Some potential recipients of DSS benefits find form filling a very difficult exercise despite the commendable effort DSS has made to improve form design in recent years.<sup>12</sup>

3.75 Another issue raised by the use of forms is that of confidentiality. Where information is transmitted to Commonwealth agencies, some reference to the degree of confidentiality with which this would be treated should be included on the form.

3.76 The Committee sees a need for all departments to progressively improve their form design skills and indicate on all forms the degree of confidentiality with which the information will be treated.

## Evaluation Techniques

3.77 The Committee notes the results of studies in the social welfare area - particularly the Poverty Inquiry in the mid 1970s and more recently the Social Welfare Policy Secretariat's Report on Poverty Measurement<sup>13</sup> - which suggest that a large section of those who depend on social services remain poor. The Committee also notes both the in-house and external evaluation procedures exercised by departments such as the Department of Social Security. The Committee considers the need for such procedures to be great to enhance program control and increase the capacity of programs to meet either their current or changing objectives.

12. Minutes of Evidence, op. cit., p. 28.

13. Social Welfare Policy Secretariat, Report on Poverty Measurement, AGPS, Canberra, 1981.

## CHAPTER 4

### DEPARTMENTS ORIENTED TOWARDS NEED (CONTINUED)

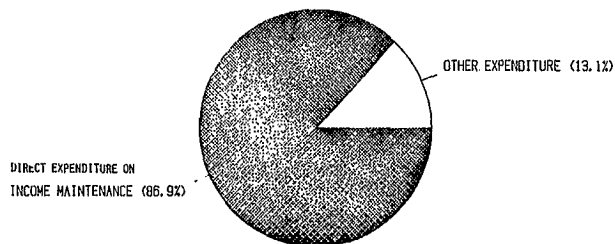
4.1 This chapter continues the theme of 'need'. It examines and comments on the administrative practices as at 1981/82 of the Departments of Health, Aboriginal Affairs (DAA), Immigration and Ethnic Affairs (DIEA) and the then Department of Capital Territory (DCT). Attention is directed to the nature of the programs offered, their operational basis, their costs and beneficiaries and their methods of evaluation.

### DEPARTMENT OF HEALTH

4.2 'Entitlement' is a particularly relevant concept to the administration of health services. It arises from the generally accepted principle in the Australian culture that everyone is entitled to adequate health care. Figure 4.1 below indicates the relative importance of income maintenance expenditure in the Department.

Fig.4.1 DEPARTMENT OF HEALTH

EXPENDITURE 1981-82



4.3 The Department submitted nineteen programs concerned with income maintenance, but the information in many cases was inadequate. For instance, administrative costs were not given, and the data on the recipients of services were not available for thirteen of the nineteen programs. The poor quality of data casts administration in a very poor light particularly in terms of the capacity to undertake meaningful review.

4.4 The programs administered by Health are shown in Table 4.1. Aspects of each program are set out in the section following the table entitled *Program Features*.

Table 4.1: Department of Health - Income Maintenance Programs: 1981/82

Program	Expenditure on Service
	\$m
<b>Nursing Care Programs</b>	
Nursing Home Benefits	407.3
Nursing Homes Assistance	164.1
Home Nursing Subsidy	16.5
Domiciliary Nursing Care Benefit	21.2
Paramedical Services	1.2
<b>Services for Remote Areas</b>	
Royal Flying Doctor Service	4.2
Isolated Patients' Travel and Accommodation Assistance Scheme	6.3
Health Program Grant to Aboriginal Medical Services	1.5
National Trachoma and Eye Health Program	0.3
<b>Services for Personal Disabilities</b>	
Stoma Appliances Scheme	2.9
National Acoustics Laboratory	
- Hearing Aid Program	7.7
Program of Aids for Disabled People	2.4(a)
Tuberculosis Allowances	1.1
Blood Transfusion Services	8.9
<b>Programs for Providers of Medical Services</b>	
Health Program Grant	3.4
Commonwealth Medical Benefits	776.5
Pharmaceutical Benefits Scheme	390.8
Private Hospital Bed Day Subsidy	84.4
Hospital Benefits Reinsurance Trust Fund	100.0

(a) 1982/83 expenditure - first full year cost

## PROGRAM FEATURES

### Nursing Care

4.5 The 'Nursing Home Benefits' program was administered under the National Health Act 1953. The program, which required the cooperation of State governments and nursing home proprietors, provided benefits to nursing homes to help patients meet the costs of accommodation. The 'Nursing Home Assistance' program provided an alternative approach to the provision of patient benefits. It provided for the direct funding of nursing homes conducted by local government, charitable and benevolent organisations. Authority for the program was contained in the Nursing Home Assistance Act 1974.

4.6 The 'Home Nursing Subsidy' supported approved nursing services thereby reducing the incidence of institutional care and permitting considerable savings. The program was first implemented in 1956 under the Home Nursing Subsidy Act 1956. It provided a contribution by the Commonwealth Government towards the operating costs of non-profit organisations providing home nursing. The 'Domiciliary Nursing Care Benefit' had a similar aim. This program provided direct financial assistance for patients who would otherwise have required nursing home care. Finance was provided under the National Health Act. It was administered from the Department's Head Office in Canberra and did not involve links with outside organisations or other Government departments.

4.7 The 'Paramedical Services' program complemented both the 'Home Nursing Subsidy' and the 'Domiciliary Nursing Care Benefit'. This program provided services to pensioners in their homes. It was implemented through the States Grants (Paramedical Services) Act 1969 and undertaken in Victoria, South Australia and Tasmania in cooperation with their State governments.

4.8 The Department of Health did not, and/or could not, identify administrative costs for any of the Nursing Care programs. For instance the Department stated that

Administrative costs are not identifiable separately, but would include staff salaries, computer costs and other expenses. It is not possible to estimate the number of staff or manhours involved.

However, it estimated that approximately 150 manhours were spent on 'Paramedical Services'.

1. Submission by the Department of Health to the Joint Parliamentary Committee of Public Accounts, Inquiry into the Administration of Income Maintenance Programs, 1982.

4.9 Eligibility criteria and details of the rate of benefits were given in the Department's submission but no mention was made of the number of recipients under any of the programs.

4.10 With regard to review procedures, Health mentioned the Auditor-General's Report on the Efficiency Audit of the 'Nursing Home Program' and cited regular internal reviews of the programs. Health made no reference to formal evaluation studies by any external agency. It should be noted, however, that in November 1982, and thus strictly outside the Committee's defined time frame of investigation, the House of Representatives Expenditure Committee reported on a review of the 'Domiciliary Nursing Care Benefit' and 'Paramedical Services'. The Expenditure Committee recommended the replacement of the 'Domiciliary Nursing Care Benefit' with an Attendant Care Allowance which would pay for unskilled assistance without which an elderly person would require institutional care.<sup>2</sup>

#### Services for Remote Areas

4.11 The Commonwealth Department of Health carried a responsibility for providing special medical services for those who live in isolated areas. The most renowned of these was the 'Royal Flying Doctor Service' which derived its mandate from a Cabinet decision made in 1936. The 'Isolated Patients Travel and Accommodation Assistance Scheme' (IPTAAS) was a complementary program. It resulted from Liberal/Country Party policy in 1977. The scheme provided for reimbursement of expenses incurred in undertaking long journeys to obtain medical treatment. Administration of the scheme was tied to the legislative arrangements in the National Health Act and the Health Insurance Act 1973.

4.12 The level of payment for the 'Royal Flying Doctor Service' (RFDS) was determined each year following a detailed analysis of the past year's activities and an assessment of the organisation's need for finance.

4.13 Departmental administrative costs were not given for either of these programs although the manhours expended on the implementation of the two programs were calculated and the number of claims paid under IPTAAS was given.

4.14 The Department also administered two programs directed at Aboriginal populations. The aim of the 'Health Program Grant to Aboriginal Medical Services' was to raise the health status of Aborigines. The other, the 'National Trachoma and Eye Health Program' aimed to eradicate trachoma and provide eye health care to all Aboriginal and other Australians living in remote areas.

2. House of Representatives Standing Committee on Expenditure, In a Home or At Home Accommodation and Home Care for the Aged, AGPS, Canberra, 1982.

4.15 Administrative costs were not given but the approximate number of manhours per annum spent on the 'Health Program Grant to Aboriginal Medical Services' was given, as was some idea of the administrative burden involved in the 'National Trachoma and Eye Health Program'. The number of patients was not given for either program. Similarly, there was no reference to legislation for the programs.

4.16 None of the four programs providing services to remote areas has been subject to formal evaluation although recently the RFDS conducted a feasibility study aimed at developing an evaluation technique.

#### Services for Personal Disabilities

4.17 The National Health Act provided the legislative base for the 'Stoma Appliances Scheme'. This program provided monthly payments to voluntary stoma associations to cover costs of providing hearing and other medical aids. The 'Program of Aids for Disabled People' was based on this program and funding was charged against the National Welfare Fund. It provided a range of aids including wheelchairs, wigs, and walking aids.

4.18 The 'National Acoustics Laboratory - Hearing Aid Program' funded hearing centres throughout Australia which provided audiological services to persons under 21 years, eligible pensioners, ex-servicemen and several other groups. The original mandate for the program was the Acoustics Laboratory Act 1948 but the program has since been absorbed into the National Health Act.

4.19 Section 9 of the Tuberculosis Act 1948 provided for the payment of 'Tuberculosis Allowances' to sufferers of tuberculosis and their dependants with the aim of encouraging tuberculosis sufferers to give up work and undergo treatment.

4.20 The Department also administered the 'Blood Transfusion Service'. It was implemented as a result of a Cabinet decision in 1954 and provided Commonwealth grants to the States for operating expenses of the service.

4.21 Only in respect of the 'Tuberculosis Allowances', program did Health identify the number of recipients. On the matter of review, none of the programs had been subject to external evaluation although the National Acoustics Laboratory conducted a joint management review in 1979.

#### Programs for Providers of Medical Services

4.22 'Health Program Grants' which were administered under Part IV of the Health Insurance Act, provided grants to approved non-profit organisations as a subsidy for medical practitioners employed on a salaried or sessional basis. The

program aimed to support non-profit organisations which provided health screening, preventative health services and general medical services as an alternative to the payment of medical benefits on a fee for service basis. The size of the grants were not uniform.

4.23 'Commonwealth Medical Benefits' were a contribution by the Government under the Health Insurance Act towards costs incurred in the delivery of medical services and certain specialist dental and optometrical services for medically insured persons, persons covered by Pensioner Health Benefits and persons in special need. Benefits may be paid through:

- registered health insurance organisations;
- registered health insurance funds, or
- direct payments to medical practitioners through the bulk-billing payment system.

4.24 The 'Pharmaceutical Benefits Scheme', the mandate for which was the National Health Act, provided a Commonwealth Government contribution towards the cost of pharmaceutical products recommended by the Pharmaceutical Benefits Advisory Committee (PBAC). The product must have been prescribed by a doctor or dentist and the prescription processed by an approved pharmacist. Pharmacists were reimbursed each month for the cost of pharmaceutical products supplied less the amount of patient contribution. Holders of Health Benefit Cards and Pensioner Health Benefit Cards and their dependants were eligible to receive the pharmaceutical products free of charge.

4.25 The 'Private Hospital Bed Day Subsidy', administered under the Health Insurance Act subsidised the cost of private hospital accommodation. Payments were made direct to hospitals in response to claims submitted. Claims were processed by the Divisional Office in each State, although cheques were posted from Head Office in Canberra.

4.26 All registered hospital benefit organisations were required to participate in the reinsurance arrangements provided through the 'Hospital Benefits Reinsurance Trust Fund'. Administrative arrangements for this program were unique: the net deficits of all health insurance bodies were aggregated each quarter; the quarterly Commonwealth contribution of \$25 million was deducted from this aggregate and the balance re-distributed among all bodies. Advances were made at the commencement of each quarter in anticipation of net benefits for that quarter. The mandate for this program was the National Health Act.

4.27 Of the 'programs for providers of medical services', the Department stated that detailed administrative costs were once again not available. Some information was provided on the administration of the 'Hospital Benefits Reinsurance Trust

Fund' the 'Commonwealth Medical Benefits' and the 'Pharmaceutical Benefits Scheme'.

4.28 Apart from the twelve approved organisations which received 'Health Program Grants', no account was given of the numbers of recipients for any of the 'programs for providers of medical services'.

4.29 On the issue of evaluation, the 'Pharmaceutical Benefits Scheme' was scrutinised in the Pharmaceutical Manufacturing Industry Inquiry (Ralph Inquiry) but no formal evaluation was mentioned for the other programs.

#### GENERAL ISSUES

4.30 This section canvasses more general issues raised by Health's administrative practices. The Committee comments on matters concerning legislation, administrative costs and evaluation techniques.

#### Legislation

4.31 The concept that everyone is entitled to adequate health care is reinforced by legislation which provides the Department with a foundation for distributing a wide range of services. Legislation has the effect of translating entitlements into legal rights. Almost all the services of the Department of Health are tied to its administration by legislation.

4.32 The Committee observes that when legislation is loosely drafted the objectives of a department's services can be heavily influenced by the lobbying power of separate interest groups and administration can become fragmented and inefficient. This problem can be reduced in either of two ways. The legislative framework itself can be improved to integrate the multiple objectives of the department's services; or legislation can be reinforced by detailed Regulations designed to bring greater cohesion into a department's administration.

#### Administrative Costs

4.33 The Committee is concerned at the lack of administrative data on many of Health's programs. This is particularly unsatisfactory given the Department's relatively high level of expenditure on income maintenance programs.<sup>3</sup> The Committee considers that the Commonwealth Department of Health should calculate the manhours spent on its programs, the costs of their administration and the number of beneficiaries, and that this information be recorded in a readily retrievable form.

3. See Table 1.1 and Figure 1.1.

## Evaluation Techniques

4.34 Health made scant reference to evaluation methods. This is an unfortunate omission under a system of benefits where the unpredictable needs of patients determine the extent of services and where consequently the Department has no real control over the levels of service or indeed the level of remuneration to the providers of these services. This situation makes it essential that the legislation relating to programs be implemented with a proper degree of administrative supervision and its implementation be subject to constant review.

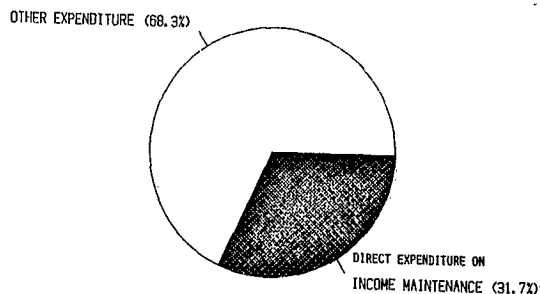
4.35 To effect this the Department of Health should adopt procedures for periodic internal and external evaluation of its major programs.

## DEPARTMENT OF ABORIGINAL AFFAIRS

4.36 The Department of Aboriginal Affairs (DAA) submitted information on ten programs. Authority for the programs was based upon policy speeches, Ministerial approval and Appropriation Acts. None of the programs submitted made reference to special program legislation, although most of the programs had significant budgets. Figure 4.2 provides an indication of the relative importance of income maintenance expenditure within the Department as a whole.

Fig.4.2 DEPARTMENT OF ABORIGINAL AFFAIRS

EXPENDITURE 1981-82



4.37 Table 4.2 presents information on expenditures on the various programs while the following paragraphs provide brief background on the functions of each program and administrative data where available. (The Department found it impossible to estimate administrative costs.)

Table 4.2: Department of Aboriginal Affairs - Income Maintenance Programs: 1981/82

Program	Expenditure on Service
	\$m
Grants-in-Aid States Grants Health	14.2
Grants-in-Aid Health	7.4
Grants-in-Aid Legal Aid	6.5
Grants-in-Aid Social Support	3.7
Grants-in-Aid Employment - Special Works Projects	3.1
States Grants Training	2.3
Grants-in-aid Training	1.7
States Grants Employment	0.4
Community Development Employment (CDEP)	7.0
Torres Strait Islands - Provision of Transport Facilities	0.2

## PROGRAM FEATURES

4.38 The 'Grants-in-Aid States Grants Health Program', provided assistance in areas such as preventative medicine, health education, nutrition and dental programs. Figures indicating the numbers employed were provided but no figures were given for the number of patients treated.

4.39 The Grants-in-Aid Health Program' provided grants to Aboriginal-controlled health care organisations to provide medical treatment free of charge to disadvantaged persons.

4.40 The 'Grants-in-Aid Legal Aid Program', provided benefits for an estimated 70,000 cases.

4.41 The 'Grants-in-Aid Social Support Program', assisted Aboriginal organisations provide welfare services. The Committee was informed of the number of centres operated and their beneficiaries.

4.42 The 'Grants-in-Aid Employment Program - Special Work Projects', operated in cooperation with the CES. The Department gave an estimate of the employment expected to be generated by the program.

4.43 The 'States Grants Training Program' provided funds to the States for Aboriginal training. Funds of the 'Grants-in-Aid Training Program' were apportioned directly by the Commonwealth by quarterly cheques to Aboriginal organisations. Information on the numbers of projects and persons employed or trained were provided for these programs.

4.44 The 'States Grants Employment Program' repeated the pattern of grants to the States and Aboriginal organisations. No figures were given regarding the Aboriginal beneficiaries of the program.

4.45 The 'Community Development Employment Project Scheme' (CDEP) which was directly administered by the Commonwealth reached eighteen separate communities. Allocations of money to each community were based on entitlements to the 'Unemployment Benefit'. The Department demonstrated the calculation of benefit under the scheme but provided no figures for the number of recipients.

4.46 The 'Torres Strait Islands - Provision of Transport Facilities' program provided subsidised helicopter services for communities not serviced by fixed wing operations.

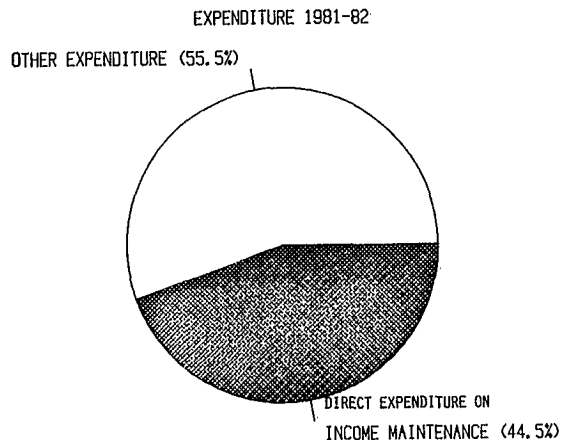
#### GENERAL ISSUES

4.47 This paragraph canvasses more general issues raised by the Department's administrative practices. The Department has undergone review of its programs, by evaluation studies conducted by committees of the House of Representatives and the Senate and has undertaken interdepartmental reviews itself. However, the Committee suggests that evaluation studies in the future could be more productive. In this regard the Committee directs the Department's attention to the Committee's General Findings at the end of this Paper particularly in respect of evaluation methods.

#### THE DEPARTMENT OF IMMIGRATION AND ETHNIC AFFAIRS

4.48 The programs administered by the Department of Immigration and Ethnic Affairs (DIEA) were designed to respond to the needs of migrants and included provisions for assisted passage to Australia and maintenance of refugees here. The context of the Department's efforts in relation to income maintenance is depicted in Figure 4.3.

Fig.4.3 DEPT IMMIGRATION & ETHNIC AFFAIRS



4.49 Details of the various programs are set out in Table 4.3 and the following paragraphs in the section entitled Program Features.



Table 4.3: Department of Immigration and Ethnic Affairs -  
Income Maintenance Programs: 1981/82

Program	Expenditure on Service
	\$m
Adult Migrant Education	32.24
Assisted Passage	16.47
Clothing Reimbursement	0.22
Loans to Committee for the Allocation of Loan Funds to Refugees in Centres (CALFRIC)	0.2
Community Refugee Settlement Scheme - Subsidies to Sponsors	0.2
Maintenance of Unattached Refugee Children	0.19
Migrant Project Subsidy	0.15
Migrant Emergency Fund	..
Repatriation of Migrants	0.05

#### PROGRAM FEATURES

4.50 Only one program nominated by the Department had specific legislation: the 'Adult Migrant Education Program' for which authority stemmed from the Immigration (Education) Act 1971-73. None of the other nine programs had specific legislation.

4.51 'Adult Migrant Education' was the largest scheme operated by the Department in the area of income maintenance. Within this program, 'Living Allowance' was paid to those learning English full-time. In 1981/82 expenditure on this component of the 'Adult Migrant Education Program' totalled \$8.75 million.

4.52 'Assisted Passage', which was formally available to migrants, has recently concentrated on the resettlement of refugees.

4.53 The 'Clothing Reimbursement Scheme' provided money to voluntary organisations which assisted migrants with their personal needs.

4.54 Assistance was provided through 'Loans to the Committee for the Allocation of Loan Funds to Refugees in Centres' (CALFRIC) to assist refugees to move into their first home.

4.55 The 'Community Refugee Settlement Scheme - Subsidies to Sponsors' provided assistance to newly arrived refugees.

4.56 'Maintenance of Unattached Refugee Children' provided funds for refugee minors who were in institutions or foster care without parents or close relatives.

4.57 The 'Migrant Project Subsidy Scheme' assisted ethnic and other voluntary organisations offering new approaches to migrant welfare services delivery.

4.58 Emergency relief for migrants was provided from the 'Migrant Emergency Fund'.

4.59 'Repatriation of Migrants' assisted migrants who were unable to settle successfully.

4.60 The Department's submission gave the number of beneficiaries for only some programs.

#### COMMENT

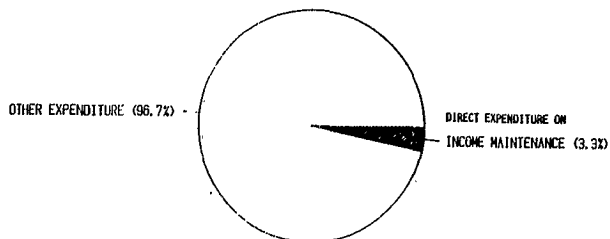
4.61 The Committee does not have specific comments to make regarding the Department, but directs its attention to the General findings at the end of the Discussion Paper.

#### DEPARTMENT OF THE CAPITAL TERRITORY (NOW TERRITORIES AND LOCAL GOVERNMENT)

4.62 The then Department of the Capital Territory (DCT) submitted nine programs which catered for people's basic needs - housing, food, clothing, travel, electricity and funeral costs. All programs were income tested and offered assistance similar to that offered to those in hardship in the States. The Department's activities in the income maintenance area is depicted in Figure 4.4.

Fig4.4 DEPT OF THE CAPITAL TERRITORY

EXPENDITURE 1981-82



4.63 Authority for the provision of most of the benefits was by approval of the Minister for the Capital Territory. In administrative terms this is acceptable since the expenditures involved were comparatively small although the housing programs were an exception. The only program with a legislative basis was the 'Rates Remission Relief Scheme' administered under the authority of the Land Rent and Rates (Deferment) Ordinance 1970.

4.64 Details of the programs are summarised in Table 4.4.

Table 4.4: Department of the Capital Territory - Income Maintenance Programs: 1981/82

Program	Expenditure on Service
	\$m
Capital Territory Rental Rebate	5.581
Rates Remission Relief	0.652
Food Orders and Emergency Cash	0.002
Capital Territory School Clothing Assistance	0.087
Capital Territory School Bus Tickets	0.059
Capital Territory Travel Assistance to Gaols	0.004
Drivers Licence and Motor Registration - Pensioners	0.037
Electricity Rebate	0.228
Funeral Cost Assistance (allocation of)	.010
Bus Travel - Pensioners and Beneficiaries	.662

4.65 The Department provided data on the administrative costs and manhours expended on its more costly programs, e.g., its housing program. With regard to external review DCI informed the Committee that it did not undertake or promote evaluation studies apart from its own regular reviews.

#### COMMENT

4.66 The Committee does not have any comments to make specific to the administration of the old Department, but directs the attention of the Department of Territories and Local Government to the General Findings at the end of this Discussion Paper.

## CHAPTER 5

### DEPARTMENTS ORIENTED TOWARDS COMPENSATION

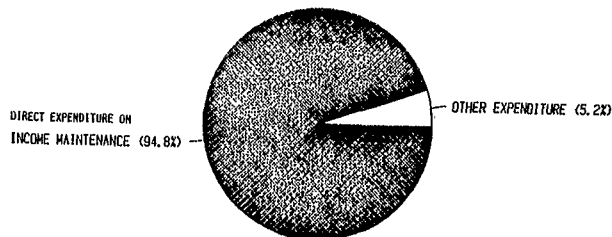
5.1 This chapter examines programs designed to compensate those who have given special service to the community. The Departments of Veterans' Affairs, Defence and Administrative Services were considered. Of these, Veterans' Affairs accounted for the greatest expenditure.

#### DEPARTMENT OF VETERANS' AFFAIRS

5.2 In 1981/82 the Department of Veterans' Affairs (DVA) was responsible for eleven income maintenance programs with a budget of approximately \$2,100 million (representing approximately 14 per cent of Commonwealth Budget outlays for this purpose). The relative importance of income maintenance expenditure within the Department is depicted in Figure 5.1.

Fig5.1 DEPARTMENT OF VETERANS' AFFAIRS

EXPENDITURE 1981-82



5.3 Table 5.1 sets out details of expenditure, the number of manyears involved in administration, associated salary costs and the number of beneficiaries for each program. Brief mention is made to the functions of each program in the section entitled Program Features following the table.

Table 5.1 Department of Veterans' Affairs - Income Maintenance Programs: 1981/82

Program	Expenditure on Service	Manyears	Salaries	Beneficiaries
	\$m		\$m	000
Disability Pension	298.3	247	3.9	367
Service Pension (including an additional benefit for dependent children)	807.5	175	2.9	287
Supplementary Assistance (for rent)	4.5	5	0.1	21
Other Benefits (health benefits and phone rental concession)	9.1	14	0.4	232
Loss of Earnings Allowance	0.3	4	0.1	2
Treatment Services	288.2	7721	134.6	n.a.
Free Limb Scheme	4.8	134	2	n.a.
Temporary Incapacity Allowance	0.3	4	0.1	0.7
Defence Service Homes	106.7	712	13	370
War Widow's Pensions	206.3	53	0.8	48
Education Allowances	2.2	16	0.2	1.5(a)

(a) as at 7 January 1982.

## PROGRAM FEATURES

5.4 The 'Disability Pension' was paid under the Repatriation Act 1920. The Act related to three major conflicts - World War 1, World War 11 and the Korea-Malaya operations from 1950-1957. The Repatriation (Special Overseas Services) Act 1962 covered service in a proclaimed area affected by war-like operations and extended to those who fought in Vietnam. The Act was amended in 1973 to also cover members of the Regular Defence Force who had completed a specific period of service on or after 1972, or who had served in peacekeeping forces.

5.5 'Service Pensions' were introduced in 1935 as an additional form of compensation for the indefinable and intangible effects of strenuous war service which could lead to premature aging and loss of earning power. 'Service Pensions' were a social welfare type payment similar to the 'Age' and 'Invalid Pension' payable by the Department of Social Security. Authority for 'Service Pensions' was contained in the Repatriation Act. It was subject to an income test and the maximum rates were kept in line with the maximum 'Age Pension' rates payable under the Social Security Act 1947. The significant differences between the payments from the Departments of Veterans' Affairs and Social Security were the service qualifications, the availability of 'Service Pensions' five years earlier than the 'Age Pension' and exemption from the income test of 60 per cent of any 'Disability Pension' payment.

5.6 'Supplementary Assistance' was introduced in 1958. Often called a 'Rent Allowance', it was designed to help more needy pensioners meet the costs of accommodation. Authority for the payment was contained in the Repatriation Act.

5.7 Various benefits came under the program entitled 'Other Benefits'. These included medical treatment through the services of private and general practitioners, specialists, accommodation in standard hospital wards and optical consultations. They also extended to hearing aids, pharmaceutical and nursing home benefits, and telephone rental concessions. Authority for the provision of Pensioner Health Benefits was contained in the National Health Act 1953 and the Health Insurance Act 1973. The provision of telephone rental concessions was contained in the by-laws made under the Telecommunications Act 1975.

5.8 The 'Loss of Earnings Allowance', introduced in 1978 in place of the 'Sustenance Allowance', was paid to a veteran for actual earnings lost while undergoing treatment for a service related disability, or undertaking a Repatriation claim. Authority for the 'Loss of Earnings Allowance' was contained in a Regulation under the Repatriation Act.

5.9 Three programs provided veterans with a comprehensive treatment service. Each scheme is discussed below. Authority for the main program, 'Treatment Services', was contained in the Repatriation Act and Regulations although treatment could also be provided under a range of supplementary legislation.1 The 'Treatment Services' program was designed to compensate eligible veterans and their dependants by providing a comprehensive range of medical and hospital treatment.

5.10 The objective of the 'Free Limbs Scheme' was to make artificial limbs available not only to military personnel but to every Australian resident requiring them. The limbs were supplied free of charge unless the amputee was eligible to recover the costs as damages from another party. The current scheme was inaugurated in the 1973 Budget and legislative authority was vested in the Repatriation Act.

5.11 The 'Temporary Incapacity Allowance' compensated veterans who underwent hospitalization for a service related disability and who were consequently totally incapacitated for a continuous period of more than twenty-eight days.

5.12 Three of the Department's programs were related to re-establishment measures: the 'Defence Service Homes' providing housing loans under the War Services Homes Act 1918; the 'War and Defence Widows' Pensions' under the Repatriation Act; and 'Education Allowance' providing educational guidance and assistance for the children of certain deceased or disabled veterans with authority from the Repatriation Regulations.

## Comment

5.13 The Committee notes that widows of Defence Force personnel can receive both 'War and Defence Widow's Pension' (which is free of income test and tax) and payments under the 'Defence Forces Retirement Death Benefits Scheme' administered by the Department of Defence. The Committee suggests attention be directed to this area to ensure that the interaction of these programs does not provide an unintended and inequitable bonus for some groups.

1. Treatment can also be provided under the following supplementary legislation:

- Seamen's War Pensions and Allowances Act;
- Seamen's War Pensions and Allowances Regulations;
- Far East Strategic Reserve Act;
- Far East Strategic Reserve Regulations;
- Special Overseas Service Act;
- Special Overseas Service Regulations.

## GENERAL ISSUES

5.14 Examination of DVA's material prompted attention to several general aspects of its administration. These issues, namely legislation, coordination and review, are discussed in the following paragraphs.

### Legislation

5.15 The Department of Veterans' Affairs was the only department among the ten surveyed that had legislation for all of its income maintenance programs. DVA considered it usual and necessary practice to implement programs with specific legislation. In the Department's view a legislative base facilitated decision making. In its case, it tied new programs into previous legislation. For example widows of all defence force personnel were admitted to the 'War and Defence Widows' Pensions' program in 1972 with amendment of the Repatriation Act 1920.2

5.16 There is merit in this legislative approach, but it must be acknowledged that the Department enjoys an advantage over many other departments in that its overall purpose of compensating veterans for their service can be defined relatively neatly. This clear determination of goal in itself facilitates coherence in administrative development.

5.17 While program legislation does have benefits it must also be noted that the practice of 'legislative grafting' results in legislation becoming progressively more complex unless there is periodic review and simplification. Such legislative review is currently under way in the Department - an undertaking which the Committee welcomes.<sup>3</sup>

### Coordination

5.18 While the Department of Veterans' Affairs had similar legislation to the Department of Social Security the administration of their programs was based upon quite different concepts: 'need' in the latter case and 'compensation' in the former.<sup>4</sup> The considerable liaison evident to the Committee between the two Departments was required to reduce the incidence of over-payments or double-dipping in these closely related benefits.

2. Joint Parliamentary Committee of Public Accounts, Inquiry into the Administration of Income Maintenance Programs, Minutes of Evidence, pp. 43, 44.

3. Ibid., p. 44.

4. Ibid., p. 48.

## Review

5.19 The compilation of data on the costs of delivery is fundamental to any review process. The Department had standardised methods of assessing manhours spent on each program and calculating administrative costs in dollar terms.

5.20 There was in DVA, however, another aspect of review and this was the appeal system. This system allowed an individual whose claim had been rejected, to appeal to the Repatriation Board, the Repatriation Commission, the Repatriation Review Tribunal and in certain cases to the Administrative Appeals Tribunal and to the Federal Court on points of law.

5.21 In this context the Committee is concerned at the length of time taken to process cases - even cases without appeals. (DVA gave evidence that on average it takes about 200 days to settle a case but that it could take up to 600 days to process some pensions.) The Committee is particularly concerned at delays possibly caused by inefficient paper flow and filing systems. DVA in response admitted administrative delays and referred to the size and complexity of the system but noted that processes were in train to computerise the filing, pension assessment and review systems.<sup>5</sup>

5.22 The Committee acknowledges that the Department's thorough checking process necessarily causes some delays but it is not convinced that all the delays are unavoidable. With regard to the computerisation of administrative systems, the Committee notes the burdens this places on departments since it requires thorough planning before acquisition of the equipment. At the same time the Committee points out that these preparatory processes can themselves be of benefit to departments by providing an opportunity to specify major departmental objectives succinctly and provide congruent objectives for individual programs.

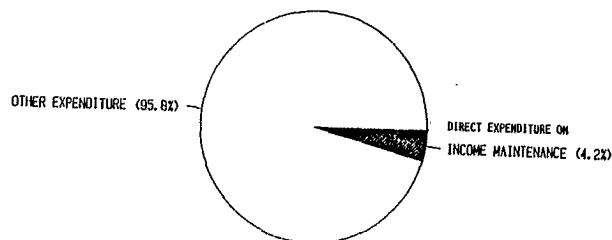
## DEPARTMENT OF DEFENCE

5.23 The range of income maintenance programs administered by this Department is comparatively small. This fact is highlighted in Figure 5.2.

5. Minutes of Evidence, op. cit., pp. 56-61.

Fig5.2 DEPARTMENT OF DEFENCE

EXPENDITURE 1981-82



5.24 There were five programs nominated by the Department as having an income maintenance activity: a training bounty, three education programs and a retirement scheme. Each program can be considered as part of the work contract between the Department and individual servicemen. Details of these programs are summarised in Table 5.2 and in the section following, entitled Program Features.

Table 5.2 Department of Defence - Income Maintenance Programs: 1981/82

Program	Expenditure on Service
Medical and Dental Officers - Refresher Training Bounty	\$m 0.19
Civilian Schooling	0.12(a)
Services Vocational and Educational Training Scheme	0.11
Defence Force Assisted Study Scheme (DFASS)	0.02
Defence Force Retirement and Death Benefit Scheme (DFRDB)	168.44

(a) 1982/83

#### PROGRAM FEATURES

5.25 The 'Medical and Dental Officers - Refresher Training Bounty' provided a direct payment to Short Service Commission Medical and Dental Officers of the Defence Forces to facilitate their transition to civilian practice after they had served at least four years in the Defence Forces. Although a similar program had 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 the Defence Act 1903.

5.26 The scheme entitled 'Civilian Schooling' allowed Service members to undertake courses at civil institutions in Australia. The mandate for the scheme was contained in Treasury memorandum 69/489 dated 9 July 1969. The 'Services Vocational and Educational Training Scheme' provided assistance to Service members who undertook studies in their own time to improve their qualifications for advancement in the Service and/or to prepare themselves for re-entry into civilian life. The mandate for the scheme was Treasury letter, 48/600/159 No. 7353, dated 8 December 1949.

5.27 The 'Defence Force Assisted Study Scheme' (DFASS) which commenced in 1977 was mainly oriented towards tertiary education. The mandate for the scheme was Ministerial approval.

5.28 It was reported that administrative costs for the programs were minimal and largely were not recorded. The schemes were open to all Service members but the number of beneficiaries was provided only in respect of the Bounty, which had 4 recipients in 1981/82.

5.29 The 'Defence Force Retirement and Death Benefits Scheme' (DFRDB) provided benefits on retirement and a form of comprehensive insurance for members of the Defence Force against the risks of invalidity or death during service. The total package of conditions of service, of which the DFRDB forms a part, was tailored to attract the high quality manpower which was considered essential for a contemporary defence force.<sup>6</sup>

5.30 The DFRDB scheme was based substantially on the recommendations of the Joint Select Committee on Defence Forces Retirement Benefits Legislation (the Jess Committee,

6. Submission by the Department of Defence to the Joint Parliamentary Committee of Public Accounts, Inquiry into the Administration of Income Maintenance Programs, 1982.

which tabled its Report on 18 May 1972).<sup>7</sup> The mandate for the scheme was the Defence Force Retirement and Death Benefits Act 1973.

5.31 Eligibility criteria for both retirement and invalidity benefits were given by Defence together with details of the method of service delivery.

5.32 Defence submitted that review had been undertaken as a result of the scrutiny of legislation by courts, tribunals, and the Attorney-General's Department. As a result of this scrutiny, it was argued, attention had been directed to the relationship between program objectives and legislation and a number of amendments had been made.

#### COMMENT

5.33 The Committee has no specific comment on the patterns of administration of Defence, but directs the Department's attention to the general findings at the end of this Discussion Paper.

#### DEPARTMENT OF ADMINISTRATIVE SERVICES

5.34 The submission from the Department of Administrative Services provided information on two income maintenance programs:

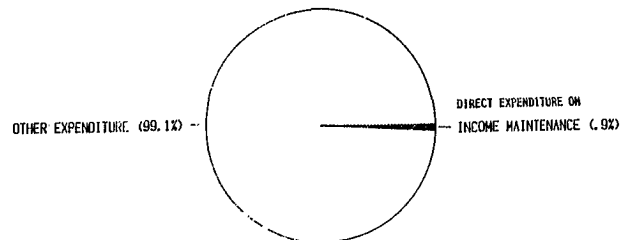
- 'Redundancy in Australian Government Employment' (RAGE)
- 'Urgent Temporary Accommodation Assistance'

The programs accounted for only a very small part of total Department outlays in 1981/82, as indicated in Figure 5.3.

7. Joint Select Committee on Defence Forces Retirement Benefits Legislation, Parl. Paper 74, Canberra, 1972.

Fig5.3 DEPT OF ADMINISTRATIVE SERVICES

EXPENDITURE 1981-82



5.35 RAGE provided 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 was a Cabinet decision. Direct expenditure on the service in 1981/82 was about \$275,000. Information on the administrative burden imposed by the program was provided by the Department.

5.36 The 'Urgent Temporary Accommodation Assistance' program was transferred from the Department of Administrative Services to the Department of Immigration and Ethnic Affairs in October 1982. Under this program the Department met the full tariff for migrant centre accommodation for the first week and thereafter subsidised the tariff for residents awaiting initial employment or attending initial English language classes. Subsidies assisted residents to accumulate funds to aid them in the transition from migrant centres to the general community while addressing the Department's objective of minimising the length of stay in the centres.

5.37 The program was administered from the Department's Regional Office in Melbourne for the fourteen centres throughout Australia. In 1981/82 direct expenditure was \$3.982 million. Administrative costs were provided in the submission.

#### COMMENT

5.38 The Committee does not have specific comment on the practices of the Department of Administrative Services but directs the Department's attention to the General Findings at the end of this Discussion Paper.

## CHAPTER 6

### DEPARTMENTS ORIENTED TOWARDS OPPORTUNITY

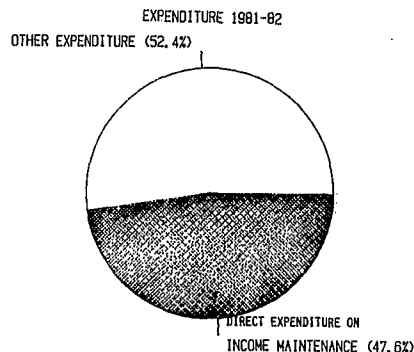
6.1 This chapter considers programs administered in 1981/82 by the Department of Employment and Industrial Relations (DEIR) and the then Department of Education. The programs' objectives share an orientation towards opportunity.

#### DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS

6.2 The DEIR notion of 'opportunity' has the connotation of 'opportunity to work' with heavy emphasis on the provision of training to meet this objective.

6.3 Figure 6.1 indicates the relative importance of income maintenance programs in aggregate within the Department's total expenditure.

Fig 6.1 DEPT EMPLOYMENT & IND RELATIONS



6.4 Data on the twenty-one programs submitted by DEIR are set out in Table 6.1. Aspects of each program are recorded in the section entitled Program Features. None of the programs has specific program legislation.

Table 6.1: Department of Employment and Industrial Relations - Income Maintenance Programs: 1981/82

Program	Expenditure on Service
\$m	
<b>Aboriginal Programs</b>	
Training for Aborigines Program (Special Courses)	0.85
Special Training for Aborigines (On-the-Job Training)	4.0
Training for Aborigines Program (Other costs)	0.3
Special Training for Aborigines (Public Sector Training)	11.5
Training for Aborigines Program Formal Training	2.4
<b>Disabled Programs</b>	
Work Preparation Programs for the Disabled	1.1
Training for the Disabled: Formal Training	0.6
Training for the Disabled: On-the-Job Training	4.8
<b>Youth Programs</b>	
School to Work Transition Allowance	8.4
Pre-Apprenticeship Allowance	1.2
Special Youth Employment Training Program	53.7
• Standard SYETP	
• Commonwealth SYETP	
• Extended SYETP	
Group One Year Apprentices Scheme (GOYAS)	1.68
Group Apprenticeship Support Program (GASP)	0.16
Commonwealth Rebate for Apprenticeship Full-time Training (CRAFT)	78.7
Special Assistance Program (SAP)	0.8
<b>General Unemployed</b>	
Special Trade Training Program	0.7
Training Assistance for Special Needs Clients	1.0
General Training Assistance (GTA Formal Training)	2.8
General Training Assistance (GTA On-the-Job Training)	5.5
<b>Other Programs</b>	
Skills in Demand	2.5
Relocation Assistance Scheme	1.6



## PROGRAM FEATURES

### Aboriginal Programs

6.5 The programs in this category supplemented those provided by the Department of Aboriginal Affairs (see also Chapter 4).

6.6 The 'Training for Aboriginals Program (Special Courses)' and the 'Special Training for Aboriginals Program (On-the-Job-Training)' were adaptations of the 'National Employment and Training Scheme' (NEAT) for Aboriginals.

6.7 The 'Training for Aboriginals Program (Other Costs)' complemented the overall Departmental objectives of securing employment for Aboriginals. 'Special Training for Aboriginals (Public Sector Training)' provided assistance for Aboriginals (usually unemployed job-seekers) to undertake on-the-job public sector training in government departments and authorities, while the 'Training for Aboriginals Program (Formal Training)' provided assistance for Aboriginal job-seekers to undertake training at educational institutions to gain formal qualifications in all fields.

6.8 The programs were administered by the Commonwealth Employment Service (CES) Central Office in Melbourne and through the Regional Offices of DEIR and the CES offices located in areas of Aboriginal population. Administration involved interaction with the Department of Social Security and the Department of Finance and liaison with the Department of Aboriginal Affairs, Aboriginal community groups, State bodies, such as TAFE, and occasionally union and industry groups.

6.9 The training programs were of relatively short duration varying from a few months to over a year. Data on the number of beneficiaries, the administrative procedures, eligibility criteria and other benefits were provided.

### Disabled Programs

6.10 The Department of Employment and Industrial Relations operated three programs in discharging the responsibility it shared with the Department of Social Security to help the disabled.

6.11 The 'Work Preparation Programs for the Disabled' aimed to provide a structured work preparation service which included an assessment, training and placement service. 'Training for the Disabled: Formal Training' and 'On-the-Job-Training' were adaptations of the NEAT Scheme for the disabled. The formal Training Program assisted disabled people undertaking training in formal institutions.

6.12 Information on the administrative workload these programs represented was supplied, as was material on their provisions and beneficiaries.

### Youth Programs

6.13 The 'School to Work Transition Allowance' was payable to trainees attending courses in TAFE institutions. The courses included training for specific trades, or broad occupational groupings or skills for a broad range of employment related activities. The transition allowance was also paid to those involved in the 'Education for Unemployed Youth' (EPUY) which improved basic literacy, numeracy, social skills and motivation for young unemployed.

6.14 The 'Pre-Apprenticeship Allowance' (PAA) was a direct payment to participants in approved trade based pre-employment courses.

6.15 'Special Youth Employment Training Program' (SYETP) provided subsidies to employers to train disadvantaged young people to gain the knowledge, skills and experience required to obtain and retain employment. The three categories of SYETP had different target groups but their common objective was to provide young people with initial work experience. The Standard SYETP scheme was geared to provide seventeen weeks of work experience to 15-19 year olds and Extended SYETP was aimed at the 18-24 year old group and spanned thirty-four weeks.

6.16 SYETP was implemented at each Regional Office and administered from both Canberra and Melbourne where both full-time and part-time staff were engaged. The Committee was informed that review of the scheme was undertaken usually in the Budget context.

6.17 The 'Group One Year Apprentices Scheme' (GOYAS) aimed to provide additional apprenticeship opportunities by training private sector first year apprentices in government establishments. The 'Group Apprenticeship Support Program' (GASP) provided scope for improvements in the quality of training by rotating apprentices through a number of employers' establishments. DEIR provided details of the costs associated with the administration of GASP and the number of beneficiaries.

6.18 The major apprenticeship program was 'Commonwealth Rebate for Apprenticeship Full-time Training' (CRAFT) which was designed to increase employment opportunities and encourage improved quality of training for young people wishing to enter the skilled workforce. It provided subsidies to employers to encourage increases in the number of apprentices while obliging employers to facilitate their apprentices' skill and academic training.

6.19 The Department expressed tentative optimism that the CRAFT scheme had added to the aggregate number of employed people in the community, noting the difficulties in accurately evaluating CRAFT specifically and employment programs in general.<sup>1</sup> There had been no major evaluation study of CRAFT undertaken although studies were underway.

6.20 The 'Special Assistance Program' (SAP) was designed to overcome the inadequacies in the other apprenticeship programs and reduce apprenticeship retrenchments and wastage. The program was proposed in 1974 arising out of a Departmental conference with State authorities alarmed at an increase in apprentice retrenchments.<sup>2</sup> It was a seventeen week program during which time payments could be made directly to out-of-trade apprentices who were undertaking full-time training in a technical college and/or an off-the-job training centre.

#### Unemployment Programs

6.21 The 'Special Trade Training Program' recognised that opportunities for adult training in apprenticeships were restricted. This program permitted the Department to make a special rate of payment for mature age enrolments under CRAFT. These payments only applied in the metal and electrical trades.

6.22 The 'Training Assistance for Special Needs Clients', subsidised employers as part of a twenty week program whose purpose was:

... 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 Aborigines and the disabled.<sup>3</sup>

The program focused on the needs of the most disadvantaged - ex-prisoners, young persons coming from correctional institutions, or wards of the State.

1. Joint Parliamentary Committee of Public Accounts, Inquiry into the Administration of Income Maintenance Programs, Minutes of Evidence, p. 91.
2. Submission by the Department of Employment and Industrial Relations to the Joint Parliamentary Committee of Public Accounts, Inquiry into the Administration of Income Maintenance Programs, 1982.
3. ibid.

6.23 Details of administrative costs or manhours expended on the program were not given.

6.24 There were two General Training Assistance Programs, 'GTA Formal Training' and 'On-the-Job Training'. Both programs were designed to assist individuals who had previous labour market experience but who had difficulty in finding a job because of lack of appropriate qualifications.

#### Other Programs

6.25 The 'Skills in Demand Program' was an integral part of the previous Government's manpower policy for major development projects. This policy was announced in the House of Representatives by the Minister on 4 December 1980. The 'Skills in Demand Program' had some special administrative characteristics. Most projects were managed by tripartite Management Committees involving employers, unions and government. The National Training Council's Industry Training Committees (NTCC) and the State Labour Departments were involved in new training arrangements. TAFE institutions were able to contribute resources towards the operation of a project, and assume responsibility for ongoing training upon completion of the 'Skills in Demand' projects. Income testing and payment was undertaken by the Department of Social Security.

6.26 The 'Relocation Assistance Scheme' (RAS) assisted unemployed people find, and move to, work. It was used in conjunction with other manpower programs which were delivered through 257 offices of the CES as part of ongoing and overall placement activities. DEIR could not provide data on the administrative costs associated with RAS although details on eligibility criteria were supplied.

#### Community Youth Support Scheme (CYSS)

6.27 DEIR did not include CYSS - a program with expenditure of \$14.2 million in 1981/82 - in its material although the scheme could be construed as having an income maintenance function. Under CYSS people receiving a pension or benefit who were capable of work, could have participated in CYSS project activities without endangering eligibility for the 'Unemployment Benefit'. At the end of June 1982, 259 Local Management Committees were in receipt of CYSS grants.

#### GENERAL ISSUES

6.28 In the remaining sections of this chapter the Committee considers issues in DEIR's administration which extend beyond the specifics of particular programs. The Committee comments on Departmental objectives, legislation, coordination and evaluation.

## Departmental Objectives

6.29 The Committee observes certain disparities between the Department's operations and its objectives. On the one hand Departmental representatives informed the Committee that priority in programs was given to the unemployed except in programs relating to trade training.<sup>4</sup> Yet the largest of the DEIR programs, CRAFI, was directed to the employer to encourage him or her to engage apprentices. There was no specific requirement regarding employment status. Similarly, action to provide opportunities for employment has concentrated on providing for the needs of youth, Aborigines and the disabled. Of the Department's direct expenditure on income maintenance programs which totalled \$184.3 million in 1981/82, \$170.2 million was spent on programs whose objectives were to provide opportunities for these groups.

6.30 While the Committee appreciates the political dimensions of the unemployment problem and the priorities these impose, it considers that closer attention should be directed to the difficulties being faced by older workers in the labour market.

## Legislation

6.31 DEIR informed the Committee that the lack of legislation for their programs to a large extent reflected the pressures under which programs had been introduced (responding to a political commitment of the Government of the day) and the rapid turnover of Ministers and senior management in the Department.<sup>5</sup> DEIR described the advantages of this as permitting scope for greater flexibility in the development and administration of programs without endangering relations with employers or State authorities.<sup>6</sup>

6.32 Flexibility in the development of programs was considered important in view of the uncertainties attaching to the concepts of employment programs in Australia<sup>7</sup> and the numerous changes to the range of programs the Department operated. As an illustration of this last point, the CRAFI program has undergone five or six quite major changes since 1977.<sup>8</sup> CRAFI is also a case where flexibility in administration is evident: assistance in training was also extended to retrenched apprentices whereas it was previously offered only to first year apprentices.<sup>9</sup>

4. Minutes of Evidence, *op. cit.*, p. 72.

5. *Ibid.*, p. 73.

6. *Ibid.*, pp. 74-76.

7. *Ibid.*, p. 73.

8. *Ibid.*, pp. 73-74.

9. *Ibid.*, p. 74.

6.33 The Committee notes these arguments and directs the Department's attention to the Committee's General Finding on the issue of program legislation. The Committee also notes in passing that CRAFI has operated, with changes, for seven years and its development may now justify the further step of legislation for it.

## Coordination

6.34 DEIR's programs in some cases were directed to groups also assisted by other departments. For instance, the Department operated five employment programs for Aborigines - an interest it shared with the Department of Aboriginal Affairs.

6.35 The Committee notes the interaction between DEIR and other departments. The Department of Social Security, for instance, assessed the income of trainees, calculated their allowance entitlements and paid those allowances either directly to the trainee or indirectly to their employers. The Committee commends such co-ordination in activities between departments which operate programs for similar groups. The Committee considers that standardised procedures to ensure adequate interdepartmental coordination are important to reduce the problems associated with functional overlap.

## Evaluation

6.36 DEIR submitted that there was no evidence to suggest that the level of service or method of delivery required alteration.<sup>10</sup> This suggests a remarkable degree of confidence in the Department's operations not least being its evaluation procedures, which on the evidence put to the Committee, appeared to be confined largely to scrutiny during the Budget processes.

6.37 The Department did make passing reference to the Cochrane Committee of Inquiry into Labour Market Training which reported in May 1974 on many aspects of manpower training, including the broad methods of training, the selection and support for trainees and the rationalisation of existing programs. However, DEIR was not explicit about the Report's application.<sup>11</sup> The Committee notes the possible contribution the Bureau of Labour Market Research may make to the evaluation of DEIR programs.<sup>12</sup>

6.38 The Committee considers that the Department's evaluation procedures are impeded by the lack of clear and detailed administrative objectives, due in part to the absence

10. Submission by the Department of Employment and Industrial Relations, *op. cit.*

11. *Ibid.*

12. Minutes of Evidence, *op. cit.*, p. 71.

of program legislation. In this respect DEIR's administrative pattern contrasts markedly with that of the Department of Social Security, for example, whose administrative objectives are thoroughly spelt out in the Social Security Act which is amended from time to time as circumstances change and administrative provisions introduced. The Committee considers that this lack of legislation imparts a large degree of arbitrariness to DEIR's administrative decisions.

6.39 The Committee suggests that the Department's poor performance in terms of program evaluation casts doubt on DEIR's capacity to formulate policy proposals for new services. This is of concern in a situation in which the Department admits it has faced difficulty in responding to mounting pressure since 1974 to implement programs to alleviate unemployment,<sup>13</sup> and more so in the context of the present Government's commitment to generate half a million new jobs in three years.

6.40 The Committee is concerned that on the evidence available, a significant change in DEIR's administration is required if it is to ameliorate the tremendous problem of mass unemployment. The Committee considers that inefficiencies in the administration of any department can lessen the effectiveness of the social welfare system as a whole and impose increased burdens on other parts of the system.

6.41 The Committee endorses the foreshadowed Ministerial review of DEIR's programs and finds a clear need for an external evaluation of the administration of the Department of Employment and Industrial Relations by means of a Joint Management Review conducted by the Public Service Board in co-operation with the Department to consider its priorities, efficiency and effectiveness.

#### DEPARTMENT OF EDUCATION (NOW EDUCATION AND YOUTH AFFAIRS)

6.42 The Commonwealth's role in assisting students with income maintenance programs is supplementary to the States' responsibility for educational policy.

6.43 Table 6.2 sets out data on the ten programs submitted by the Department of Education. Some idea of the context of these within the Department as a whole is provided in Figure 6.2. Aspects of each program are recorded in the section entitled Program Features.

13. Minutes of Evidence, *op. cit.*, p. 71.

Fig.6.2 DEPARTMENT OF EDUCATION

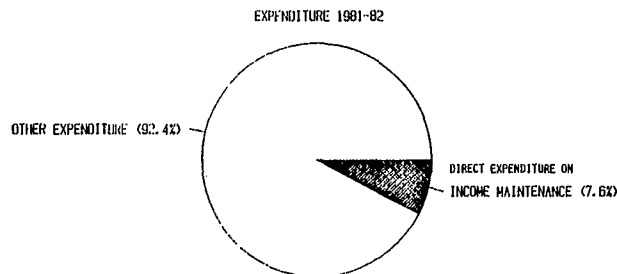


Table 6.2: Department of Education - Income Maintenance Programs: 1981/82

Program	Expenditure on Service
	\$m
<b>Program for Aborigines</b>	
Aboriginal Secondary Grants Scheme (ABSEG)	19.2
Aboriginal Study Grants Scheme (ABSTUDY)	11.6
Aboriginal Overseas Study Awards Scheme (AOSAS)	0.1
<b>Secondary School Students</b>	
Junior Secondary Bursary Scheme	0.1
Assistance for Isolated Children Scheme (AIC)	17.8
Secondary Allowance Scheme (SAS)	15.6
<b>Tertiary Students</b>	
Tertiary Education Assistance Scheme (TEAS)	169.4
<b>Adult Education Secondary Education Scheme (ASEAS)</b>	4.5
Postgraduate Awards	9.6
Commonwealth Scholarship and Fellowship Plan - Indian Awards	negligible

## PROGRAM FEATURES

### Programs for Aborigines

6.44 The Department's objectives in Aboriginal education included positive discrimination and an interventionist policy to meet the special needs of Aborigines. ABSEG supplemented the income of parents of Aboriginal secondary school students. ABSTUDY aimed to encourage Aborigines and Torres Strait Islanders to take up study opportunities after leaving school. AOSAS offered 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.

6.45 In its administration of the first two schemes the Department liaised with the Department of Aboriginal Affairs, which had responsibilities for matters affecting Aborigines, and consulted with the National Aboriginal Education Committee, which had an advisory function. The State Departments of Education, and State YAFE authorities and institutions cooperated in the implementation of the programs. Details of administrative costs, eligibility criteria, benefits and the number of beneficiaries were provided by the Department.

6.46 None of the Aboriginal programs had legislation, all being based on Cabinet decisions. However, each of the programs was subject to an external review. The House of Representatives Standing Committee on Aboriginal Affairs is currently inquiring into all aspects of Aboriginal education including ABSEG and ABSTUDY, and is expected to report its findings at the Autumn sitting of Parliament in 1984. The AOSAS objectives, including its benefits and allowances, were evaluated in 1978 by a committee including representatives from the Commonwealth Department of Education, the Department of Aboriginal Affairs, the National Aboriginal Education Committee and the National Aboriginal Conference. Recommendations were made which supported the continuation of the scheme at increased levels of funding.

### Programs for Secondary School Students

6.47 The 'Junior Secondary Bursary Scheme' assisted parents in the A.C.T. on low incomes with children attending junior secondary forms (years 7-10 inclusive). The AIC aimed to assist parents whose children lived away from home, or who studied by correspondence because they were geographically isolated or suffered from a disability. SAS provided benefits to parents with limited financial resources to help them to 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.

Administrative data associated with each of the programs was presented.

6.48 No reference was made to any evaluation of the comparatively small A.C.T. 'Junior Secondary Bursary Scheme'. On the other hand an external review of the 'Assistance for Isolated Children Scheme' was commissioned in 1980 and was carried out by Professor Iannoch, then Head of the Department of Education at the University of Western Australia.<sup>14</sup> In 1978, Dr P. Meade, of the Brisbane College of Advanced Education was commissioned to carry out an external evaluation study of the 'Secondary Allowance Scheme'. His final report was completed in October 1982 and it recommended that the Scheme be continued and the allowance increased.

### Programs for Tertiary Students

6.49 The TEAS program dominated the schemes providing assistance to tertiary students. This program had legislative authority in the Student's Assistance Act 1973. The detailed conditions of the program were provided by the Student Assistance Regulations which came into effect in 1974. The purpose of the program was to widen educational opportunity by making post secondary education more accessible to students who might otherwise have had difficulty in meeting the costs involved.

6.50 Applicants for TEAS must have been Australian citizens or permanent residents and had their eligibility assessed at the beginning of the academic year. The conditions of eligibility included criteria based on merit. Applicants were required to have made satisfactory progress in their studies and must have been undertaking a full-time work load.

6.51 In keeping with the pattern for information on the other schemes, clear data on administration costs associated with TEAS were presented.

6.52 TEAS has been extensively evaluated. References were made to eight separate major evaluation studies considering broad aspects of TEAS and more specific matters such as student costs and finances.<sup>15</sup> The study by Professor Beswick concluded that inasmuch as the

14. D.G. Tomlinson and P.D. Iannoch, Review of the Assistance for Isolated Children Scheme, University of Western Australia, Perth, 1981.

15. Submission by the Department of Education to the Joint Parliamentary Committee of Public Accounts, Inquiry into the Administration of Income Maintenance Programs, 1982.

aim is to reduce the constraining effects of inadequate financial support within the limits of available resources, it (TEAS) has done well in the past and it remains an effective means of intervention in what would otherwise be a highly discriminatory pattern of participation in tertiary education.<sup>16</sup>

6.53 The 'Adult Secondary Education Scheme' was introduced after it became apparent that assistance for adult students who had returned to secondary study to undertake full-time, one-year matriculation courses at technical colleges was outside the scope of TEAS. ASAS provided, on an income tested basis, a level of benefits equal to TEAS. The Tertiary Education Unit of the Melbourne State College has been commissioned to undertake a comprehensive evaluation of the Scheme.

6.54 The Student's Assistance Act Part IV and the Student's Assistance Regulations Part IV provided the legislative basis and prescribed the benefits of 'Postgraduate Awards'. Awards were based on merit and sought to provide talented students with an opportunity for full intellectual development. Details of administrative costs, eligibility criteria and benefits were provided by the Department. The Department has conducted a number of in-house reviews and was funding an external evaluation.

6.55 The 'Indian Awards' operated under a Commonwealth Scholarship and Fellowship Plan and assisted scholars to study in India.

#### Comment

6.56 The Committee has some particular concerns about the way in which TEAS and ASEAS were administered. The application forms and also the booklets which provided information for Applicants were extremely complicated and there were lengthy time lags between the time of application and receipt of the benefit. The Committee suggests that attention should be directed to these problem areas.

#### GENERAL ISSUES

6.57 This paragraph raises issues which extend beyond the comments made regarding specific programs. The Department of Education is seen to be proficient in the areas of specifying objectives, monitoring administrative costs and undertaking evaluation studies. However, in the case of TEAS and its related programs the Department's very attention to detail does cause administrative problems. The Committee considers that this highlights the more general need for the Department to synthesise much of the detail in the Regulations into fewer and simpler working principles, which would not necessarily lessen control but which could expedite service to clients.

16. Commonwealth Department of Education, *Evaluation of Tertiary Education Assistance Schemes* (D. Berwick, W. Hayden, and H. Scholfield), AGPS, Canberra 1983.

#### CHAPTER 7

#### GENERAL FINDINGS AND CONCLUSIONS OF THE INQUIRY

7.1 The Committee has gathered information on a wide range of programs in the social welfare area. The emphasis has been on administrative practices as opposed to the particular provisions of the programs. The Committee believes that by improving administrative practices, the results of the programs themselves can be enhanced.

7.2 The Committee considers the goal of improving program administration is a particularly important one in view of the problems wrought by the concurrence of the economic downturn and continued growth in social expenditure on items such as health care and age pensions. At a time when economic capacity is less than robust, social welfare services in general are being called upon to meet, and are themselves imposing, increasingly heavy demands. This point was highlighted in the Social Welfare Policy Secretariat submission to the Committee.<sup>1</sup> While the Secretariat does not have responsibility for the administration of income maintenance programs, it has explored the implications of alternative policy options on income maintenance and has documented the pressures placed on the income maintenance system from the changing demographic situation and the deterioration in the employment situation.

7.3 The Committee has made a number of general findings on aspects of administration which it considers will go some way towards addressing the pressing issues facing policy formulators and administrators today. These findings are outlined in the following paragraphs with cross references to the text for ease of reference. The Committee hopes that departments will take appropriate action in response to its findings. However, the Committee is concerned that such responses should not lead to substantial increases in staff requirements. In making its findings, the Committee's intention is to suggest ways in which the administration and control of income maintenance programs can be improved largely within existing resource constraints.

#### Coordination

7.4 Throughout the Inquiry the Committee has paid special attention to the clarity of administrative objectives for individual programs, for each department and for the social welfare system as a whole. The evidence indicates that the careful articulation of program objectives facilitates the

1. Submission by the Social Welfare Policy Secretariat to the Joint Parliamentary Committee of Public Accounts, Inquiry into the Administration of Income Maintenance Programs, 1983.

efficient implementation of services. However, efficient management techniques do not alone guarantee that clients are effectively served. Objectives can become out of phase with government policy, or out of place in changing economic circumstances. To overcome this, objectives and administrative practices must be evaluated and harmonised. The Committee considers there is a need for a Task Force composed of representatives of the Public Service Board, the Department of Finance, the Department of the Prime Minister and Cabinet and the Social Welfare Policy Secretariat to review current administrative practices employed in social welfare programs. The Committee considers that the Task Force should consider possible alternative approaches to social welfare administration including the concept of a guaranteed minimum income. With regard to current practice, the Task Force should specifically address itself to:

- the codification of the methods used in authorising programs, and, with appropriate comment from the Public Service Board, the distribution of this codification to all departments;
- the preparation of standardised procedures for ensuring that there is adequate coordination between departments whose programs are targetted towards similar groups.
- the investigation of methods whereby departments can calculate and record the allocation of manhours and administrative costs to particular programs, and maintain a record of the number of beneficiaries of these services; and
- the development of guidelines to ensure that where a department operates a number of programs with small budget allocations, such programs are periodically evaluated simultaneously for the purpose of bringing separate program objectives into line with major departmental objectives thereby bringing greater cohesion into the administration of all programs;

#### Legislation

7.5 The Committee acknowledges the need for administration to be able to respond flexibly to a range of circumstances. Such arguments were emphasised by the Department of Employment and Industrial Relations and highlighted in the submissions made by the Public Service Board and the Department of Prime Minister and Cabinet.<sup>2</sup> The Committee notes, however, the beneficial results of

2. Submission by the Public Service Board to the Joint Parliamentary Committee of Public Accounts, Inquiry into the Administration of Income Maintenance Programs, 1983.

Submission by the Department of Prime Minister and Cabinet to the Joint Parliamentary Committee of Public Accounts, Inquiry into the Administration of Income Maintenance Programs, 1983.

legislation in the administration of the Departments of Social Security and Veterans' Affairs. In these Departments program legislation was seen to impart a common direction to their various undertakings while permitting evolution by legislative amendment.

7.6 The Committee observes that legislation has the advantage that it delineates clearly program parameters and administrative authority. At the extremes, tightly written legislation could exclude people who should be eligible or on the other hand, be so detailed that it renders program administration unmanageable. A balance must be struck then, with broad legislation supported by more detailed administrative instructions, through the delegated authority of Permanent Heads. This would give managers the necessary leeway to respond flexibly and swiftly within the law to a variety of circumstances.

7.7 The Committee also considers that those departments which understand the importance of a comprehensive legislative framework for their operations are more likely to appreciate the potential contribution that Parliamentary scrutiny can make to the effectiveness of services. Parliament represents a wide cross section of interest groups, and of course comprises the elected representatives of many of the beneficiaries of these programs. The application of the fundamental democratic principle of Parliamentary debate balances the rights of the recipients of services and those of the administrators who provide them.

7.8 The Committee considers that it would not be appropriate to attempt to promote the concept of program legislation in a doctrinaire fashion. It finds, however, that a body of legislation which succinctly covers all of a department's operations can make it easier for the Permanent Head, the Minister and Parliament to have a comprehensive grasp of program objectives and the general principles upon which a department's programs are based and through which their implementation is facilitated. From an operational viewpoint, Regulations as part of this legislative framework assist in the provision of services and contribute to the overall legislative process which facilitates departmental development and improvement.

7.9 The Committee considers that departments operating major programs (those with a budget of at least ten million dollars with an expected life of at least five years) should ensure that specific legislation is drafted for these programs. Such legislation should be supported by Regulations which describe, in detail, administrative arrangements.

(Pages 22-23, 31, 44, and 56-57)

## Program Management and Evaluation

7.10 The Committee found wide variations in the nature and availability of administrative data and processes for evaluation, both among operative and coordinating authorities.

7.11 The Committee considered the material provided by the Department of Finance which carries a major responsibility for ensuring proper financial management of programs and accountability. In particular the Committee examined its functions involving scrutiny of proposals and programs; monitoring of expenditure; and examination of estimates.<sup>3</sup> The Committee believes that the evaluation procedures could usefully include considerations of:

- whether a program meets the broad welfare objectives of the Government;
- whether a program has long-term implications for increasing or decreasing dependency on Commonwealth Government services;
- whether a program is administered with proper financial control; and
- whether a program has been adequately reviewed in the recent past or currently requires such a review.

7.12 The Committee also notes that in comparison to Finance's procedures, the administrative costs of programs are not nearly so carefully scrutinised. The Committee reiterates its belief that methods whereby departments can calculate and record the allocation of manhours and administrative costs to particular programs should be investigated. The Committee also considers that increased attention be directed to this area by the Department of Finance.

7.13 With regard to evaluation the Committee considers that at the most basic level, any evaluation procedure to determine efficiency and effectiveness requires some idea of the administrative costs incurred in delivering services and the number of recipients even when other departments and organisations form part of the delivery system. The Committee considers that all departments should be able to identify the number of beneficiaries of their programs. The usefulness of this material would be increased if this information were available in a readily retrievable form.

7.14 The Committee concludes that departments administering programs of ten million dollars or more per year

3. Submission by the Department of Finance to the Joint Parliamentary Committee of Public Accounts, Inquiry into the Administration of Income Maintenance Programs, 1983.

should periodically evaluate these programs to determine how well they meet defined objectives. The Committee has also formed the opinion that action should be taken in respect of smaller programs which have tended to have evaded evaluation. The Committee concludes that where a department operates a number of programs with small budget allocations such programs should be periodically evaluated simultaneously for the purpose of bringing separate program objectives into line with major departmental goals.

(Pages 31-32, 44-45, and 57-58)

## Client Information

7.15 The Committee finds that all departments should progressively improve their form design skills and indicate on all forms the degree of confidentiality with which the information will be treated.

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## Computerised Payment Facilities

7.16 This is somewhat of a tangential matter, but it is in keeping with the Committee's interest in administrative strategies in the social welfare area. The Committee seeks to improve the efficiency, security and cost-effectiveness of the physical delivery of the immense number of transfer payments made by the Commonwealth, particularly the despatch of cheques. The Committee believes that computerised systems and widespread use of direct credit to accounts in financial institutions would improve operations. The experience of the Department of Veterans' Affairs and the Superannuation Board could assist such an examination.

7.17 The Committee agrees with the Auditor-General's comment in his latest Report<sup>4</sup>:

The direct credit method of payment is clearly more cost effective and secure than alternative payment methods, particularly in respect of recurrent payments, and this Office considers that its use for such payments should be actively encouraged. Although the support for the payment mode by the Department of Finance and by other departments and the general public, ... is encouraging, this Office considers that more could have been done to promote the benefits flowing from the use of the payment method.

4. Report of the Auditor-General upon audits, examinations and inspections under the Audit and other Acts - September 1983, AGPS, Canberra, 1983, p. 193.



7.18 The Committee considers that the Task Force it has proposed should investigate and report to the relevant Minister, and provide a copy of the report to the Public Accounts Committee, on the use of direct credit to recipients' accounts in financial institutions for the payment of all welfare benefits.

#### Integration

7.19 Finally, as a result of its investigations, the Committee proposes that attention to mandate, management and methods of evaluation should be integrated to improve the delivery of Commonwealth Government services.

#### APPENDIX A

#### CHARTS PRESENTING A SUMMARY OF INCOME MAINTENANCE PROGRAMS

DEPARTMENT OF SOCIAL SECURITY

Name of Program	Mandate	Cost of Services \$M	Salaries (a) \$M	Manpower Eligibility	Payments	Recipients	Evaluation
1. Family Allowance	Social Sec- 1041.8 wity Act	39.3	1303	Persons with custody of children under 16 or dep. up to 4 f.t. students age 16 but under 25	1 child, \$15; up to 4 children, \$15	2.1m families (b)	Frequent reviews (external and internal)
2. Handicapped Child's Allowance	Social Sec- 22.3 wity Act	0.3	10	Handicapped child under 16 & students under 25 under care of parent or guardian in family home.	Max \$73/month	26 338 (b)	Continuing review.
3. Double Orphan's Pension	Social Sec- 2.9 wity Act	0.06	2	Children under 16 and f.t. students under 25 - both parents are dead or 1 dead & 1 missing or sole parent in prison or mental inst.	To guardian or child/month	4716 orphans (b)	Continuing review
4. Widow's Pension	Social Sec- 717.4 wity Act	9.1	303	Class A - widow with at least 1 dep. child; Class B - widow over 50 with 1 dep. child; Class A over 45; Class C - widower 50 in need within 26 wks of husband's death	Std rate, \$74/wk. plus additional payments	164 376 (b)	Continuing review & a no. of external inquiries

DEPARTMENT OF SOCIAL SECURITY

Name of Program	Mandate	Cost of Services \$M	Salaries \$M	Manpower	Eligibility	Payments	Recipients	Evaluation
5. Supporting Parent's Benefit	Social Security Act	605.9	5.4	179	A person supporting children incl. male divorcees, widowers, etc	As above	120 916 (b)	Continuing review & a no. of external inquiries
6. Special Benefit	Social Security Act	74.1	7.6	252	At discretion of Director-General, DSS; people in need but ineligible for other benefits	Unspecified but not exceeding unemployment or sickness benefit	18 047 (b)	Regular review
7. Unemployment Benefit	Social Security Act	1224.3	120.8	4003	Unemployed persons over 16 and under 60 (females), 65 (males)	Single: 16-17 \$36/wk; 18+, \$38/wk; with dep. \$74/wk; married \$124/wk; \$10/child; subject to income test	356 004 (b)	Continuing review and a no. of major external inquiries
8. Sickness Benefit	Social Security Act	225.1	22.8	756	Ord. from medical practitioner; person unable to work due to sickness; other conditions similar to UB	Max payment similar to (b); long-term supplementary allowance \$8/wk; subject to income test	50 428 (b)	Continuing review and no. of major external inquiries
9. Sheltered Employment Allowance	Social Security Act	34	0.5	16	Disabled people working in sheltered workshops who would otherwise receive invalid pension	Single \$74/wk; married \$62/wk each; plus other allowances	8654 (b)	No specific evaluation.

DEPARTMENT OF SOCIAL SECURITY

Name of Program	Mandate	Cost of Services \$M	Manyears	Eligibility	Payments	Recipients Evaluation
10. Common-wealth Rehabilitation Service (CRS)	Social Security Act	8.8	18.67	1346	Disabled people	5744 (c) Continuing review & no. of major inquiries
					Provision of rehab. services to direct payments to trainees & young trainees & cooperative allowances, etc.	
11. Invalid Pension	Social Security Act	977.1	12.5	414	Over 16 & at least 85% incapacitated for work or blind	217 297 (b) Continuing review & no. of major external inquiries
					Single \$74/Wk; married \$62/Wk; plus other allowances	
12. Age Pension	Social Security Act	4506.9	74.9	2482	Women over 60 & men over 65	1.36m (b) Continuing review and no. of major external inquiries
					Income test for under 70: max \$74/Wk, single; \$62/Wk each, married; over 70: \$83/Wk, single; \$68/Wk each, married; plus fringe benefits & other allowances	
13. Compensation for Commonwealth Government Employees	Compensation (Commonwealth Government Employees) Act 1971	61.2	2.6	421	Commonwealth employees who suffer personal injury or disease to artificial aids etc. arising in the course of employment	Payments specific to particular case 32 632 new Major review 1980 12 008 continuing claims (d)

DEPARTMENT OF SOCIAL SECURITY

Name of Program	Mandate	Cost of Services \$M	Manyears	Eligibility	Payments	Recipients Evaluation
14. Air Accidents (Commonwealth Government Employees Liability) Scheme Act 1963	Air Accidents (Commonwealth Government Employees Liability) Scheme Act 1963	n.a.	0.003	0.1	Death or personal injury resulting from an accident aboard an aircraft to which the Act applies	Passages settled through court action or 'out of court' n.a. Not specified
15. Aged or Disabled Persons Accommodation and Care Program	Aged and Disabled Persons Accommodation and Care Program	83.2	2.8	94	Non-profit orgs operating homes/hostels for aged or disabled persons; providing medical or personal care service	Subsidy to orgs (capital and recurrent exp.) n.a. Regular reviews incl. external reviews in recent years
16. States Grants (Home Care) Program (Care Act)	States Grants (Home Care) Program (Care Act)	18.2	0.05	1	Home care services for aged building/equipment senior citizens' centres.	States reimbursed \$ for \$, for 240 salary subsidies services (capital and recurrent exp) 240 (f) Regular reviews incl. external reviews in recent years

DEPARTMENT OF SOCIAL SECURITY

Name of Program	Mandate	Cost of Services \$M	Salaries \$M (a)	Manyears	Eligibility	Payments	Recipients Evaluation
17. Headless Persons Assistance Program	Headless Persons Assistance Act 1974	5.5	0.5	18	Non-profit orgs providing emergency accom. assistance	Subsidies towards capital and operating costs	n.a. Continuous review
18. Crisis Accommodation Decision for Families In Distress Program	Cabinet Decision	2	0.004	0.1	Agencies supplying short-term emergency accom. for families; eligibility determined by States/Territories	Grants to orgs through State/Territory governments for construction/rental/lease of dwelling	n.a. Not specified
19. Rent rebate Scheme - (Appropriation Act 1974)	Glebe Lands n.a. (g)		0.002	0.1	All tenants of estate elig. for rebate if assessed rent exceeds 18-20% of family income	Rent Rebate - revenue foregone	700 dwellings Committee of Commonwealth Functions
20. Mortgage Cabinet and Rent Relief Scheme	Cabinet decision	20 (h)	n.a.	n.a.	Low to moderate income earners experiencing difficulty in meeting mortgage repayments	through State & NT sorts or directly to client or lending inst.	n.a. Will be reviewed before expiry in 3 years
21. Home Deposit Assistance Scheme	Home Deposit Assistance Act	0.1 (i)	3.7	107	First home buyers; subject to income test and assistance with savings criteria.	Grant max \$2500 paid after purchase of home	35-40 000 dwellings (c) Review prior to expiry date (3 years)

DEPARTMENT OF SOCIAL SECURITY

Name of Program	Mandate	Cost of Services \$M	Salaries \$M (a)	Manyears	Eligibility	Payments	Recipients Evaluation
22. Commonwealth/State Housing Agreement	Housing Assistance Act 1981	262.2	0.15	5	Determined by states; generally persons on low to moderate incomes; proportion of grants reserved for Moriginals and pensioners	Purchase Assistance monies paid to States who allocate to lending agencies for concessional loans; Rental Assistance monies paid to state housing authorities	n.a. Review for renegotiation prior to expiry, 30 June 1986
23. Handicapped Persons Welfare Assistance Program	Handicapped Persons Welfare Assistance Act	62.4	4.2	139	Non-profit or self-help orgs providing prescribed facilities for handicapped people	Subsidy for capital costs; 4/5 total cost; grants for residential accommodation; salary subsidy 1/2 of approved staff; training cost \$500/person; children's benefit, \$5/day	129 approved homes (e) Recent review of administration
24. Grants to Community Welfare Agencies (Emergency Relief) Program	Cabinet decision	0.5	0.09	2	Non-government orgs providing emergency relief	Grants to orgs providing emergency relief as cash or food vouchers	85 orgs Not evaluated

DEPARTMENT OF SOCIAL SECURITY

Name of Program	Mandate	Cost of Services \$M	Months	Eligibility	Payments	Recipients Evaluation
25. Family Support Services	Ministerial approval	4.8	0.21	7	Generally non-profit orgs providing services for families in crisis	227 Projects Currently under review
26. Pre-School Block Grants	Cabinet decision	33	0.06	2	Block grants to States & NT for provision of pre-school services	Grants paid by cheque to States & NT, quarterly in advance n.a.
27. Day Care Services	Child Care Act	34.9	3.4	105	Government and non-profit orgs providing various day care services	Capital grants and subsidies for recurrent costs paid direct through States 61 800 children
28. Other Services for Mentally Handicapped Children	Child Care Act Ministerial approval	6.3	0.21	7	Orgs providing relevant services. Grants-in-aid to State playgroup associations, \$9000/yr; grants to assist disabled children and families; grants for child care in homes; grants to NT; grants to research projects	Regular monitoring and evaluation Research Centre Study, 1981

DEPARTMENT OF SOCIAL SECURITY

Name of Program	Mandate	Cost of Services \$M	Months	Eligibility	Payments	Recipients Evaluation
29. Youth Services Scheme	Ministerial approval	1.3	0.23	8	Agencies providing emergency, 4/ox ancillary services; homeless youths under 18	Payments to States on \$ for projects 68 projects in preparation

(a) Includes administrative overheads

(b) April 1982

(c) Estimate

(d) 1980/81

(e) As at 30 June 1981

(f) See program description. Aggregate figure not appropriate

(g) \$0.4m per year, revenue foregone

(h) \$0.4m per year for 1982/83

(i) Introduced 2 June 1982 to replace 'Home Savings Grant Scheme' which cost \$114.6m in 1981/82

DEPARTMENT OF THE CAPITAL TERRITORY

Name of Program	Mandate	Cost of Services \$M	Salaries \$M	Manpower Eligibility	Payments	Recipients	Evaluation
1. Territories Government Rental Rebate Scheme	Ministerial approval	5.6	0.31	4	Tenants of government owned housing on low income	Tenant contributes 50% of income up to \$30 a week, max rebate \$ 250 of excess	5010 (a) Not evaluated
2. Rates Reduction Relief Scheme	Land Rent (incentive and Remission Ordinance 1970)	0.7	0.01	5	Residential ownership; receipt of pension or absence of undue hardship	50% rebate, 10-100% rebate; regular financial difficulties; means tested annually	2941 Regular departmental review
3. Food Orders and Emergency Cash	Ministerial approval	0.002	n.a.	n.a.	Crisis situations	\$10/min adult, \$5/min child for cash or food orders	n.a. Not specified
4. Capital Territory School Clothing Assistance	Ministerial approval	0.09	n.a.	0.5	Usually single parent recipients in receipt of pension or benefits; means tested	\$40/primary student/year, \$50/secondary student/year	1000 families (April 1983) Review in progress

DEPARTMENT OF THE CAPITAL TERRITORY

Name of Program	Mandate	Cost of Services \$M	Salaries \$M	Manpower Eligibility	Payments	Recipients	Evaluation
5. Capital Territory School Bus Tickets	Ministerial approval	0.06	n.a.	0.3	Pensioners and recipients of other social security payments, plus liquid assets under \$1000; means tested	Bus tickets, half yearly	668 families Internal reviews
6. Capital Territory Travel Allowance to Gails	Ministerial approval	0.004	n.a.	n.a.	Needy families - to enable travel, accom. in visits to interstate goals via cash in and juvenile training institutions	Travel, accom. in visits to interstate goals advance, max once/month	n.a. Not specified
7. A Driver Licence and Motor Registration for Pensioners and Fringe Benefit Pensioners	Ministerial approval	0.04	neg	neg	All pensioners eligible for fringe benefits	50% concession on licences and registration	n.a. Not specified
8. Electricity Rebate for Pensioners	Agreement between Ministers for Finance and Capital Territory March 1981	0.23	n.a. (c)	0.8	Pensioners eligible to hold Pensioner Health Benefits Card	Quarterly rebate 50% of the account, max \$10	6757 Regular review

DEPARTMENT OF THE CAPITAL TERRITORY

Name of Program	Mandate	Cost of Salaries Services \$M	Anyways Eligibility	Payments	Recipients Evaluation
9. Capital Expenditure Funeral Costs Assistance	Ministerial approval (b)	n.a.	n.a.	\$775/funeral	n.a. Not specified 1981
10. Bus Travel for Omnibus Passengers and Traffic-Contingencies 1985	Motor Services	0.66	n.a.	Concessional fares	n.a. Major review, 1981

- (a) 28.2.83  
(b) 1982/83  
(c) included in cost of program

DEPARTMENT OF IMMIGRATION AND ETHNIC AFFAIRS

Name of Program	Mandate	Cost of Salaries Services \$M	Eligibility	Payments	Recipients Evaluation			
1. Assisted Passage Scheme	Government Policy	16.5	n.a.	1.6	Official transportation of refugees	Fares in full 19 000 (a)	Review of Commonwealth Functions	
2. Migrant Emergency Fund	Agreement between Treasury and Post-Immigration, 1970	0.001	n.a.	n.a.	Migrants in emergency situations	On the spot needs n.a. e.g. meals, fares	Questionnaire, June 1980	
3. Repatriation of Migrants	Government Policy	0.05	n.a.	0.2	Migrants who are unable to settle successfully	Fares	n.a.	Internal study, Jan 1973
4. Adult Migrant Education Program	Immigration (Education) Act 1971-73	23.5	n.a.	n.a.	Migrants and refugees	Adult Migrant Education Services and certain tertiary inst; Home Tutor Scheme & correspondence courses	n.a.	Calbally Report 1978
5. Living Allowance	Immigration (Education) Act 1971-73, Section 6	8.75	n.a.	15	Migrants attending f.t. English language courses	Allowance equiv. to IB plus allowances for depts	16 200 (b)	Calbally Report 1978

DEPARTMENT OF IMMIGRATION AND ETHNIC AFFAIRS

Name of Program	Mandate	Cost of Services \$M	Months	Eligibility	Payments	Recipients Evaluation
6. Migrant Project Subsidy Scheme	Cabinet decision May 1978	0.15	n.a.	3.5	Ethnic & other voluntary orgs - projects offering new approaches to migrant welfare services delivery	n.a. Report by Australian Institute of Multicultural Affairs
7. Loans to CAPRIC	Cabinet decision 1979	0.2	n.a.	0.1	To assist refugees to move into first home e.g. bonds, advance rental, utility charges, furniture	Approx. 6000/yr Not evaluated
8. Community Ministerial Approval Scheme - Subsidies to Sponsors	Ministerial Approval	0.2	n.a.	n.a.	Community groups - to provide support and sponsorship to newly arrived refugees - grant for costs e.g. furniture, food, rent	Up to \$170 for individuals and \$450 for a family up to 4 (additional \$70/person)
9. Clothing Scheme - Subsidies to Sponsors	Agreement of the Minister and Treasurer	0.22	0.02	1	Refugees arriving without essential basic clothing & personal requisites	Voluntary Agencies 15 000 Not evaluated

DEPARTMENT OF IMMIGRATION AND ETHNIC AFFAIRS

Name of Program	Mandate	Cost of Services \$M	Months	Eligibility	Payments	Recipients Evaluation
10. Maintenance of Un-attached Un-attached Refugees Children	Cabinet decision Nov 1981	0.19	0.036	2.1	Refugee minors without parents or close adult relatives; wards of the Minister in f.t. education up to 18 years	\$40/wk in inst; \$27/wk in foster care 216 Not specified

(b) 1982/83  
(c) 1980/81



DEPARTMENT OF ABORIGINAL AFFAIRS

Name of Program	Mandate	Cost of Salaries Services \$M	Eligibility	Payments	Recipients	Evaluation
1. Torres Strait Islands - Provision of Transport Facilities	Ministerial approval	0.2	neg	neg	Min 700 hours (a)	n.a. 1982 Reviewed in
					Communities not serviced by fixed wing operations - subsidised helicopter service providing medical services, hospital evacuations and passenger services	
2. State Grants Health Program	Cabinet decision & Ministerial approval	14.2	n.a.	n.a.	Aboriginals - medical, free if disadvantaged rehab., no means test but required to contribute to maintenance and benefits - dental, generally free of charge	n.a. H of R St C'tee on Aboriginal Affairs; Department of Prime Minister and Cabinet
3. Grants-in-Aid Health Program	Cabinet decision & Ministerial approval	7.4	n.a.	n.a.	As above	As above, the usual Trans-Chena and Bye Healthy Report
4. Grants-in-Aid Legal Aid Program	Cabinet decision & Ministerial approval	6.5	n.a.	n.a.	Aboriginals - free of charge	Grants to 18 Aboriginal Legal Services quarterly H of R St C'tee on Aboriginal Affairs

DEPARTMENT OF ABORIGINAL AFFAIRS

Name of Program	Mandate	Cost of Salaries Services \$M	Eligibility	Payments	Recipients	Evaluation
5. Grants-in-Aid Employment Support Program	Ministerial approval	3.7	n.a.	n.a.	Opps for Aboriginals concentrating on juvenile delinquency, child neglect, malnutrition, etc.	Grants to opps, n.a. Not specified
6. Grants-in-Aid Employment Program-Special Works Project	Ministerial approval	3.1	n.a.	n.a.	Unemployed aboriginals and widowers, salaries or wages plus allowance up to 25% of wages for materials & equipment	412 men (b) H of R St C'tee on Aboriginal Affairs
7. State Grants Training Program	Prime Minister's Policy Speech 1977 & Ministerial approval	2.3	n.a.	n.a.	Aboriginals - to acquire or upgrade skills for employment	19 Projects Internal expl. for reviews 70 aboriginals; training institutions - 2500 Aboriginals
8. Grants-in-Aid Training Program	Prime Minister's Policy Speech 1977 and Ministerial approval	1.7	n.a.	n.a.	Aboriginals - individually or collectively - training program to acquire skills for empl.	37 projects training for 126 Aboriginals Not specified

DEPARTMENT OF ABORIGINAL AFFAIRS

Name of Program	Mandate	Cost of Services \$M	Manpower Eligibility	Payments	Recipients Evaluation
9. States Grants Employment Program	Cabinet decision, Ministerial approval	0.38	n.a.	Unemployed Aboriginals - assist & encourage self-sufficiency through increasing range and level of empl. and work experience	Grants to State Treasurer at set intervals n.a. Internal reviews
10. Community Ministerial Development Employment Project Scheme (CMPS)	Ministerial approval	7.0	n.a.	Aboriginal community councils (not eligible for UB); unemployed aboriginals in remote communities	Weekly wages to aboriginals for community work ties Interdepartmental discussions

(a) 1981/82  
(b) estimate

DEPARTMENT OF HEALTH

Name of Program	Mandate	Cost of Services \$M	Manpower Eligibility \$M	Payments	Recipients Evaluation		
1. Nursing Home Benefits	National Health Act	407.3	n.a.	n.a.	Payable for each approved patient on daily rate applicable for State/Territory	A.G.'s Report	
2. Nursing Home Assistance	Nursing Homes Assistance Act 1974	164.1	n.a.	n.a.	Nursing homes conducted by local government, charitable & benevolent or non-profit	Direct funding - Government meets home's approved operating deficit	n.a. A.G.'s Report
3. Home Nursing Subsidy	Home Nursing Subsidy Act 1956	16.5	n.a.	1.9	Home nursing services - non-profit in receipt of state and/or local government assistance; not state run except by public hospital	\$15780 for f.t. nurses over numbers employed 30 Aug 1956 for orgs operating prior to that date; \$7890 for all nurses for orgs established after that date	Some departmental surveys
4. Domiciliary Health Nursing Benefit	National Health Act 1953	21.2	n.a.	n.a.	Person providing continuous care in private home for patient - over 16, doctor certified need for care from reg. nurse & care is f.t.; max 2 patients	\$22/week/patient	n.a. Not evaluated

DEPARTMENT OF HEALTH

Name of Program	Mandate	Cost of Services \$M	Payments \$M	Eligibility	Recipients	Evaluation
5. Para-medical Services	States Grants	1.2	n.a.	0.1	Payments to some States towards providing approved paramedical services mainly to aged persons in their homes	n.a. Not evaluated
6. Royal Flying Doctor Service (RFDS)	Cabinet decision 1936	4.2	n.a.	0.1	To maintain viability of RFDS	Internal accountability study
7. Isolated Patients' Speeches Travel and 1977, Accommodation National Act	Policy Speeches	6.3	n.a.	32	Patient must live in a defined isolated area and require medical treatment more than 200 kms from home	Travel & accom. 52 000 claims reviewed
8. Health Program Grant to Aboriginal Medical Services	Health Insurance Act	1.5	n.a.	2.4	Services existing in Aug 1978 not using direct billing	Salaries monthly in advance 10 services Regular internal review

DEPARTMENT OF HEALTH

Name of Program	Mandate	Cost of Services \$M	Payments \$M	Eligibility	Recipients	Evaluation
9. National Trachoma and Eye Health Program	Ministers for Health and Aboriginal Affairs	0.3	n.a.	0.4	Eye teams visit remote areas providing services to those in need	Advances to RMO National Secretariat to finance State/Territory Committees
10. Stomach Ulceration, Health Act, Section 9A	National Health Act, Section 9A	2.9	n.a.	n.a.	Persons undergo an ileostomy or colectomy	Monthly payments n.a. to voluntary stoma associations to cover cost of appliances provided
11. National Acoustic Hearing Aid Program	National Health Act, Section 1 of Hearing 1975	7.7	n.a.	385	Persons under 21, pensioners with health benefits card, ex-throughout parents and deaf pensioners on sickness benefits; other minor groups	Running of 26 hearing centres throughout Australia
12. Program of Aids for Disabled People	National Health Act, Sections 9, 9A	5.6	0.1	2	Disability permanent or of indefinite duration and 'ineligible to receive aids under other Commonwealth/State Programs; or reimbursement plus States/Territories criteria	Monthly advances to States/Territories for anticipated exp. or reimbursement of exp. incurred

DEPARTMENT OF HEALTH

Name of Program	Mandate	Cost of Services \$M	Managers	Eligibility	Payments	Recipients	Evaluation
13. Tuberculosis Allowances Act 1948, Section 9	1.1	n.a.	0.1	78 sufferers: Permanent residents of Australia and over 16; income tested	Without depts: \$74/wk, treated in approved inst. spouses (b) \$74/wk, approved depts: Dep treatment: \$65/wk each	313 suffer- Ongoing ers, 84 dep evaluation	
14. Blood Transfusion Services	Cabinet decision	8.9	n.a.	0.5	All Australian Red Cross Blood Transfusion Services	n.a.	Regular review by National Blood Transfusion Committee
15. Health Program Grants Part IV	Health Insurance Act, 1973	3.4	n.a.	n.a.	Non-profit orgs providing health services, preventative health services and general medical services	Monthly advances 12 approved orgs monthly for medical practitioners employed on salaried or seasonal basis	Not evaluated
16. Commonwealth Medical Benefits	Health Insurance Act 1973	776.5	n.a.	475	Contributors to reg. health insurance or reg. Health Care, Health Benefits or Pensioner Health Benefits card-holders	Through reg. health insurance orgs or direct to medical practitioners via direct billing	Regular review, Joint Management Review

DEPARTMENT OF HEALTH

Name of Program	Mandate	Cost of Services \$M	Managers	Eligibility	Payments	Recipients	Evaluation
17. Pharmaceutical Benefits Scheme	National Health Insurance Act 1953	390.8	n.a.	776	All persons in Australia - reg. Pharmaceutical Products recommended by BANC	Pharmaceutical re-insured cost less patient contribution (\$4 ordinary and \$2 for Health Benefit and Pensioner Health Benefit cardholders)	Ongoing review, Pharmaceutical Manufacturers Association Inquiry (Health Inquiry)
18. Private Health Insurance Red Day Subsidy 1973	Health Insurance Act 1973	84.4	n.a.	n.a.	Private hospitals	Subsidy paid direct to hospitals - \$16/day, non-surgical patients; \$20/day, surgical patients	Departmental Auditors' expenditure of Commonwealth monies
19. Hospital Benefits Reinsurance Trust Section Fund 73BC	National Health Insurance Act, 1973	100	n.a.	1.1	Compulsory for all reg. hospital benefits orgs	Quarterly contributions of \$25m to insurance accounts	Not evaluated

(a) 1982/83  
(b) 1981 Calendar Year

DEPARTMENT OF VETERANS' AFFAIRS

Name of Program	Mandate	Cost of Services \$M	Manyears	Eligibility	Payments	Recipients	Evaluation
1. Disability Pension	Repatriation Act 1920 and other legislation	298.3	3.9	247	Incapacity or death - service-related, specific provisions vary between conflicts and type of service.	Various rates e.g. T&PT & TTI rates - \$315/fort; Interned-late rate - \$211/fort; general rate varies - max \$119/fort, etc	172 001 vets report 195 078 depts. (a)
2. Service Pensions	Repatriation Act 1920	807.5	2.9	175	Veterans who served in theatre of war & over 60 (male), 55 (female) or perm. unemployable wives of service pensioners.	Over 70/\$103/fort, single; \$86/fort each, married; plus other allowances	287 251 vets, wives (b)
3. Supplementary Pension Assistance	Repatriation Act 1920	4.5	0.1	5	Service pensioners paying rent exceeding \$20/fort; excl. those paying government rent	Paid with Service Pension, 50c for each \$1 rent exceeding \$20 to max: single, \$16/fort; married, \$8/fort; each; subject to income test	20 739 Toose Report

DEPARTMENT OF VETERANS' AFFAIRS

Name of Program	Mandate	Cost of Services \$M	Manyears	Eligibility	Payments	Recipients	Evaluation
4. Fringe Benefits Insurance & Telecommunications Act	National Health Act, Health Insurance Act, Telecommunications Act	9.1	0.4	14	Service pensioners & depts; income (excl. Service Pension) less than \$114/fort, single; \$188/fort, married	Repatriation Health Benefits, telephone Rental Concessions etc.	139 120 vets 92 463 wives Not specified
5. Loss Allowance	Repatriation Act 1920	0.3	0.1	4	Actual loss of earnings incurred due to: Attending Repatriation Review Tribunal Hearing; absences due to service-related disabilities	Max \$284/fort; payments equal lesser of actual amount lost or amount in accord to specified formula	2300 Toose Report
6. Treatment Services other legislation	Repatriation Act 1920	288.2	134.6	7721	Medical services to selected veterans for all disabilities accepted as service-related	Payments to department's medical inst. & services	n.a. Toose Report
7. Free Rehabilitation Scheme	Repatriation Act 1920	4.8	2	134	All Australian residents	Appropriations to artificial limb & appliance centres; Payments to medical inst. - limb manufacture - ureters from these	n.a. Regular review

DEPARTMENT OF VETERANS' AFFAIRS

Name of Program	Mandate	Cost of Services \$M	Number of Veterans	Eligibility	Payments	Recipients	Evaluation
8. Temp-orary Incapacity Allowance	Repetition Act 1920	0.3	0.1	4	Vets admitted & treated in hospital or inst. for a service-related incapacity, exceeding 28 days	Equal to TAPI rate less any disability pension already received	650 Not specified
9. Defence Service Homes	Defence Service Homes Act 1973	106.7	13	712	Overseas service during wartime or specified period of peacetime service after Dec 1972; first home intended for residence; not previously assisted under scheme.	Max loan \$25 000 at concessional int rates: 3.75% to \$12 000 7.25% \$12 001-\$15 000 10% \$15001-\$25000	370 000 (c) Ongoing review
10. War Repatriation Act 1920, Widows War Pensions 1914	War Repatriation Act 1920, Widows War Pensions 1914	206.3	0.8	53	Widows of vets who served in wars & since 1972 members of the paramilitary forces; death service-related but at death testing or eligible to receive specified pensions	\$165/fort (a)	47 918 (a) Not specified

DEPARTMENT OF VETERANS' AFFAIRS

Name of Program	Mandate	Cost of Services \$M	Number of Veterans	Eligibility	Payments	Recipients	Evaluation
11. Education Allowances	Repetition Act 1920	2.2	0.2	16	Children of vets whose death is service-related or not service-related but at death receiving or eligible to receive specified pension; veteran is blind or param incapacitated as result of service	Payments/fort, secondary: 12-14, \$12; 14-16, \$16; 16-18, \$16; not at home: 12-16, \$36; over 16, \$60; tertiary: \$67; not at home: \$108; plus other allowances	1540 (a) Those Report

- (a) as at 7 January 1982  
(b) as at December 1981  
(c) since inception March 1919

DEPARTMENT OF DEFENCE

Name of Program	Mandate	Cost of Services \$M	Manyears	Eligibility	Payments	Recipients	Evaluation
1. Medical and Dental Officers - Refresher Training Bounty	Defence Act 1903	0.02	n.a.	n.a.	Short service commission medical and dental officers undertaking study within 12 months of completion of min 4 yrs. f.t. service	Bounty as lump sum direct to officer at start of course	4 Not specified
2. Civil Schooling	Treasury Memo 63/489 (a) 1969	0.12	n.a.	n.a.	Service members undertaking courses at civil institutions	All costs e.g. salary, fees, books, equip. etc., paid to institutions or firms	n.a. Annual review
3. Services Vocational and Educational Training Scheme	Treasury Letter 48/600/159 No. 7353 1949	0.1 (a)	n.a.	n.a.	Service members who undertake vocational/educational studies in own time	-approvals for max \$200 by regional delegates; \$201-\$500 by service officers; above \$500 by Service Officers' Educational Administration Committee	n.a. Reviewed May 1982
4. Defence Force Assistant Study Scheme (DFASS)	Ministerial approval 1977	0.02 (a)	n.a.	n.a.	Service members undertaking courses to further qualis	Fees reimbursed & salary paid for travelling time up to 5 hrs/ wk for lectures etc.	n.a. Not specified

DEPARTMENT OF DEFENCE

Name of Program	Mandate	Cost of Services \$M	Manyears	Eligibility	Payments	Recipients	Evaluation
5. Defence Force Retirement and Death Benefit Scheme (DFRBS) Act 1973	Defence Force Retirement and Death Benefit Scheme Act 1973	168 (b)	n.a.	131	Retirement pensions - after 20 yrs of service; invalidity pensions not subject to length of service	Retirement pensions: 35% of final salary after 20 yrs to max 76.5% after 30 yrs. Invalidity pension: Class A, 76.5% final salary; Class B, 38.25% final salary; Class C, lump sum or normal retirement pension.	n.a. Ongoing review

- (a) 1982/83 Estimates  
(b) excluding members' contributions

DEPARTMENT OF ADMINISTRATIVE SERVICES

Name of Program	Mandate	Cost of Services \$M	Manpower	Eligibility	Payments	Recipients Evaluation
1. Redundancy Cabinet in Australian Government Employment (RREs)	Ministerial approval	0.3	0.02	1	Australian Government employees made redundant Maintenance of income at level being received at time of redundancy for 6-12 months depending on length of service	n.a. Not specified
2. Urgent Temporary Accommodation Assistance	Ministerial approval	4	0.1	7.7	Migrant centre residents awaiting initial empl. or attending English language classes 100% of tariff first week, 40% of tariff thereafter	n.a. Under evaluation at present

DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS

Name of Program	Mandate	Cost of Services \$M	Manpower	Eligibility	Payments	Recipients Evaluation
1. Training for Aborigines (Special Courses)	Cabinet decision	0.85	n.a.	18.8	Aboriginals who lack basic empl. skills or require pre-requisite skills for further training or upgrading of empl. skills Formal Training Allowance (FTA): - under 18 \$23/wk adult \$46/wk; other allowances also apply for travelling assistance, LARSA \$59/wk, clothing grant \$140 (a)	288 Regular monitoring and evaluation
2. Special Training for Aborigines Program (On-the-Job Training)	Cabinet decision	4.0	n.a.	37.3	Employees who provide on-the-job training to assist Aboriginal employees acquire further empl. skills Employee Subsidy: Junior \$54/wk; adult \$87/wk & other allowances as above	2234 Regular monitoring and evaluation
3. Training for Aborigines Program (Other costs)	Cabinet decision	0.3	n.a.	10.4	Aboriginals under 21 required to move away from home for f.t. empl. Costs of pre-requisite training, force assistance for interviews, other assistance as above.	n.a. Not evaluated



**DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS**

Name of Program	Mandate	Cost of Services \$M	Manyears	Eligibility	Payments	Recipients	Evaluation
4. Special review for training for Aboriginals (Public Sector Training)	Cabinet decision	11.5	n.a.	42.5	Unemployed Aboriginals lacking necessary skills or wishing to upgrade skills	Trainees receive a salary appropriate to position they occupy.	1398 Internal 1979
5. Training Program for Aboriginals (Formal Training)	Cabinet decision	2.4	n.a.	21.9	Aboriginals who wish to obtain tertiary qualifications	PTA: junior \$22/wk; adult \$46/wk; LARNA \$58/wk; clothing grant - max \$140; course fees, books and equip. max \$33/yr	650 (b) Internal review, 1980 Self regular monitoring
6. Training Program for the Disabled-Formal Training	Cabinet decision	0.6	n.a.	2.5	Unemployed persons assessed as disabled to undertake formal training in education inst.	Min adequate income - training allowance; compulsory fees; books; other allowances; other allowances; fares, LARNA, etc	n.a. Not specified
7. Work Preparation Program for the Disabled (incl. Trainee Allowances)	Cabinet decision	1.1	n.a.	4.0	Unemployed disabled persons assessed as being able to obtain open employment	PTA: junior \$22/wk; adult \$46/wk; LARNA \$58/wk; moving allowance \$22	447 Regular Internal review Self regular monitoring

**DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS**

Name of Program	Mandate	Cost of Services \$M	Manyears	Eligibility	Payments	Recipients	Evaluation
8. Training Program for the Disabled-On-the-job Training	Cabinet decision	4.8	n.a.	18.75	Disabled persons unemployed at risk of unemployment or forced to change empl. due to disability	Employer subsidy: 325 junior \$104/wk; persons 1st half; training period; \$64/wk; 2nd half; adult \$197/wk; 1st half; \$87/wk; 2nd half	Regular evaluation and monitoring
9. School to Work Transition Allowance	Cabinet decision	8.4	n.a.	n.a.	Unemployed persons away from f.t. education for specified period, selected for approved course	Allowance equiv. to 18 plus \$6/wk	1150 Regular review
10. Pre-Apprenticeship Allowance	Recommended by Cochrane Committee and incl. in WENT	1.2	n.a.	1.75	as above	\$20/wk, max 40 weeks	1596 Review in 1982/83
11. Special Youth Employment Training Program (STETP)	Cabinet decision	53.7	n.a.	n.a.	Employer must provide work experience and training; trainee criteria: unemployed and away from f.t. education for specified period	Employer subsidy: \$1 700 std. STETP \$75/wk (max 17 wks); extended STETP \$100/wk for 17 wks; \$75/wk for next 17 weeks	Internal reviews and regular assessment

DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS

Name of Program	Mandate	Cost of Services \$M	Cost of Salaries \$M	Manpower	Eligibility	Payments	Recipients	Evaluation
12. Group One Year Apprentice Scheme (GOVAS)	Cabinet decision	1.68	0.03	1.53	Training establishments initiated by DEIR and quality of training meets DEIR standards.	Rebursments to Commonwealth & State Training Establishments for 1st year apprentices of private sector employers.	1300 (c)	Review in 1981
13. Group Apprentice Support Program	Cabinet decision	0.16	0.07	2.84	Group apprentice schemes which empl. additional apprentices	Commonwealth provides 50% of exp. approved by states to group schemes	15 schemes	Review in Progress
14. Commonwealth Rebate for Apprentice Full-Time Training (CRAFT)	Cabinet decision	78.7	0.92	45.7	TRIMOT - all employers LABRA - 1st & 2nd year apprentices	TER \$21-\$41/day OTG \$21-\$30/day LABRA \$33/wk, 1st yr; \$14/wk, 2nd yr	TER 99 000 OTG 9739 LABRA 4603	Regular review
15. Special Assistance Program (SAP)	Element of NEAT	0.8	0.08	4.2	Assessed by apprentice supervisors employed by States	Wage subsidy to employers, max 17 idles - 80% specified wage; training allowance for apprentices, max 208 days; moving allowance & LABRA	Wage Sub- Not specified	

DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS

Name of Program	Mandate	Cost of Services \$M	Cost of Salaries \$M	Manpower	Eligibility	Payments	Recipients	Evaluation
16. Special Training Program	Cabinet decision	0.7	0.07	2.4	Packages developed in response to specific programs	Packages of professional fees, CRAFT rates for mature age apprentices	4 Programs	Provision for specific of specific programs
17. Training Assistance for Special Needs Clients	Cabinet decision	1.0	n.a.	n.a.	Unemployed persons - lack of any empl. skills; difficulty finding empl. due to racial/cultural reasons e.g. ex-prisoners, etc.	Employer subsidy \$4/wk; junior \$4/wk; adult \$6/wk; plus other allowances e.g. course fees, LABRA etc	900	Not specified
18. General Training Assistance (GTA) Formal Training	Cabinet decision	2.8	n.a.	10	Unemployed or have re-trained police & unable to obtain empl. with current skills and away from full-time education for 4 months	Formal training allowance; junior \$22/wk; adult \$46/wk; plus other allowances e.g. course fees, LABRA etc	2086	Regular review BLMR report
19. General Training Assistance (GTA) On-the-Job Training	Cabinet decision	5.5	n.a.	50.5	As above	Employer subsidy; junior \$4/wk; adult \$87/wk; training allowance max \$232	7325	As above

DEPARTMENT OF EMPLOYMENT AND INDUSTRIAL RELATIONS

Name of Program	Mandate	Cost of Services \$M	Manyears	Eligibility	Payments	Recipients	Evaluation
20. Skills in Demand Program	Cabinet decision	2.5	0.1	4	IS Plus training allowance \$24/wk adult; On-the-job allowances for (d) as above	3600 trainees of each project (d)	Evaluation of Project
21. Relocation Assistance Scheme	Cabinet decision	1.6	n.a.	7.7	Unemployed persons unable to find empl. in present project in new area max \$1250; re-employment allow-ance \$200; \$100 for adult dep; \$50/additional dep	133	Not specified

(a) Living Away From Home Allowance  
(b) 1982/83 estimate  
(c) since 1974  
(d) since September 1980

DEPARTMENT OF EMPLOYMENT

Name of Program	Mandate	Cost of Services \$M	Manyears	Eligibility	Payments	Recipients	Evaluation
1. Aborigi- nal Secondary Studies Scheme (NISES)	Cabinet decision	19.2	4.1	113	Persons of Aboriginal or Torres Strait Island descent under 21, attending approved secondary school or primary, if over 14	No. of allowances 17 509 e.g. Living Allowance - \$484/yr;sen \$339/yr, Junr etc.	Major Review 1975(B.Matte); H of R St. C'tee on Aboriginal Affairs
2. Aborigi- nal Study Scheme (NISTUDY)	Cabinet decision	11.6	2.7	74.5	Persons of Aboriginal or Torres Strait Island descent, enrolled in an approved course	Payments direct to inst; Student allowances eg. Living Allowance \$180/yr;sen \$180/fort, under 18.	H of R St C'tee on Aboriginal Affairs; examined evaluation commissioned June 1982
3. Aborigi- nal Overseas Study Award (MOGAS)	Cabinet decision	0.1	neg	0.75	Based on application from 5 interested; Elig. for income maintenance allowance if normal income is reduced for term of award	Overseas expenses living allowance	Committee of representatives of interested groups, 1978
4. Junior Secondary Education Scheme 1937-76	Cabinet decision	0.1	0.01	0.5	Bursary grant; parents/guardians are residents of ACT	Bursary grant if adjusted family taxable income less than \$5000	Not specified

DEPARTMENT OF EDUCATION

Name of Program	Name of Mandate	Cost of Services \$M	Cost of Salaries \$M	Mandates	Eligibility	Payments	Recipients	Evaluation
5. Assist-Isolated Children (AIC)	Cabinet decision for decision	17.8	1.4	37.3	Lack of access to appropriate government school	No. of allowances paid to parents e-g. Basic Boarding Allowance \$780/yr etc; State income tested	19 031 (b)	Tamrock Report 1980
6. Second-ary Allow-ance Scheme (SAS)	Cabinet decision	15.6	0.8	21.2	Parents of students in f.t. secondary courses, yr 11 and 12	Max \$728/yr/ student to parents; income tested	23 529 (b)	External report, 1982 (Dr P. Meade)
7. Terti-ary Assistance Education Act 1973 (TEAS)	Student Assistance	169.4	8.3	229	Australian citizens/perm. residents; study f.t. with satisfactory progress; assessed at start of academic year	Living Allowance: At home, max \$2010/yr; Away, max \$3100/yr; Independent, max \$3100/yr; on income tested on students income	79 475 (d)	External review in progress (Prof. D. Beeswick)
8. Adult Education Assistance (ASAS)	Cabinet decision	4.5	0.5	13.6	Over 19, away from secondary school for 2 years in past 5 & under-18 taking f.t. matriculation course	Living Allowance: At home, max \$1850/yr; away, \$1850/yr; income tested	2125 (e)	Tertiary Education Unit, State College undertaking review

DEPARTMENT OF EDUCATION

Name of Program	Name of Mandate	Cost of Services \$M	Cost of Salaries \$M	Mandates	Eligibility	Payments	Recipients	Evaluation
9. Post-graduate Awards	Student Assistance Act	9.6	0.6	16.1	Australian citizens/perm. residents undertaking postgraduate courses at Australian tertiary institutions	Living Allowance: \$6850/yr plus max \$2220/yr for dep. spouse & \$520/dep. child, plus allowances	1857 (d)	External Review 1980
10. Commonwealth Scholarship and Fellowship Plan - Awards	Participation in Commonwealth Scholarship and Fellowship Plan	neg	neg	neg	Australian graduates under 35 holding Indian awards under CSFP	Rs 1000/month to awardee	1 (f)	Not specified

(a) Includes overhead costs and other administrative costs

(b) 1980

(c) Average number of awards per year

(d) 1980

(e) 1981

(f) since 1977

APPENDIX B

THE ADMINISTRATION OF INCOME MAINTENANCE PROGRAMS

BIBLIOGRAPHY

# INCOME MAINTENANCE IN AUSTRALIA: A BIBLIOGRAPHY

Compiled in the Australian Reference Section  
of the  
National Library of Australia

February 1983

## INTRODUCTION

This bibliography was compiled at the request of, and in close consultation with the Joint Parliamentary Committee of Public Accounts in relation to their inquiry into income maintenance in Australia.

The items in the bibliography are selected from periodicals and monographs published since 1975. The majority are journal articles. Articles from the weekly National Times and Bulletin are included but those from daily newspapers are not. Some citations have not been annotated, either because they are not held at the National Library or because the material was being bound externally at the time of compilation. These have been included because the title suggests their relevance.

Possible items for inclusion were identified by searching the Library's catalogues and APAIS Australian Public Affairs Information Service, a subject guide to current Australian literature.

### Search procedures:-

1. A search was carried out using general terms such as income, income security/support, income maintenance, and using more specific terms such as guaranteed income, negative taxation, pensions, compensation, education assistance, training, unemployment benefits.
2. Citations appearing in the footnotes and bibliographies of items yielded by this procedure were followed up.
3. A search was carried out on the names of assistance schemes administered and/or funded by Commonwealth Government departments. The list of schemes used in this search was provided by the Public Accounts Committee.

Procedures 1 and 2 yielded about 75% of the entries in the bibliography. These deal with the current debate concerning income maintenance and with the theoretical, administrative, legal or sociological aspects of income maintenance policies. Reference is often made to specific schemes during the course of discussion. Selection of these items was made in accordance with the same guidelines sent to government departments by the Public Accounts Committee when requesting information on their assistance schemes. However, the coverage was determined more by what the search yielded.

About 25% of the entries were identified from the search on the list of names of assistance schemes. These items are of a different nature.

Without referring directly to income maintenance or issues concerning the same, some critically investigate or evaluate specific schemes; others merely describe them. In this regard there is by no means a comprehensive coverage. While there may be several articles dealing with a few schemes, no articles were found on the majority of the listed schemes.

Accordingly, the bibliography is arranged in two alphabetical sequences:

SECTION I	INCOME MAINTENANCE
SECTION II	ASSISTANCE SCHEMES OF THE COMMONWEALTH GOVERNMENT

SECTION I - INCOME MAINTENANCE

ALLEN, Peter. Some issues in the reform in relation to social security, in Tax reform and social welfare: report of proceedings of a public seminar convened by ACOSS at Sydney 8 February 1980. Sydney: Taxation Institute Research and Education Trust, 1980.

The paper reviews recent changes in the income security and taxation areas and the effects they have had on income distribution and the numbers of poor people. Some of the problems associated with current tax and income security reforms are also discussed.

NP 336 200994 T235

ARUP, Christopher. Job security or income support. Federal Law Review, V.7, No. 1, March 1976: 145-168.

Christopher Arup examines the present federal assurances of security of employment and income and capacities to implement further assurances in line with overall economic rationality. He concludes that there are limitations both in present assurances and capacities which require changes in the law.

N347.05FED

ARUP, Christopher. Structural problems for a guaranteed minimum income and a job guarantee scheme. Federal Law Review, V.11, No. 1. March 1980: 19-39.

It is anticipated that a scheme will be enacted to guarantee either a job opportunity or a minimum income to the extent of making a payment to a unit from government funds if the unit does not earn that minimum from another source. Structural problems and operational difficulties in relation to constitutional authority are anticipated and examined.

N347.05FED

ATTIYAH, P.S. Compensation and rehabilitation. Current Affairs Bulletin, V.51, No. 8, January 1975: 24-28.

Comments on the report of the Australian Committee of Inquiry into the National Rehabilitation and Compensation Scheme, considering mainly the costs and benefits of the scheme proposed in the report. It is acknowledged that the proposed scheme would open up glaring disparities between the treatment of accident and sickness victims and others dependent on the State for their income. Nevertheless, the report is seen as a major achievement.

N305 CUR

AUSTRALIA. COMMISSION OF INQUIRY INTO POVERTY. Poverty in Australia: first main report, April 1975. Canberra: A.G.P.S., 1975

A detailed study of poverty in Australia with recommendations for income support. As there is a limit to improvements that can be made to the present system, a guaranteed income scheme is outlined and recommended.

N+362.50994 A9382

- 2 -

AUSTRALIA. DEPARTMENT OF SOCIAL SECURITY, DEVELOPMENT DIVISION. Sole parents and social security: growth in numbers. Social Security Journal, June 1982: 53-59.

The article sets out a range of information on the number of sole parents in the population and the growth in number of sole parents provided with direct or indirect income support by The Commonwealth. Reference is made to Widow's Pension and Supporting Parents Benefit. Tables show the coverage of Commonwealth income support to sole parents from 1974-1981.

N361.994 AUS

AUSTRALIA. NATIONAL REHABILITATION AND COMPENSATION SCHEME. COMMITTEE OF INQUIRY. Compensation and Rehabilitation in Australia. Canberra, A.G.P.S. 1974.

The report of the Committee which was set up to inquire into "the scope and form of, and the manner of instituting and administering, a National Rehabilitation and Compensation Scheme appropriate to Australia".

N+362.10994 A9382

AUSTRALIA. NATIONAL SUPERANNUATION COMMITTEE OF INQUIRY. National Superannuation Scheme for Australia: final report of the National Superannuation Committee of Inquiry Part I, Canberra, A.G.P.S. 1976.

The report focuses on income in old age and retirement. This volume (Part I) is concerned with publicly provided benefits available to the whole community. "It contains a majority report recommending a specific income related contributory scheme, and a minority report which prefers the continued evolution of a flat-rate, non-contributory approach integrated as far as possible with health, education and welfare expenditure as a whole".

Nq 368.4300994 A9385 n

AUSTRALIA. PRIORITIES REVIEW STAFF. Assistance for structural adjustment, income maintenance etc. Canberra, A.G.P.S. 1975

This report was prepared in response to the Prime Minister's request that the Priorities Review Staff review the income maintenance and allied schemes of the government.

N+ 331.1370994 A938

AUSTRALIA. PRIORITIES REVIEW STAFF, Possibilities for social welfare in Australia. Canberra, A.G.P.S. 1975.

This paper looks at the general problems of ensuring security of income and tries to suggest some feasible options and to examine deficiencies inherent in some existing programs and proposals. Attention is particularly given to the principles of how resources can best be directed to those most in need of assistance.

Np+ 354.940084 A938

AUSTRALIA. TAXATION REVIEW COMMITTEE Full Report 31 January 1975. Canberra: A.G.P.S., 1975.

Included because of its relation to the reports of the Committees of inquiry into relief of poverty, national superannuation, and compensation for injury, illness or disability. The recommendations of these Committees make large demands upon public revenue. The Taxation Review Committee was very conscious of the likely recommendations of these Committees and of the need to recommend a structure of taxation capable of meeting present and future revenue needs.

N 336.200994 A9387E

AUSTRALIAN COUNCIL OF SOCIAL SERVICE. Compensation and Rehabilitation. Supplement to Australian Social Welfare, V.5, No. 4, December 1975.

This explains the National Compensation Bill (1974) supporting the principles on which it is based and showing why the changes are needed. The compensation provisions of the Bill are summarised.

N362.994 AUS

AUSTRALIAN COUNCIL OF SOCIAL SERVICE. Guaranteed minimum income: towards the development of a policy. Sydney: ACOSS, 1975.

The document points to the needs and anomalies in the present social security system and seeks to provide, through its recommendations for change, a checklist of criteria that any restructuring or 'reform' of the present social security system must aim to meet.

Np 362.50994 A9387

AUSTRALIAN COUNCIL OF SOCIAL SERVICE. High priority areas for consideration in 1975-1976 budget. Australian Social Welfare, V.6, No.1, 1976: 19-28.

A statement setting out areas which are regarded as having a high priority in the 1976/77 budget. The section on income security includes recommendations concerning a guaranteed minimum income.

N 362.994 AUS

AUSTRALIAN COUNCIL OF SOCIAL SERVICE. Poverty Commissions guaranteed minimum income proposals: questions and issues raised. Sydney: ACOSS, 1976.

A critical examination of the Poverty Commission's proposals for a guaranteed income scheme. The paper concentrates on the limitations or inadequacies of the proposed scheme rather than its advantages. At the same time it stresses the need for a guaranteed, adequate minimum income to ensure that everyone is raised above the poverty line.

Np+ 362.50994 A9387

AUSTRALIAN COUNCIL OF SOCIAL SERVICE. Seminar on Guaranteed Minimum Income: proceedings of a seminar held by ACOSS, May 1975. Edited by Phillipa Smith. Sydney: ACOSS, 1975.

Contains the following papers and the discussions on them:-

1. Bill Hayden, Social Objective and principle of a guaranteed minimum income.
2. R.J.A. Harper, Level of a guaranteed minimum income.
3. J. Cutt, Methods of achieving a guaranteed minimum income.
4. J. Salmon, The Family Centre Project: an experiment in guaranteed minimum income and its implications.

N+ 362.50994 S471

BEAUMONT, P.B. Adjustment assistance provisions for workers displaced by imports. Journal of Industrial Relations, V.18, No.2, June 1976: 156-172.

The paper considers the North American and Australian experience with adjustment assistance discussing some of the complicating factors and operational difficulties of such policies. In conclusion, issues which should receive particular attention in any future policy of adjustment assistance are briefly outlined.

N 331.0994 J0U

CHARLESWORTH, Stephanie. Monitoring income maintenance policies for single mothers. Australian Journal of Social Issues, V.17, No.2, May 1982: 135-154.

The Supporting Parent's Benefit was introduced in 1973. The article studies the impact of long term income maintenance on single mothers.

N 360.5 AUS

CLARK, Andrew. PRS says guaranteed income scheme is best way to run welfare programmes. National Times, 1-6 September 1975: 38.

The article looks at the debate concerning the possible replacement of existing welfare programs by a guaranteed income scheme. Particular reference is made to the Priorities Review Staff reports on housing and guaranteed income.

NX 182

COMPENSATION and rehabilitation. Australian Social Welfare, V.5, No.4, December 1975: 12-22.

These pages contain general comments and debate concerning compensation and rehabilitation in Australia, comments and case studies showing the inequities of the present system, the social problems caused by the delay in settlement claims, the expense of the present system and the problems with rehabilitation.

N 362.994 AUS



COX, J.P. The national survey of income, income distribution and temporary poverty. Economic Record, V.52, No.140, December 1976: 423-441.

Data from the National Survey of Income undertaken in 1973 is examined showing that much poverty is temporary and therefore some of the ways we deal with it are inappropriate. It is argued that guaranteed minimum income schemes need to be based on continual assessment of family needs and resources.

N 330.5 ECO

COX, Jim and Chris FOSTER. Commonwealth spending on income support - a summary. Social Security, December 1980: 10-13.

The article summarises the Social Welfare Policy Secretariat's report entitled "Commonwealth spending on income support between 1968-69 and 1978-79 and why it increased".

N 361.994 AUS

CRAMER J. and C.A. NEYHART. A conceptual framework for accounting and reporting by pension plans. Abacus: a Journal of Accounting and Business Studies, V.16, No.2, June 1980: 3-16.

Proposes an accounting and reporting framework which is consistent with, but not an established part of contemporary financial accounting methods. It is believed that the framework given, by clarifying the relationships between a plan and an employer corporation, will serve to reduce the confusion regarding the measurement of pension costs, the valuation of related liabilities, and funding policy in relation to specific activities of a pension plan.

N 658.05 ABA

CUTT, James and John DIXON. An approach to the assessment of income support options Social Security Quarterly, V.3, No.4, Autumn 1976: 15-21.

Surveys the range of income support options available and specifies the various methods by which these options may be financed. A suggested evaluation strategy is provided and some of the dynamic implications of the various options are explored.

N 361.994 AUS

CUTT, James and John DIXON. Income-support options for Australia: an approach to assessment, Canberra: Australian National University and College of Advanced Education, 1975. 21p.

Outlines an approach to the evaluation of competing income - support options and in the light of that approach examines the main issues in the evaluation of Australia's income-support system. Where appropriate this is related to the current debate on possible reforms. Reference is made to the contributory - non-contributory debate, the selective-universal debate, the public employment approach, the negative income tax approach and the question of redistribution or poverty alleviation.

CUTT, James, John DIXON and Barry NAGORCKA. Income support policy in Australia: a dynamic approach. Canberra, Administrative Studies Program, Australian National University, 1977. 255p.

A detailed study which aims "to improve the debate on income-support policy by increasing the amount of knowledge both on the nature of the income distribution in Australia and the implications over time for that distribution of alternative income-support policies".

Nq 339.50994 C991

CUTTANCE, P. The Poverty Commissions GMI proposal: unresolved issues. SAANZ McAlbourne, August 1976.

Not seen.

Not held

DIXON, D. Income support for young people in Youth employment education and training: conference papers, Canberra: Australian National University, 1981.

The paper concentrates on Secondary Allowance Scheme (SAS), the Tertiary Education Assistance Scheme (TEAS) and unemployment benefits, highlighting the anomalies existing between income support in the form of allowances paid as part of the education system, and income support paid as part of the social security system.

N 331.340994 C748

EDWARDS, Meredith. A guaranteed income scheme: implications for women. Australian Quarterly, V.48, No.2, June 1976: 74-80.

Outlines the basic elements in the guaranteed income proposals of the Henderson report. The proposals are then assessed in relation to the needs of women, concluding that the tax unit suggested by the Henderson Report and the Priorities Review Staff proposals, discriminates against women.

N 059.44 AUS

EGAN, Bob. Minimum income guarantee. Shelter, No.20, July/August 1975: 10-12.

The article provides some background information on the concept of minimum income guarantee. There is brief consideration of such issues as the level of guaranteed income, the graduated cut-off level, the administration of such a scheme, the composition of poverty in Australia, and how a guaranteed minimum income scheme would affect existing services.

N 301.540994 SHE

FOWLER, David and Julia GILLARD. Loans details leaked. Rabelais, V.16, No.2, 9 March 1982: 3-4.

Discusses the proposed loans scheme to replace TEAS, looking at the background to the idea, the debate and the foreseen consequences of introducing such a scheme.

Nef 378.945 RAB

FRANCIS, J.R. The Second Hancock Report on Superannuation: some possible effects on employer companies. Chartered Accountant in Australia, V.48, No.2, August 1977: 20-21.

Looks at the possible effects on employer companies of the recommendations for the adoption of a compulsory national superannuation. Aspects particularly considered are resting and preservation of benefits, and the security of retirement benefits.

N 657.06

FRANCIS, Jere R. Superannuation past, present and future. Management Forum, V.3, No.3, September 1977: 173-181.

The study is based on the relation between taxation laws and superannuation and makes comparisons with the U.S. Some of the implications of the Hancock Report are discussed. It is concluded that Australia is about to embark on superannuation regulation and reform and that there is a great need for basic research to enable an informed policy decision.

N 658.003 MAN

GRAYCAR, Adam. Perspectives in Australian social policy: a book of readings, Melbourne: Macmillan, 1978.

A compilation of papers on Australian social policy. Section III is on Income security and consists of papers by C.P. Harris, Ronald Henderson, Peter Saunders, Meredith Edwards and Patricia Tullock.

N 361.620994 P467

GRIMES, Don. Taxation and social security in Tax reform and social welfare: report of proceedings of a public seminar convened by ACOSS at Sydney, 8 February 1980. Sydney: Taxation Institute Research and Education Trust, 1980.

The paper describes some of the practical and political difficulties involved in proposals for reform of the tax and welfare systems and calls for a proper examination and evaluation of proposed and actual welfare programmes to ensure that they do distribute wealth to those in need. A guaranteed minimum income is advocated in the course of the discussion.

Np 336.200994 T235

HALL, Richard. The poverty of a guaranteed income scheme. Bulletin, 27 September 1975: 25.

Briefly presents some arguments against the introduction of a guaranteed minimum income scheme in Australia.

NX 141

HANKS, Peter. Income support: rights or discretion? Legal Service Bulletin, V.2, No.10, 1977: 376-379.

It is maintained that income security should be accorded to all as a fundamental obligation of society and shown that in the areas of voluntary unemployment and unemployed school leavers, that the discretionary elements of the Australian system mean that it provides anything but security.

Nq 345.94 LEG

HARCOURT-NORTON, Clive. Why even some workers' families are falling below the poverty line. National Outlook, V.3, No.11, November 1981: 6-8.

Examines the growing inequality in the distribution of wealth in Australia and strongly advocates some form of income supplement, negative income tax or guaranteed minimum income.

N 282.94 NAT

HARRIS, C.P. Income security programmes and the philosophy of social security policy. Australian Journal of Social Issues, V.11, No.3, August 1976: 157-173.

Income security programmes are classified as:

1. Income based positive transfer programmes.
2. Expenditure based positive transfer programmes.
3. Negative transfer programmes.

There is discussion concerning the philosophy underlying income security programs as being related either to the principle of need or of social right. Some features of Australia's income security programmes are evaluated.

N 360.5 AUS

HARRIS, C.P. and B.S. GREWAL. Income security programs in Australia since 1954. Social Security Quarterly, V.3, No.1, Winter/Spring 1977: 31-38.

An analysis of income security programs in Australia since 1954 showing that positive transfer programs dominate the system. Tables indicate expenditure, the relative importance of positive and negative transfer programs and the kinds of disability or needs encompassed by positive transfer programs. Changes in expenditure on programs between 1954 and 1977 are summarised.

N 361.994 AUS

HARRIS, Greg and Lionel TURNER. The Aboriginal dilemma. Social Security Quarterly, V.3, No.4, Autumn 1976: 1-4.

Discusses the many problems that have arisen from applying a system of welfare designed for white Australians to the Aborigines who have a different cultural heritage.

N 361.994 AUS

HEAD, Brian W. Inequality, welfare, and the State: distribution and redistribution in Australia. Australian and New Zealand Journal of Sociology, V.16, No.3, 1980: 44-51.

A documented, comparative study of the effects that government redistributive policies have had in modifying the underlying pattern of inequality generated by market forces. The study is organised under the following headings:

- (i) income maintenance versus equalitarian redistribution,
- (ii) distribution of wealth and income,
- (iii) redistribution through personal income taxation,
- (iv) cash transfers and public goods,
- (v) welfare limits and the State.

N 305 AUS

HENDERSON, Ronald. Criteria for welfare: needs or earnings? Australian Journal of Social Issues, V.12, No.2, May 1977: 100-109.

The report of The Poverty Commission recommended that payments to pensioners and beneficiaries be based on needs. The Woodhouse report on compensation, and the Hancock Report on National Superannuation suggest different criteria; earnings and earnings-related contributions. It is argued that the latter discriminates inequitably between different groups of beneficiaries and that Australia should continue on a needs basis moving forward to a guaranteed minimum income scheme.

N 360.5 AUS

HENDERSON, Ronald. Reforms of taxation to improve welfare, in Tax reform and social welfare: report of proceedings of a public seminar convened by ACOSS at Sydney, 8 February 1980. Sydney: Taxation Institute Research and Education Trust, 1980.

The paper discusses the inequalities associated with the present tax system and describes a number of ways in which it could be improved. It points out that changing the tax system alone is not enough because a great many people who do not pay any taxes remain in poverty. A minimum income which is not taxed is seen as essential.

NP 336.200994 T235

HENDERSON, Ronald. Towards more friendly societies to which people feel they belong. News Weekly, 22 August 1979: 8-9.

Outlines the basic problem with piecemeal income supplement policies and presents some of the social advantages of a guaranteed minimum income.

HIRE purchase education. Grok, V.10, No.2, April 1977: 7-8.

The proposal for a loans scheme to replace the Tertiary Education Assistance Scheme is discussed. The proposal is criticised as discriminating against the poor and restricting to student career options.

Nef 378.941 ASP

HOLLINGWORTH, Peter. Security and the under-skilled. Human Resource Management Australia, V.20, No.2, May 1982: 31-37.

The article concentrates on unemployment, its causes, and possible remedies. Because an increasing number of people are dependent on government income transfer payments and these are below the poverty line, it is stressed that there is a great need for plans to create jobs and improve training and work experience programmes. The importance of employment to the social well-being of people is also noted.

N 658.305 INS

HOLLINGWORTH, P.J. Towards a national welfare policy - who does what. Australian Social Welfare, V.5, No.3, September 1975: 4,10

Sets out the areas that should be taken into account by a National Welfare Policy. Discusses the roles and responsibilities of various government and non-government agencies keeping in mind constitutional restraints on the one hand and the need to provide an effective service on the other. Stress is placed on integrated planning by objectives across the whole spectrum of social welfare and the sharing of effective power and responsibility throughout the community.

N 362.994 AUS

INCOME security. Australian Social Welfare: Impact, V.11, No.2, May 1981: 11-22.

The article documents the plight of families and children in need, the unemployed, the handicapped, and makes recommendations for various types of supplementary income.

N 362.994 AUS

INSTITUTE OF PUBLIC AFFAIRS. Should we abolish the Department of Social Security. IPA Review, V.34, No.4, October/December 1980: 76-79.

Despite the mammoth budget of the Department of Social Security many people still live in poverty. The disadvantages of categorization of benefit recipients by disability are clearly shown. It is advocated that genuine need be the only test for the receipt of benefits and that the 'negative income tax' concept be considered.

N 330.5 IPA

IRONMONGER, Duncan. Income security and the future. Conference on the finance of Social Welfare, Australian National University, 10-12 December 1980.

Not seen.

Not held

IRONMONGER, Duncan. The income maintenance policies of the Fraser government. Australian Quarterly, V.52, No.1, Autumn 1980: 32-39.

A critical article, pointing out the unreasonableness of the income maintenance policies of the Fraser government particularly in the areas of unemployment benefits and income support in old age and childhood.

N 059,44

JACKSON, Wayne. Universal and selective income support: some equity and efficiency considerations. Social Security Journal, June 1982: 14-31.

The paper examines some of the broader economic aspects of the issue of universal and selective income support against the traditional concerns for equity and efficiency. In so doing the author seeks to draw together and examine some of the more recent literature (mostly Canadian and American), in this area. The first part of the paper is concerned with equity or distributional considerations. The second part discusses the different concepts of efficiency that are relevant to the assessment of income support programs. There is an extensive bibliography.

N 361.994 AUS

JAMROZIK, Adam. Ageing and income support. SWRC Reports and Proceedings, No.20, March 1982: 13-26.

The paper considers four aspects of income support for the aged:

- (1) the significance of income in retirement and old age;
- (2) the allocation of funds by the Commonwealth for the assistance to the aged;
- (3) the issue of equity in the allocations;
- (4) the possible options for change in the present system of allocations.

NQ 361.072 NEW

JENKINS, Tim. Superannuation and inflation - from the failure of the existing investment system towards a new system. Superfunds, No.52, September 1975: 2-7.

Social scientists have projected three futures for our society about the year 2000:

- (1) the politicized society;
- (2) the post industrial society;
- (3) the corporate society.

In the light of this Tim Jenkins gives four options for superannuation. A system adopted by France is discussed. For Australia it is seen that the present investment system is inadequate and that it must be either repaired or replaced.

122

N 331.2520994 SUP

JONES, Barry. The challenge of post-industrialism. Human Resource Management Australia, V.17, No.1, May 1979: 22-35.

A study of the characteristics of the post-industrial society, demonstrating the need to produce new strategies. A range of options is briefly examined. A guaranteed minimum income is seen as one of the work alternatives.

N 658.305 INS

JONES, Barry. Sleepers, Wake: technology and the future of work, Melbourne.. Oxford University Press, 1982.

Making appropriate responses to the changing nature and expectations of work in a post-industrial society depends on recognising and understanding what is happening. According to this belief Barry Jones devotes ten chapters to an analysis of the trends of Australian society and in the eleventh chapter proposes remedies arising from the analysis. A guaranteed-income scheme is one of the recommendations. Some reference is also made in the other chapters to forms of income support.

N 303.483 J76

KEELER, J.F. Report of the National Committee of Inquiry into compensation and rehabilitation in Australia. Adelaide Law Review, V.5, No.2, May 1975: 121-135.

Critically appraises the report of the National Committee of Inquiry into compensation and rehabilitation, pointing out the principle defects. The appraisal concentrates on the two central aspects of the report, namely, how effectively the existing means of compensation would be replaced if the Committee's proposals are implemented and the report's discussion of the principles of the basis of a modern social security system.

N 347.058 ADE

KINNAIRD, R.T. National superannuation: a manpower policy perspective. Work and People, V.2, No.3, Spring 1976: 22-25.

The kind of provision made for retirement in the social security system can have considerable importance for manpower policy. This article describes the recent proposals of the National Superannuation Committee of Inquiry which are of interest in this regard. It also outlines some views on the same subject expressed earlier in the Report on manpower policy in Australia by a team of OECD examiners.

NQ 658.00994 WOR

KIRBY, P.E.F. An overview of Australian experience with manpower programmes in Youth employment education and training: conference papers, Canberra: Australian National University 1981.

In the course of this study of the development of manpower programs in Australia, reference is made to several schemes involving income maintenance. The appendix contains tables giving details of departmental expenditure on these programs from 1975 to 1980.

123

N 331.340994 C748

KITNEY, Geoff. Liberals split over future of middle-class welfare policy. National Times, 17-23 January, 1982: 4.

Discusses the welfare policy in relation to pensions and family allowances. In particular it outlines difficulties involved in achieving a fair system of age pensions whereby the wealthy do not receive unnecessary benefits.

NX 182

LIFFMAN, Michael. Power for the poor: the family centre project: an experiment in self-help. Jyd.: Allen and Unwin, 1978. 159p.

The book describes the first three years of the Family Centre Project established by the Brotherhood of St Laurence. The emphasis was on the redistribution of resources and power within the program. One of the features of the project was a universal income supplement scheme in which every family was entitled to a weekly subsidy to maintain its income at a set level.

N+ 362.8209945

LUNTZ, Harold. Compensation for injury - changes proposed by the National Compensation Bill. Australian Social Welfare, V.5, No.2, June, 1975: 13-17.

The article looks at the present methods of compensation, the adequacy of compensation and the problems associated with the right to common law damages. Comparison is made with the provisions of the National Compensation Bill which would do away with many of the problems associated with the present scheme, encourage rehabilitation and ensure adequate compensation.

N 362.994 AUS

MacMAHON, John. Invalid pensions and organisational goals in Issues in the evaluation of social welfare programs, ed. by R.C. Sarri and R.J. Lawrence Kensington: N.S.W. University Press, 1980.

The paper discusses the objectives, coverage, security provision, adequacy and equity of Australia's invalid pension scheme. Attention is drawn to the inadequacies of the existing income provision. Suggestions for further thought and development are given including the recommendation of a supplementary income payment to meet abnormal expenses.

N+ 361.944 I86

MANNING, I. Social security and the future. Australian Economic Review, 1st quarter, 1981.

Not seen.

Nq 330.9994 AUS

MANNING, I. Trends in housing - guaranteed minimum income and housing in Housing and the community: proceedings of the National Housing Conference. Canberra, March 26-27, 1977: 55-56.

Comments on the recommendation of the Henderson Report for a guaranteed minimum income, in relation to housing.

N 301.540994 N277

MANNING I. and P. SAUNDERS. On the reform of taxation and social security in Australia. Australian Economic Review, 1978: 51-57.

Not seen.

Nq 330.9994 AUS

MEARES, C.L.D. A new deal for the handicapped. Social Security Quarterly, V.3, No.1, Winter 1975: 12-18.

Comments on some of the findings and recommendations of the report of the National Rehabilitation and Compensation Scheme Committee of Inquiry. Particular reference is also made to the functioning of the National Advisory Council for the Handicapped (NACH) and Special Interdepartmental Committee on Rehabilitation (SIDCOR). There is brief discussion on some of the recent advances in rehabilitation assistance.

N 361.994 AUS

MENDELSON, Ronald. Fair go: welfare issues in Australia. Ringwood, Victoria Penguin, 1982.

Chapter 7 is on income security. It deals with the questions of how public policy should be used to influence the distribution of income among all members of the community and what methods should be used to help those with inadequate means of support. One of the methods suggested is a guaranteed minimum income.

N 361.994 M537

MENDELSON, Ronald (ed). Papers on welfare finance. Canberra: Centre for Research on Federal Financial Relations, Australian National University, 1982.

Not seen.

Being processed

MORTENSEN, K.G. Finance for independent schooling in the renewal of Australian schools: a changing perspective in educational planning, edited by J.V. De Cruz and P.J. Sheehan. Melbourne: Australian Council for Educational Research, 1978: 157-180.

The author considers:

- (1) the ratio of total expenditure through State budgets and Federal grants on non-government schools to that on government schools;
- (2) the extent of a Total Resources Gap in government funding of government and independent schools;

- (3) the benefits in recurrent grants to independent schools under the States Grants (Schools) Acts 1972, 1973 and 1974;
- (4) the distribution of grants;
- (5) the joint impact of recurrent grant funding and recent changes in allowable taxation deductions for educational expenses.

N 379.150994 D277-2

NATIONAL compensation and rehabilitation. Australian Social Welfare, V.6, No.3, September 1976: 8-10.

ACOSS Standing Committee on Economic and Social Welfare discusses the National Compensation proposals of the Insurance Industry, and sets out an alternative proposal for a combined Government-Insurance Industry provision.

N 362.994 AUS

NATIONAL Superannuation. Australian Social Welfare, V.6, No.3, September 1976: 31-36.

Lists the terms of reference for the National Superannuation Committee of Inquiry and gives a precis of both the majority and minority reports.

N 362.994 AUS

NATIONAL Superannuation. Professional officer, V.61, No.5, June 1975: 6-8.

The Interim Report of the Committee of Inquiry into National Superannuation in Australia makes no attempt to describe or recommend any one particular scheme of national superannuation. This article outlines and discusses the issues involved in devising such a scheme and suggests options between which a choice can be made.

N331.8809943 PRO

The NATIONAL Superannuation Committee of Inquiry. Social Security Quarterly, V.4, No.3, Summer 1976-77: 14-18.

A brief outline of the background and recommendations of the National Superannuation Inquiry.

N 361.994 AUS

PATERSON, John. Home owning, home renting and income redistribution. Australian Quarterly, V.47, No.4, December 1975: 28-36.

It is argued that the housing policies of both State and Federal governments benefit home owners while having disastrous effects on those who still have to rent. Principles for an improved housing policy are set out and a system is proposed in which housing subsidies are paid on a proportion of dollar rent basis to a household which is renting.

N 059.44 AUS

PODGER, A., J. RAYMOND and W. JACKSON. Relationship between social security and income tax systems - a practical examination. Social Security, June 1981: 1-17.

The article is designed as a background technical document on the relationship between the social security and personal income tax systems. It attempts to show how the two systems interact, and that there are several ways in which they may be varied to achieve a given nominal income distribution. A proposal for full integration of the two systems is made along with a comparison of existing arrangements and reference to the Poverty Inquiry's proposed guaranteed minimum income scheme.

N 361.994 AUS

PRESTON, Yvonne. Unions say workers will be worse off under national compensation. National Times, May 5-10, 1975: 8.

The National Compensation Bill was criticised not only by lawyers and insurance companies. This article looks at the criticisms put forward by the Unions and the Social Welfare Commission.

NX 182

PRITCHARD, Hugh and Peter SAUNDERS. Poverty and income maintenance policy in Australia - a review article. Economic Record, V.54, No.145, April 1978: 17-31.

The article reviews the Commission of Inquiry into Poverty's first main report (Henderson Report). It deals mainly with the implications of the report's recommendations for a guaranteed minimum income scheme. Focus is on the following five areas: transition problems, redistributive consequences, efficiency and social values, the incentive question, and the scheme's effect on economic policy.

N 330.5 ECO

REID, Alan. Margaret Guilfoyle's fight on welfare. Bulletin, 12 June 1979: 20-22.

This article contains comments on and extracts from Senator Guilfoyle's submission to Cabinet entitled "New policy proposals for 1979-80 budget". The submission makes recommendations for increased spending on programs of the Department of Social Security, including an increase in family allowance.

NX 141

ROSS, Neil. High dole payment, few bludgers. National Times, 23-28 June 1975: 47.

Refutes the argument that high dole payments increase the number of unemployed due to lack of incentive to work. Figures from other countries are used to argue the case.

NX 182

SACKVILLE, Ronald. Property, rights and social security. University of New South Wales Law Journal, V.2, No.3, March 1978: 246-266.

One argument put forward to justify greater legal protection for social security applicants and beneficiaries is that a claim to social security is properly regarded as a "property right". Sackville argues that the notion of a "property right" is inappropriate to social security claims. He discusses the philosophy of "entitlement" to social security, focusing on:

- (1) legislative criteria and legal rights;
- (2) review of social service determinations;
- (3) quality of administrations; and
- (4) social security and maintenance.

N 347.05 UNI

SAUNDERS, Peter. A guaranteed minimum income scheme for Australia? some problems. Australian Journal of Social Issues, V.11, No.3, August 1976: 174-186.

The integration of the income, taxation and social security systems is implicit in a guaranteed minimum income scheme. Some issues involved in this integration are highlighted. It is argued that the complete integration of these two systems will present many difficulties and that reform of Australia's existing system would be better than the introduction of an integrated system.

N 360.5 AUS

SAVAGE tertiary attack. TTUV News, V.15, No.5, July 17, 1981: 4.

A brief discussion of the possible effects of re-introducing fees for post graduate study and of a decision to withdraw funds from Colleges of Advanced Education. A proposed loans scheme for tertiary students is strongly denounced on evidence of failures of similar schemes overseas.

N 331.88113711 ASS

SMITH, Larry. Compensatory payments - some taxation aspects. Rydes, V.50, No.1, January 1977: 111-113.

If a compensation payment is of a capital nature, taxation is not payable. It is difficult to decide whether a compensation payment is capital or income and each situation needs to be determined on its own set of facts. With reference to the Income Tax Assessment Act and decisions of the High Court on specific cases, Smith provides guidelines for assessing individual situations.

NF 658.05 RYD

STUART, Archibald. Income maintenance for the aged: USA and Australia. Social Security Quarterly, V.3, No.3, Summer 1975-76: 1-9.

A comparison of the U.S. Old Age, Survivors and Disability Insurance (OASDI) program with Australia's proposed National Superannuation Plan, giving recommendations for improvement of the proposed Australian Plan. Issues considered:

128

- (1) Social insurance versus means tested programs and universal pensions programs;
- (2) minimum benefits;
- (3) income replacement;
- (4) the redistributive impact of benefits and tax contributions;
- (5) the establishment of a trust fund for the payment of contributory benefits.

N 361.994 AUS

SUPPORT for the family, in The Family in Australia: family well being in the immediate future. Proceedings of a seminar held on April 29 and 30, 1977 at Merton Hall, Melbourne C.E.G.S. Melbourne: Victorian Family Council, 1977.

The article devotes one page to points which should be considered in income maintenance programs for the family. An appendix compares the poverty line with social security payments for various categories of beneficiaries as at June, 1976.

Nq 301.4210994 F198

TANNOCH, Peter. Financing rural education in Australia: a Commonwealth Perspective in Rural Education: in pursuit of excellence, edited by F. Darnell and P. Simpson. Perth: National Centre for Research on Rural Education, 1981: 99-110.

The paper looks briefly at the overall financing of school-level education in Australia, and at a few issues arising out of specific programs which have implications for the financing of rural education. Particular reference is made to the Assistance for Isolated Children Scheme.

N+ 370.19346 R948

TAX Reform and social welfare: report of proceedings of a public seminar convened by Australian Council of Social Service at Sydney 8 February 1980. Sydney: Taxation Institute Research and Education Trust, 1980.

Contains papers by Peter Allen, Ronald Henderson and Don Grimes annotated elsewhere in this bibliography. Other papers relate to the issues of income splitting and increased family allowances. Peter Groenewegen's paper discusses tax options available to the government and urges those interested in social welfare to plan a program for a social security package which would be compatible with likely developments in taxation.

Np 336.200994 T235.

TERNOWETSKY, G. Income maintenance and poverty correlates: an exploratory analysis of the situational and cultural models of change. ANZAAS Congress, 46th, Canberra, 1975.

Not seen - this paper missing from the set.

Nf 506 A938

TERNOWETSKY, G. Income maintenance and inputs and patterns of change: some exploratory considerations of the predictions of the situational and cultural models of poverty. Melbourne: Department of Sociology, School of Social Sciences La Trobe University, 1976. 34p.

Two questions raised in relation to income maintenance are:

- (1) will the guarantee of income reinforce existing behavioural deviations; or
- (2) will the advantages of income maintenance eventually dislodge behavioural and attitude patterns conducive to maintaining poverty-producing situations.

The solutions to the problems posed by these questions are seen to be embodied in two opposing theories of social change referred to as the cultural and situational models.

Npf 301.441 T321

THOMPSON, Norman J. Means testing student grants. Australian Quarterly, V.47, No.3, September 1975: 45-54.

Means tested student grants available are provided under Tertiary Education Assistance Scheme (TEAS), Secondary Assistance Scheme (SAS), and Assistance to Isolated Children Scheme (AISC). The major economic issues involved in means tests as applied to these schemes are summarised exposing weaknesses in the present system of assessing need. Recommendations to improve the system are made.

N 059.44 AUS

THORNTON, Amanda. Social Welfare: objectives and priorities. Social Security Quarterly, V.4, No.3, Summer 1976-77: 8-13.

The paper considers the notion of an income-related benefit in the context of Australia's social welfare objectives and priorities. The report of the National Rehabilitation and Compensation Scheme Committee of Inquiry is examined in some detail as a practical background to the more abstract issues of welfare objectives and priorities.

N 361.994 AUS

TOMLINSON, John. The importance of being worthy. Australian Journal of Social Issues, V.10, No.3, August 1975: 197-207.

Describes and analyses aspects of the existing social welfare system and makes recommendations which, if implemented, would negate the present medusa of charity, worthiness, do-gooderism and welfare eligibility. A guaranteed minimum income is also seen as a solution to many of the present problems.

N 360.5 AUS

TRUELOVE, Adrienne. Draining the swamp? an analysis of the new ALP education platform. Education: Journal of the N.S.W. Teachers' Federation, V.63, No.12, 19 July 1982: 12-13.

An analysis of the ALP platform for education covering TAFE, TEAS, Universities and CAEs and the funding of private schools.

130-

Nef 331.8809944 EDU

TULLOCH, Patricia. Guaranteed minimum income: four proposals. Legal Service Bulletin, V.2, No.10, December 1977.

Changing ideas of the optimum nature of minimum income programmes revolve around four main issues:

- (1) the contingencies which merit state intervention;
- (2) the criteria by which resources should be allocated;
- (3) the level of benefit;
- (4) the method of financing income security programmes.

These are discussed.

Nq 345.94 LEG

TULLOCH, Patricia. Poor policies: Australian income security 1972-77. London: Croom Helm, 1979.

Describes the changes which have occurred in income security policy in Australia during 1972-77. Included is a chapter dealing with the concept of a guaranteed income as a response to poverty.

N 362.582 T921

TULLOCH, Patricia. Residualism in social policy: a critical note on the Henderson Report in Perspectives in Australian social policy edited by Adam Graycar. Melbourne: Macmillan, 1978: pp 206-213.

With reference to the Henderson Report on poverty in Australia the author discusses:

- (1) the nature of social policy from residual and institutional perspectives;
- (2) guaranteed minimum income as either a solution or 'poverty engineering';
- (3) the question of individual freedom and government controls; and
- (4) social justice.

N 361.620994 P467

WHITEFORD, Peter. Work incentive experiments in the USA and Canada. Social Security, June 1981: 27-44.

Between 1967 and 1978 a series of social experiments was conducted in the US and Canada to investigate the effects of one form of guaranteed income, a negative income tax, on the work behaviour of the recipients. The article summarises the methodology and findings of these experiments and discusses their relevance to Australian proposals for a guaranteed income.

N 361.994 AUS

WICKENS, P.C. What national superannuation means for private schemes. Bydges, V.48, No.2, February 1975: 97-99.

Summarises the principles underlying the recommendations of the Hancock Report, looks at the question of funding the proposed national superannuation scheme, gives a brief analysis of the two alternative schemes put forward in the report and raises the question of the Commonwealth's constitutional authority in regard to legislation that would be required concerning the provisions of private schemes.



WISEMAN, John. Power handout at the family centre. Arena, V.51, 1978: 155-162.

Critically discusses the concepts of welfare behind a specific anti-poverty project of the Brotherhood of St Lawrence. The most "radical" feature of the project was the income supplement.

N 059.4 ARE

SECTION II - ASSISTANCE SCHEMES OF THE COMMONWEALTH GOVERNMENT

AUSTRALIA. SCHOOLS COMMISSION. Direct payments and allowances to school students in Australia. Canberra: Schools Commission, 1980.

This publication comments on present schemes of assistance to school students and provides comparative summaries of categories of allowances. There are listings of schemes funded by the Commonwealth and by individual states, providing information on the conditions of award and the benefits provided by each scheme.

Np 379.11099 A938

CHANGES in missing home benefit arrangements. Hospital Journal of Australia, V.8, No.9, July 1977: 8.

A summary of changes to the Nursing Home Benefits Scheme which were to take place from October 1977.

N 362.1109944 HOS

COMMONWEALTH debate for apprenticeship training - more employers now eligible. News for the Bread Manufacturer and Pastrycook of Queensland, V.31, No.3, March 1977: 38-40.

A brief explanation of some of the provisions of the new Commonwealth Rebate for Apprenticeship Training Scheme (CRAFT).

N 338.47664752 NEW

The COMMONWEALTH - State Housing Agreement. Australian Social Welfare: Impact, V.10, No.2, May 1980: 26-27.

Brief discussion of the 1978-81 Commonwealth-State Housing Agreement, with recommendations to improve the next three year agreement.

N 362.994 AUS

DAVIES, R.P. Australia's Pharmaceutical Benefits Scheme. Offshore Refresher Course for Pharmacists 1979: 205-211.

This paper gives a brief history of the Scheme and describes the mechanism for determining pharmacists' remuneration. Criteria for acceptable Third Party programmes for the payment of drug costs are established and the Australian Scheme evaluated in light of these criteria.

Nq 615.19 OFF

EGAN, Robert. Assistance to the States in meeting the housing needs of the poor aged in Conference on housing for the needy aged conducted by the N.S.W. Council on the Ageing 25 September 1980. Sydney: Council on the Ageing, 1981: 46-50.

A brief history of rental assistance to the aged through the Commonwealth State Housing Agreement and a brief summary of the provisions of the 1981 agreement.

Npf 363.590994 C748

FLYNN, Julie. Pay loopholes create military 'millionaires'. National Times, 25-31 October 1981: 1 and 8.

The article exposes loopholes in the Defence Force Retirement Benefits Scheme explaining why some officers can enjoy huge increases in their pensions for a little more than a few dollars back pay while others can claim two Commonwealth funded pensions.

NX 182

COTTLIESEN, Robert. Check Canberra's superannuation scheme with yours. National Times, 8-13 March, 1976: 10-11.

A comparison of the Commonwealth Government Superannuation scheme with private and State Government schemes.

NX 182

GRUEN, F.H. The Tertiary Education Assistance Scheme: a case study in the operation of the Australian welfare state. Social Security Journal, June 1982: 32-44.

A detailed investigation of TEAS. The scheme is examined as a case study in the operation of the welfare state. A substantial section is devoted to an examination of the equity of the scheme.

Nq 361.994 AUS

HANKS, Peter. Invalid pensions: the department backs down. Legal Service Bulletin, V.6, No.2, April 1981: 94-96.

An article dealing with the Department of Social Security's handling of the invalid pension. The 1980 guidelines are severely criticised and comments on challenges to these guidelines reveal their unfairness and their conflict with the legal interpretation of The Social Services Act.

Nq 345.94 LEG

HANKS, Peter. Invalid pensions: rights at risk. Legal Service Bulletin, V.5, No.10, 1980: 172-176.

With reference to the Social Services Act and specific cases, the author points out the injustices of the Australian invalid pension scheme.

HOLLOWS, F.C. The National Trachoma and Eye Health Program. Australian Journal of Ophthalmology, V.5, No.3, October 1977: 15-154.

Sets out the aims, and describes the work of the National Trachoma and Eye Health Program.

N 617.7005 AUS

HOUSING Agreement. Australian Social Welfare: Impact, V.10, No.4, 1980: 21-22.

A summary of the changes in the Commonwealth-State Housing Agreement determining the conditions under which low income housing will be provided for the five years after 1981. Summaries are also given of the recommendations made by ACOSS (Australian Council of Social Service) member organisations.

N 362.994 AUS

JUSTICE for Aboriginal Australians: Report of the World Council of Churches team visit to Aborigines June 15 to July 3, 1981. Sydney: Australian Council of Churches, 1981: 34-39.

The article on aboriginal health, briefly describes features of the Aboriginal Health Services and makes recommendations concerning the Commonwealth Aboriginal health funding policy.

Np 305.89915 J96

LIMBRICK, John. Commonwealth training assistance. Training and Development in Australia, V.4, No.4, December 1977: 12-16.

Brief description of the Commonwealth Government's manpower training schemes: National Employment and Training Scheme (NEAT); Special Youth Employment Training Programme (SYETP); Commonwealth Rebate for Apprentice Full-Time Training Scheme (CRAFT); and Training Assistance Program (TAP).

Nq 658.312405 TRA

MAGLIN, Leo. TEA for whom? The distributional effects of the change from a selective to a universal student assistance scheme. Australian Quarterly, V.51, No.4, December 1979: 59-71.

A major goal in introducing the Tertiary Education Assistance Scheme was to promote equality of educational opportunity. Maglin assesses the performance of the scheme in this regard and concludes that the abolition of fees and the introduction of TEAS was not sufficient to achieve a more equitable representation of lower income families in Tertiary institutions. He recommends a system of universal government subsidised student loans.

N 059.44 AUS

MILLS, R. The retirement benefit: has it ever lived up to expectations. Pacific Defence Reporter, V.4, No.11, May 1978: 33-36 and V.4, No.12, June 1978: 82-84.

Two detailed articles on the provisions of the Defence Forces Retirement and Death Benefits Scheme (DFRDB). Revisions of the scheme since its beginning in 1948 are explained up to and including the new legislation of 1977. The complexities, inequities, anomalies and injustices of the Scheme which remain in spite of the revisions are clearly shown. The second article critically examines its provisions for widows and members.

Nq 355.033594 PAC

NEW superannuation scheme for Commonwealth employees effective from 1 July 1976. ACOA Journal, V.56, No.3, April 1976: 8-18.

Two papers on the Commonwealth Superannuation Scheme. The first paper explains the general scope of the scheme for contributors to the superseded scheme. The second paper provides information related to age retirement and early retirement for contributors to the superseded scheme.

N 351.10994 FED

OSBORN, Robin. More rights in the ranks. Bulletin, 8 July 1980: 31-32.

The Community Refugee Settlement Scheme was introduced by the prompting of charity organisations who believed that Australia's intake of migrants should be increased. As the government was not about to increase its outlay, the increased quota was to be handled by voluntary aid groups. The article highlights the social problems caused by the ineffective administration resulting from this division of responsibility.

NX 141

RATH, P. Behind the public service 'super' rip-off. Bulletin, 2 November 1982: 108-112.

An examination of the Commonwealth Superannuation Scheme looking particularly at the projected costs of the scheme and making comparison with private schemes.

NX 141

SNOW, Deborah. Youth training programs: are they any help. National Times, 24-30 September 1978: 16-17.

A critical study of the aims and achievements of Commonwealth Youth Training Schemes giving reasons for doubting their value and effectiveness. The schemes discussed are: CYSS (Community Youth Support Scheme), EPUY (Education Program for Unemployed Youth), SYEPT (Special Youth Employment Training Scheme) and CRAFT (Commonwealth Rebate for Apprentice Full-time Training).

NX 182

SYKES, Trevor. Superannuation scandal: how to retire with \$500,000. Bulletin, 14 November 1978: 110-115.

A critical examination of the mechanics of the Commonwealth Superannuation Scheme. Some comparison is made with private schemes. On the basis of this examination it is recommended that the provisions of the Commonwealth Scheme be extended to all in a national superannuation scheme.

NX 141

TARLO, Keith. Health finance: cutback or redistribution. Journal of Australian Political Economy, No.11, January 1982: 3-25.

A detailed and critical examination of the 1981 changes to the Commonwealth Medical Benefit. The changes are seen as a redistribution of private income and social wage from poor to rich, and a restructuring of the sources of health financing mainly from direct Commonwealth expenditure to indirect Commonwealth expenditure.

N 330.1220994 JOU

THOMAS J. and B. CLAYTON. Developments in Pharmacy practice. Offshore Refresher Course for Pharmacists, 1979: 229-241.

There is considerable criticism of the Pharmaceutical Benefits Scheme regarding its level of payment and its stifling effect on pharmaceutical progress.

Nq 615.19 OFF

WATTS, B. Access to education: an evaluation of the Aboriginal Secondary Grants Scheme. Aboriginal Child at School, V.4, No.4, August 1976: 45-58.

Extracts taken from Professor Watts' evaluation of the Aboriginal Secondary Grants Scheme, which was tabled in Federal Parliament on 3 June 1976.

N 371.97991 ABO

WATTS, B.H. Report to parents on the study of the Aboriginal Secondary Grants Scheme. Aboriginal Health Worker, V.1, No.1, March 1977: 19-30.

The report was prepared in response to the Government's request to assess the work of the Aboriginal Secondary Grants Scheme. Over 1,000 Aboriginal and Islander families from all over Australia were questioned. A summary of the results shows the value of the scheme. Recommendations for the continuation and improvement of the scheme are set out on pages 27-30.

N 362.8405 ABO

WELFARE and social control: keeping the lid on. Australian Social Welfare: Impact, V.1, No.9, March 1979: 13-17.

The article gives brief information on the funding and purpose of Community Youth Support Scheme (CYSS), National Employment Training Scheme (NEAT), Special Youth Employment Training Scheme (SYETP), Relocation Assistance Scheme (RAS) and Commonwealth Rehabilitation Service (CRS). The schemes are seen as attempts to provide the surrogate social control that becomes necessary when the normal social bonding provided by work becomes unstuck. Their successes and failures as such are examined.

N 362,994 AUS

WILLIAMS, Scott. Social security benefits for intercountry adoptions in Intercountry Adoption - Seminar proceedings, University of Adelaide, 9-10 July, 1977. Adelaide: Department of Adult Education, University of Adelaide, 1977: 66.

Brief notes on criteria for eligibility to Child Endowment, Handicapped Child's Allowance, Double Orphans Pension and Special Benefits as they relate to intercountry adoptions.

Npf 362,734 5471