

Government Officers' Expectations of Non-Government Welfare Organisations: A Discussion Paper

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GOVERNMENT OFFICERS' EXPECTATIONS OF NON - GOVERNMENT WELFARE ORGANISATIONS

A Discussion Paper.

Adam Graycar



Social Welfare Research Centre
THE UNIVERSITY OF NEW SOUTH WALES

SWRC REPORTS AND PROCEEDINGS

GOVERNMENT OFFICERS' EXPECTATIONS OF NON-GOVERNMENT
WELFARE ORGANIZATIONS: A DISCUSSION PAPER

by

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CONTENTS

Preface

I	GOVERNMENT AND NGWOS - AN UNEASY RELATIONSHIP	1
	. Introduction	1
	. Funding	8
	. Interests	12
	. Cost Effectiveness	14
	. The Survey	16
	. Commitment, Procedures, Payments	18
II	RESPONSES	25
	. Why are Organizations Funded?	26
	. Expectations	30
	. Joint Government/Non-Government Policy	33
	. Funding - Receipt and Maintenance	37
	. Value for Money	40
	. Advantages and Disadvantages	43
	. Funding Cutbacks and Futures	47
III	COMMENTARY AND OBSERVATIONS	49
	. Why Fund?	49
	. Expectations	51
	. Initiate/Respond	51
	. Accountability	52
	. Advantages/Disadvantages	53
	. State/Commonwealth Differences	54
	. Conclusion	57
Appendix 1	Commonwealth Information Sheet	61
Appendix 2	State Information Kit	69
References		92

PREFACE

This discussion paper forms part of the SWRC series on non-government welfare organizations (NGWOs) in Australia. The initial package will consist of five monographs, two of which have already been published (numbers 17 and 25 - see back cover) and two to be published soon - one on NGWOs and social justice, and another on a national classification of Australian NGWOs. The area being studied is virtually uncharted in Australia, and in order to develop an informative and analytical overview, a variety of research techniques and presentation methods has been used. They vary from computer analysis of a rigorous national survey, through theoretical exposition of working principles through structured interviews about less structured activities. The outcomes have been and will be statistical reports, theoretical analyses, working papers and discussion papers.

This discussion paper perhaps states the obvious - that is that there is no coherence in the way in which middle ranking government officers deal with NGWOs. (There is probably little coherence among the NGWOs themselves!) The purpose of the paper is to show the range of opinions held by government officers who deal directly with NGWOs, officers who are the front-line troops in the uneasy relationship between government and NGWOs, but who make the first input into decisions about public resource allocation.

There have been methodological problems in gathering and reporting the evidence. The questionnaire was carefully devised, and piloted, and administered to a stratified sample. The results were not easily quantifiable and to present the flavour of the responses, extensive quotations have been used. One could debate the extent to which the quotations are typical, though every attempt was made to report the range as accurately as possible.

In the course of the study the results were discussed with knowledgeable State and Commonwealth officers. An interesting situation arose when one Commonwealth officer expressed great reservations about some of the Commonwealth responses. He was incredulous at certain responses and argued strongly that the response did not reflect accurately, conditions or procedures in the Department. Due to a confidentiality guarantee given to the respondents I was not able to identify the specific area from which the "offending" quotations came, and the suggestion was that the obvious

inaccuracies or misconceptions in the quotations would distort the study. I replied that these were the sentiments actually expressed and it was not for me to determine whether they reflected Departmental policy. If officers had inaccurate perceptions of the situation it is important to note that this occurs. What this highlights is that people at different levels of the bureaucracy have different views and opinions, and in many cases different perceptions of reality.

This study does not aim to describe formal funding procedures and situations, but rather it lays open for discussion some of the varying perceptions on the relationships between NGWOs and government officers. The interviews were carried out in October/November 1981, January 1982 and August/September 1982. Many thanks are due to Tony Messina who did some of the interviews in October 1981 and to Wendy Silver who did the Western Australian interviews. Adam Jamrozik provided valuable critical comment on an earlier draft and Joan Phillips and Jenny Young excelled, as they always do, in typing drafts and the manuscript. My greatest debt is to those officers who consented to be interviewed and who gave so generously of their time.

A.G.
December, 1982

1. GOVERNMENT AND NGWOS - AN UNEASY RELATIONSHIP

Introduction

This study is an attempt to explore the uneasy relationship between government officers and non-government welfare organizations (NGWOs) in Australia. These officers have a profound influence on the determination of funding outcomes for the many thousands of NGWOs which receive government funding. Those with the best knowledge of the NGWOs are not those officers in the top echelons of government departments, but rather the overworked, perpetually harrassed middle ranking officers who work face to face with the agencies - who visit, attend meetings, discuss problems, advise in preparing submissions etc. These officers have a great deal more discretion in their activities than do those involved in the payment of pensions or benefits to individuals.

The uneasy relationship emerges from the fact that those at the workplace carry a heavy burden in that they are the ones who encourage groups to make submissions for funds. They counsel the groups about the process, yet they cannot ensure any particular outcome. If they make a positive recommendation which is not acted upon, the agency in question may feel that the particular officer has let them down. If they make negative recommendations and their recommendations are acted upon, a powerful group will go over their heads, often to the Minister to have the decision reversed. When budgetary conditions are tight these officers are the front-line troops - those who are expected to be a buffer between agency and government.

This study was undertaken to inform participants in the welfare industry of the range of expectations which are found among a sample of government officers. There are also important theoretical issues which arise as a result of this study, but which are not canvassed in this monograph. First there is the issue of the most appropriate point of intervention for welfare activity. Is it most appropriate to support individuals, or organizations, or communities? What form should this support take? What procedures should be followed in mustering this support? Second, this leads into broad questions of degree and direction of allocation, and the operational level of this issue relates to accountability of the middle ranking officers. Are they/should they be accountable up the line to their departmental hierarchy, or accountable to the clientele with whom they deal? The accountability issue leads into an important issue in organizational theory - namely potential conflict between

individual officer's goals and organizational goals. This is best illustrated in the trade-off between equity and efficiency. In an attempt to inject equitable principles into funding, there is a chance that efficiency may take second place. In times of financial stringency, efficiency may be regarded by departmental heads as paramount, while middle ranking officers may try to make funds go where they think funds should go. A fourth point relates to the public/private split. To what extent are government funded activities "private"? To what extent should government officials intervene in such "private" activities? Is it proper for them to try to set directions? A fifth point relates to the politics of federalism - how different are the activities of middle ranking State officers and middle ranking Commonwealth officers? What do these differences reflect? Are they substantive and/or procedural and/or ideological?

These theoretical questions only have a meaning within the context of a solid empirical base. The study is an important one, notwithstanding its methodological weaknesses, for it deals with those at the workplace of an industry with a cash flow of many hundreds of millions of dollars - and more importantly, an industry which deals with the lives and life chances of most Australians. As Sir Maurice Gwyer, a British administrator, testified to a Committee of Inquiry as far back as 1932 "The more you are dealing with the detail of people's lives the more elasticity you must have". (Quoted by Peter Wilenski in a seminar in the A.N.U. Social Justice Project, 9/12/1982). This very elasticity can be interpreted in many ways, and has profound consequences for funding a variety of welfare activities.

In Australia over one-quarter of the Federal Government's budget goes in cash payments to individuals - pensions are paid to aged persons, invalid and disabled persons, lone parents, widows, guardians of orphans; while allowances and benefits are paid to families, unemployed persons, handicapped children and so on. In addition many types of subsidies and grants are paid to NGWOs for them to provide welfare services and to develop community organizations. The State governments provide a wide range of services in the areas of child welfare, family support services, probation and parole, among other things. They are not able to provide all of the services required by the community, and like the Commonwealth Government, they provide grants to NGWOs which provide a range of personal social services, casework and family support services, and occasionally provide cash relief to those in emergency situations.

Social service provision in Australia (and in all other western nations) would collapse were it not for the activities of NGWOs. From the earliest days in colonial Australia "charitable organizations" have been part of the social welfare system. Also from the earliest days these organizations have depended, in varying degrees, on public funds. The location of responsibility is no simple matter. It can be argued that as NGWOs provide essential services, and do so with the assistance of government, it is the governments, who in reality, are responsible for the services, for if the NGWOs were to cease their activities, the pressure on governments to take over would be almost irresistible. This situation is particularly apparent in relation to NGWOs which have a "monopoly" of service. This is not a new situation.

Since the establishment of the first welfare institution in Australia, the Female Orphan School founded by Governor King in Sydney in 1800, the social welfare sector has grown to many tens of thousands of organizations and institutions which develop and provide a wide range of policies, programs and services for the Australian population. In the early days "charitable activity" was dominated by non-government organizations. Since then a continual source of disagreement has related to the extent to which government bodies and NGWOs ought to intervene into personal and social situations to affect and influence well being and levels of living.

While government plays a dominant role in income support and supplementation, the provision of services is something shared by government and NGWOs. The Commonwealth Government provides very few services itself, but provides hundreds of millions of dollars to NGWOs so that they might provide services. State Governments provide a wide range of services, but they too provide hundreds of millions of dollars to NGWOs. Questions then arise about the extent to which the allocation process takes place within a general societal consensus with high levels of legitimacy and acceptance of aims, objectives, policies and priorities; or whether the situation is characterized by ad hoc and expedient decision making with high susceptibility to political pressures and interest group activity.

Welfare activity in modern industrial society has not resolved the conflicting priorities of on the one hand building a protective infrastructure against poverty and inequity, and on the other intervening in crisis situations and relieving distress. In welfare state thinking, the task of developing adequate social infrastructure is a task for the state, while crisis

intervention is a matter for NGWOs. While this characterization may appear simplistic in the extreme it is important to note that state activities have not necessarily been geared to the elimination of poverty and inequality; some charitable organizations have been concerned with more than the relief of immediate distress; and the range of non-government organizations is so diffuse that it is inappropriate to regard them as constituting a "non-government sector" in contrast to a government sector, and thereby to have particular expectations of their performances of tasks and functions.

A national sample survey currently being completed in the Social Welfare Research Centre has found that there are somewhere in the order of 37,000 NGWOs in Australia today, and that these organizations perform a wide variety of functions. Some provide services to individuals; some provide material aid; some are involved in social action; some support the state and provide their wares as a supplement; others see themselves as opponents of the mainline functions of state welfare and as an alternative to the state; some try to fit in between and act as pressure groups in an attempt to have the state allocate resources for additional, better or different provisions.

In early colonial days provision for the destitute was undertaken by a variety of benevolent organizations and institutions. Only in South Australia did "the destitute" have any claim on public funds. Charity was a private activity in all other colonies, but with the first stirrings of government support, targets became very specifically limited to the "sick poor", "neglected" children: and a mixed group of destitute persons, "fallen" pregnant and deserted women all generally labelled "the poor". (Kewley, 1969 p.2). Historians have traced the early days of "charitable relief" and in their writings cast illuminating perspectives on early NGWOs (see, for instance Dickey, 1980; Kewley, 1965 Chap 1; Mendelsohn, 1979 Chap 5; Kennedy, 1982; Horsburgh, 1980; Tierney, 1970; Kewley, 1969. These writings are not themselves necessarily detailed analyses of NGWOs, but rather illustrate, in passing, some aspects of the early days of non-government social welfare).

From the beginning there was substantial government funding to NGWOs. Kewley (1965 p.8) points out, for example, that the Sydney Benevolent Society, had its Asylum built by Governor Macquarie who also paid the salaries of its Master and Matron from public funds. Government also granted rations (later cash subsidies) to certain inmates. Even as early as 1820 the largest voluntary agency was not able to meet current expenses from voluntary subscriptions

and thus the Benevolent Society sought and received government subsidies in varying forms and amounts. Debate persisted then, as it does now, about whether it was proper for government to provide funds given the belief that this reduced fund raising incentive and placed government in an interfering position with regard to the ethics of voluntarism.

State expenditure did however increase, and the relationship between charity and the state became a matter of increasing concern. Given that public funds formed a significant part of the budgets of NGWOs, fears were raised from time to time that persons not worthy, or not in "genuine" need were being assisted, and that perhaps scroungers were manipulating the welfare system. A Royal Commission on Municipalities and Charitable Institutions was held in Victoria in 1862 and among other things it recommended more adequate investigation and it suggested a workhouse test for recipients. The Commission stressed that recipients had no absolute right to relief and the situation was such that assistance was rendered on the basis of the limited funds of charities, not on the needs of applicants (Tierney, 1970 p.208).

In 1890 the NSW Inspector-General of Charities lamented "the enormous disproportion of government assistance to voluntary contributions" (quoted in Mendelsohn, 1979 p.122). In fact, between 1873 and 1890 the NSW and Victorian governments established five separate inquiries into the operations of the voluntary welfare sector (these are noted briefly in Jones 1980 p.12). In 1897 the NSW Government received a three volume report of the Royal Commission on Public Charities. These reports showed that all was not well on the voluntary agency front.

The Victorian Royal Commission of 1890 found that the voluntary agencies promoted their own interests and that the distribution of subsidies to the agencies appeared to depend more on political favour than on need. The NSW Royal Commission found evidence of waste, duplication and poor management and recommended that seven of the fourteen organizations examined have their funding terminated (Jones 1980, pp.11-2). As Jones notes, these Commissions were primarily interested in properly accounting for public money and thus focused on management practice rather than the needs of the clients of the agencies.

While communities in Australia and elsewhere have depended on NGWOs like the Benevolent Society, the Salvation Army, the Red Cross, to provide specific services to specific client groups e.g. hospital care, hostels for homeless men,

soup kitchens, emergency relief, it became apparent that in times of economic hardship, the NGWOs were unable to provide the degree of relief expected. Jones (1980, p.12) points out that the voluntary agencies performed well in the years of economic growth from 1860-1890 but were totally incapable of dealing with the emerging social problems which accompanied the depression of the 1890s. In the early days of the depression of the 1930s organizations like the Salvation Army set to with great gusto, but as time went on it became less able to cope and as Mendelsohn (1979, p.125) notes "the Depression removed the voluntary societies forever as the main source of relief".

This is not to say that there is no emergency relief provided by NGWOs. Approximately seventeen per cent of Australia's 37,000 NGWOs are involved, in some way, in "basic material needs", though this takes forms other than emergency cash or food allocations (e.g. provision of temporary accommodation in refuges or hostels). In a recent study on Emergency Relief in Victoria (McClelland and Gow, 1982) a total of 816 emergency relief outlets were identified in Victoria alone, and of these 816 one half were provided by two NGWOs, the St. Vincent de Paul Society and the Salvation Army. By early 1982 these organizations were at the limit of their resources (VCOSS, 1982 p.16).

NGWOs have proliferated in Australia in recent years. One half of all NGWOs have come into existence since 1970, and one quarter since 1976. The heavy charity stigma of the late 19th century together with the poor image of the agencies has disappeared and NGWOs operate on an extremely wide front of social need, service provision, community development and social activism. The tens of thousands of NGWOs in Australia give some credence to the frequent assertion that non-government action is highly regarded, able to provide support, able to pioneer new services, and above all able to provide a degree of flexibility which is not always apparent in government. An important point to note is that NGWOs provide on the basis of need, while governments provide on the basis of right. How well NGWOs and government perform these functions and how appropriate are these functions, are different issues to those presently being considered. While the assertion is frequently made that non-government welfare organizations have an important ideological and service role to play, available data and analytical literature are sparse indeed. The large, and long established agencies have had histories written about them, most notably the Australian Red Cross, the Salvation Army, the Smith Family, Legacy, The Brotherhood of St. Laurence, The St. Vincent de Paul Society, The Benevolent Society of N.S.W., but these tell us only about one part of the non-government welfare apparatus.

In addition to these well known organizations there is a wide range of smaller community and service bodies, many operating on a shoestring and having few if any paid staff, and no assets. They provide a contrast to the major institutional service providers, i.e. those NGWOs involved in residential care of elderly people, or disabled people, or children. The larger organizations have major capital assets and their running requires extensive manpower and administrative commitment. Smaller community organizations have different objectives and interact differently with their clientele and with government, and take different sorts of places in the community.

It is of interest to note that in many of the famous Australian community studies NGWOs receive less attention than their significance would suggest they deserve. Except for a few of the well known and highly prestigious NGWOs, most do not seem to rank as highly as other types of voluntary organizations.

In his famous study of Bradstow R.A. Wild sees voluntary association membership as a useful gauge of prestige differences in small towns. Hypotheses about membership of voluntary associations had been developed in the classic American community studies of the late 1940s and 1950s and Wild tested them exhaustively in Bradstow. He identified 108 organizations and ranked them according to the status of their membership (Wild, 1978 pp.72-5). NGWOs were few, and apart from The Red Cross could not compete in the status ranking with the Golf Club, the Liberal Party, the Arts Council, the Garden Club, the Country Womens Association etc. Despite Wild's meticulous analysis of life, status and prestige in Bradstow, the welfare component of voluntary association received little attention in the book.

In his study New Community, Brennan (1973) was more concerned than was Wild with service aspects of NGWOs. They were seen as a source of assistance to "problem and poverty" families, though in the early days of that community (early 1960s) there were few NGWOs, and it took some time for them to develop. When they did develop, NGWOs were regarded as central in reflecting need and structuring services (Brennan 1973, p.169) and the interdependence of statutory and non-statutory agencies was pointed out (pp.183-189). While Brennan highlighted the importance of NGWOs in the community under study, a lot of emphasis was placed on issues and problems of co-ordination of activities of the NGWOs and statutory agencies.

In their study An Australian Newtown, Bryson and Thompson (1972) offer a

penetrating analysis of local community services, and the structures which develop and deliver them. They highlighted the difference in perception of need and response to that need as held by middle class "caretakers" - mostly personal service professionals. These caretakers were committed to an "ideal of community" which was felt to be important, or even desired by the working class residents. These sorts of differences between often transient professionals and less transient working class residents affect the development and usage of NGWO services.

This unfortunately is not the place to develop an analysis of NGWOs in Australian communities, though a perusal of the literature demonstrates that voluntary associations - whether they are concerned with welfare or not - are a basic ingredient of Australian community life. Many of the NGWOs in Bradstow had no formal dealings with government, but the more prestigious were well connected to the power structure. In Brennan's study NGWOs provided basic and essential services, often in loose and informal relationships with statutory bodies, while Bryson and Thompson identified leadership and service issues in their community study.

Funding

In a world of expanding unmet need, a perennial question relates to when should government provide new services directly, and when should it fund NGWOs to provide the service. There is usually an ideological preference for funding. The belief exists that government cannot do everything and that the voluntary organizations have diversity, flexibility and commitment. It is also held that provision by a voluntary agency will be more appropriate, efficient, and economical than provision by government. In studying voluntary agencies in four industrial societies Kramer notes "while voluntary agencies have traditionally stressed their innovativeness, flexibility and capacity to promote voluntarism, there is little evidence of their monopoly of these organizational virtues today" (Kramer, 1979 p.2). The important factor is that the service is delivered, and delivered well, rather than who actually delivers it.

While many NGWOs rely on government for funding, government relies on NGWOs for service provision. In 1979 the Commonwealth Department of Social Security had approximately 12,000 employees, yet provided funds for the employment, in NGWOs of a further 11,000 people (Guilfoyle, 1979:3). The NSW Department of Youth and Community Services employs some 2,400 people in programs provided by

the Department, yet provides funds for the employment of 9,000 workers in NGWOs (Langshaw, 1982:1). The relationships between NGWOs and government in Australia are tense, for there is no agreed-upon set of objectives - the divisions are not clearly specified and the futures, of course, are quite uncertain.

A substantial volume of funds flows from government to NGWOs. Table 1 (p.10) shows that 22 per cent of NGWOs are heavily dependent on government in that they receive more than three quarters of their income from government. Furthermore, one agency in three receives more than half its income from government. The table shows however that the smallest agencies get the smallest proportions of their funds from government and it is the middle sized agencies which get the greatest proportions of their budget from government.

NGWOs are important to government as a key vehicle for implementation of public policy; as an information network; as a means of mediation of social issues into "proper channels"; and as a cheaper and more flexible avenue than alternatives - government itself or the market. However, there are disharmonies and inconsistencies in the relationship, and these do not always divide along expected public/private lines.

Funding by government may take place because government has a vision of society; or because government has no vision but is happy to respond to suggestions; or because government believes services provided by NGWOs are cheaper. Funding is provided either for the support of a service or a general activity. It sometimes comes about as a method of policy and priority setting, and sometimes as a result of expediency.

At one stage it was thought that government funding would reduce autonomy of agencies, but overseas studies suggest that agencies are reasonably autonomous because (a) their dealings with government are like a simple business transaction, (b) they may have a monopoly of relevant resources and skills, (c) they are able to bring political pressure to bear, (d) government does not require a high level of accountability.

The Wolfenden Committee in the U.K. found that in general, the amount of influence exercised by Departments over NGWOs to which grants were made was "remarkably small" (Wolfenden, 1978 p.68). In his four country study Ralph Kramer found that NGWOs could have their cake and eat it too, that is, there

TABLE 1

AGENCY INCOME (\$) BY PERCENTAGE
RECEIVED FROM GOVERNMENT

(N = 525)

Income \$	Nil	1-25%	26-50%	51-75%	Over 75%	Percentage of agencies in income category
less than 5,000	71.4 62.2	9.1 24.2	6.3 13.3	2.3 6.9	10.9 16.5	33.5
5,001 - 10,000	39.5 8.5	7.0 4.5	23.3 12.0	7.0 5.2	23.3 8.7	8.3
10,001 - 25,000	34.3 6.0	8.6 4.5	17.1 7.2	11.4 6.9	28.6 8.7	6.7
25,001 - 50,000	18.3 5.5	11.7 10.6	15.0 10.8	10.0 10.3	45.0 23.5	11.5
50,001 - 100,000	19.0 6.0	19.0 18.2	19.0 14.5	17.5 19.0	25.4 13.9	12.0
100,001 - 250,000	24.1 7.0	13.8 12.1	12.1 8.4	13.8 13.8	36.2 18.3	11.1
250,001 - 500,000	5.9 1.0	26.5 13.6	32.4 13.3	20.6 12.1	14.7 4.3	6.5
500,001 - 1 million	14.3 2.0	14.3 6.1	28.6 9.6	25.0 12.1	17.9 4.3	5.4
over 1 million	14.8 2.0	14.8 6.1	33.3 10.8	29.6 13.8	7.4 1.7	5.2
percentage of agencies in category	38.4	12.6	15.9	11.1	22.0	100.0

Notes

In each cell there are two figures. The first is the row percentage i.e. adding across each row (top figures only) gives 100%. This means for the top left hand cell, that of the agencies with incomes under \$5,000, 71.4% get nothing from government, 9.1% get between 1 and 25% of their income from government ...

The *second figure* in each cell is the column percentage i.e. adding down each column (second figures only) gives 100%. This means for the top left hand cell, that of the agencies which get nothing from government, 62.2% have incomes under \$5,000, 8.5% have incomes between \$5,001 and \$10,000 ...

were very few constraints, and that where funding was greatest (Netherlands) constraints were least evident (Kramer, 1981 p.159).

In an earlier smaller study in this series similar findings were arrived at. Large agencies serving disabled people in Western Australia were heavily dependent on government for funds, yet had few governmental constraints placed on them (Graycar and Silver, 1982). These agencies received more than half of their funding from government (with one with a budget in excess of \$2 million receiving 84% from government - *ibid* p.23) yet despite protestations from agencies, there were very few expectations about program or service accountability from government in return for funding.

In times of economic stagnation and limits on public sector growth government can comfortably fund agencies as an alternative to expanding public sector employment and service infrastructure. As primary or preferred service providers for government, NGWOs are led to seek grants or subsidies and in doing so interact with government officials and are thus involved in political processes. It is the reciprocity of these processes that is of interest here. In the national NGWOs survey already mentioned (above p.4) our sample of NGWOs was asked whether government played a major policy role, some policy role or no policy role. The responses were as follows:

TABLE 2
POLICY ROLE OF GOVERNMENT : PERCENTAGE OF ORGANIZATIONS
N = 592

	Commonwealth Gov't	State Gov't	Local Gov't
Government plays a major policy role	19.1	17.6	5.4
Government plays some policy role	29.5	42.0	28.5
Government plays no policy role	<u>51.4</u>	<u>40.4</u>	<u>66.1</u>
	100.0	100.0	100.0

When we combine this with funding data one could hypothesise that government could have substantial control over a large number of NGWOs. This appears however, not to be the case. While the old adage suggests that he who pays the piper calls the tune, George Brager suggests that he who calls the tune is often tone deaf,

"that is, those who dispense funds may not have complete information, nor are they always rational and consistent. They may hold values that encourage them to react in other than utilitarian terms. In addition and most important, funders are subject to pressures of conflicting interests and reference groups". (quoted in Kramer 1981, p.160)

It is the testing of the relationship between funders and agencies that is the concern of this study, and details of methods are listed below.

Interests

Service provision in both the government and voluntary sectors is based neither on market factors nor on the price mechanism. The distinguishing feature of social policy is that allocative decisions are made outside the marketplace largely on administrative and political criteria.

A political situation exists in which many actors have interests which they wish to express. Most financial and authoritative resources are held by government, but there is a strong transfer of funds and authority to the voluntary agencies. Both government and the agencies have views about the operation of parts of the welfare system and a classic interest group situation develops. The main players are agencies, governments, and consumers and observers, and within each of these broad categories there are dozens of sub-categories.

For government to operate authoritatively it must have extractive, regulative and distributive capabilities, as well as be responsive to community interests. (This framework was developed for different purposes in Almond & Powell, 1966 Chap. 8). The extractive capability refers to the extent to which government can extract from its citizens the best of what they have to offer in terms of skills, activities, and funds. Legitimacy plays a large part in the ability of a system to extract taxation, conscript soldiers, or rely on

voluntary effort in development of services. Legitimacy also plays a large part in the determination of regulative capability. As we move into dreams of smaller government and less regulation the legitimacy of government to regulate is coming increasingly under attack. This is counterbalanced by arguments about the complexity of modern industrial society and the resultant gross inequalities which would follow massive deregulation. In both the extractive and regulative capabilities a strong level of interdependence is necessary, for if a government is to regulate it must have funds with which to do so.

This applies also to the distributive role which government plays. Funds plus legitimacy make for a situation in which there is something to distribute. It is also necessary to consider the means by which government secures compliance to perform its extractive, regulative and distributive functions. Different degrees of sanctions and penalties are evident in different types of political systems. Similarly different facets of what (qualitatively) may be extracted, regulated and distributed make up the network of legitimation (for instance some governments regulate personal relationships, etc). Much of this can be understood in examining the extent to which the political system is responsive to its parts, and the range of matters about which responsiveness is evident.

This comes immediately to interest group activity. According to Matthews (1976, p.332) interest groups "are associations whose members or leaders attempt to influence public policy to promote their common interest. The main characteristic of the interest group is the fact that it tries to persuade governments to adopt the policies it advocates". Associations are only one form by which interest may be articulated - other forms include articulation by: individuals; unorganized groups as may be found in demonstrations or riots; collections of people not formally connected, but still having common characteristics e.g. consumers, workers of ethnic or religious groupings, residents of a locality etc.; formal institutions in society which perform roles other than bringing pressure to bear, but do so to further their main interest, e.g. bureaucracies, churches, political parties etc.

Most organizations in the non-government welfare field, are both providers of services and activists in their attempts to provide part of, and to influence benefits and their distribution. The channels used and means of

access vary. While physical demonstrations and violence are rarely used as a means of articulating interest, NGWOs frequently work through personal connection as well as through formal and institutional channels. Personal connection is evident in any system which has a clearly visible power structure and different, and sometimes interlocking organization making up the power structure. The formal and institutional channels mentioned include membership on consultative committees, presentations at formal hearings, and joint management activities as well as the regular run of political pressure group tactics.

The system which determines the way in which benefits are distributed does not break neatly into activists and targets. The targets are not impassive entities waiting to be manipulated, but are themselves activists distributing benefits and making authoritative decisions on the basis of the full spectrum of political factors and influences.

Cost Effectiveness

Measures of cost-effectiveness in the human services are notoriously difficult and unreliable. It is not uncommon for assertions to be made that voluntary organizations are able to perform comparable services cheaper than statutory bodies and that dollar for dollar NGWOs are a better buy, yet despite these assertions, Australian evidence regarding cost effectiveness is not available. Surveys elsewhere have reported that the assumption that NGWOs are cheaper, cannot be taken for granted. It must be noted however that NGWOs are extremely diverse in their activities, have widely varying management and cost structures and perform such a wide variety of tasks that comparisons are not always meaningful.

The Wolfenden Committee examined the question of cost-effectiveness and found it extremely difficult to ascertain which was cheaper when both statutory and non-statutory bodies relied on paid staff. As salaries are usually the greatest cost component of any organization, it is obvious that voluntary agencies which run largely with the assistance of volunteers will be cheaper. In addition to unpaid volunteers, many staff in NGWOs have poor working conditions. Our national survey found that grants received by NGWOs were not sufficient to pay staff for all of the work they did. Twenty per cent of organizations in Australia which employed full time staff had full time staff on reduced salaries. 18.6 per cent of those which employed part-time staff

had part-timers on reduced salaries. From the employees' point of view employment often lacked continuity or certainty. Obviously the cheapness argument is not cut and dried.

The Wolfenden Committee (1979, pp.155-6) found variations within both sectors. One argument occasionally put forth, namely that voluntary agencies operate on a smaller scale with greater flexibility and have lower overheads, that the staff are more committed and thus work harder or accept lower salaries, or both, was very slightly supported. What they found instead, was that once well established, agencies tended to adopt the same standards and formulae as the statutory authorities, and this led to an evening up of costs (Wolfenden, 1979 p.156).

The studies initiated by the Wolfenden Committee were followed up by Stephen Hatch and Ian Mocroft (both of whom were on the research staff of the Committee). They found that comparisons were not easy because of the difference in auspices, differences in efficiency and differences in services. Some services provided by the voluntary sector are not, and would not be provided by the statutory sector (women's refuges). Others which rely heavily on volunteers, like meals-on-wheels, are obviously cheaper if volunteers bear many of the costs.

On a strict accounting basis, services provided within the voluntary sector may require fewer government dollars because the agency may have funding from its own or other sources. Furthermore it may have lower overheads and thus it may appear cheaper. Hatch and Mocroft (1979, p.404) point out that cost advantages may be present in voluntary organizations not only because of lower overhead costs but because even the paid staff may have a greater commitment to the agency and its clients and thus may be willing to work harder and/or for less money than their counterparts in the statutory sector. If this is so, it may be another way of saying that staff in some non-government agencies have poorer working conditions and/or are being exploited.

In essence, statutory and voluntary agencies may be meeting similar needs, but by different means. When one extends the argument to needs, rights, shares, etc., the issue of whether voluntary organizations are more or less cost effective than statutory services becomes a complex argument in social policy and administration (Hatch and Mocroft, 1979 p.398) and not an accounting exercise.

The Survey

This study is an attempt to document the opinions, about the issues raised in this introduction, of a sample of government officers who work with NGWOs. The context within which they operate is an uneasy mixture of public and private, with strongly held beliefs about notions of charity and community service tempered, sometimes reluctantly, and sometimes perfunctorily with words like accountability, equity, efficiency, evaluation etc.

Having completed a small study of agencies' perceptions and experiences in their dealings with government (Graycar and Silver, 1982) a new study exploring the perceptions and experiences of government officers was undertaken. Long, in-depth interviews were conducted with 47 government officers chosen from staff lists, 28 of whom worked for state governments (in New South Wales and Western Australia) and 19 of whom worked for the Commonwealth Department of Social Security (in three state offices).

The survey guaranteed the officers full confidentiality and set out to try to understand how they interacted and dealt with NGWOs and what they expected in return for the money they handed out - whether they thought they got value for money, how they saw the present and the future and what advantages and disadvantages they saw. We wanted to see if there were attempts at developing coherent social policy, at linking or separating public and private, at seeing NGWOs as outside the state or as part of the state. We interviewed middle ranking officers - those actually dealing with the agencies - not those at the top.

The officers saw themselves as delivering resources to the NGWOs. These resources consisted both of their time and government money. The investment of time facilitated (and in some cases no doubt hindered) the flow of government funds to NGWOs.

The roles performed by Commonwealth and State officers differed considerably. In N.S.W., community consultants, employed by the State Government had as their role, regular liaison with organizations and the provision of advice on funding and guidance on program development. The role, essentially is highly selective, for the consultant has considerable autonomy and as such makes choices about which organizations will get his/her time. There is never enough time to satisfy all organizations, nor are there enough

funds to service all requests, hence the advice received by an organization on how to get funding is valuable indeed. The consultants' recommendations are usually quite powerful in the final allocation meetings.

In N.S.W. the allocation of funds for community groups is made by the Minister on the advice of a formally constituted committee comprising eight to ten members, the majority of whom are community members, and a minority departmental officers. The consultants give general advice, make recommendations about suitability of proposals, and give advice on departmental policy and rules.

The practice has usually been for a government officer to be concerned with a specific functional area e.g. child care, or neighbourhood centres, or aged persons' welfare, and in the functional field to have a good grasp of the relative merits of NGWOs which compete against one another. Within the last twelve months the N.S.W. Department of Youth and Community Services has regionalized and now consultants deal with a wider spectrum of NGWOs within a spatial rather than a functional area. This is designed to ensure that the overall needs of a region are considered in a balanced fashion. The same pattern has been used in the South Australian office of the Department of Social Security. The sample therefore consists of some officers who have functional responsibilities and some who have regional responsibilities. Furthermore the N.S.W. Government shifted from a functional to a regional model after the interviews reported here were completed, but before they were incorporated into this report. This is not a matter of great consequence for this report because the focus is on general rather than specific aspects of the relationship between the officers and the NGWOs.

While the officers' recommendations on funding are influential, they are only recommendations. There is a sort of "market mechanism" which balances against exclusions, for large organizations which feel hard done by in terms of consultants' time or in funding outcomes have sent delegations to more senior officers and even to the Minister. In this field one can never afford to underestimate the importance of political considerations. Some of the NGWOs have a great deal of political influence and many officers referred to cases where Ministers overrode recommendations for funding or found additional funds to support an organization which did not receive a funding recommendation. Those who gave such illustrations speculated on electoral and/or party considerations.

Commonwealth officers seemed to have a less direct relationship with NGWOs. The funding levels were vastly greater, and funding was usually provided for capital, and as such the direct and close relationship which is part of a community development exercise was not characteristic of Commonwealth officers' activities. The process seemed more structured, more formal, and in some sense more remote.

One important role played by government officers is in the interviewing of staff to be hired by the organizations with the funds provided. While many agencies might regard this as an unnecessary string attached to their funding, respondents pointed out that it was quite common, as a courtesy, for State Government officers to be invited to sit in on appointment interviews. Respondents claimed that it extended to more than a courtesy, for many of the smaller organizations were not experienced in staff recruitment, and advice was necessary on most stages - writing a job description, placing an advertisement, interviewing, negotiating, etc. As one State respondent commented:

"We have to make sure they're hiring the best people with our money, and not just bringing their mates in"

Commonwealth officers also participate in interviewing and selection of NGWOs staff, often because it is a requirement of the grant. This occurs most frequently in children's services and in organizations dealing with disabled people. In organizations dealing with handicapped people, staff time takes on another dimension, and that includes training of agency staff, assistance in specialist management for sheltered workshops and other facilities and assistance with conferences.

The most common point expressed by respondents, both Commonwealth and State was that staff resources were insufficient to be able to deal fairly with all of the organizations in the field. Not only did this lead to a high rate of exhaustion among field officers, it also meant a necessary element of bias and selectivity in interaction. This will be evident in the data reported below, but before reporting the data additional contextual material is necessary.

Commitment, Procedures, Payments

It would be trite to stress that governments of all shades assert that without NGWOs they could not perform all the tasks expected of them, and that

non-government welfare activities are greatly valued. Politicians' speeches are studded with comments on the necessary partnership which exists between government and NGWOs. Expressions of support often find their way into formal policy statements. Shortly before coming into office in 1975 the present Commonwealth Government issued its Social Welfare Policy and Section 3(ii) read as follows:

Voluntary Associations

Voluntary associations are vital contributors to welfare. They -

play a major part in permitting diversity and choice for individuals and groups in the community;

work with a flexibility and initiative in attacking the problems of the disadvantaged that government bureaucracies cannot have;

attract and involve highly committed people and provide assistance, while enhancing the capacities of the disadvantaged to help themselves;

are in many cases, the disadvantaged, helping one another;

act on behalf of the disadvantaged in relation to governments of different political persuasions.

A Liberal and National Country Party government will assist voluntary associations by:

(a) seeking to improve taxation rebates for contribution to voluntary welfare associations, thus providing additional encouragement to members of the public to support non-government welfare groups;

(b) accepting responsibility for the payment of emergency money to individuals, thus removing one of the major strains on voluntary associations' time and money, and permitting extensions of voluntary services;

(c) placing Public Service resources at their disposal by seeking to improve opportunities for transferability of staff between levels of government and the non-government sector, with full promotion and superannuation rights;

(d) continuing to provide non-government welfare associations with direct financial assistance, to enhance the effectiveness of their voluntary contributions of money and effort to the cause of social welfare. We will increase this assistance where economic conditions permit.

In the process of transferring funds there is also a partisan political component. Within its funding commitment any government reflects both partisan and idiosyncratic features. Since the Fraser government came to office, funding for organizations under the Australian Assistance Plan, the Area Improvement Program, Community Information Centres Experimental Program, Welfare Rights Officer Experimental Program, Legal Aid Program and the Community Health Program has been terminated. All of these were programs initiated by its Labor predecessors and, it could be argued, were ideologically inconsistent with what a Liberal Government might choose to support. Funding for organizations providing for categorical targets such as those providing accommodation and assistance for aged and disabled persons, child care, and women's refuges has continued.

The magnitude of the funds which flow to NGWOs is part of a different (and uncompleted) study in the SWRC. Government funding of NGWOs runs into many hundreds of millions of dollars. In the 1982/3 Federal Budget papers a sum of \$404 million was listed in the Social Security budget for welfare programs. While over \$100 million of this does not go to NGWOs (e.g. \$33 million goes to the states and territories for pre-schools; \$24 million goes to Telecom for concessions; \$41 million goes to the Commonwealth Rehabilitation Service; and smaller amounts go to non-NGWO destinations), the remaining sum is still substantial.

In N.S.W., \$41.8 million or 37.7 per cent of the Department of Youth and Community Services' budget for 1981-2 was paid in grants and subsidies to NGWOs (compared to \$1.1 million or 8.4% of the Department's budget in 1969/70). The Department of Youth and Community Services in N.S.W. has a number of bureaux which deal with NGWOs across a very wide spectrum. The Children's Bureau supports NGWOs involved, for example in child protection, adoptions, vacation care, children's counsellings; the Social Welfare and Emergency Assistance Bureau funds NGWOs working in emergency relief, and it funds women's refuges and emergency accommodation services; the Youth and Family Bureau deals with NGWOs in family support, aged persons welfare, and delinquency programs; the Handicapped Persons Bureau deals with NGWOs working across the disability spectrum; the Community Development Bureau funds neighbourhood centres, NGWOs working in aboriginal and ethnic welfare as well as those involved in community information and community transport.

The Commonwealth government, through the Department of Social Security provides funding in a variety of ways, under a number of acts, to a wide range of organizations. Under the Aged or Disabled Persons Homes Act, funds are paid to organizations as matched capital grants. Under the Handicapped Persons Assistance Act payments are made for capital grants and for staff employment subsidy. Under the Children's Services Program, funds are paid as capital grants, salaries, and purchase of service. Under the Homeless Persons Assistance Act, capital, grants, salary subsidy, purchase of service and project subsidy funds are paid. Under the Delivered Meals Subsidy Act organizations receive funds for the purchase of service on a per capita basis with payment of a set amount per meal delivered. The Personal Care Subsidy under the Aged or Disabled Persons Homes Act is a per capita payment to organizations. The Aged Persons Hostels Act provides for a matched capital grant.

The Department also makes a number of general grants, not under any Act, but out of general appropriations. National co-ordinating bodies, namely the Australian Council of Social Service (ACOSS), the Australian Council for Rehabilitation of the Disabled (ACROD), and the Australian Council on the Ageing (ACOTA) each receive a general grant in the order of \$200,000 p.a. (some would say this is better classified as a token grant). The Australian Council of Trade Unions receives a project subsidy of \$20,000 p.a. to run its welfare research unit.

Not all funds to NGWOs come through welfare departments. Commonwealth Departments fund a variety of services with mixes of funding arrangements. Under the Family Law Act, the Attorney General's Department purchases a service through its funding of marriage counselling organizations as does the Department of Health through its funding of family planning organizations (not under any specific legislation). Under the Nursing Homes Assistance Act the Department of Health meets approved operating deficits. The Health Department purchases a service under the Home Nursing Subsidy Act, but in funding Women's Refuges it works on a mixture of project and capital funding. The Health Department funds the Royal Flying Doctor Service with a matched capital grant as well as a project subsidy. The latter is the basis for funding the Red Cross to provide the Blood Transfusion Service. (The Commonwealth contributes approximately 30-35 per cent of operating costs and on a dollar for dollar basis with the States, provides a capital grant).

From these very general examples it can be seen that a great variety of funding patterns exists. In Queensland a different funding pattern exists with only a very small proportion of funds going via the Welfare Department. Of the \$80.8 million given by the State Government to NGWOs in 1979/80, more than half went through the Education Department and almost one quarter went through the Health Department. \$4.4 million, or 5.5 per cent of the total went through the Welfare Department, a smaller amount than that allocated either by Treasury or Culture, National Parks and Recreation. (These data from Halladay, 1982 p.124).

It is of interest to note that the \$404 million allocated by the Department of Social Security to Welfare Programs (this figure includes all DSS funding to NGWOs) comprises only 3.37 per cent of the DSS budget estimate for 1982/3.

Funding is provided for a great many purposes. Both capital and recurrent funds are provided. Organizations receive funds for salaries, for rent, for administrative costs, for specific programs, for training, for furnishings, for equipment, for distribution in the form of emergency relief. No breakdown is possible here, but it is of interest to note that Commonwealth funding is specified in much greater detail than State funding, and is allocated on the basis of provisions encapsulated in legislation.

Funding, it can be seen, goes to many types of organizations and these organizations have different types of dealings with government officers. Those large and well established organizations whose main function is to provide residential care have a special relationship with Commonwealth and State governments as often they provide services which government might otherwise be obliged to provide. Funds are given by government to those NGWOs for capital purposes, and on a subsidy basis often to keep the service functioning,

In addition to residential services governments have been concerned to fund "community betterment" programs. Funding here frequently goes to community organizations especially created for funding under certain programs. Often, though by no means in all cases, Local Government and established NGWOs played a significant part in the community process, particularly in the establishment of and composition of the especially created NGWOs. These organizations have not prospered in recent years, but there has been a proliferation of small, single issue NGWOs.

From our national survey we can estimate (in round figures only) that there are 5,000 NGWOs in Australia which receive between 1 and 25 per cent of their incomes from government. Almost 1,500 of these have annual incomes of under \$10,000, and about 1,200 have annual incomes below \$5,000. A further 6,000 NGWOs receive between one quarter and one half of their incomes from government, and of these approximately 800 have incomes below \$5,000. What this means is that 2,300 different organizations, none of which receives more than \$2,500 from government, find themselves having dealings with government officers. A further 2,500 NGWOs deal with governments for amounts of between \$2,500 and \$5,000. A great deal of time is expended by agencies and officers on very small amounts of money. Quite clearly there are very different processes and issues in the funding of the small "shoestring" agencies and the large, heavily capitalized service providers. There are different issues and relationships involved when the objective is to provide capital for residential facilities and when the issue is to provide stimulus via a small community development exercise. It is obvious that a great deal of time, effort, and frustration, goes into the many dealings over relatively small amounts. These amounts are not small to the agencies, but often there is some doubt about whether the time and effort expended, is worth it.

Rarely do governments have funding policies which are clearly stated and easily implementable. As the demand for funds is greater than the supply the final allocation process often involves personal judgements, either on behalf of the government officers involved in the allocation, or on the part of the Minister who is ultimately responsible. Shortages of funds also bring about a competitive element in the NGWOs. The agencies find that in order to receive grants they must compete against other NGWOs. In their submissions they are expected to outline how their existing/proposed service differs/will differ from other services. In trying to put the best comparative gloss onto a submission this competition may produce strains and tensions in community cohesion. The government officers, particularly those in consultant positions in N.S.W., find that these tensions have the potential to undermine any community spirit which they (the consultants) may be trying to support.

Naturally there are vast differences in the funding of NGWOs which operate to provide specific services compared with those which provide general services; between those which receive funds under specific legislation compared with those which receive funds under general appropriations; between peak organizations and service bodies; between those which have substantial assets

and those that have few or no assets; between those which are politically well connected and those which are not etc. An analysis of the funding process by organizational type, function and size is, unfortunately beyond the scope of this monograph. It is also not possible at present to deal with funding by different departments e.g. NGWO funding by Welfare departments compared with NGWO funding by Health or Recreation departments, not to mention the important role of the Commonwealth Finance and the State Treasury departments. The relationships between NGWOs and departments are fraught with uncertainties and inconsistencies, as some recent titles of reports suggest: Losing Sleep over Government Funding (VCOSS); Lost Sleep over Government Funding (VCOSS); Poor Relations (NCOSS); One Step Forward - Two Steps Back (Social Research and Evaluation Association); Working together in a Partnership (QCOSS); Legalities (NSW Law Foundation); NGOs Facing Tomorrow (ACOSS); Money Matters (ACOSS); Review of the Voluntary Welfare Sector (WACOSS); etc.

David Scott (1981 p.68) has summarised the relationship:

Relations between statutory and voluntary organizations are complicated by mutual misconceptions, the absence of accepted, clearly-defined understandings of each other's role and the lack of formal arrangements for co-operation in policy development, planning, funding and reviewing. Where voluntary agencies have a critical function, uncertainty about its questioning and campaigning roles is an added irritant.

The relationship is clearly an uneasy one. It is characterized by uncertainty, suspicion, lack of broad principles, adherence to procedures which do exist, political activity, attempts at rationality, rapid decision-making and a whole host of other issues which make the officers the meat in a not very tasty sandwich.

II. RESPONSES

The research instrument used, the nature of the information sought, and the necessarily discursive answers to the questions made collation and aggregation of the data quite difficult. The categorisation of the responses required judgements during analysis and these interpretations order the data. Quantification was not possible as originally expected, and consequently direct quotations have been used as much as possible, to illustrate the responses.

While funding is provided for a wide variety of purposes, one interesting difference between Commonwealth and State responses is that several State respondents went to great lengths to stress that funding was provided for projects and programs, and not as a general allocation to an organization. Over the years several organizations came to expect, as a right, that funds would be provided. The respondents stressed that funds were no longer granted on the basis of legitimacy, prestige, or past performance of traditional bodies, but rather on the basis of their providing needed and relevant services or programs. The story is often told in Adelaide of former South Australian Premier, Sir Thomas Playford lunching annually with the Chairman of one of the major NGWOs and saying words to the effect of "Now tell me how much you need to do the job this year and we'll give it to you. However its your show and don't expect the government to offer anything other than this grant". The organization in question was the only operator in a particular field. It was an organization with a great deal of legitimacy and what the Premier was trying to ensure was that the client group would be covered, but certainly not be regarded as a government responsibility, and his government's response would be limited to the provision of funds - not the provision of service, not the development of policy, not the structuring of accountability. It seemed so pure and simple.

Very few NGWOs, of course, deal with the Premier, but this case illustrates that the agency had legitimacy, that it was expected to work autonomously, and that it could rely on government support. It seems that with more attention to programs, agencies today must be more specific about their needs and activities.

The structure of Commonwealth funding requires a different approach. The funding levels are much larger, and whereas most state dollars go into programs, Commonwealth dollars sometimes go to the State for them to develop

and administer programs. The bulk of Commonwealth funding is for capital, and to maintain the effective and efficient use of that investment, funding is available within the provisions of relevant legislation.

It can be hypothesised that if funding is for programs rather than for organizations, then the potential for policy initiative is great and government is likely to be able to play a more directive role. If funding is mostly for organizations then government is likely to play a more reactive role.

When asked what the funds were provided for, State respondents in general identified specific objectives especially with respect to particular programs within the Department's areas of responsibility:

"For early intervention and temporary care services";

"To provide social, recreation, information and support services for 12-15 year olds with a special emphasis on 14-18 year old groups in situations where youth have an input role";

"To test out new service models and intervention techniques ...";

"... innovative services in trying to prevent family breakdown".

The most common State response was that funds were for salaries (of agency staff), administration, food, rent and for utilities (telephone, electricity, rates, etc.). The most common response from Commonwealth officers was that funds were granted "to provide, as per the Act" and respondents mentioned items such as subsidies, salaries and capital.

Why are Organizations Funded?

The literature in this field is replete with instances of funding as part of an important partnership between government and organizations. The respondents in this study expressed four main reasons for why government funds NGWOs, namely that it is cheaper, because there are political reasons, because there are historical reasons, and because NGWOs do things better than government.

First there was the view that it was cheaper for government to fund organizations to provide services than it was for government to provide the service. Altogether 15 of the 47 respondents mentioned cheapness as a funding reason.

Cost is a factor - we simply couldn't do it all ourselves

(State officer)

It is so much cheaper - they can use volunteers
(State officer)

It is cheaper than if we had to do it ourselves
- we have staffing limitations

(State officer)

Because its cheaper than government providing a similar service. The service is more personalised and is not tied down by public service employment regulations which allows more flexibility in choosing staff

(State officer)

The plain fact is that it is cheaper for the government because there is lots of unpaid labour out there
(State officer)

It's cheaper, more cost effective, and I think we would have more assurance that services would go where the need is (because of the submission model). Anyway it is preferable that people be encouraged to provide for themselves

(Commonwealth officer)

It's an economic way of caring - though to think about it, in the long run it could be cheaper for government itself to provide services through domiciliary care and home help than to keep funding under the Act

(Commonwealth officer)

A further eleven respondents stressed the political side of funding. Here, funding was seen as an attempt to buy kudos, gain political advantage, placate pressure. It is interesting to note that of the eleven respondents, nine were N.S.W. State officers, none were W.A. State officers, and only two were Commonwealth officers. Perhaps N.S.W. Government funding is more

political, perhaps Commonwealth officers are more guarded in their comments, or perhaps more removed from the political level. One Commonwealth respondent in this category was quite outspoken,

"There's nothing altruistic in it. The government gets good publicity for a small outlay. There's a lot of political manipulation. We send priority lists to central office and surprisingly half a dozen from list D (the lowest priority) get funding. Lists are rearranged to fund favourites. X does very well - the government simply isn't fair dinkum".
(The respondent named a Commonwealth Minister whose electorate received a disproportionate share of funding and in which priority D organizations received funding).
(Commonwealth officer)

While many Commonwealth officers mentioned rearrangement of priorities, none was as vehement as the officer just quoted, and most accepted it as a normal part of a filtering process. One Western Australian (Commonwealth) respondent commented that as the Commonwealth Social Security Minister was from W.A. "our local organizations have become more politically aware and active and head office (Canberra) has become more positive towards W.A. organizations".

W.A. State respondents described the situation in fairly neutral terms while a substantial number of N.S.W. State respondents expressed a marked level of cynicism.

My area has become very political. In recent months the Minister has been giving money to the local ALP member or candidate rather than directly to the organization so that the party looks good - and who gets funded? The most vocal organizations, that's who, those who yell the loudest.
(NSW State officer)

Politically there are lots of advantages - there's kudos, there's no increase in the bureaucracy, resources are spread around, power is spread (but actually the Department controls the groups except for the larger ones which manipulate us through political lobbying).
(NSW State officer)

It's the best invention of a democratic system to keep people quiet; subsidising groups because the Government doesn't do its job properly. There are lots of political games - it's easy to fund the most vocal groups (but) the underprivileged get nothing, it's all

in the facade of participation ... also to supplement what we can't do - it can't be done in district offices - inefficiency is being subsidised.
(NSW State officer)

Despite all his faults, the former Minister knew and cared. The present Minister neither knows nor cares. This Department is just a comfortable resting place for him for the time being.
(NSW State officer)

Seventeen officers, again roughly equal numbers of State and Commonwealth employees mentioned that the reason for funding was that NGWOs do things better than government. It is of interest to note that eight out of the 37 respondents in N.S.W. and S.A. thought that NGWOs did things better than government, while in W.A. this view was held by nine out of the ten respondents.

Basically these agencies are considered experts; they can establish programs quickly (they say they can, but I know they can't); they have no staff costs and funding them is seen as a community response.

(State officer)

It's better for NGWOs to provide services in the community. It is more acceptable to clients; there is a stigma associated with government welfare.

(State officer)

The system is crazy, there's no co-ordination, no planning, but without the NGWOs there would be no service - the organizations are the backbone, the government simply couldn't take on actual service provision.

(Commonwealth officer)

Organizations are more suited, more specialized and more experienced. We simply couldn't match their skills. It's better that funds flow the way they do.

(Commonwealth officer)

Eight respondents (equal numbers of State and Commonwealth officers) gave historical reasons for funding,

It's a traditional thing - funding is historical.
(State officer)

They get funds this year because they got funds last year.

(State officer)

Funding has a long historical background - the churches are big providers, and since funding started we've supported the church bodies.

(Commonwealth officer)

A number of other responses were made which indicated that it was policy, ideology, community support, or any mixture of the above, e.g.,

"I think it's a mixture of ideology and economics ... historically there was a deliberate shift in the department less than 10 years ago to fund NGWOs rather than have the Department do the job ... there was also a wider vision - rather than child welfare it was now community welfare with a preventative and remedial role. There was a deliberate choice to support NGWOs ... but for weird reasons ... in a mixture of ideology and economics. The plain facts are it is cheaper for the Government with the agencies' unpaid labour".

Expectations

As some hundreds of millions of dollars are transferred annually from government to non-government organizations it seemed appropriate to ask these government officers what expectations were held of the agencies - in other words what did the department expect in return for its dollars and staff time. The responses are not easily classified as there are many overlaps and a wide variety of interpretations. The responses can be divided into general (better services, better quality of life) and specific (mention of a specific program or activity).

General responses from State officers to the question "what does the department expect in return for the money?" included:

- * Provision of community services
- * Provision of something that isn't there now
- * Fulfil conditions of the agreement which provided funding
- * Nothing at all

- * Not to duplicate existing services
- * Too much
- * To be kept informed of activities
- * Not to be abused and criticized
- * The agency to be responsible to the community
- * The agency to work with departmental staff in evaluation
- * The agency to maintain an accessible community structure

Specific responses from State officers included:

- * To provide service to women and children as victims of urgent housing need
- * To test new service models and techniques
- * To make sure beds are filled
- * To receive an annual report
- * Expert top quality service
- * Early intervention services
- * Regular reports
- * Normalization of disabled clients
- * To keep books in order.

The distinction between general and specific is not always clear. Some random quotes might be illustrative.

"Because our \$1½ million is not tied to anything we don't expect anything other than clients on the premises".

"A high standard of service, but we can't ensure that".

"Fulfil the conditions of the agreement, i.e. provide the services they're funded for".

"That the services delivered are part of developmental work".

"In reality what is expected is votes - we expect not to be criticized - if organizations criticize the Minister or the Government they get into trouble - there's no real concern where the service is going".

"To reach an agreement with us about what services ought to be provided".

"Evidence of what they have done with their money".

"To test new service models which avoid institutionalization".

The responses covered a wide range and reflected four general issues, a) program development - examples of innovation and quality service; b) a community orientation indicating some degree of broad responsiveness; c) a political dimension - some degree of compliance and muting of criticism of government and d) compliance with contracts or agreements - an administrative dimension.

All of the Commonwealth respondents, on the other hand, had specific expectations. These most commonly reflected:

- * accountability
- * cost effectiveness and/or efficiency in management
- * quality services
- * evaluation

e.g

"For a long time we held that we would not interfere with organizations - but we need to have confidence that the organization will deliver. Now we expect organizations to be more accountable, both fiscally and socially".

"To get our money's worth".

"That the facility can continue to function for the purpose for which funds were provided".

"They must realise that the funds are public funds provided for a specific purpose, which is made clear on funding ... the department looks for most efficient performance ... we expect accountability, both service and financial ... we are moving into evaluation".

"That the organization will provide a suitable environment for handicapped people - that it will try to make the person feel like a real person".

"That a sheltered workshop is not a minding centre - that the person be gainfully employed in a sheltered workshop and earning a wage related to productivity - to provide programs which are broader than just the work situation - outings, picnics, to help people live as normally as possible".

"That funds be spent as approved - that they be spent in accordance with local and state ordinances".

"That they're managing efficiently and reaching their target population".

"That they will respond to us and communicate with us".

"That funds are used in the most economic way".

In this area the contrast between State and Commonwealth officers was marked. While the Commonwealth officers stressed specificity, many of the State responses could be summed up by one N.S.W. respondent who said,

"... if part of the reason for funding is the distribution of power and responsibility, it would be against this philosophy if too many conditions were made. There has to be a political fine balance about how many strings to apply ... I suspect I might try harder than others for a balance".

Joint Government/Non-Government Policy

The relationship between government and the agencies is one of the most difficult phenomena to fathom. Most models of policy development suggest that sources of policy are varied and reflect certain interests that are not part of the formal and identifiable decision making structure. When extended to general policy implementation, the situation is even more complex, because in this sphere there is no expectation that policy formulated by government will be implemented by government. While governments may set some general directions, or specify guidelines, or engage in licensing etc., most actual implementation (delivery) is done by agencies. The question posed to the respondents was "what part do NGWOs have in the Department's functions" with a series of prompts trying to elicit whether program initiatives came from the department or from the agency - in other words who initiates and who reacts?

Responses from both Commonwealth and State officers indicated that program initiatives usually came from the organizations and the department's role was usually reactive. Among Commonwealth respondents, only one suggested that organizations and government were both likely to initiate programs. All others painted a picture of the organizations initiating proposals and the Commonwealth reacting, where appropriate. In selectively responding to initiatives however, government is certainly taking a passive policy making role - policy by omission rather than by commission.

This perhaps reflects the nature of Commonwealth legislation and the competition for funds. The situation is not, as one might expect, a "take it or leave it" funding situation, but rather a "you hatch it, we'll match it" one. This is tempered at the State level by community consultants who help the organizations hatch programs. To what extent their friendly hatching advice is a reflection of official policy is unknown, but it could be suggested that it is more likely to be individualized, because of the absence, in the State departments of formal policy statements regarding organizational funding.

Many of the respondents described the initiating/reacting activities in their areas of administration, pointing out how the departments did not have the resources or breadth to compete with the range of services that NGWOs had to offer.

The NGWOs provide better quality residential beds. Most district officers know this and for them NGWO beds are the first choice. They send kids to voluntary agencies because it is easier to get them in than it is into government institutions. As a result we have to try and plan things carefully with them.

(State officer)

Because government budgets are very restrictive, because we have got staff ceilings we look to agencies as a source of service delivery - they are the providers of the service. They have management committees and we pay them to employ staff, they are purely service delivery organizations and they are structured in that way.

(State officer)

They assist in policy development. They are a supplement to the Department's statutory function.
(State officer)

We work harmoniously - district officers are sometimes involved in management committees. Our staff don't do the delivery work or the community development work. As we don't have a statutory responsibility in this area this is beneficial and politically expedient and it lets agencies do their thing.

(State officer)

NGWOs give us a vicarious experience in running a service. They contribute directly in the planning function. Voluntary organisations are intertwined in all functions of the department. As a source of irritation for the political system they have to decide whether to remain as they are or become private bureaucracies or go back to their roots as voluntary organizations.

(State officer)

The relationship is integral - we cannot provide services - if we didn't give money to the organizations we would have a surplus of funds and we would have to do the job that we probably couldn't do. Our role is to coordinate the services - we do this largely through providing funds to NGWOs and they deliver the services.

(State officer)

Our role is the provision of information, coordination, volunteers and advice about how to organize - the NGWOs have a primary service provision role, our role is a secondary backup role.

(State officer)

There are a number of actors in the provision of services. Both NGWOs and government have a part to play. It would be desirable, obviously, for discrete responsibilities for both - not overlapping responsibilities. This does not exist there is duplication and gaps but this is not all bad since a variety of methods are available to meet existing needs. There is some partnership aspect to the relationship.

(State officer)

There was quite a marked difference in the responses from Commonwealth officers, e.g.

The big failing is that we don't initiate. We have to rely on an eligible organization to initiate a project before we can give our money. We only react. Lots of people are missing out. We process claims that establish whether there is a need. There is no overall charter. We don't plan ahead, we don't coordinate.

(Commonwealth officer)

To date the department has been entirely reactive. Now there is a slight suggestion that the department may be moving towards trying to define needs and stimulate services in areas of need. The submission model is very safe for government as it doesn't require any government initiative and it shifts the locus of responsibility for services to the NGWOs.

(Commonwealth officer)

We wait until we get applications - we don't go and seek them. We work fairly harmoniously however with the organizations. We deal with good organizations - mostly on the basis of gentlemen's agreements. They identify need, not us. They come to us. The expertise lies in the organizations - not with us.

(Commonwealth officer)

The organizations come to us with proposals - there is no coordination - there is no overall need assessment - all initiatives come from NGWOs and in that sense they decide the program, we set general guidelines only, we don't plan. We don't initiate.

(Commonwealth officer)

All but three of the Commonwealth respondents echoed sentiments similar to those quoted in the last comment. Those that were different were only slightly different, e.g.

Technically we call the shots - its a joint venture - we have expectations - we fund as we see fit and they meet our standard. However, mostly we react to what the organizations ask for but now we are in to rationalization and regionalization and we are working closely with state government.

(Commonwealth officer)

Historically NGWOs initiate and we react. Now we are more active (especially at the state level). We spend a lot of time with umbrella organizations to hammer out needs to get an understanding. We try to set priorities, we are not always successful as there is no real data base about needs.

(Commonwealth officer)

Some of the organizations have been in the business for a long time and have drifted away from their original intentions. We try to ensure the agencies provide what consumers need. We try to facilitate but we have very limited resources here and we cannot always give a lead. We consult more with some organizations than with others. Most of the initiatives however come from leading organizations and we have extensive consultations with them. We try to make reasonable judgements.

(Commonwealth officer)

Funding - Receipt and Maintenance

The next question asked what organizations had to do to receive government funding. The answers were as one might expect, and focused on four main features -

- * submit an application in the approved manner (Commonwealth respondents)
- * be eligible organizations under the Act (Commonwealth)
- * provide a service which meets an identified need (State)
- * have a community based management committee (State).

The more interesting responses came to the question "what do NGWOs have to do to maintain government funding?" Again there were major differences between responses from State and Commonwealth officers e.g.,

Have kids under 16 years old in their charge.
(State officer)

Maintain relevance of the program in terms of needs for the area. If the project is found not to be relevant we will attempt to persuade the organization to modify the program to cater to our needs. We have no good quality data available at the moment - but Welstat might be helpful.

(State officer)

Provide a balance sheet every 12 months as well as any other information requested by the department.

(State officer)

Keep in touch with officers of the department and present progress reports when they are expected. Be reasonably prominent and associate with other organizations.

(State officer)

Generally they should not criticize us.
(State officer)

Continue to show there is still need.
(State officer)

Most important are the quarterly and six monthly reports that demonstrate the organization is doing what it agreed to do in its submission.
(State officer)

Reapply year after year and have personal contact with the department during the year.
(State officer)

Meet the formal requirements which really aren't very much - there are just two reports - we can't call this evaluation - all they have to do is just put in a report.
(State officer)

If the program is a big one then there is an expectation that funding will be ongoing because it would be silly to provide \$40,000 and then cut it off 12 months later.
(State officer)

It seems from these responses that the most important criteria are to demonstrate some sort of accountability and this is done by provision of regular reports. The important thing is to demonstrate that one is actually providing a service for which funding was originally granted. There is no detailed evaluation required, but some agencies do evaluate, and depending on the community consultant working with these agencies the depth of the evaluation can vary. What was particularly interesting was that very few of the respondents hinted in any way at the uncertainty that goes with government funding. Many of the agencies complain bitterly that they do not know until the very last moment whether they will get any funding, they complain bitterly that when funding comes it comes on a fairly irregular basis yet the respondents had a generally optimistic note about the whole funding process, there seemed to be the belief that once funding had been granted there was no real problem provided agencies did not do anything outrageous. Accepting that delays and uncertainty did exist, blame was often sheeted home to the Treasury which does not permit long term commitments or rolling funding. Consultants would prefer to fund on a long term basis and thus demonstrate their overall community strategy and planning and integrative skills.

The nature of funding in the Commonwealth is of a different nature to State funding. As it is much more capital oriented there is a built in expectation that once an initial investment is made there will be some continuation, e.g.

Once they have been accepted they stay there - so long as they are providing a service. Of course they are subject to inspection but that is not a detailed evaluation. We get annual reports. No major project has ever been withdrawn - none have been terminated. This leads to the danger of compounding of mistakes.

(Commonwealth officer)

This comment is illustrative of many of the comments made by Commonwealth officers that once a funding pattern has been established it is difficult to break that pattern.

Once funded this is almost a ticket for life. We have never stopped a salary subsidy. While there are annual reviews to see if all the positions are justified we have never rejected any.

(Commonwealth officer)

The Commonwealth officers all mentioned regular reviews, and most mentioned that these reviews fell far short of what one might call an evaluation. They also mentioned that very little action was taken on the basis of the reviews, although the process seemed to be a continuing one, but largely for show. One officer made the following perceptive comment,

The annual review doesn't tell us much. I would like to see more cooperative review mechanisms, with self evaluation within the agencies but with some assistance from us. Of course to keep getting money they need to be financially accountable and to provide relevant and needed services and again to do this we must give them assistance. If their services seem not to be appropriate we work with them to make the services more appropriate, we simply cannot cut organizations. They have facilities all over the state and so the funding issue and the maintenance of funding is very much a developmental and cooperative process.

(Commonwealth officer)

Value for Money

The respondents were asked if they thought the Department received value for money for its expenditure. The question probed value for money in terms of quantity (of clients serviced, buildings, equipment etc.) and value for money in terms of quality (of service provision). The most notable feature of these questions was the inability to give unqualified answers. The majority of respondents gave answers like "it varies", "sometimes we do, sometimes we don't", "one can't apply generalities" etc. The table summarizes the response.

TABLE 3

	Value for Money from NGWOs?							
	State Respondents				Commonwealth Respondents			
	Quantity		Quality		Quantity		Quality	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Yes	11	40	10	36	8	42	4	21
No	2	7	3	11	2	10	3	16
Qualified Response	15	53	15	53	9	48	12	63
Total	28	100	28	100	19	100	19	100

While the cells are very small and while the percentages mean very little, the most notable feature is that in none of the four columns could a majority of the respondents give an unqualified positive response to the "value for money" question. Even fewer, as the table shows gave a firm negative response so, by and large, there is some degree of acceptance that the departments get what they expect (or at least pay for). Some illustrative comments include:

No. It is difficult to get what we want when the emphasis is on providing a wide range of services in the community because NGWOs have a choice of what area they will go into.

(State officer)

This is too difficult - how on earth would you measure this? -

(State officer)

In terms of quantity, yes, because there are quite a number of refugees now.

(State officer)

It varies - there are a number of shonky organizations that are funded and do buggerall. But most NGWOs put in \$3 for every government dollar and thus it is essentially welfare on the cheap.

(State officer)

I'm happy with what's happening but I don't think the Department gives a damn.

(State officer)

Probably 60% of funding is not effective. Our funds are not at all adequate and they are insufficient for substantial support. Its much more logical to fund a small number of organizations adequately and provide satisfactory support. Then we will get a good return on our money.

(State officer)

For the small amount of money that we provide, yes. This is because NGWOs use their own resources also.

(State officer)

Yes, for the \$600,000 we provide we simply couldn't run the programs ourselves. We (the department) are fairly exploitative - we don't pay satisfactory wages and the organizations have to pick up the tab.

(State officer)

Cannot set quality standards in terms of ideal because then we would have to close just about all the services down. One cannot get quality without resources.

(State officer)

Quality is too hard to measure in the early intervention field. It is a whole new ball game and mostly we are paying for trained staff. There aren't many trained people around with the right experience and so its hard to see whether we are getting value for money or whether we could in fact be doing better.

(State officer)

No - and its the Department's fault. Because of lack of overall planning and lack of monitoring we are not sure about quality. We have not had the capacity in the department in the past - its only recently that social planners have been appointed - hopefully we will be able to set directions and work out how to meet them.

(State officer)

No - its dreadful - there is no effective training in most A.T.C.s, there is no rehabilitation, no wage earning ability. We are working on it however. In the aged area we are excluding and isolating elderly people - our whole thrust of funding is inappropriate. So too is our spread of services. There is too much in metropolitan areas and not enough in country areas. We should be putting more funds into access and coordination.

(Commonwealth officer)

We don't have enough control over the people we fund for services, we cannot tell whether they need all the funds they put in for and if they need all the people they say they do. We get terrific value from the people we pay a pittance for, they work long hours and put a great deal in. For the small amount of money we put into programs we do fairly well in some areas and not in others. In the aged area for example we put in negligible funds and we get poor programs - but in the homeless area we do fairly well.

(Commonwealth officer)

We subsidise salaries and get value for money. Most of our money (in the handicapped area) goes for salaries of able bodied staff. That shouldn't happen. If we were not subsidizing however the handicapped people would probably be worse off.

(Commonwealth officer)

No, our buildings are inappropriate - we should put more into home care.

(Commonwealth officer)

The majority of Commonwealth responses that dealt with the quantity issue, including those which were qualified responses, indicated that there was value for money in terms of the buildings, capital and the equipment. These quotes have not been repeated because they indicate cohesive views about funding issues.

Advantages and Disadvantages

Respondents were asked for their opinions on the advantages and disadvantages of current funding practice for a) the Department, b) the NGWOs, c) the clientele.

(a) Advantages

The responses from State Government officers generally suggested that the main advantage to the government was that it was cheaper all up. The advantage to NGWOs was seen in their having funds that they would not otherwise have, the implication being that if funds were not available the organizations would not be able to continue and would fold up. The advantages to the beneficiary seem to be that there were some services, and where a number of organizations were funded the advantage seemed to be that there was a variety of services, and hence a choice was available.

Yes, there are clearly advantages, the main one is freedom for the organization because of the lack of control that we exert. We allow them to set up and to continue uncontrolled. There is no monitoring. We are lucky that fairly good services are provided in the community. The Department is seen as a doler out of money and as a result the NGWOs are happy and the beneficiaries are fairly happy because good services are provided in the community.

(State officer)

In the residential area the Department expects the agencies to keep on providing beds. The advantage to the Department is that it is easy to budget. The advantage to the agency is that there are guaranteed budgets because they don't have to rely on submissions. There are no advantages to the clients.

(State officer)

Its cheaper for the government. The advantage to the Department is that we have better services now than if we would have provided the services ourselves. We have fewer children in institutional care. The advantage to the beneficiary is that it is more convenient - they don't have to go from one organization to another.

(State officer)

The advantage of the present arrangement is that the Department wins because ideologically we are getting our ideas across and there is kudos for the Minister. The NGWOs are able to look at needs - they are able to change and they are able to develop innovatively. The beneficiaries do well because facilities and services would otherwise not have been available. Present arrangements bring lots of people together, they are integrative, informal and non-sectarian.

(State officer)

I'm quite cynical - what we are really doing is buying off trouble. Its cheaper for the Department - its cheaper to pay to have somebody organize some volunteers than to develop Departmental staff. The problem is we exploit and use volunteers. Its politically convenient but not fair. The agencies feel that the Department should provide the services that kids need and they themselves should not be depended upon to the extent that they are.

(State officer)

Most of the Commonwealth officers stated that there was value for money - usually by saying the present arrangements made it cheaper all up, for the Commonwealth Government. The reasons they cited were: limitations on public service growth; utilization of NGWO resources which had developed over the years thus saving the government the infrastructure cost; and the development of rehabilitative services which ultimately would reduce pension costs, particularly invalid pension costs. The comments focused mostly on the government and the agencies, and the clients were rarely mentioned.

Its cheaper for the Department. Our contribution is static. The user pays the gap. Sure, we have to do a bit of day-to-day administration but by and large most of the work is done by the organizations. The government's input is restricted to initial capital and we provide big bucks for bricks and mortar. The beneficiaries end up with accommodation they would not otherwise have.

(Commonwealth officer)

There is no advantage to the Department - and for NGWOs the advantage is that they get money.

(Commonwealth officer)

All the organizations want more money - only about 10% don't want more, they are the only fair dinkum

ones. As far as the Department is concerned we just apply legislation. The organizations are the ones which get the cream. As far as the beneficiaries are concerned some are definitely exploited but they are better off than if there was no sheltered workshop for them. Their happiness lies in their peer group.
(Commonwealth officer)

In only one area was there an important difference between the responses of Commonwealth and State officers. Several State respondents saw advantage to their department in terms of the information generated through the funding process. This information ideally assists in building a better service structure. Better information about the system was not mentioned by any Commonwealth respondents.

(b) Disadvantages

There is a lack of control over programs. The delivery of services is tied to a limited viewpoint - that of NGWOs. This slows down the process of social development - it takes social responsibility from the community. It always involves heavy periods of negotiation concerning funding and this time could better be spent in program development.

(State officer)

The biggest disadvantage is for the organizations. They never get enough money. There is too much red tape.

(State officer)

The big disadvantage is that the NGWO spends too much of its time in negotiations. We cannot really control any organizations whether we would like to or not.

(State officer)

We (the Department) try to define need and try to develop funding processes in terms of those needs. But there is pressure to be concrete and practical and while this isn't too bad there are often political problems concerned with funding.
(State officer)

There is not enough funding. Funding is selective. Benefits are selective. We cannot provide figures about who uses the service and we are sure a great number of people are not getting the services.

(State officer)

We don't get money to the areas where it is needed. We don't get the programs that are most needed. We don't get quality because there aren't adequate funds. There is no transfer of skills because of a lack in support systems. All of this slows down decision making and there's a high degree of wastage. 30-40% of our funding surely misses target. When NGWOs are left to their own devices to manage they are unable to cope.

(State officer)

It's nearly impossible to try to provide a continuous established service on the annual funding model. There is no commitment to a funding level.

(State officer)

If a service is provided by a voluntary organization it is impossible to have the service provided as a right.

(State officer)

Funding is so meagre that the people employed by the agencies very often have inadequate training.

(State officer)

We don't know about quality of services provided. That is quite convenient. If we ran the service ourselves we would have to have minimum standards and that would be far too costly.

(State officer)

Some organizations have to deal with a great many departments, there is no co-ordination in the funding process.

(Commonwealth officer)

NGWOs cannot always identify what the needs of their clients might be. Sometimes more of a government mandate is necessary to get over a short term hump and put the organization back on the rail. Government needs stronger carrots to dangle in order to obtain required responses from NGWOs in terms of what they are not providing.

(Commonwealth officer)

The responses from Commonwealth officers also stressed the uncertainty of funding and the static nature of Commonwealth funds. It is interesting to note that this is in contrast to some of the comments expressed earlier that once an organization is funded it seems to have a meal ticket for life. The uncertainty usually applied to smaller agencies and innovative programs, while the certainty applied to the well established agencies.

Funding Cutbacks and Futures

Respondents were asked what they thought would happen if government funding were to be withdrawn from NGWOs. Almost without exception the responses were a catalogue of portending disasters, political crises, closures, service cutbacks, and betrayal of clients. Among the Commonwealth respondents there was the belief that some of the largest church based agencies could probably continue, because they already have a solid support base, and quite strong capital infrastructure. Any surviving services, however, would be seen to be greatly reduced in scope and quality. For those surviving agencies it would be a real return to residualism. State officers supported this view except for one who thought the situation might be improved. That respondent answered philosophically that they might end up with better arrangements and better services in the long run.

A future without substantial government funding of NGWOs was incomprehensible to most respondents. There were, however, many pessimists who saw a much tougher future:

The future will be very nasty because there will be no money. The NGWOs want money and they'll jump through hoops to get it.

(State officer)

Things will become more realistic in the future - there'll be no more facade. Fewer organizations will be funded - there'll be more rationality, there'll be better techniques for allocation. When things get tougher things will get better.

(State officer)

As things get tighter they'll put up projects they think we want - and they think they're on a winner if they use the right weasel words.

(State officer)

I just don't see how the relationship can improve.
The relationship is based on funding continuity
and this won't get better, therefore the relationship
will be worse.

(State officer)

In general, the Western Australian State respondents were not as pessimistic nor as bitter as their N.S.W. counterparts.

Commonwealth officers also, were not so pessimistic. Most envisaged no dramatic change. (Perhaps this is a reflection of the different nature of Commonwealth funding). One Commonwealth optimist saw a rosy future and suggested that the Department's role will become more sophisticated and that it will get better at establishing any defining needs. This respondent believed there would be more community participation in the decision making process. An important consideration for Commonwealth officers was the comment that on its introduction, the Freedom of Information Act would make staff more cautious in an area in which they now have considerable discretion.

III COMMENTARY AND OBSERVATIONS

This study, it must be remembered, has not been about the way governments allocate funds nor about governmental relations with NGWOs. It has been about the perceptions and expectations of a sample of government officers - perceptions and expectations that do not necessarily reflect official viewpoints. There are many methodological difficulties with a study such as this. The accepted methodological pathway of moving from value assumptions to presuppositions to empirical generalizations to hypotheses has not been possible, nor has the testing of hypotheses and the development of explanations of empirical generalizations, that is the development of theory. What we have instead are some general observations, which are spread across too wide a spectrum to be neatly and assertively packaged and distributed.

A number of important determinants must be borne in mind when assessing the uneasy relationship between government and NGWOs, determinants which often preclude strong generalization. Practices, policies and procedures are different in Commonwealth and State jurisdictions, and also vary from state to state. There are great differences in the volume of funds received by different types of NGWOs. Large agencies which perform mainstream services are very different from small community groups. The large service agencies, which extend the functions of the state in a variety of ways have few constraints on them (see Graycar and Silver 1982) and it appears, government officers have few expectations of these agencies. Furthermore different approaches are involved if the objective is to seek out efficiency or equity goals. This also relates to administrative style - to whether government officers make policy or merely administer it and whether the policy/administrative issues take place within a policy situation which aims at rationality or one characterized by expediency.

Bearing these issues in mind a commentary can now be made on each of the issues examined in the study.

Why Fund?

Of the four main reasons given for why respondents thought funding occurred (cheaper, political reasons, historical, NGWOs provide better services), the largest single response was that officers thought NGWOs "do things better" than governments. This is an important observation and has significant

ideological ramifications about public/private relationships. This must be linked to those who believed it was cheaper to fund NGWOs than to have services provided by government. There is no real evidence to support the "cheaper" view, as in Australia there are virtually no services which are provided by both government and NGWOs which could be examined comparatively. The main item in the cheapness argument is that there is a reliance on unpaid or underpaid labour, (see Hardwick and Graycar 1982) and if this is the price of cheapness, it helps us understand where, in the order of things, community services stand. One possible explanation for the persistent presence of the cheapness argument is that it can be used as a bargaining point by welfare bureaucrats when they are seeking funds from Treasury officials.

The political scepticism (some might call it political realism, bordering at times on cynicism) which was found among N.S.W. officers was not strongly evident elsewhere. There was some resentment that a Minister would give funding to those to whom allocation was politically expedient, to those who were the loudest screamers or to those who were simply very respectable. ("If you get an interview with the Minister make sure your delegation has somebody who is a big deal in the church - a Bishop is ideal - and you'll get the money for sure" is the way in which one respondent claimed to advise favourite groups). Often there was resentment that a Minister could be quite fickle and unpredictable in approvals. The defence against this point lies in the practice of the Westminster cabinet/parliamentary system. Ministers are transient - they carry the responsibility for the decisions, and their fortunes and their government's fortunes depend on how good a set of decisions they make. In theory they reap the consequences of their decisions.

One question which arises is whether there is room for more rationality in what is an intensely partisan and political process. Would a voluntary services unit (as suggested in the Wolfenden Report in the U.K.) be the answer? It depends on how much rationality one expects and on how much political kudos and support there might be in the exercise. Social policy comes about as a result of varying mixtures of planning, negotiation, and "accidental increment" - all within a framework which blends social and economic values, prescriptions and proscriptions; political structural conditions; and policy techniques (Graycar 1979, Chap 1). The classical rational policy model found in the literature (e.g. Lindblom 1968 p.13) must give way to more realistic processes of "satisficing" (March and Simon 1957); "muddling through" (Lindblom 1959); "mixed scanning" (Etzioni 1976, Chap 4). These approaches temper rationality

with some degree of expediency. This is crucial when dealing with issues such as NGWO funding which are so deeply embedded in community politics. It is most unlikely that the funding system could ever become entirely rational, though one could argue for a larger dose of rationality in funding.

Expectations

Expectations were slight, other than the expectation that NGWOs should provide whatever they were funded to provide. The respondents were not able to show that there was any rigorous or systematic policing of this expectation/requirement. In this area there was a contrast between State and Commonwealth officers. The expectations of State officers (and thus State programs) were less rigid. The Commonwealth officers made frequent mention of "the Act" and this implied a firmer point of reference than any State officer had. This confirmed findings from an earlier study of agencies serving disabled people in which the agencies expressed greater resentment towards Commonwealth officers than State officers because of the apparently more rigorous processes and scrutiny by "public service clerks" and the specificity of legislation. They were much happier about relations with these State officers because funding came with no strings attached, no accountability (apart from the required demonstration of financial propriety), and was negotiated largely on the basis of personal contacts and harmonious personal relationships (Graycar and Silver 1982).

Initiate/Respond

The responses from the officers about who initiates and who responds were remarkable for their consistency. The response was that it was nearly always the agency which initiated, and the Department which responded. Perhaps this question was aimed at the wrong level, for major policy initiatives are not within the job function of the respondents. Within the Commonwealth the view was very firmly held that the Government can play only a reactive role. The agencies develop the proposals and the Commonwealth either provides funds or it does not. While several respondents lamented the lack of an overall needs assessment there would still be no working mechanism, under present arrangements for Commonwealth initiative. At the State level, joint efforts are more common and more acceptable.

The States see NGWOs as supplementing their service policies. The

Commonwealth is prepared to fund, but disclaims program responsibility or initiative. There are, of course, ideological stances reinforced by federal/state responsibilities, but one important difference between the Commonwealth and the N.S.W. Government is that the Commonwealth funds organizations while the N.S.W. Government funds programs. In this context the Commonwealth can well wait for initiatives from NGWOs. By funding programs, the N.S.W. Government has a greater range of options with regard to joint initiation with NGWOs, or government initiation unilaterally.

Funds, as the respondents pointed out, are available only within certain legislative or program guidelines. Thus it is not entirely correct to say that all initiatives come from NGWOs and that the role of government is purely reactive. The general framework and the general limits are set by government and within these, project initiative comes from the agencies. The agencies very often fit their proposals into the providers' definition of need. Very often this might involve rearranging an agency's priorities so that they might move into an area in which funding is available rather than continue work in an area in which funding is no longer available. Who government funds, and who it does not; which project areas it funds and which it does not are expressions of policy, and have a bearing on the initiative/reaction argument.

One important consideration regarding initiation relates to the expertise of the participants. Those in the agencies claim that their program knowledge is superior to that of the officers'. Many of the officers made the point that program expertise lay within the agencies and that their contribution was more of an overview and guidance through a bureaucratic maze, than through program difficulties. In several spheres attention is now being paid to the development of evaluative methods and this could rearrange the perceived distribution of expertise, and thus have consequences for initiation/reaction.

The key to change, it can be argued, lies not within middle ranking officers, but rather at the political level - the level at which legislation is developed. It is here that agencies as interest groups - working either on an individual or collaborative basis - have a political role to play.

Accountability

While most of the officers would have liked to have seen greater accountability from the agencies, there were no real mechanisms for ensuring

this. Commonwealth officers used terms like "cost effectiveness" "efficiency" "good management methods" "evaluation" "quality services" a lot more than did State officers, but apart from receiving financial statements, in the case of the Commonwealth, and annual reports, in the case of the N.S.W. officers, there was no real assessment.

The interesting factor was that there was no program accountability. The autonomy of the agencies was not really compromised, and to some extent one could argue that this led to a situation where there was no co-ordinated planning in terms of the needs of the client populations. The organizations were financially accountable to the extent that they were to demonstrate that there was no financial impropriety in respect of their funds. The lack of program accountability is related to three factors: first, clearly specified program goals do not exist - second, there is no competent overview of service needs, and should such an overview be developed there is no centralised power to ensure that there be co-ordinated and comprehensive service development - and third, evaluative procedures and processes do not exist.

Advantages/Disadvantages

While the officers were notable to agree on why funding of NGWOs takes place, what the funding is for, what is expected in return for the funds and whether government gets value for money from the agencies upon whom government relies so heavily, there is, however, a relationship between NGWOs and government which regulates transactions and determines the nature of funding. Horsburgh (1980, p.21) identifies four forms of control which government in Australia have over NGWOs. First, some organizations are incorporated by Act of Parliament. Second, some organizations operate under an Act which regulates classes of organizations e.g. Acts relating to hospitals, nursing homes, and charities in general. Third, some organizations require a licence to operate in a specific area, or NGWOs may be subject to general rules of inspection and approval. Fourth, there are organizations which operate within the law in general.

Horsburgh has identified fourteen systems of funding which go to NGWOs in Australia. Some agencies receive funds under a variety of the methods listed (and of course, some receive no government funding at all). His list includes indirect subsidies, deficit financing, general grants, matched grants, per capita payments, purchase of service, project subsidy, and several others

(Horsburgh, 1980, pp.26-29). Some of these are general payments and others are specific.

Within this range it is not easy to be categorical and firm about advantages and disadvantages though everybody in the industry will have views on advantages and disadvantages. The advantages of funding commonly claimed by governments are that service is provided more cheaply; that services are extended without corresponding visibility; that NGWOs are better than government at reaching certain minority populations; that politically unpopular tasks are transferred from government to NGWO; that a supporting constituency can sometimes be bought. Advantages commonly claimed by NGWOs include expansion of services; greater security of income; increased community status, prestige and visibility for NGWOs; access to governmental decision making.

Disadvantages to government commonly expressed are: lack of sufficient control over costs; difficulties in maintaining standards and accountability; unevenness of service delivery; fragmentation of social policy; weakened opportunities for government co-ordination and governmental assumptions of responsibility. Disadvantages for NGWOs include: inadequate levels of funding for services which are expected; uncertainty of income and interruptions of cash flow; excessive red tape and increased paperwork; diminution of autonomy; (These items are all discussed in Kramer 1981, Chap 8).

The respondents in this study focused mostly on advantages to government which they saw in the existence of cheaper services. The discussions were very mechanistic and seemed to lack any sense of service philosophy, or any commitment to a welfare state or a welfare society. For some of the officers the administrative task involved had a routine quality about it, and it seemed as if they could just as easily have been administering road building grants or something similar.

State/Commonwealth Differences

This crude and simple set of observations is derived from the responses obtained from the survey and may well differ from actual practice. Reported here are the observations and views of the State and Commonwealth officers, not the policies of their governments.

STATECOMMONWEALTHNGWOs are seen as:-

Extensions of state policy; supplementary rather than substitutive; vehicles for innovation and experimentation as well as providers of basic services. State implements its policy through NGWOs.

Community organizations which provide services with government's assistance; government assists but it follows demand rather than pursues policy of its own.

Government Commitment

Commitment not certain from year to year because assistance is given for programs rather than to organizations as such.

Once accepted, commitment becomes reasonably secure, especially when initial funds were for capital funding - it becomes commitment "by default".

Purposes of Funding

Program oriented to complement government services; use of consultants aims to ensure the implementation of government policy.

Oriented towards organizations and capital expenditures - for activities in which the government does not, and does not intend to, engage.

Reasons for Funding

Cost factor: claimed to be cheaper; enables voluntary effort to be used.

Cost factor - but also as a means of encouraging community initiatives in self help. Belief that the submission model identifies the priorities of need.

Political advantage and/or patronage is seen as an important factor in the allocation of funds.

Political factors acknowledged but are not seen to be as important as in the states.

Historical reasons: tradition of government support for NGWOs.

Historical reasons: support for welfare effort of voluntary (mainly religious) bodies.

Belief that NGWOs can do better work with less stigma attached to the recipients of services.

Belief that NGWOs are more experienced in providing services, and more appropriate than government, as providers.

Expectations

Delivery of service for which an organization is funded; simple accountability via annual or six monthly reports; service can be innovative at times; service to be delivered with expertise; funded NGWOs should not criticize Minister.

Accountability within certain rigid requirements; cost effectiveness; quality of service; service evaluation is sought.

STATECOMMONWEALTHInitiative/Response

Initiatives mainly from NGWOs but some joint initiatives, e.g. through the provision of consultants.
Division of tasks: government provides funds, information; NGWOs provide service delivery.

Initiative seen almost entirely as the prerogative of NGWOs; government does not assume responsibility for the service it funds; government responds - it does not initiate.

Criteria for Obtaining Funds

Maintain relevant programs; provide progress reports; continue to show needs are being met; abstain from criticizing the government.

Implicit assurance of continuity of support once capital funds are provided; rigid financial accountability but no program accountability.

Value for Money

Uncertain - at best, a qualified belief that funding is justified by performance; marshalling voluntary effort increases the value of funds.

More doubts about receiving value for money, but efforts being made to improve evaluation methods.

Advantages

Freedom of NGWOs to develop services; easy budgeting for government; cheaper; government policy can be implemented through NGWOs.

Cheaper for government, but doubts about value for money.

Disadvantages

Insufficient control over programs; too much church influence; system of negotiation taking too much time; funding too selective; difficulties in establishing right priorities; some discontinuity of services.

Lack of co-ordination of service; NGWOs have difficulties in recognizing areas of need; difficulty of evaluation.

Future Prospects

Stricter procedures; less money; more stringent criteria for funding; greater rationality in the allocation of funds.

Gradual improvement in the relationship between government and NGWOs; more community participation in decision making.

Conclusion

In his World Report on the Responsibility of Government and Voluntary Organizations presented to the 21st International Conference on Social Welfare, David Scott made it very clear that "no government has taken up the question of the roles and resourcing of the voluntary sector and its relationship to various levels of government as a matter of national policy and priority" (Scott 1982 p.3). If this is so it is perhaps unfair to expect greater coherence and greater commitment from middle ranking government officers.

In general, we can confirm Brager's comment (above p.12) that he who calls the tune is tone deaf. The confirmation can only be general because the data show that many tunes are played, and these do not harmonise into a sweet melody but rather a cacophonous irregular jam session. With many tunes being called and played by the tone deaf, any semblance of coherence emanating from government is slight. While it is one thing for academic writers to suggest there should be harmony, the reality which faces the agencies is one of discordance and dissonance.

Many respondents suggested that the funded agencies should be expected to be clear on their objectives and demonstrate an ability to carry out successfully the work for which they were funded. This is admirable, but it would have more credibility if the funding bodies themselves were specific in their objectives and able to carry out successfully their administrative tasks. While this inability reflects poor resourcing of government departments plus a solid dose of incompetence, there are no clear policy prescriptions.

In January 1976 the Social Welfare Commission published an important 42 page blueprint entitled Voluntary Agencies and Governmental Financing. Within weeks of its publication the Commission was abolished and the report never received the attention it deserved. The report opened with the following general comments.

- * A consistent Australian national policy about funding NGWOs is missing and one is urgently needed.
- * The decreasing effectiveness of community fund-raising campaigns for non-government welfare programs is creating a crisis for the voluntary agencies. This is world wide, not peculiar to Australia.

- * General subsidy governmental financing ('slush fund approach') will cause more new problems than it solves.
- * When government uses tax money for financing voluntary agencies, fiscal accountability is not enough. There should be a corresponding responsibility for social welfare service evaluation.

(Social Welfare Commission, 1976, p.7)

The issues are as timely today as they were in January 1976.

One possible explanation for the discordance between government and agencies might lie in the fact that some of the larger service providers have not only a monopoly in their service area, but a legitimacy and a credibility which to the respondents is above reproach. Consequently what the agencies choose to do is above bureaucratic interference, but should interference occur, their political contacts will support their long-standing activities.

The data presented above can be interpreted at two levels - an ideological and an administrative. At an ideological level the organizations divide into those which are part of our society's dominant power structure and those which are essentially powerless. The former have been engaged in their activities for a long time and because of their socio-political position have strong expectations of continuing funding and experience few constraints. A different pattern obtains for those community oriented NGWOs, particularly those which work from an oppositional stance and concern themselves with self-help, consumerism, information and advocacy. It would be of value to examine further the nature of funding patterns relating to this distinction. An important point mentioned earlier is whether officers see their commitment to the powerful or the powerless, to government, to particular agencies, or to particular client or consumer groups.

At the administrative level there are important differences between Commonwealth and State support levels and funding procedures. In the quotations above readers may discern more hard-nosed expectations from Commonwealth respondents. In the actual interviews an impression which was gained was that there were differences between the types of people doing similar jobs, at similar levels, in the two spheres. The Commonwealth officers seemed more bureaucratically attuned and more businesslike. The N.S.W. State officers seemed both more idealistic and more cynical.

To a degree this is reflected in the nature of funding and the types of organizations funded. The Commonwealth officers dealt usually with well established organizations and dealt in considerable sums of money (the major exception here relates to those working in the child care area). State officers were more likely to deal with community groups and were more likely to be trying to encourage innovative community betterment procedures and trying to encourage methods by which totally powerless people might discover access channels. This spills across to differences in the measurement of outcomes and differences in provision and control. Some outcomes are easily measurable e.g. beds occupied, meals delivered etc. Others are virtually impossible to measure e.g. community development, family functioning etc.

While many of the respondents talked about a partnership between NGWOs and government the nature of that partnership was not always obvious. One can identify the bonds which link governments and NGWOs, but the strength of the threads and the way in which they are woven or plaited requires further study. Because of the different tensile capacities relating to size, resources, scope, accountability, efficiency, responsibility, quality and dependency, the actors perform on an unstable tightrope.

As Kramer (1981, p.252) has pointed out, the reality is of two co-existing organizational systems, occasionally co-operating, and infrequently competing or being in conflict. The work so far undertaken in this project shows that the stakes are big but that the two systems roll along with poorly articulated and often conflicting expectations. The officers who are at the interface of NGWO/government relations are pulled in both directions, and as the data reported above indicate, operate from many points on the spectrum. In short, the stakes are big, but coherence is slight, and further studies will explore why this is so and what might be done.

APPENDIX I :

Information Sheet provided by the Department
of Social Security for applicants for funds
under the Aged or Disabled Persons Homes Act

INTRODUCTION

The Act enables the Commonwealth to provide financial assistance for organisations establishing aged persons residential homes and aged persons nursing homes.

The Act describes aged persons as men over the age of 65 and women over the age of 60. The husband or wife of an aged person is entitled to the benefits provided by the Act. A disabled person is one who is medically qualified for an Invalid Pension.

These notes are designed to give a general understanding of the scheme, but should not be regarded as an exhaustive statement of all aspects of the legislation.

Officers of the Department of Social Security will be happy to provide further information and to give any assistance or guidance to people or organisations contemplating the establishment of aged persons homes.

CAPITAL COST SUBSIDY

The Commonwealth will provide financial help for an approved organisation wishing to establish a home for the aged.

The general rate of assistance is \$2 paid by the Commonwealth for every \$1 spent by the organisation on the eligible capital cost of the project. However capital subsidy may not exceed \$14,000 per single unit; and \$16,240 per double unit (see item 7 of Important Points).

For a new building, the subsidy applies to both the cost of the land and the cost of construction. For conversion of an existing building, the subsidy applies to the cost or value of the land and building, plus the cost of necessary alterations and additions. The cost of surplus land is not subsidised.

Necessary fixtures, floor covering, some kitchen items, recreation and common rooms, laundries, staff quarters, internal roads, paths and boundary fencing, legal and architectural fees are included as 'capital cost'. Furniture, movable equipment, garages, carports, and chapels are not included. Stoves, washing machines, clothes dryers and heaters may be included if they are permanently wired.

The Department can provide a complete list of items which may be included as 'capital cost' and therefore in claims for subsidy.

ELIGIBLE ORGANISATIONS

Those entitled to receive assistance are:

- (1) RELIGIOUS ORGANISATIONS. Religious organisations, including Orders and branches, may apply for assistance. Minor church branches, such as local parishes, should have the approval of their main body before applying.
- (2) CHARITABLE OR BENEVOLENT ORGANISATIONS. An organisation should be registered as a charity with the appropriate State authority to qualify under this category. Its constitution should show that one of its objects is to provide accommodation for the aged. The Constitution should also contain a non-profit clause and a suitable dissolution clause.
- (3) EX-SERVICEMEN'S ORGANISATIONS. These include all Commonwealth-wide organisations of former members of the defence forces. State Branches are eligible. Sub-branches should submit their proposals to their own State headquarters.
- (4) OTHERS. Organisations which are not primarily charitable or benevolent but which still fulfil the intention of the Act, may apply for assistance. Any organisation is invited to discuss its position with the Department of Social Services.
- (5) MUNICIPAL, SHIRE AND TOWN COUNCILS. Councils are eligible for the Commonwealth subsidy. Special provisions for these bodies are dealt with on page nine of this booklet.

NOTE: Trustees under a trust established for charitable or benevolent purposes may apply for assistance.

INELIGIBLE ORGANISATIONS

Organisations not eligible for assistance are those:

- (1) Conducted or controlled by Commonwealth or State Governments, or by people appointed by those Governments.
- (2) Carried on for profit or gain to individual members.

NOTE: Charitable corporations established by ineligible organisations may apply for assistance.

INELIGIBLE BUILDINGS

A building does not attract assistance if it is an integral part of a religious or educational establishment.

Borrowed money, or money received from a Government or Government authority (other than a local government body) may be used to meet the capital cost, but it cannot attract Commonwealth subsidy.

For example, if your own funds total \$60,000 and you wish to build a home worth \$180,000, the Commonwealth could provide \$120,000. But if you wish to build the same home and your own funds total \$50,000, the Commonwealth could grant up to \$100,000 - you would need to seek the rest from a State Government or through borrowing. These additional funds would not attract Commonwealth subsidy.

PAYMENT OF GRANTS

Payment for the capital cost of a home is made only to the organisation owning the home.

No payment will be made until after the grant has been approved and construction or conversion commenced.

Payment will usually be made in instalments. It will be based on auditors' certificates on the amount spent by the organisation, and architects' certificates on the value of work done.

Where an existing property is being converted to an aged persons home, no payment can be made until vacant possession has been obtained.

The final payment of the grant will not be paid until the work on the home is completed and the capital cost has been properly certified by the organisation's architects and auditors.

IMPORTANT POINTS

- * The amount of the 'capital cost' of a home which can attract a subsidy is determined by the Director-General. Before you buy a site, find out from the Department whether that particular area of land is likely to be accepted as eligible for subsidy, or only part of it. In general the area of land included in capital cost will be related to the number of aged persons who will be accommodated, on the basis of one acre for every twelve persons but the Department is reasonably flexible with this ratio. The Department will also take into account the market value of the land or building.
- * Obtain from the Department a list of items which may be included as 'capital cost'.
- * You should not assume on the basis of discussions with officers of the Department that a grant will be made or even anticipate how much it will be.
- * Make sure that any contract you enter into includes a clause stating that the transaction is subject to approval of a grant under the Aged or Disabled Persons' Homes Act.
- * Organisations which buy or build a home without first obtaining provisional approval of a grant take a risk that the project, or some part of it, may not be accepted for assistance.
- * If you decide to depart from the original plans or accommodation approved, first get the agreement of the Department, which reserves the right to limit the amount of the subsidy to the original value. Additional work or alterations must not be commenced without the Department's approval, whether it is eligible for subsidy or not.
- * The greatest demand for accommodation in homes for the aged will come from single people. Experience has shown that at least eight single units are generally needed for each married unit. If you require a higher ratio of married units, we strongly advise you to discuss the matter with the Department before your plans are fully developed.

- * If you are not sure whether your organisation is entitled to assistance, submit your constitution to the Department. We may advise you to alter it in order to become eligible. For instance, if there is some doubt as to whether your organisation is operated for profit or gain of its members, we may ask to insert a 'non-profit' clause.

PARTICIPATION BY LOCAL GOVERNING BODIES

In Section 2 of the Act a local governing body is defined as a 'local governing body established by or under the law of a State or Territory of the Commonwealth'. These will usually be municipal, shire or town councils.

The subsidy applies to buildings erected or purchased, or building work carried out after 28 November 1966.

Funds raised by a local governing body from its own resources can be used to attract the Commonwealth subsidy. It is to be noted that funds received from Commonwealth or State Government sources may be used to help meet the capital cost of an approved project but cannot attract the subsidy.

DONATIONS TO ANOTHER ELIGIBLE ORGANISATION. A local governing body may prefer to assist another eligible organisation to establish or extend a home for aged persons by making a donation of land or money to the organisation. The value of the land, or the money donated, can be included in the funds of the organisation available for an approved project and attract the Commonwealth subsidy, except where the land or money were received by the local governing body from Commonwealth or State Government sources. Subject to any relevant State Act, money donated to another eligible organisation by a local governing body may be derived either from the Council's revenue or borrowing, provided that any loan moneys included are serviced from Council funds and do not have to be repaid by the organisation establishing the home.

SPONSORSHIP. A local governing body may sponsor the formation of an eligible organisation for the purpose of establishing and operating an aged persons home in its area.

ACTING AS TRUSTEE. A local governing body may act as trustee of a home on behalf of another eligible organisation.

OUR OBLIGATIONS

The Department is required to satisfy itself of a number of factors before agreeing to subsidise a project.

- We must be satisfied that your organisation intends - and is able to provide a permanent home for aged persons.
- We must be satisfied that the proposed home is suitable for aged persons, and that conditions will be as close as possible to normal domestic living. For example, single people must have separate rooms or units. Married couples must have double rooms, flats or cottages. Where partitioning is used, it should be floor to ceiling.
- We must be satisfied that borrowed money used to finance a home is not excessive.

- We must establish that the building or land is not encumbered under a mortgage. A grant cannot be made while it is.
- An officer of the Department may need to visit the site of a proposed home before a grant is approved. Further visits may be made during and after construction.

YOUR OBLIGATIONS

- You must enter into a legal agreement with the Commonwealth covering the continued use of the building as a home for the aged; repayment of the grant if the home ceases to be used for that purpose, and a number of other terms and conditions.
- Neither land nor building may be mortgaged or encumbered AFTER a grant has been made, without the approval of the Director-General of Social Security.
- Except in special circumstances, competitive tenders should be called and the lowest tender accepted. A list of tenders received should be forwarded to the Department.
- A grant cannot be made where work is carried out on a 'cost plus' or 'do and charge' basis, or any similar situation where a definite cost cannot be obtained.
- You must obtain building approval from your local council or similar authority before construction is commenced.
- You are responsible for the proper construction of the home. The Department prefers to deal with the organisation and not architects or builders.
- You are responsible for supplying the Department with the necessary information about the project.
- You must retain control over the allocation of accommodation at all times. You cannot grant any legal right to accommodation.
- The building must not be used for temporary accommodation or for the accommodation of people who are not aged persons, other than staff.
- You should ensure that single people do not take up accommodation designed for married couples.

YOUR FUNDS

The Department must be satisfied that you have sufficient funds, together with the grant, to meet the capital cost of the home.

Your funds for subsidy purposes may include money actually spent of the home and the land, including the value of land already owned. They also may include cash in the bank and the market value of Government securities.

Funds available must be certified by the organisation's auditor. As a general rule, such auditors should be qualified accountants.

A grant cannot exceed twice the amount of the organisation's funds available when the application for subsidy was first approved.

ASSETS NOT INCLUDED as funds for subsidy purposes include money invested in non-government securities such as company shares, debentures and private loans; money received from the Commonwealth or a State Government; or money derived directly or indirectly from borrowing by the organisation.

Promised donations and other guaranteed funds which are not actually in the organisation's possession cannot be included. Nor can a donation be included which is subject to recall or repayment, in whole or in part, to the donor.

In order to demonstrate its charitable or benevolent nature, an organisation may be required to show how much of its funds have been raised by public appeal, rather than by donations from or on behalf of residents or prospective residents.

Money received from, or on behalf of residents or prospective residents may be approved provided it will not be used for any purpose other than the construction or furnishing of the home or nursing home.

Exception may be made where written permission has been obtained from the Department to use money for other purposes.

COMMONWEALTH FUNDS

The rate of Commonwealth contribution cannot exceed

- two thirds of the capital cost

OR

- twice the amount of the organisation's own funds - whichever is the less.

PERSONAL CARE SUBSIDY

A regular subsidy payment may be made for organisations providing approved personal care services for residents who are frail, but not in need of full time nursing care.

Amount of Subsidy

The amount of subsidy paid each four weeks is determined by multiplying the number of persons aged over 80 by ...

Eligible Organisations

Organisations which are eligible for capital grants under the Aged or Disabled Persons' Homes Act and which provide approved personal care in hostel type accommodation are eligible for this subsidy.

Approval of Accommodation

A home or part of a home may attract the subsidy if it provides hostel

accommodation in which residents may have meals in either a communal dining room, or if necessary, their own rooms.

Sufficient staff must be employed to help frail residents with:

- * bathing and dressing
- * cleaning rooms
- * personal laundry
- * general oversight of medication

In addition, a staff member should be available at all times to assist in cases of emergency.

How to Apply

An eligible organisation must first apply for registration of a home providing approved personal care services. Once approved, the home must submit a claim form every four weeks stating the number of residents attracting the personal care subsidy.

Temporary absences of such residents are disregarded in calculating the amount of the subsidy, provided they are not absent for more than twenty-eight days.

Both application forms and claim forms are available from the Department of Social Services (sic).

DEPARTMENT OF YOUTH AND COMMUNITY SERVICES
COMMUNITY FUNDING INFORMATION KIT - 1982/83

The Department is inviting applications for financial assistance from community groups conducting eligible projects under the:

- * Community Services Fund.
- * State Youth Grants Fund.
- * N.S.W. Children's Services Fund.

N.B.* Salary Subsidies for Pre-Schools, Long Day Care Centres and Occasional Care Centres are not to be claimed on the attached application form. A special claim form will be forwarded to each centre from the relevant Regional Office of the Department.

Further Information:-

If, after reading this information kit, further information is required it is suggested applicants contact the Relevant Regional Consultant at Regional Offices of the Department. [See Annexure 1 for list].

Applicants are advised to discuss their projects with Regional Consultants prior to submission of an application.

Closing Dates:-

The following closing dates will apply for 1982/83:-

COMMUNITY SERVICES FUND: (Except Neighbourhood Centres, Handicapped Persons Programmes and Local Government Salary Subsidies): -

1 October, 1982.

STATE YOUTH GRANTS FUND: 1 October, 1982.

NEIGHBOURHOOD CENTRES: 1 November, 1982.

N.S.W. CHILDREN'S SERVICES FUND: 1 January, 1983.

HANDICAPPED PERSONS PROGRAMMES: 1 January, 1983.

LOCAL GOVERNMENT SALARY SUBSIDIES:- LOCAL GOVERNMENT AUTHORITIES RECEIVING SALARY SUBSIDIES FOR COMMUNITY WORKERS, YOUTH WORKERS, AND AGED WELFARE OFFICERS WILL BE ADVISED OF THE PROCEDURES TO BE UNDERTAKEN IN 1982/83 FROM THE APPROPRIATE REGIONAL OFFICE.

Applications received after the relevant closing date cannot be considered.

A LIST OF THE DEPARTMENT'S TEN REGIONAL OFFICES AND THE LOCAL GOVERNMENT AREAS WITHIN EACH REGION IS ENCLOSED. (SEE ANNEXURE 1).

Application Form:

A completely revised application form is being used for 1982/83.

...../2

Please read this information kit very carefully prior to completing the application form. If you are unclear of any aspect of Community Funding procedures please contact the relevant Regional Consultant.

The application form consists of 4 sections, viz:-

SECTION A:- Seeks general information, in summary form, of the community group sponsoring the project, the project itself and financial details of the grant sought.

SECTION B:- A fully itemised budget for the project. (See annexure 2 for suggested format).

SECTION C:- Detailed description of project.

SECTION D:- General information [Series of Questions concerning the proposed project].

SECTION A must be fully completed by all applicants.

SECTIONS B & C must be fully completed by all applicants except Local Government authorities seeking salary subsidies.

SECTION D must be fully completed by community groups seeking financial assistance for new projects (and those not previously funded by the Department.)

Community groups conducting projects previously funded by the Department need complete Section D, only if aspects of the project have changed since the last funding application was made. If there has been any change in your principal office bearers since your last application please ensure question 19 on page 7 is completed.

Completed application forms should be forwarded to:-

The Officer-in-Charge,
Funding and Licensing,
Department of Youth and Community Services,

care of the address indicated in Annexure 1 for your Regional Office.

[N.B. Applications MUST NOT be sent to the Department's Central Office].

Additional copies of the application form are available from Local Community Welfare Offices of the Department or Regional Offices.

Who is eligible to apply for assistance from the Department?

Any community group, voluntary association or religious organisation proposing a project which satisfies the guidelines outlined, is eligible to apply. The groups should have a simple written constitution as a minimum requirement. (Also see list of the types of projects which can be considered - Annexure 3).

Management should be according to Funding Guidelines (See 9, 11, (a) and (b) and 12 (a), (b) and (c).

What are the guidelines which all projects need to satisfy?

(See guidelines sheet - Annexure 4).

How are the priorities determined in the allocation of Grants?

With the limited funds available, priority will be given to projects:-

- (i) in areas of high need (measured, for example, by such factors as disadvantaged groups, population density and geographic isolation);
- (ii) which emphasise a community development approach or provide preventative or early intervention services;
- (iii) in areas where there are few other social welfare and community development services.

Documents to be submitted with application.

The following documents must be submitted with funding applications:-

- (a) Constitution. [This is not required if a copy of your current Constitution has been submitted to the Department. However, if changes have been made to your constitution since your last funding application, a copy of the new constitution is required].
- (b) Your latest audited financial statement. [If this is more than two (2) months old a further Income and Expenditure Statement, not necessarily audited, signed by the Treasurer and either the Chairman (President) or Secretary of your group is also required.
- (c) Your latest annual report, if applicable.
- (d) A detailed report on the latest grant received from the Department for the project.
- (e) Detailed Job Description [if a grant is being sought to employ a Worker].

ACKNOWLEDGEMENT OF FUNDING APPLICATIONS:-

Please complete the Acknowledgement Section on Page 3 of the Application Form. If you do not receive an acknowledgement within a reasonable time please contact the Officer in Charge, Funding and Licensing, in your regional Office, on the telephone number indicated on the enclosed list. (see Annexure 1).

OTHER SOURCES OF FUNDING:-

A list of other sources of funding is enclosed. This list is not exhaustive and community groups are advised to examine all possible alternative avenues of financial assistance.

DEPARTMENT OF YOUTH AND COMMUNITY SERVICESLIST OF REGIONAL OFFICES AND LOCAL GOVERNMENT
AREAS WITHIN EACH REGION(01) CENTRAL METROPOLITAN REGION:

ADDRESS: ACTA House,
447 Kent Street,
SYDNEY. 2000.

PHONE: (02) 290-3555

LOCAL GOVERNMENT AREAS WITHIN CENTRAL METROPOLITAN REGION:-

OFFICE USE ONLY		OFFICE USE ONLY	
011	Ashfield Municipality	002	Marrickville Municipality
022	Botany Municipality	999	Off Shore Areas
012	Burwood Municipality	003	Randwick Municipality
023	Canterbury Municipality	026	Rockdale Municipality
013	Concord Municipality	015	Strathfield Municipality
014	Drummoyle Municipality	027	Sutherland Shire
024	Hurstville Municipality	005	City of Sydney
025	Kogarah Municipality	008	Waverley Municipality
001	Leichhardt Municipality	009	Woolahra Municipality
401	Lord Howe Island		

(02) NORTH EAST METROPOLITAN REGION:

ADDRESS: 72 Duffy Avenue,
THORNLEIGH. 2120.

PHONE: (02) 848-0699

LOCAL GOVERNMENT AREAS WITHIN NORTH EAST METROPOLITAN REGION:-

OFFICE USE ONLY		OFFICE USE ONLY	
055	City of Gosford	050	Mosman Municipality
045	Hornsby Shire	051	North Sydney Municipality
046	Hunters Hill Municipality	052	Ryde Municipality
047	Ku Ring Gai Municipality	053	Warringah Shire
048	Lane Cove Municipality	054	Willoughby Municipality
049	Manly Municipality	056	Wyong Shire

(03) NORTH WEST METROPOLITAN REGION

ADDRESS: 1 Fleet Street,
PARRAMATTA. 2150.

PHONE: (02) 683-2388

LOCAL GOVERNMENT AREAS WITHIN NORTH WEST METROPOLITAN REGION:-

OFFICE USE ONLY

035	Auburn Municipality
036	Baulkham Hills Shire
037	City of Blacktown
038	City of Blue Mountains

OFFICE USE ONLY

039	Hawkesbury Shire
041	Holroyd Municipality
042	City of Parramatta
043	City of Penrith

(04) SOUTH WEST METROPOLITAN REGION

ADDRESS: C/- Reiby,
Briar Road,
CAMPBELLTOWN. 2560.

PHONE: (046) 26-5888.

LOCAL GOVERNMENT AREAS WITHIN SOUTH WEST METROPOLITAN REGION:-

OFFICE USE ONLY

021	City of Bankstown
031	Camden Municipality
032	City of Campbelltown

OFFICE USE ONLY

040	City of Fairfield
033	City of Liverpool
034	Wollondilly Shire

(05) HUNTER REGION

ADDRESS:- P.O. Box 70,
BROADMEADOW. 2292.

PHONE: (049) 69-4022

LOCAL GOVERNMENT AREAS WITHIN HUNTER REGION:-

OFFICE USE ONLY

061	City of Greater Cessnock
073	Dungog Shire
074	Gloucester Shire
075	Greater Lakes Shire
062	Lake Macquarie Municipality
063	City of Maitland
076	Merriwa Shire

OFFICE USE ONLY

077	Murrurundi Shire
078	Muswellbrook Shire
064	City of Newcastle
067	Port Stephens Shire
079	Scone Shire
080	Singleton Shire
145	City of Greater Taree

(06) ILLAWARRA REGION

ADDRESS: P. O. Box 1438,
WOLLONGONG. 2500.

PHONE: (042) 29-5711

LOCAL GOVERNMENT AREAS WITHIN ILLAWARRA REGION:-

OFFICE USE ONLY		OFFICE USE ONLY	
305	Bega Valley Shire	275	City of Queanbeyan
312	Bombala Shire	092	Shellharbour Municipality
316	Cooma-Monaro Shire	103	City of Shoalhaven
283	Crookwell Shire	315	Snowy River Shire
302	Eurobodalla Shire	289	Tallaganda Shire
285	City of Goulburn	104	Wingecarribee Shire
286	Gunning Shire	093	City of Wollongong
091	Kiama Municipality	290	Yarrowlumla Shire
288	Mulwaree Shire	291	Yass Shire

(07) NORTH COAST REGION

ADDRESS: P. O. Box 156,
LISMORE. 2480.

PHONE: (066) 21-7694

LOCAL GOVERNMENT AREAS WITHIN NORTH COAST REGION

OFFICE USE ONLY		OFFICE USE ONLY	
111	Ballina Shire	115	Kyogle Shire
131	Bellingen Shire	116	City of Lismore
112	Byron Shire	135	Maclean Shire
113	Casino Municipality	136	Nambucca Shire
132	Coffs Harbour Shire	137	Nymboida Shire
133	Copmanhurst Shire	118	Richmond River Shire
114	City of Grafton	121	Tweed Shire
141	Hastings Shire	138	Ulmarra Shire
142	Kempsey Shire		

(08) NEW ENGLAND REGION

ADDRESS: P. O. Box 423,
ARMIDALE. 2350.

PHONE: (067) 72-4322.
(067) 72-5659.

LOCAL GOVERNMENT AREAS WITHIN NEW ENGLAND REGION:-

OFFICE USE ONLY		OFFICE USE ONLY	
171	City of Armidale	195	Narrabri Shire
156	Barraba Shire	162	Nundle Shire
157	Bingara Shire	163	Parry Shire
172	Dumaresq Shire	164	Quirindi Shire
173	Glen Innes Municipality	177	Severn Shire
158	Gunnedah Shire	151	City of Tamworth
174	Guyra Shire	178	Tenterfield Shire
167	Inverell Shire	179	Uralla Shire
161	Manilla Shire	180	Walcha Shire
196	Moree Plains Shire	166	Yallaroi Shire

(09) WESTERN REGION:

ADDRESS: P. O. Box 865,
DUBBO. 2830.

PHONE: (068) 82-5100

LOCAL GOVERNMENT AREAS WITHIN WESTERN REGION

OFFICE USE ONLY		OFFICE USE ONLY	
242	City of Bathurst	265	Forbes Shire
261	Bland Shire	204	Gilgandra Shire
244	Blayney Shire	268	Lachlan Shire
221	Bogan Shire	254	City of Greater Lithgow
231	Bourke Shire	205	Mudgee Shire
232	Brewarrina Shire	206	Narromine Shire
381	City of Broken Hill	256	Oberon Shire
249	Cabonne Shire	246	City of Orange
385	Central Darling Shire	270	Parkes Shire
233	Cobar Shire	257	Rylstone Shire
201	Coolah Shire	386	Unincorporated Area
202	Coonabarabran Shire	223	Walgett Shire
222	Coonamble Shire	224	Warren Shire
264	Cowra Shire	272	Weddin Shire
203	City of Dubbo	209	Wellington Shire
248	Evans Shire		

(10) RIVERINA REGION

ADDRESS: P. O. Box 75,
WAGGA WAGGA. 2650

PHONE: (069) 23-0417

LOCAL GOVERNMENT AREAS WITHIN RIVERINA REGION

OFFICE USE ONLY		OFFICE USE ONLY	
351	City of Albury	364	Jerilderie Shire
371	Balranald Shire	329	Junee Shire
361	Berrigan Shire	343	Leeton Shire
281	Boorowa Shire	331	Lockhart Shire
341	Carrathool Shire	365	Murray Shire
362	Conargo Shire	344	Murrumbidgee Shire
325	Coolamon Shire	334	Narrandera Shire
330	Cootamundra Shire	335	Temora Shire
330	Corowa Shire	358	Tumbarumba Shire
356	Culcairn Shire	336	Tumut Shire
363	Deniliquin Municipality	359	Urana Shire
345	Griffith Shire	321	City of Wagga Wagga
327	Gundagai Shire	366	Wakool Shire
287	Harden Shire	372	Wentworth Shire
342	Hay Shire	367	Windouran Shire
357	Holbrook Shire	292	Young Shire
352	Hume Shire		

SUGGESTED BUDGET FORMAT FOR COMMUNITY FUNDING APPLICATIONSINCOME:

To be itemised	\$
	\$

TOTAL	_____

EXPENDITURE:

- (a) Salaries and On-Costs:- (To include such items as salaries - include what rate and what award, Workers Compensation, Annual Leave Loading, Allowance for C.P.I./Award Increases, Allowance for Increment, Provision for Superannuation, Long Service Leave etc.)
- (b) Administration Costs:- (To include telephone, postage, electricity, gas, stationery, printing, advertising, insurance - other than Workers Compensation, conference /seminar fees, audit fees etc.)
- (c) Travel Costs:- (To include all travel expenses including motor vehicle running costs).
- (d) Capital Expenditure:- (Only applicable to N.S.W. Children's Services Fund) (to include any type of new construction, major repairs - over \$3,000, purchase of buildings, purchase of motor vehicles, renovations to buildings, architects fees, legal fees etc.)
- (e) Rent:
- (f) Maintenance:- (To include Minor repairs and maintenance to buildings - maximum of \$3000).
- (g) Equipment:- (To include purchase and/or replacement of equipment).
- (h) Other:- (To include any other cost not itemised above).
- (i) EXPENDITURE TOTAL:

 (PLEASE ITEMISE APPROPRIATE EXPENSES UNDER HEADINGS (a) to (h).)

TYPES OF PROJECTS WHICH CAN BE CONSIDERED
COMMUNITY SERVICES FUND:

Aged Services
Child Protection Programmes
Family Workers (Homemaker Services)
Financial Advisory Services
Handicapped Persons Programmes
Local Government Subsidies (To employ Community Workers,
Youth Workers and Aged Welfare Officers).
Local Government Profile Workers
Multicultural Programmes
Neighbourhood Services
Regional Information Services
Special Information Services
New Estates Programmes
Non-Departmental Alternate Care Programmes
Social Impact Studies
Women's Refuges
Youth Refuges
Halfway Houses
Homeless Persons & Proclaimed Places
Family Emergency Accommodation Programmes
Youth Development Officers
Other Individual & Family Support Services
Subsidies to State-wide and peak bodies in above areas

STATE YOUTH GRANTS FUND

Local Youth Projects
Special Youth Projects (Experimental/Research Projects of
a short-term nature)
Subsidies to State-wide and peak Youth Bodies
Youth Camps
Youth Information Systems
Training Courses for Youth Workers, Youth Leaders and
others engaged in voluntary activities with youth

BUDGET ITEMS ELIGIBLE FOR FUNDING UNDER COMMUNITY SERVICES FUND
& STATE YOUTH GRANTS FUND

N.B. This listing is NOT in priority order:-

Salaries including on costs
Administration Costs
Travel Costs
Rent
Minor Repairs and Maintenance (Maximum \$3000)
Purchase and Replacement of Equipment
Other Operational Costs

BUDGET ITEMS NOT ELIGIBLE FOR FUNDING UNDER COMMUNITY
SERVICES FUND & STATE YOUTH GRANTS FUND

Capital Costs (Purchase of Buildings, Land or Motor Vehicles.
Construction of buildings. Major renovations to Buildings).
Grants for money already spent (retrospective funding of budget
deficits).
Grants for general organisation costs if no specific project
is proposed.

TYPES OF PROJECTS WHICH CAN BE CONSIDEREDN.S.W. CHILDREN'S SERVICES FUND:

Child Protection Programmes
 Ward Services - Casework
 Long Day Care Centres *
 Family Day Care Centres *
 Multi-Purpose Children's Centres
 Mobile Resource Units
 Toy Libraries
 Outreach Workers
 Other Special Services
 Co-ordinating community groups
 Pre-Schools *
 Occasional Care Centres *

- * Salary subsidies for Pre-Schools, Long Day Care Centres and Occasional care Centres are NOT to be claimed on the attached application form. A special claim form will be forwarded to each centre from the relevant Regional Office of the Department.

BUDGET ITEMS ELIGIBLE FOR FUNDING UNDER THE N.S.W. CHILDREN'S SERVICES FUND:- N.B. This listing is NOT in priority order.

(i) MULTIPURPOSE CHILDREN'S CENTRES:

Capital Costs
 Percentage of Recurrent Salary Costs
 Grants in Aid

(ii) SPECIAL SERVICES (INCLUDES MOBILE RESOURCE UNITS, TOY LIBRARIES, OUTREACH WORKERS AND OTHER SPECIAL SERVICES)

Salaries and On Costs
 Travel/Motor Vehicle Running Costs
 Administration Costs
 Rent
 Purchase and Replacement of Equipment
 Other Operational Costs

BUDGET ITEMS NOT ELIGIBLE FOR FUNDING UNDER CHILDREN'S SERVICES FUND

Purchase of Land
 Grants for Money already spent (Retrospective funding of budget deficits).

GUIDELINES FOR COMMUNITY FUNDING PROJECTSGENERAL - ALL FUNDING AREAS:

1. Funds will be allocated to specific projects rather than general subsidies to organisations. It is expected that projects will be fully costed and the applicant can include administration costs as a component - this component can be incurred by either the Local Management Committee of the Project or the Head Office whichever is more appropriate.
2. The project must have clearly stated aims and objectives and a realistic outline plan for achieving those objectives.
3. The project should be a response to a clearly demonstrated need, and must be appropriate to that need.
4. The project should not duplicate other locally available services. Priority will be given to geographical areas lacking current services and demonstrating a high level of need.
5. The project should be easily accessible to the target population at which the service is aimed.
6. The project must be concerned, not only with providing a direct service, but must assist people either individually or collectively to gain the knowledge and skills they require to manage their own lives.
7. The organisation sponsoring the project must have a good working relationship with other relevant health and welfare organisations in its area.
8. Where possible, the project should have the support of the local co-ordinating organisation (e.g. the inter-agency).
9. The applicant must be a non-profit organisation with an established management structure and constitution or a Local Government Sponsored Project.
10. In normal circumstances, the first stage of the project should be well established within four months of funds being received, unless other arrangements are made with the Department.
11. (a) The project should demonstrate that the users, or in the case of Children's Services parents of the users, of the service will be involved in the management of the service, where this is appropriate.
(b) Staff should be involved in appropriate consultation and decision making.
12. (a) In the case of local projects, the project should be managed by an independent management committee, drawn from the local area, representative of, and responsive to, the local community.

12. (b) Where a local project is sponsored by a State-wide organisation, responsibility for management should be vested in a local committee, or the organisation must be able to show that they are moving towards local management.
- (c) In the case of state-wide projects, the management committee should, where possible, include representatives of user groups; it should also be demonstrated that the project is best administered at a state level.
13. The organisation sponsoring the project should be willing to evaluate the project, and be able to offer clear guidelines on how this will be achieved.
14. The organisation must be willing to enter into an agreement with the Department to carry out the services for which it has received funding.

SPECIAL GUIDELINES:

- (a) Aged Services: Projects should be aimed primarily at the over 55 age group.
- (b) Children's Services: General - These apply to both long day care and special services. To receive funding, projects should:
 - (i) be aimed primarily at children in the 0 - 5 age range;
 - (ii) give priority to children with the greatest need when allocating places within the service;
 - (iii) make maximum use of existing resources e.g. perhaps by extending the hours of operation of existing facilities and providing additional services;
 - (iv) integrate the service with other related services and community resources; and
 - (v) comply, where appropriate with licensing regulations.

Additional Guidelines For Long Day Care Grants

Guidelines for capital grants for the establishment of long day care centres and further information is available from:

The Programme Co-ordinator,
N.S.W. Children's Services Fund,
Resource Analysis Unit,
Department of Youth and Community Services,
Level 11, 323 Castlereagh Street,
SYDNEY. N.S.W. 2000.

(TELEPHONE: 2177 - 100 and ask for Resource Analysis Unit).

Interested groups should also note that the Federal Department of Social Security (Office of Child Care) makes funds available to assist with capital and recurrent costs for day care services.

- (c) State Youth Grants Fund: Projects should be primarily aimed at the 12-18 year age group. However, applications will be considered from projects aimed at the 18 - 25 year age group.
- (d) Handicapped Persons Projects:
 - (i) The project must be in line with the principle of normalisation, that is "... making available to handicapped people patterns and conditions of everyday life, which are as close as possible to the norms and patterns of the mainstream society."
 - (ii) The project must not be eligible for funding from the Commonwealth Government (e.g. through the Handicapped Persons Assistance Act administered by the Department of Social Security).
 - (iii) The project should encourage handicapped people go gain the knowledge and skills they require to manage their own lives.
 - (iv) The project should, where possible, encourage active participation by handicapped people in the management of the service.

ALTERNATIVE SOURCES OF FUNDING:

The funds available from the Department of Youth and Community Services are for projects of a Community Development and Social Welfare nature. Funds are available from a number of Government Departments for various kinds of projects. A list of alternative sources is provided below. However, the list is not exhaustive and community groups are advised to examine all possible alternative sources of financial assistance:

1. ARTS AND CULTURAL ACTIVITIES:

- (a) The Australian Council
P. O. Box 302
NORTH SYDNEY. N.S.W. 2060. (922-2122)
- (b) Premier's Department - Division of Cultural Activities
Export House
22 Pitt Street
SYDNEY. N.S.W. 2000.
27-7235 or
Box R105
Royal Exchange P.O.
SYDNEY. N.S.W. 2000.
- (c) Ethnic Affairs Commission of N.S.W.,
140 Phillip Street
SYDNEY. N.S.W. 2000.
231-7100

2. CHILD CARE:

- (a) Office of Child Care
Department of Social Security
117 Clarence Street, 4th Floor
SYDNEY. N.S.W. 2000.
- (b) Community Child Care New South Wales
34 Liverpool Street
SYDNEY. N.S.W. 2000
267-2822
- (c) Family and Children's Services Agency (FACSA)
P. O. Box K718,
HAYMARKET. N.S.W. 2000
211-1055

3. ETHNIC GROUPS:

- (a) Ethnic Affairs Commission of N.S.W.
140 Phillip Street
SYDNEY. N.S.W. 2000.
231-7100
- (b) Department of Immigration and Ethnic Affairs
Commonwealth Government Centre
Chifley Square
SYDNEY. N.S.W. 2000.
239-0422

4. SCHOOL AND EDUCATION RELATED PROJECTS

- (a) Australian Schools Commission
Sydney Plaza Building
59 Goulburn Street,
SYDNEY. N.S.W. 2000.
20929

(b) Department of Education
 Corner Bridge and Loftus Street
SYDNEY. N.S.W. 2000.
 20584

(c) New South Wales Board of Adult Education
 Level 14, A.D.C. Building
 189 Kent Street
SYDNEY. N.S.W. 2000
 237-6500

5. YOUTH SERVICES

Commonwealth Employment Service - Youth Support Scheme
 456 Kent Street
SYDNEY. N.S.W. 2000
 290 1199

6. ABORIGINAL SERVICES

Department of Aboriginal Affairs
 P. O. Box 385
NORTH SYDNEY. N.S.W. 2060.
 or
 54 Miller Street
NORTH SYDNEY. N.S.W. 2060
 922 4611

7. HEALTH AND DRUG SERVICES

(a) Health Commission of New South Wales
 via Regional Health Officer

(b) New South Wales Drug and Alcohol Authority
 277 Elizabeth Street
SYDNEY. N.S.W. 2000.
 264 1161

8. SPORTS FACILITIES AND EQUIPMENT

Department of Sport and Recreation
 105 Miller Street
NORTH SYDNEY. N.S.W. 2060.
 923 4234

9. AGED PERSONS HOMES

(Capital Costs for Accommodation).
 Rehabilitation and Subsidies Section
 Department of Social Security
 117 Clarence Street
SYDNEY. N.S.W. 2000
 or
 P. O. Box 4158
SYDNEY. N.S.W. 2000

10. SENIOR CITIZEN'S CENTRES

Capital Costs for Senior Citizens Centres
 Dept. of Local Government
 C.A.G.A. Centre
 8 Bent Street
SYDNEY. N.S.W. 2000
 231 0922

11. EMERGENCY ACCOMMODATION (FOR SINGLE HOMELESS MEN AND WOMEN)

Department of Social Security
 117 Clarence Street,
SYDNEY. N.S.W. 2000 or P. O. Box 4158, SYDNEY. N.S.W. 2000.

DEPARTMENT OF YOUTH AND COMMUNITY SERVICES.

COMMUNITY FUNDING APPLICATION FORM.

REGIONAL
OFFICE USE
ONLY.

No.

REC.

N.B. Applicants are advised to read carefully the enclosed Information Kit prior to completing the Application Form. It is also advisable to discuss proposed Projects with the relevant Regional Consultant prior to completing the Application Form. Applications MUST be submitted to the appropriate Regional Office of the Department. (A complete list of Regional Offices is included as Annexure 1 of the Information Kit).

SECTION 'A'		OFFICE USE ONLY. (R.A.U.)
(PLEASE NOTE: - IT IS ESSENTIAL THAT THIS SECTION IS <u>FULLY</u> COMPLETED BY <u>ALL</u> APPLICANTS).		
(i) <u>ORGANISATION.</u>		(01)
<u>NAME AND ADDRESS OF ORGANISATION:</u> (02 and 03)		
<u>POSTCODE:</u>		(04)
		(05)
AUSPICE	(Regional Office Use Only)	(06)
(ii) <u>PROJECT.</u>		
PROJECT NO.	(Regional Office Use Only)	(P1)
<u>FULL NAME OF PROJECT:</u> (P3)		(P2)
(R.A.U. USE ONLY)		
P4		
<u>ADDRESS: (Actual location of Project)</u> (P5 and P6)		
<u>POSTCODE:</u>		(P7)
OFFICE PHONE:		
<u>LOCAL GOVERNMENT AUTHORITY:</u>		(P8)
<u>CONTACT PERSON:</u>		
<u>POSITION IN ORGANISATION:</u>		
<u>PHONE:</u> (for further enquiries if necessary)		
<u>CORRESPONDENCE ADDRESS:</u> (If same as for Project please indicate "As Above")		

86			OFFICE USE ONLY. (R.A.U.)
(REGIONAL OFFICE USE ONLY).		(P 9)	
ELECTORATE		(P10)	
AREA SERVED		(P11)	
POP. TARGET		(P12)	
AGE TARGET		(P13)	
NEEDS 1 TARGET		(P14)	
NEEDS 2 TARGET		(P15)	
CORP. PLAN			
CORP. SUB PROGRAMME.		(P16)	
CORP. PLAN PROJECT			
NUMBER CORP. PLANS		(P17)	
NUMBER CORP. SUB PROGS.		(P18)	
NUMBER CORP. PROJECTS.		(P19)	
MAIN SERVICE.		(P20)	
(iii) APPLICATION. (Financial details of Grant Sought).			
		(A1)	
(REGIONAL OFFICE USE ONLY).		(A2)	
APPLICATION DATE.		(A3)	
		(A4)	
TYPE.		(A5)	
Y/M START.		(A6)	
Y/M END.		(A7)	
<p style="text-align: center;">(TO BE COMPLETED BY ALL APPLICANTS).</p> <p><u>TOTAL COST OF PROJECT:</u> \$</p> <p><u>GRANT SOUGHT:</u> (A8) \$</p> <p><u>MINIMUM AMOUNT REQUIRED:</u> \$</p> <p><u>BREAKDOWN OF GRANT SOUGHT:-</u></p> <p style="margin-left: 40px;">(a) (i) <u>Salaries:</u> \$</p> <p style="margin-left: 80px;">(ii) <u>Staff Numbers:</u> <u>Full-time:</u></p> <p style="margin-left: 120px;"><u>Part-time:</u></p> <p style="margin-left: 40px;">(b) <u>Administration:</u> \$</p> <p style="margin-left: 40px;">(c) <u>Travel:</u> \$</p> <p style="margin-left: 40px;">(d) <u>Capital:</u> \$</p> <p style="margin-left: 40px;">(e) <u>Rent:</u> \$</p> <p style="margin-left: 40px;">(f) <u>Maintenance:</u> \$</p> <p style="margin-left: 40px;">(g) <u>Equipment:</u> \$</p> <p style="margin-left: 40px;">(h) <u>Other:</u> \$</p> <p style="margin-top: 20px;">(N.B. Items 'a' to 'h' <u>MUST</u> total to equal the Grant Sought amount indicated above.)</p>			

Please check to see that all questions have been answered and all necessary documents are attached.

The following documents MUST be submitted with funding applications:-

- (a) Constitution. (This is not required if a copy of your current Constitution has been submitted to the Department. However, if changes have been made to your Constitution since your last funding application, a copy of the new or amended Constitution is required.)
- (b) Your latest audited financial statement. (If this is more than two (2) months old a further Income and Expenditure Statement, not necessarily audited, signed by the Treasurer and either the Chairman (President) or Secretary of your group is also required.)
- (c) Your latest Annual Report, if applicable.
- (d) A detailed report of the latest grant received from the Department for the Project.
- (e) Detailed Job Description (if a grant is being sought to employ a Worker).

SECTION B.

PROJECT BUDGET.

A fully itemised Budget is required for each Project. A suggested format is included in the Information Kit as Annexure 2.

Applications cannot be fully processed without a fully itemised Budget. (Applications from Local Government Authorities seeking salary subsidies for Youth Workers or Community Workers are the only applications NOT requiring a Budget.)

(TO BE COMPLETED BY PREVIOUSLY FUNDED PROJECTS ONLY).

Completed and Signed by:-

NAME:

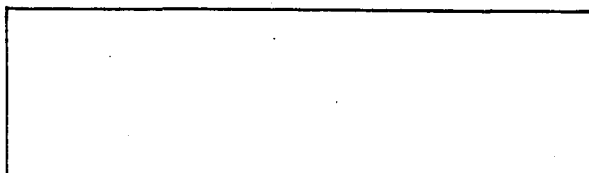
POSITION:

DATE:

(PLEASE NOTE: An applicant should be President, Secretary, Treasurer or an elected Office Bearer, acting on behalf of the Project's Management Committee - NOT a Staff Member.)

ACKNOWLEDGEMENT OF COMMUNITY FUNDING APPLICATION.

Receipt is acknowledged of your recent application for Community Funding.



Officer in Charge,
Funding and Licensing,
REGION.
Date:-

PLEASE FILL IN THE NAME OF YOUR ORGANISATION
WITH POSTAL ADDRESS.

SECTION 'C'.DESCRIPTION OF PROJECT.

(Must be completed by ALL applicants, except Local Government Authorities seeking salary subsidies - see Information Kit.)

Please fully describe the Project for which the grant is sought. (e.g. Aims and Objectives of Project, how will these aims and objectives be achieved, frequency and hours of operation of the Project, expected time-table for the Project - proposed starting date and target dates for key stages, average number and age groups expected to be involved in the Project, any specific needs groups to be assisted etc.)

(PLEASE ATTACH SEPARATE SHEET/S, IF NECESSARY).

SECTION "D"

GENERAL INFORMATION:

(Must be completed for new projects - see information kit).

1. Have you received funding for this project from a State or Federal Government Body in the past 5 years. YES/NO.
If YES - Please give details:

2. Have you applied for funding to any other State or Federal Government Body for this project?
YES/NO. If YES - Please give details:- (This information will allow us to talk with them on such things as possible joint funding).

3. What efforts have your organisation made at the local level to raise the requested amount?

4. What charges are levied on Members? (e.g. Membership Fees, Activity Fees etc.)

5. As funds cannot be guaranteed what fund raising efforts do you plan for the future?

Your links with Other Services

6. Briefly outline existing and/or possible co-operation between your organisation and voluntary agencies, local councils, Government Services and other groups in your project's area.

7. Does your organisation belong to a Local Co-ordinating Body or Inter-Agency? YES/NO. If Yes, Please give details.

8. If there is a local co-ordinating body or inter-agency group in your area, was it consulted regarding your application? YES/NO.

9. Does it support your application? YES/NO.

Assessment of Progress of Project:

10. Are you willing to maintain statistics and records of the Project? YES/NO.

11. Are you willing to provide regular reports on the project to the Department? YES/NO.

12. Are you prepared to have these reports made available to the public? YES/NO.

13. How will you assess your project? (What plans).

Management of the Project

14. A. How do you select, elect or appoint your Management Committee?
B. How often (e.g. Annually, Bi-annually etc).

15. How can people join your organisation?

16. How do you plan to involve the staff and/or volunteers in the Management of the Project?
17. How do you plan to involve the users of the service in the Management of the Project?
18. Is your organisation:
- | | |
|---|---------|
| a) An Unincorporated Association? | YES/NO. |
| b) A Company? | YES/NO. |
| c) Registered under the Co-Operation Act? | YES/NO. |
| d) Registered under the Charitable Collections Act? | YES/NO. |
19. Please list the names of your Principal Office Bearers (e.g. President, Secretary, Treasurer).

Completed and signed by:-

NAME:

POSITION:

DATE:

(PLEASE NOTE: An applicant should be President, Secretary, Treasurer or an elected Office Bearer, acting on behalf of the Project's Management Committee - Not a Staff Member).

REFERENCES

- ALMOND, G. and POWELL, G.B. (1966), Comparative Politics : a Development Approach, (Boston: Little Brown)
- BRENNAN, T. (1983), New Community : Problems and Policies (Sydney: Angus & Robertson).
- BRYSON, L. and THOMPSON, F. (1972), An Australian Newtown (Harmondsworth: Pelican).
- DICKEY, B. (1980), No Charity There : a Short History of Social Welfare in Australia (Melbourne: Nelson).
- ETZIONI, A. (1976), Social Problems (Englewood Cliffs, New Jersey: Prentice-Hall).
- GRAYCAR, A. (1979), Welfare Politics in Australia : A Study in Policy Analysis. (Melbourne: Macmillan).
- GRAYCAR, A. and SILVER, W. (1982), Funding of Non-Government Welfare: Agencies Serving Disabled People in Western Australia (Kensington, SWRC R & P No. 17).
- GUILFOYLE, M. (1979), Social Welfare Policies for Children and Families (Paper presented at ICSW Conference, Melbourne, 26.8.1979).
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