

Discussion Paper

Towards an Age Friendly Darebin: Opportunities, Constraints and Options

Mayor's Message

Darebin Council is committed to being an Age Friendly City where older residents are active, valued and supported to live the way they choose. We have commissioned a review of how we support older people in our community and we are inviting your feedback. I want to explain why we have commissioned this review.

The Aged Care system has been changing and further change is to come. The Federal Government is introducing further major reforms to aged care funding, which Council needs to respond to.

There are three levels of support in the federally funded aged care system: Residential Care, Home Care Packages, and Commonwealth Home Support Program (CHSP).

Currently, Council only receives funding to deliver Commonwealth Home Support Program (CHSP) services. These services are for people with low needs who are just starting to require some support in the home, including personal care and domestic assistance. We provide these services to about 3,500 community members in Darebin.

From July 2020, the Federal Government plans to move all CHSP funded services to a market based competitive environment. This will change the way Council can offer services. Council is concerned about what this may mean for the most vulnerable older residents and we have asked the Government to extend the current CHSP funding beyond 2020, to provide more certainty for the community.

You may also know that the Government has announced the Royal Commission into Aged Care Quality and Safety. We have asked that the Royal Commission

investigate home care funding. We hope the government will listen to our requests.

In response to the changes previously announced by the Government, Council is undertaking a review of everything it does to support people over 65 in Darebin. Council has appointed an independent Panel of distinguished Victorians (Rhonda Galbally AO and Peter Allen), to conduct this broad review.

The Panel will look at what services Council should be providing after 2020, including possible new services and expanding, reducing or changing current services. The Government may be changing its funding from 2020, but Council intends to continue its current budget for services for older people each year – a commitment of about \$6 million per year.

Community feedback and input is an important part of the review. The first round of consultation starts October 2018.

The Panel has developed this discussion paper to invite your feedback. The Panel welcomes all submissions and comments.

You can provide feedback by responding to the 'Tell us your thoughts' section and posting it back to Council.

You can also fill in this form online at yoursaydarebin.com.au/growingolder or you can make a written submission.

More information about how to have your say is on page 9.



Cr Kim Le Cerf
Mayor, City of Darebin

Darebin City Council acknowledges the Wurundjeri people as the traditional owners and custodians of this land and pays respect to their Elders past and present.

Introduction

Darebin Council is committed to an age-friendly city that values, supports and empowers older people so they can live well, maintain health, be socially connected, and remain living for as long as possible in their homes, within their neighbourhoods, and within their communities.

Darebin currently enjoys a diverse population of approximately 160,000 residents, which is forecast to grow to about 230,000 by 2041¹.

Within the next decade, Darebin's population of retirement age is forecast to grow by 20 per cent (or 4,264 people). Like many other local government areas, the number of Darebin residents living into and beyond their 80's is also increasing.

The good news is that most older residents of Darebin are active and healthy. Many play active roles in their community and many continue to work².

However, some require assistance to live well at home; assistance that has been delivered for many years by Darebin Council. Historically there has also been a range of services provided in Darebin by a variety of agencies aimed at supporting people to live safely and independently at home, including nursing, allied health and social support programs.

Older people - Home and Community



¹ 2016 Census, ABS

² In Darebin, 1,587 (7.6% of) residents aged 65 and over participate in paid work. This represents 2.3 % of Darebin's total workforce (2016 Census, ABS)

Council Services

For over 30 years Darebin Council has maintained a proud history of providing service to older residents of the city.

Darebin Council was one of the first local providers of Home and Community Care (HACC) services. In 2016, driven by major Commonwealth Government reforms, Darebin became a provider of the Commonwealth Home Support Program (CHSP) – the replacement for HACC (Appendix 1).

Similar to HACC, CHSP services assist older residents to remain safe and well cared for in their own homes (Appendix 2).

CHSP is funded by a block grant to Council. In 2017-18, the Commonwealth Government grant was \$5.97 million (Appendix 3). Client fees contributed \$978,461 and Council contributed \$6.02 million to the total program expenditure of the Aged & Disability Department. Council's contribution of over \$6 million to support older residents is among the highest local government funding per capita for older people's care and support (Appendix 3).

Council's contribution subsidises the difference between the grant amounts received from the Commonwealth along with the client fee income, and what it actually costs Council to provide CHSP funded services. It also pays for Council services and programs that are not funded under the CHSP (Appendix 2).

Council has committed to maintaining its contribution of \$6 million per year³ to the area of ageing; the opportunities and options for these funds will be considered in the light of the Commonwealth reforms and in line with the priorities identified by this review.

The Commonwealth Government has indicated that the CHSP block grant of \$6 million will cease from 1 July 2020. On 3rd September 2018, Council passed a motion asking the Commonwealth to extend block funding beyond 2020 and to provide more certainty to the people of Victoria in relation to supporting aged services⁴.

Council services are highly valued by clients. Council service uptake is declining, however, largely due to the Federal reforms and a new aged care service system which directs people to a wider range of options for assistance depending on their level of need.

Changes that were introduced in 2016 included My Aged Care⁵, a national single point of entry. This directs both new applicants and existing clients to other levels of the aged care system such as Home Care Packages, and has allowed people to choose their home support service provider.

The changes have resulted in both new service providers starting up and existing service providers expanding; thereby offering more choice and variety to people needing in-home supports.

It is timely for Council to consider its role to ensure older people have support in their homes as well as in their communities⁶ (Appendix 5 Service Usage Summary).

Darebin's Older People

Darebin has a diverse population of around 160,000⁷. There are variations in levels of income; poverty and social exclusion can exist alongside affluence.

Darebin's older population is expected to remain stable as a proportion of total population over the next 10 years, with an additional 4,000 people over 65 years of

^{3, 4} Council Meeting 3rd September 2018

⁵ My Aged Care is the name of the Commonwealth aged care system. The system is call-centre and website based, and administers three levels of support: Residential Care (for the highest needs) Home Care Packages (levels 1 to 4) and CHSP (Entry level)

⁶ Currently, older people themselves must choose their service provider – and they may or may not choose Council, as there are already other options for every service type. After July 2020, the Commonwealth reforms will drive a competitive market and existing block funding will end (Appendix 4)

⁷ 2016 Census, ABS

age living in Darebin by 2026. This is made up of 24% more people aged 65-79 and 11% more people over 80 (Appendix 6).

Similar to all Australians, older people in Darebin are living longer.

An important exception to this is among Aboriginal and Torres Strait Islander people. Life expectancy for Aboriginal and Torres Strait Islander people is on average **10 years lower** than non-Aboriginal Australians⁸.

The issues impacting on the health and wellbeing of Aboriginal and Torres Strait Islander older people require priority attention.

The causes of poor health also include social factors that contribute to higher risk of death and illness, such as poverty and inequality, renting versus home ownership, CALD status, gender, sexuality, discrimination and exclusion from social networks. Other factors include mental and physical health of people as they reach older age, including chronic illness.

While the majority of Darebin's older residents will live longer, the benefits of living longer will only be realised if all the challenges and opportunities are understood, accepted and addressed. This involves planning for changing needs and expectations of the older population in all its diversity – including income, culture, race, gender and sexuality.

Meaningful Choice and Control

At the heart of this Review is the principle that older peoples' right and need to control their lives requires opening up – rather than limiting – choices over every aspect of life.

Meaningful choice and control⁹ also requires information, knowledge, navigation and on occasion advocacy for

those choices; taking account of race, language and culture, income level, and mental and physical health status.

This review also acknowledges the limited choices and disadvantage experienced by older people who don't have stable housing and are dependent on inadequate Australian Government benefits.

While it is important to highlight the value of maintaining independence for older people, it is also just as important to emphasise the need for expanding opportunities for sharing, mutual support and interactions with others¹⁰.

This may require developing and expanding existing and new opportunities for contributing to civic and community life.

This, in turn, may mean that the rich network of community activities and organisations need to make older people more welcome, must become more active in areas like adapting rules and improving access, including new ways for mixing the ages, as well as committing to outreach so that older people are actively included.

Australia-wide, a growing number of older people are fit, well and active. As well as making the most of their leisure and learning opportunities, they also want to contribute to their communities, drawing on their skills, knowledge and vast experience to assist others in the community, including other older people.

On the other hand, as the older population ages, those who inevitably become frail, disabled and/or with health problems will need ongoing support to remain at home. Despite disability and health issues, older people should have opportunities to remain as engaged as possible at home, in their neighborhood, and in their community.

⁸ <https://www.aihw.gov.au/reports/life-expectancy-death/deaths/contents/life-expectancy>

⁹ Australian Aged Care Quality Agency literature review: Consumer choice and perceptions of quality in home and community care. March 9 2018. As provided by Active and Healthy Ageing Advisory Board.

¹⁰ Meeting older people's needs for social connection and to live independently at home. The results of a consultation with community initiatives in Melbourne's North. Pope, J. March 2018. Banyule, Darebin, Moreland, Nillumbik, Whittlesea and Yarra City Councils.

Older People – Beyond the home

In examining, reviewing and assessing options for Council, it is important to recognise that while support to remain at home is a critical aspect of older people living well, there are other significant areas to consider.

Everyday living necessitates older people getting out of their homes and into all the places they need to go; such as mainstream services, shops, recreation, and leisure and community organisations.

They also need to be able to visit other people in their own accessible homes. And accessibility requires transport options, including mobility devices, and access to buildings of all kinds. The number of affordable and accessible private dwellings needs to increase.

In order to ensure older people remain as healthy and well as possible for the longest period, they need to be socially connected and not become isolated and lonely.

Older people need to be able to maintain and extend social networks and be able to find and be included in a full range of community activities, and opportunities to contribute - as valued members, participants and volunteers.



Tell us your thoughts

Provide your thoughts, ideas and feedback under each of the themes below, taking into consideration the questions in each section. These questions have been included to help guide conversation and to get you thinking.

Living in your home

Older people in Darebin to feel safe, secure, and independent, through personal and flexible home support provided by a workforce that is also respected and supported.

Questions to get you thinking



- **Should Council continue to provide all of the existing Council operated aged care services or should the services be expanded, reduced or adapted?**
- What role should Council play to support the continued delivery of quality services to older people?
- How can Council contribute so that the people employed to support older people are respected valued and rewarded for their work?
- Are there new roles or additions to current roles needed to support older people?
- Is there sufficient flexibility in services provided at home?
- What if, any services need updating or replacing with new types of services?
- How should Council support and collaborate with Aboriginal people and service providers so that they are able to access respectful, quality services?
- Are services currently sensitive to CALD communities and how could they be improved?
- How should services be sensitive to LGBTI communities?

- People told us that they are concerned about vulnerable older people falling through the cracks¹¹, in what ways can Council tackle this?
- What forms of support should be provided to vulnerable older people in the community?

Quality information, navigation and brokerage

Older people in Darebin to have control of their lives, by making meaningful choices through access to good quality information, navigation, advocacy and brokerage.

Questions to get you thinking



- Older people and their families told Council¹² that it can be difficult to find the information they need to make decisions about services, support, community options and opportunities. What are the best ways for people to get the information and guidance they need?
- How can older people be actively assisted to fully exercise choice and to be in control?
- Who should support those older people who find the new Commonwealth government system difficult to navigate because of language or literacy barriers, or vulnerability such as chronic illness or mental health issues?
- Who should advocate for the needs of the most vulnerable, socially isolated older people?

^{11, 12} "Review of the needs of older people in Darebin", September 2017. Darebin Council.

Beyond the home

Older people in Darebin to be able to participate in all aspects of community life through accessible and affordable transport, mobility aids, technology and an accessible built environment.

Questions to get you thinking



- Older people told Council¹³ that they want to get out and about and enjoy Darebin's public spaces, streets, shopping areas, toilets and parks, easily and safely. What can council do to make that happen?
- We need more affordable housing that is universally designed and accessible, what can Council do to achieve this?
- Is there more that Council could be doing to ensure that older people who need mobility equipment including scooters have access to them? What could Council do?

Connection to contribute

Older people in Darebin should have the opportunity to contribute to their community through inclusion in volunteering and service.

Questions to get you thinking



- Older people have a wealth of skills and experience to offer, and they told Council¹⁴ that they want to be active in the life of the community for longer. What would make a difference for older people to make a contribution?
- How should Council enable an expansion of opportunities to draw on the skills, experience and expertise of older people?
- Should Council consider grants that support volunteering opportunities for older residents?

In the community

Older people in Darebin should have a growing sense of belonging, connectedness and wellbeing through their participation in a full range of inclusive community activities and organisations including learning, cultural, environmental, faith and spirituality, sport and recreation, seniors, CALD, Aboriginal, LGBTI, Carers and informal support givers.

Questions to get you thinking



- Residents told Council¹⁵ that as they grow older they fear being isolated or lonely. What can Council do to assist residents to connect to community including groups in the City of Darebin?
- How should Council contribute to supporting older people to participate in Darebin?
- How should Council structure its grants program to assist older residents to connect to groups (Appendix 7)?
- Should Council require community organisations in receipt of Council grants or funding to include older people needs in the use of the grants?
- Should Council give one off grants to improve accessibility across the community?
- Are there enough community venues for older people to spend time together, and do these venues meet the needs and expectations of older people?



^{13, 14, 15} "Review of the needs of older people in Darebin", September 2017. Darebin Council.

Other ways to get involved and have a say

Providing feedback involving this discussion paper is part of a first round of consultation. Feedback is open until 23rd November.

In addition to filling in the feedback form you can also have a say by:

- making a written submission and emailing to **AgeFriendly@Darebin.vic.gov.au** or mailing to Darebin City Council PO Box 91 Preston VIC 3072
- presenting a submission at a hearing (scheduled for 6th December 2018)

You can also chat to Council staff and provide feedback at a range of community engagement activities including:

- a series of neighbourhood sessions (see more details below)
- a Seniors Month Drop-in session, Thursday 18 October from 1pm to 6pm at the Preston Shire Hall

Also look out for Council staff at seniors group meetings and activities and at Seniors Month events.

Pop-in Event	Details
Pop-in 1 – Preston Thursday, 11th October 12.00pm-2.00pm	Preston Library, 266 Gower Street
Pop-in 2 – Reservoir Friday, 12th October 10.00am-11.00am	East Reservoir Senior Citizens Centre, 7a Strathmerton Street Friends and Neighbours Morning Tea
Pop-in 3 – Reservoir Tuesday, 16th October 10.30-11.30am	Darebin Men's Shed Your Community Health Corner of Crevelli and Blake Street
Pop-in 4 – Preston Wednesday 17th October 12.00pm-1.30pm	Preston Market The Market Group
Pop-in 5 – Kingsbury Friday, 19th October 5.30 – 6.30pm	Kingsbury Bowls Club Arch Gibson Reserve, Dunne Street
Pop-in 6 – Reservoir Wednesday, 24th October 12.00pm-2.00pm	Reservoir Library 23 Edwardes Street
Pop-in 7 – Preston Thursday, 25th October 11.30am-12.00pm	Community Lunch Preston Church of Christ, 81 High Street
Pop-in 8 – Northcote Wednesday, 7th November 12.00pm-2.00pm	Northcote Library 38 Separation Street
Pop-in 9 – Fairfield Thursday, 8th November 12.00-2.00pm	Fairfield Library 121 Station Street

Next steps in the process

Following this first round of consultation, the Panel will analyse community feedback and pull together all their research to develop a draft report with recommendations.

This report will be placed on community consultation in February/ March next year, with a final decision from Council scheduled for April 2019.

No decisions about the review will be made by Council until this time.

More information

For more information:

- visit our website at yoursaydarebin.com.au/growingolder
- sign up to our Older and Active newsletter by emailing AgeFriendly@darebin.vic.gov.au
- contact Council on 8470 8888

Glossary

ACAS- Aged Care Assessment Service: for people with more complex care needs and who need higher levels of support such as a Home Care Package, Residential Respite or permanent Residential Care.

Age-friendly city- Darebin Council has committed to become a member of the World Health Organisation (WHO) Global Network of Age Friendly Cities. Involves creating a community that empowers older people and addresses issues of social inclusion and respect, community support and health services, civic participation and employment, social participation, transport, housing and the built environment.

Aged Care Reform- the Commonwealth Government 10-year plan to change the funding and delivery of aged care services across Australia. Guided by the 2013 Living Longer Living Better legislation, the reform is now in Year 6 of the rollout and is due to conclude in the Year 2022.

Block (or Grant) funding- A known and approved amount of funding paid regularly and in advance to organisations to deliver a specified type and amount of service under contract for an agreed period of time.

CALD- culturally and linguistically diverse. Used to describe people who may have been born overseas, may not have English as their first language and have diverse cultural influences important in their lives.

CHSP- Commonwealth Home Support Program. Introduced as part of the Aged Care Reform changes, the CHSP is the program that provides funding for low level

services to be provided to people over 65 years of age (and over 50 years of age for Aboriginal and Torres Strait Islander people).

HACC- Home and Community Care. The previous program that funded the delivery of home support services to older people and younger people with disabilities across Victoria. Council provided home support services under HACC from the late 1980s until June 2016, when it was replaced by CHSP to provide services for older people.

Home Care Packages: provide coordinated support to people who need higher or more complex support than CHSP offers. There are four levels of packages.

LGBTI- this is the abbreviation for an umbrella term used to describe a diverse community of Lesbian, Gay, Bisexual, Trans, Intersex people.

My Aged Care- (MAC). The Commonwealth aged care system which started in 2016. Includes three levels of support based on assessment of needs; Residential Care, Home Care Packages and CHSP services. Access is via the My Aged Care website or call centre which provides the single entry point to begin the process to access aged care services across Australia.

RAS- Regional Assessment Service. Provides a home support assessment for people with low needs to stay independent in their home. RAS can refer people to CHSP and other community services outside of the My Aged Care system.

Appendices

Appendix 1. Summary of changes to home support services brought by Commonwealth aged care reforms

From Older Person and Community Perspective

Before Commonwealth changes, July 2016	Now	Beyond June 2020
Home & Community Care (HACC)	Commonwealth Home Support Program (CHSP)	CHSP combined with Home Care Packages (HCP)
Council was the main provider	More providers in the area, more advertising	Many providers, advertising everywhere
Local community referred to council services directly by phone or in person	Everyone has to go via My Aged Care and choose services from a list	Everyone has to go via My Aged Care
Assessment service is a Council service.	Assessment service is part of Regional Assessment Service, local outlet is based at Council	Likely large scale Regional Assessment Service combined with Aged Care Assessment Service (ACAS)
Council kept own records	Central client record	Central client record

From Service Provider Perspective

Before Commonwealth changes, July 2016	Now	Beyond June 2020
Home & Community Care (HACC)	Commonwealth Home Support Program (CHSP)	CHSP combined with Home Care Packages (HCP)
Council was the main provider	Increasing number of available providers	Multiple providers competing for customers
Recurrent Grant in advance	Grant in advance, fixed term till June 2019 possibly extended to 2020	Uncertain income stream
Highly local focus	Nationalised system with some local focus	Fully nationalised system
Locally-developed systems, forms & processes	National Web-based systems: Assessors, Providers, Clients	National Web-based systems: Assessors, Providers, Clients
Council had its own assessment team	Regional Assessment Service with local focus/ knowledge	Likely large scale Regional Assessment Service- regions, less local
Local community referred to council directly	Single entry point- My Aged Care	Single entry point- My Aged Care
All referrals funnelled to Council's own services	Clients choose from list of providers via My Aged Care (on line) Service Finder	Clients choose from list of providers via My Aged Care (on line) Service Finder
Council kept own records	Central client record	Central client record

Appendix 2. List of Council's services to older people

CHSP Services provided by Council	Description
Assessment	Home visit, discussion, development of goals and support plan.
Domestic Assistance, Shopping	Basic help with household tasks such as general house cleaning, shopping, laundry/linen, bill-paying, dishwashing
Home Maintenance/ Modifications	Repairs/ maintenance in/around home & garden to improve safety, accessibility, & independence. e.g. grab rails, lever-taps, step modifications.
Meals	Purchased prepared meals delivered to clients' homes or centres.
Personal Care	Assistance with activities of daily living, self-care tasks e.g. showering, toileting, getting dressed, grooming, self-administration of medication.
Flexible Respite	In-home respite, and community access for individuals.
Social Support Groups	Structured group activities on site (Yanada House) or various excursions. Includes assisted transport to/from home and for centre-based activities, lunch prepared on site.
Service provided by Council not funded by CHSP	
Transport	Transport of community members via community bus from their homes or requested pick up points to: set destinations on set days and times of the week e.g. Northcote Plaza, Preston Market or requested destinations within the municipality.
Gutter and windows cleaning	A subsidy provided in the form of voucher by Council to community members aged 65 and over
Housing Support Service	Information, assistance and waitlist management for older people seeking public housing re properties in Darebin for which council has nomination rights.
Funding and Support program	Financial, practical and in-kind support for 30 seniors' clubs and groups
Senior Citizens centres and venues	Maintenance and coordination of affordable hire of six venues for seniors clubs, groups and events.
Darebin bus hire	Maintenance and coordination of affordable hire of council owned minibuses for community clubs and groups



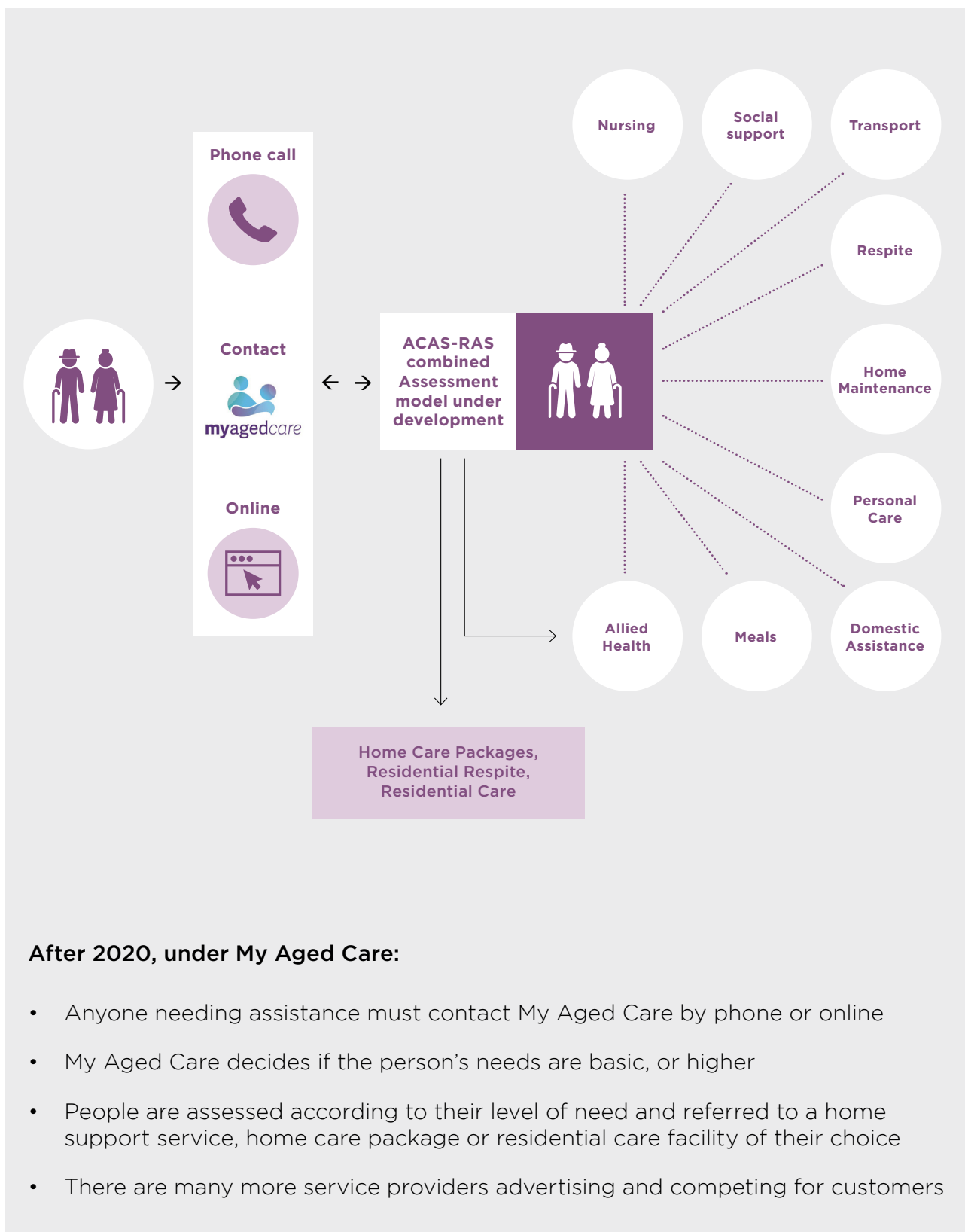
Appendix 3. Expenditure on Aged & Disability Services past 5 years

Year	Council	%	HACC Grant	%	Other State/ Fed Grant	%	User Fees	%	Other Income	%	Total Expense*
2013-14	6,617,316	42.1	6,431,252	41	779,518	5	1,506,942	9.6	365,932	2.3	15,700,960
2014-15	6,983,351	43.6	6,858,104	42.8	459,243	2.9	1,467,374	9.2	254,434	1.6	16,022,506
2015-16	8,086,471	48.4	7,081,911	42.4	129,920	0.8	1,299,721	7.8	92,393	0.6	16,690,416

Year	Council	%	CHSP grant	%	DHHS Grant	%	Client Fees	%	Other Income	%	Total Expense*
2016-17	6,747,098	43.5	5,837,379	37.6	1,685,085	10.9	1,172,459	7.6	83,122	0.5	15,525,143
2017-18	6,018,508	42.7	5,965,771	42.3	1,034,476	7.3	978,461	6.9	90,640	0.6	14,087,856

* Does not include corporate overheads

Appendix 4. Diagram funding and service access after 2020



Appendix 5. Darebin services & programs for individuals – service statistics for past three financial years

Number of Service Hours Delivered			
Service Hours	2015-16	2016-17	2017-18
Domestic Assistance	84,908	77,401	71,055
Personal Care	38,400	31,080	22,081
Adult Respite/ age 65+	15,305	8,028	4,626
Respite/ age under 65	11,736	8,978	1,471
Home Maintenance	1,185	710	1,549
Social Support Group	15,553	12,501	10,614
Support for Carers	1,421	1,931	547
Community Transport	1,999	1,760	1,854
Total Hours	170,507	142,389	113,797

Number of Meals Delivered			
Meals	2015-16	2016-17	2017-18
Home-delivered meals	59,790	53,194	34,459
Centre-based meals	997	327	115
Total Meals	60,787	53,521	34,574

Assessment Service Hours	2015-16	2016-17	2017-18
Assessment Service hours:	11,299	9,966	9,425

Note: the above figures include statistics for clients under 65, including clients who transitioned to the NDIS and clients still being provided with services by Darebin Council as part of the HACC PYP program.

Appendix 6. Darebin population forecast 2016-2026 (2016 Census)

Age Group	Census 2016 (estimate adjusted)	2021 (estimate)	2026 (estimate)	Variation from 2016 to 2021		Variation from 2016 to 2026	
Total Population	155,022	173,386	189,985	18,364	(+12%)	34,963	(+22%)
Total 65+	21,522	23,336	25,786	1,814	(+8%)	4,264	(+20%)
Total 80+	7,359	7,911	8,187	552	(+7%)	828	(+11%)
Total 65-79	14,163	15,425	17,599	1,262	(+9%)	3,436	(24%)

Appendix 7. Grants and Funding provided by Council that benefit Seniors Clubs and Seniors Social Groups

Senior Citizens Clubs Funding and Support Program

This program is administered by Aged and Disability and specifically offers support to Seniors Clubs and Groups.

In 2017/18, this program provided grants to support 29 Greek, Italian, Macedonian, English and Polish speaking Older Adult Groups and Clubs.

The funding included access to six Council owned Senior Citizen's Centres free of charge and access to three for hire mini buses. Council also covered indirect costs relating to venue hire and public liability insurance which benefited 44 groups in total.

Senior Citizens Clubs Funding and Support allocation for 2017/18		
Funding Type	Number of Groups supported	Allocation
Senior Citizens Groups Community Grant	29	\$141,038.10
Public Liability and Venue Hire	44 (inclusive of the 29 above)	\$121,738.06
Total	44	\$262,776.16

In addition, the Council Community Grants program, which is available to all community groups, has allocated a total of \$51,995 in community grants and community facility subsidies to support 40 seniors groups in Darebin.

CITY OF DAREBIN

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National Relay Service

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relayservice.gov.au



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