

## SWRC Newsletter No 7 - September 1982

**Author:**

Wyndham, Diana

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# SWRC Newsletter

No 7 September 1982

Editor: Diana Wyndham

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Social Welfare Research Centre  
THE UNIVERSITY OF NEW SOUTH WALES  
P.O. BOX 1 • KENSINGTON • NEW SOUTH WALES • AUSTRALIA • 2033



As the Social Welfare Research Centre approaches the end of its third year, the time has come for careful appraisal of the activities and performance of the Centre. The signatories to the agreement which established the Centre have commenced an appraisal as required in the agreement.

The Centre is also taking stock internally of its activities over the past three years, and consequently the Director would be delighted to hear from any SWRC Newsletter readers who would like to express any views and/or make any suggestions about the Centre's work.

#### SWRC ADVISORY COMMITTEE

The Chairman of the SWRC Advisory Committee, Professor H.R. Vallentine, Pro-Vice-Chancellor, University of New South Wales, retired from the University at the end of September. In addition to chairing the Advisory Committee Professor Vallentine has provided guidance and help to the Director in the administration of the Centre. Centre staff wish him well in his retirement.

Mr. J.J. Carlton, M.H.R. was appointed to the Advisory Committee as a nominee of the Minister for Social Security. Upon his appointment as Minister for Health Mr. Carlton resigned from the Advisory Committee. The Minister for Social Security has not yet nominated a replacement for Mr. Carlton.

The new Chairman of the SWRC Advisory Committee will be Professor A.S. Carrington who takes over as Pro-Vice-Chancellor in October 1982.

The Advisory Committee presently consists of :

Professor A.S. Carrington (Chairman), Professor E.R. Chamberlain (Social Work, University of Queensland), Mr. W.C. Langshaw (Department of Youth and Community Services, N.S.W.), Professor R.J. Lawrence (Social Work, University of N.S.W.), Mr. K. Maine (Department for Community Welfare, W.A.), Mr. C.A. McAlister (Department of Social Security), Professor J.W. Nevile (Economics, University of N.S.W.), Mr. D. Scott (Australian Society), and Professor I.W. Webster (Community Medicine, University of N.S.W.). The Director of the Centre and one staff member attend meetings.

POSTGRADUATE OPEN UNIVERSITY :  
REFRESHER COURSE IN SOCIAL WELFARE

The University of New South Wales educational radio station, Radio University, started a new ten-week REFRESHER COURSE IN SOCIAL WELFARE in September. The course has been designed to up-date and refresh professionals involved in the field of social welfare, among them social workers, counsellors and sociologists, and also researchers, planners, economists and lawyers.

In examining social welfare issues, the lecturers consider the effects on various social groups of changes in the economy, employment, technology, population structure, social values, government policy and the law. They also discuss social welfare responses to such changes, and the strategies being developed to deal with changing social welfare needs.

The course started with a televised general discussion on current social welfare issues followed by ten radio lectures and two attended workshop sessions. Adam Jamrozik, of the University of New South Wales Social Welfare Research Centre, Professor Sol Encel, School of Sociology, University of New South Wales, Professor Stuart Rees of the Department of Social Work, University of Sydney, and Eva Cox, former Director of the N.S.W. Council of Social Services took part in the televised discussion. They also contributed to the radio series, together with Tania Sweeney, Social Welfare Research Centre, and Richard Chisholm, Faculty of Law, the University of New South Wales.

Overall, the course covers the following aspects of social welfare : changes in the labour market and social welfare; unemployment; income distribution and social wage; social welfare and social experimentation; consumer's evaluation of the social services; income maintenance systems (pension, unemployment benefits, etc); social welfare services issues (federal, state and non-governmental); technology and welfare; issues in child welfare; assessment of government response and future options in child welfare; legal and social aspects of recent developments in child welfare.

The radio lectures go to air twice each week, at 9p.m. on Tuesdays and again at 8p.m. on Wednesdays. Radio University broadcasts just off the regular AM waveband, making it necessary to have a modified radio to pick up the frequencies. Transistor radios already adjusted can be purchased from Radio University for \$10 post paid or \$8 if collected and students also receive instructions on how to modify their own radio. The University's own television channel, VITU, transmits the television programme to its viewing centres at the University and in the City. The programme may also be picked up in some areas on home sets with UHF tuning.

The course fee of \$32.50 covers notes, lectures and workshops. Following broadcast the course will be available on tape, at \$8 per radio lecture on audio cassette and \$30 or \$50, according to format, for the video cassette of the television programme. Three sets of notes are supplied with the tapes, making them ideal for training purposes.

For full particulars on this course, and others offered by the University of New South Wales by radio, television and tape, phone 662 2691 or write to P.O. Box 1, Kensington, NSW 2033.

#### 1981 DIARY OF SOCIAL LEGISLATION AND POLICY

*The Diary is published and edited in co-operation by the Institute of Family Studies, the Institute of Applied Economic and Social Research of the University of Melbourne and the Social Welfare Research Centre of the University of New South Wales. The Diary summarises the legislative and administrative changes made in the social welfare field by the Commonwealth Government. The Diary follows the format of earlier 'diaries' prepared by Helen Ferber and published in the two volumes titled Public Expenditure and Social Policy in Australia (Longman Cheshire, 1978 and 1980).*

*The 1981 Diary is now available and contains additional information on some State legislative changes and policy, plus a new section on Aboriginal Affairs.*

*Copies of both the 1980 and 1981 editions of the Diary are available from the Editor, Institute of Family Studies, 766 Elizabeth Street, Melbourne 3000, Victoria or from Publications, Social Welfare Research Centre.*

SWRC SEMINAR SERIES — SESSION 2 1982

The Centre holds fortnightly public seminars to provide a forum for presentation of work-in-progress by SWRC staff and for presentation by other researchers and visitors working in related fields. At the time of writing five of the eight seminars in Session two had been held and are briefly summarised, providing an indication of the material covered in these seminars. Please note that copies of the papers are not available from the SWRC unless so indicated. The remaining three seminars this year are :

- |              |  |
|--------------|--|
| 28 September | Professor Fred Gruen (Economics, Australian National University)<br>'The Welfare State Debate : Economic myths of the Left and Right'; |
| 12 October   | Associate Professor Robert Hayes (Australian Law Reform Commission)<br>'Mental Retardation and Social Policy' and                      |
| 26 October   | Adam Graycar and Ian Scott (Social Welfare Research Centre)<br>'Social Welfare Expenditures, Federalism, and the Grants Commission'.   |

Please note that the following paper from Session 1 is available :

Allan Moscovitch : 'Housing, Inflation and Rising Mortgage Rates : the Canadian Experience'  
(Available, free of charge from SWRC Publications)

Also the paper by Professor Robert Pinker : 'Theory, Ideology and Social Policy' is published as SWRC R & P No 26.

SUMMARIES OF SESSION 2 SEMINAR PAPERS

Jo Harrison (Social Welfare Research Centre)  
Women and Aging : Experiences and Implications

Despite the evidence of their increasing statistical dominance, surprisingly little research has concentrated on elderly women. Both the media image and the limited amount of study that there is, tends to reinforce the set of negative stereotypic assumptions about elderly women.

Jo Harrison interviewed sixteen elderly Australian women and examined their responses in an attempt to discover whether the negative images have been adopted in reality by the women themselves. She also presented the findings of her study at the Third Women and Labour Conference earlier this year.

Ian Yates (Social Welfare Research Centre)

The Role of International Welfare Organisations

Ian Yates discussed the broad and expanding role of non-government welfare organisations and their role in providing International welfare. He stressed that NGWOs are receiving increasing attention on the global scene and gave examples of activities in particular countries and talked about his work as a director of the Institute for Community Resource Development (ICRD). The activities of this non-profit community service organisation are outlined on page 28 of the Newsletter.

David Kinnear (Social Welfare Research Centre)

Dependency and Family Care

The issue of family care has assumed importance as social policies concerned with the care of dependent populations move towards a greater reliance on community and informal care systems. Figuring prominently in the provision of family care is the fact that caring responsibilities by the family in reality is care by women. Thus, moves to reprivatise welfare provision for dependent groups are themselves based on the ideology of women's dependency on either the state or a male. The seminar drew upon a recent survey which investigated the non-monetary costs of family care of dependent elderly relatives to illustrate the pressures placed on families coping abilities and resources, and suggest that the capacity of families to provide care adequate for the needs of the elderly may be over-estimated in the rhetoric of community care.

Adam Jamrozik (Social Welfare Research Centre)

Middle-Class Welfare or Poor Law Charity? Options for Social Welfare Policy

The argument presented in this paper was that in order to appreciate the function of social security provisions in modern society, it was necessary to consider the nature of the Welfare State in terms of the economic role performed by government policies. The Welfare State needed to be seen not as a provider of goodness or charity but rather as a particular system of political and



economic organisation. The concept of social divisions of welfare (first formulated by Titmuss in 1956) needed to be extended so as to include the economic function of government intervention in the so-called "free" economy.

Current perceptions on welfare focussed attention mainly on the provisions for income maintenance and income support. This, it was argued at the seminar, was only one part of individual welfare services provided by governments to certain sectors of the population. Other parts of welfare allocations included a wide range of collective services and benefits, and a range of taxation expenditures. These two kinds of welfare allocations were commonly not perceived as "welfare" but were provided under the name of education, health, or economic assistance to industry. Characteristically these welfare allocations tended to benefit mainly, or even exclusively, the higher income groups. Unlike the first kind of services which were related to survival, the "invisible" but equally substantial allocations via collective services and taxation expenditure enhanced social functioning of the recipients.

Graeme Brewer (Brotherhood of St. Laurence)

Aspects of Rural and Urban Unemployment in Australia

Graeme Brewer was contracted by the SWRC to conduct social surveys on the impact of unemployment on individuals and families in three locations in Victoria —an inner and an outer metropolitan area and a country town. This paper concentrates mainly on rural unemployment which has received less media and academic attention than its urban counterpart. It discusses causes of rural unemployment, its impact on local communities and on particular groups of workers such as agricultural, casual and seasonal workers within those communities and examines rural-urban migration, particularly that of school-leavers, in relation to local employment and educational opportunities.

Brewer reports on some tentative findings of the rural survey on take-up rates for unemployment benefits and use of social networks in job-seeking. He argues that the impact of unemployment threatens to have a more devastating affect on rural populations where the range of alternative options and resources is limited.

Copies of this paper are available free of charge from the SWRC Publications.

POST GRADUATE RESEARCH SCHOLARSHIP

*Applications are invited from graduates or those who are about to graduate with a Bachelors Degree with at least Honours Class II Division I in the Social Sciences and who wish to undertake research for a higher degree in a field relating to Australian social welfare. The scholar will be located in the University's Social Welfare Centre.*

*The scholarship will provide a tax-free living allowance of \$6,170.00 per annum; \$2,220.40 per annum for a dependent spouse; \$520 per annum for each dependent child. Special allowances may be paid to assist with travel, setting up residence and the preparation of a thesis.*

*Further information may be obtained from the Director, Social Welfare Research Centre.*

*Application forms are available from Student Enquiries Counter, Ground Floor, Northern Wing of the Chancellery Building.*

*Applications must be lodged with the undersigned by October 31, 1982. Late applications will be accepted*

*P.O. Box 1,  
Kensington, N.S.W. 2033*

*I.R. WAY  
Registrar*

CONFERENCE & SEMINAR PRESENTATIONS BY SWRC STAFF

Community Medicine 4 June 1982

At one of the weekly lunchtime seminars in Community Medicine (University of New South Wales) Adam Jamrozik spoke on the topic : Community Services: Who Can Provide the Initiatives? He contrasted the movement towards the concept of community services in the 1960s and 1970s with the return to individualistic orientation in the later 1970s. This trend, evident in the practice of the helping professions, was also evident in the theoretical approaches in social science disciplines. In this shift towards individualistic philosophy, issues which previously were perceived as public have again become "private problems" of individuals. If current social problems were to be tackled more effectively the helping professions had a role to play in providing initiatives in the direction of community services.

Unemployment 7 June and 2 September 1982

The problems of unemployment have now become the subject of study by an ever-widening range of disciplines at the University of New South Wales. Adam Jamrozik presented the results of his work on this issue at a seminar for students in the degree of Master of Health Administration and at another seminar for students in the degree of Master of Psychology. He presented data on unemployment which showed that the high rates of unemployment were due not only to current recession but also to significant changes in the technology of production and work organisation. Unemployment was thus unlikely to disappear even if economic recovery took place. The solutions to unemployment would need to be found in a fundamental reconceptualisation of the place of work in modern industrialised societies. Because of the failure to undertake such reconceptualisation, unemployment has become a "soft option" for governments and the unemployed pay the price of deprivation and "social deviance" while the rest of the community enjoys the benefit of technological progress.

Aboriginal Welfare 11 June 1982

At a seminar for Senior Policy Personnel, organised by the Ministry of Aboriginal Affairs and the Family and Children's Services Agency (N.S.W.), held at Tranby College, Glebe, NSW, Adam Jamrozik delivered the keynote address on Empowerment and Welfare. He put forward a view that welfare organisations had a dual role of distributing assistance and providing care as well as one of performing the function of social control. Thus the relationships between service providers and service recipients were, essentially, power relationships, the latter holding little or no power.

The need to recognise this problem was particularly important in services for Aborigines, as the cultural and economic differences certainly increased the power differentials in those services.

Third Women and Labour Conference, Adelaide, June 1982

Two SWRC staff members presented papers at this Conference. Bettina Cass presented a paper on "Issues for Women in the 1980's". The paper outlined some of the key economic, political and ideological processes which are having a major impact on women's lives: the increase in the rate and duration of unemployment; the reduction of public expenditure for social purposes and the accompanying emphasis on women's obligation to provide informal welfare services in the family and the community. She argued that these processes

are increasing the incidence of women and children in poverty. Extended periods of unemployment, particularly for young women, are increasing women's isolation and dependence and may militate against the continuing formation of a feminist awareness. The paper examined some of the sources of women's resistance and mobilisation against these processes, including the work of feminists in government bureaucracies; formal and informal women's networks in local areas providing services, shelter and support, and lobbying local, State and Commonwealth governments for increased redistribution of resources and services. The paper concluded by identifying some of the public policies which women's groups are currently advocating :

1. job creation programmes on a regional basis
2. non-discriminatory training schemes geared to existing jobs with a future and to jobs which will be created
3. continuing anti-discrimination surveillance in private and public sector employment
4. redistribution of income to women and children through the tax/cash transfer system through indexation of family allowances, defence of the Supporting Parents' Benefit and disaggregation of spouses' income for the purpose of eligibility for unemployment benefit
5. increased public expenditure on public authority housing and childcare services.

Jo Harrison presented a paper 'Women and Aging: Experiences and Implications'. This is summarised on pages 4-5 in SWRC Seminar Series — Session 2.

#### Workshop on Respite Care July 1982

David Kinnear attended a workshop on Respite Care in Adelaide. The workshop, convened by the South Australian Department for Community Welfare, discussed the needs for respite care of families caring for dependants. The workshop was attended by senior government and non-government welfare personnel. Several papers were written for use as background papers, including the recent SWRC Report, "Family Care of Elderly People: Australian Perspectives". The final report of the workshop found that present social service programmes are currently involved in meeting, in a partial manner, the respite care needs of families and these components ought to be expanded in order to meet fully the needs of families who provide care.

Trends in Social and Community Services 16 July 1982

Adam Graycar was guest speaker at the NSW Legacy Conference 1982. In his paper on "Trends in Social and Community Services in the Future" he argued that Australia was facing an explosion of social care as a result of the changing composition of Australia's elderly population and the declining potential careforce. He presented data on the ageing of the population, income characteristics, residential characteristics and the structure of social services. Legacy, an organisation which once dealt primarily with children, now finds that its client group is largely ageing women, survivors of servicemen. In his paper Adam Graycar identified the mantle of disadvantage that envelops elderly women in Australia.

National Evaluation Conference 12-13 August 1982

The First National Evaluation Conference was held at the University of Melbourne. Papers were presented on evaluation in health, education and welfare services, as well as on manpower programmes and on the management of evaluation.

Adam Jamrozik presented a paper in the welfare section on the topic of Evaluation in Welfare : Specific Means for Uncertain Ends. He argued that evaluation in welfare was important but the methods of evaluation could not be simply adapted from other fields. The goals of welfare were not easily quantifiable, and attempts to "quantify everything" resulted in significant omissions or misinterpretations. Furthermore, there was no universal agreement in the community either about means or goals of welfare. Hence the normative and often arbitrary nature of welfare has to be considered in any evaluation of policy or services.

Proceedings of the Conference are being published by the University of Melbourne.

ACOSS Seminar 19 August 1982

Vivienne Milligan presented an overview paper on non-government welfare organisations in Australia to the ACOSS Pre Congress Seminar held in Sydney, in which she reviewed some of the data from the NGWO Survey. Survey material will be published in 1983.

Economics and Society 20-21 August 1982

The Economics and Commercial Teachers' Association of N.S.W. held a two-day conference on the above theme at the University of Sydney. In a session on Poverty and Wealth, Adam Jamrozik presented a paper and held discussion with the participants on Poverty in a Market Economy. The address was illustrated by data on changing rates and kinds of dependency, on the reliance on government provisions for income maintenance and income support, and on the shortcomings of some of the current measures of income and expenditure, such as the Consumer Price Index.

Second Child Care Development Conference 21 August 1982

Tania Sweeney presented a paper entitled Child Care Use and Provision : Some Policy Implications at the Second Child Development Conference, Institute of Early Childhood Development held at Melbourne State College. The paper examined some of the more significant characteristics and trends in child care use (such as multiple use or 'packaging' of services), explored reasons for the existence of these patterns for child care policy and child development theory. The paper argued that children's services should be seen as a means of enhancing the development of children, and improving their current life style as well as a means of improving their life chances as adults. Child care policy should reflect this approach rather than reflect the view that child care is a welfare service for the needy. It was also argued that if services are to support families in their child rearing tasks and if they are to meet the variety of needs which exist, changes to the administrative structure of, and funding processes within the child care system will be needed.

Department of Youth and Community Services (N.S.W.) 23-24 August 1982

At a two-day conference for the departmental personnel of the North West Metropolitan Region, held at the Westmead Hospital Teaching and Resource Centre, Adam Jamrozik presented the keynote address on the topic of Changing Bureaucratic Organisations - is it Possible? How to Break through Bureaucratic Inhibitors.

He presented the view that bureaucratic organisations had an inherent tendency towards stability rather than change and seemed to have the ability to accommodate changes imposed from outside and thus negate their intent. These characteristics of bureaucracies had to be recognised if changes were to be effected. However, people working in those organisations had more

resources and power than they often realised themselves but those resources and power were more often used for people's own protection and ease rather than for the provision of effective services. (Some aspects of these issues were also presented by him at a Conference of YACS Consultants held in Sydney on 13 July).

#### AUSTRALIAN SOCIETY

*AUSTRALIAN SOCIETY, a national fortnightly magazine of news, views and investigations on social issues commenced publication on 30 September 1982. It is published by the 'Australian Society Publishing Company Ltd', a non-profit company. The Chairman is Emeritus Professor Ronald Henderson. Other Directors are Ann Gorman, David Yencken, Tom Leggatt and John McInnes. David Scott is Publisher/Manager. The Editor, Peter Temple, is a widely experienced journalist, writer, academic and a former Education Editor of the Sydney Morning Herald. He will be supported by two other staff writers and part-time correspondents in each State.*

*AUSTRALIAN SOCIETY aims at the qualities of highest journalism. It will deal accurately with the facts and sensitively with the equities. It must often simplify complex issues, but as fairly as possible to all parties. It must always be responsible but never boring. It will be written in tough clear plain language but wherever appropriate in expressive language: angry, compassionate, witty, joyful, as writers are moved by the realities they explore. There will be plenty of cool analysis and reportage. But there will also be room for irony, satire and some sheer fun.*

*AUSTRALIAN SOCIETY will be available by subscription and on sale at newsagents and bookshops. Subscriptions rates are:*

<i>Foundation subscription .....</i>	<i>\$45 per annum (including a contribution to working funds)</i>
<i>General .....</i>	<i>\$30 per annum for 25 issues (or 60 cents a week, tax deductible for people employed in social welfare)</i>
<i>Single Copies .....</i>	<i>\$1.40</i>

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address is*

*: 120 Johnston Street  
Fitzroy, Vic. 3065*

*Phone : (03) 419 6622*

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*Fitzroy, Vic. 3065*

SAANZ Conference 25-28 August 1982

The Annual conference of the Sociological Association of Australia and New Zealand was held at the University of New South Wales with the title, Themes in Contemporary Sociology.

The staff from the Social Welfare Research Centre presented three papers.

Adam Jamrozik gave a paper on Changes in the Labour Market and Social Structure, in which he argued that the outstanding feature of the debate on, and in much of the analysis of, the current issues in Australian society has been the dominance of 'economic' explanations. The issues had thus acquired a kind of one-dimensional quality, revolving around inflation, interest rates, share market index, and unemployment.

The issues of the labour market tended to be discussed mainly in terms of jobs created or lost. Other issues, such as the rise in part-time, casual or short-term contract work received less attention and by tacit assumption they were seen as temporary phenomena. However, there were indications that these changes may be part of significant transformation of the structure of the labour market, putting into question the accepted notions about the place of labour in the economic production. If these phenomena signified new arrangements of a permanent nature, their effect on the structure of society was likely to be significant. It was possible to envisage that we might be observing not only a restructuring of the economy but a process of a significant social change.

Current changes in the labour market thus posed certain questions for sociological analysis, especially in the fields of social stratification, class analysis and organisation theory.

Tania Sweeney presented a paper entitled What's Wrong with our Approach to Child Care Issues? This paper explored the history and impact of different child development theories on child care/welfare policy and argued that most of the theory and policy had perpetuated the view that children are miniature and incomplete adults without special rights and needs of their own, and for whom the biological family is primarily responsible unless special circumstances arise where children are seen to be in need of public protection and



control. In addition, both theory and policy has been unresponsive to the social changes which have made the rearing of children solely by the biological, problematic. Sociologists contribution to the study of young children and childhood has been fairly limited and the paper proposed some areas which might prove fruitful for sociological research, especially if it is to have an input into social policy.

Diana Wyndham presented a paper entitled Australian Women; as advertised versus the real thing.

International Federation of Social Workers 26 August 1982

Adam Graycar presented a plenary address to the 7th International Symposium of the I.F.S.W. in Brighton, England. His paper was entitled The Inter-relationship of Voluntary, Statutory and Informal Services. The Abstract of the paper read as follows :

Needs requiring social care are found across the class spectrum. Despite contemporary rhetoric, families may have the willingness, but not the capacity to provide the high level care required by dependent relatives. The voluntary sector is too diffuse and diverse to plan and develop and deliver the bulk of the services. The statutory sector alone has the resources and the auspices to develop comprehensive and equitable policies for the expansion of social care. Politicians who stress the virtues of family care are either unaware of the costs to families of providing that care or are cynically expecting a major shift in social provision and social resources with the result that those least able to provide adequately will find greater burdens thrust upon them. The 1980s will require greater state intervention, and the role of the professional will require exceptional perception, astuteness and empathy in his/her ability to identify problems, relate them to intervention systems, and link the appropriate balance of statutory, voluntary, and informal services.

Copies of the paper are available on request from the SWRC.

Tenth World Congress of the International Sociological Association  
held in Mexico City, August 1982

Bettina Cass presented a paper, titled Family Policies in Australia, Contest over the Social Wage, 1942-1948 and 1976-1981, in the programme of the Research Committee of Regional and Urban Development. The paper was part of a symposium of the 'Role of the Informal Economy', which examined the growth of informal work, centred on household and community networks, in the current period of downturn in the formal economy and cut-backs in state sector expenditure on welfare services in the advanced industrial societies. Cass's paper argued that informal work (in this case women's work in the household) is being called upon to legitimate the deterioration in public expenditure on social services. Officially promulgated "family policies" are being used to assert the moral responsibility of families to provide for their own dependants: a task which falls inequitably on those working class families most affected by unemployment and by cut-backs in public expenditure on health insurance and public authority housing.

These policies were contrasted with family policies in the period of Post-War Reconstruction 1942-1948 when Keynesian economic policies envisaged public expenditure on cash transfers and social services as providing a necessary social infrastructure for the support of family life. The paper has been published as R & P No.21.

Institute of Public Affairs (N.S.W.) 2 September 1982

At the invitation of the Institute, Adam Jamrozik held a discussion with the No.1 Panel of the Institute on the topic of Social Welfare : Choices and Options for the 1980s. He presented data on the trends in the allocation of expenditure to various areas of social security and welfare and on comparable allocations to other areas of expenditure which also had the effect of welfare for the recipients.

Comparative Policy Research September 1982

From the 7-9 of September Adam Graycar was in residence at Yale University in Connecticut. He spent one day at PONPO (Program on Non-Profit Organisations) where he presented seminars and discussed the work of the SWRC in the field of non-government welfare organisations. He also spoke in the Institution for Social and Policy Studies at Yale on the topic of the Retreat from the Welfare State —Comparative Perspectives. The issues dealt with included the development of backlash, the capacity of political and economic systems to support competing claims, and common threads in the development of comparative social and political analyses.

Multiculturalism : Rhetoric and Reality 17 September 1982

As part of Sydney Carnivale 82, the University of New South Wales held a one-day conference on the above theme. Six papers were presented at the Conference on related issues. Adam Jamrozik spoke on Migrants and Welfare : Is There a Need for Special Provisions? He presented a view that special welfare provisions could be an important positive factor in facilitating the immigrants' process of settlement and subsequent social functioning in the host society. However, such welfare provisions alone would not be effective if no comparable facilitating provisions were made in the labour market, and in other areas of the economy, especially in its private sector. If no such provisions were available in the market, welfare services could easily become a means for maintaining the immigrants' state of dependency. For this reason, in providing special services for the immigrants it was necessary to distinguish between the problems encountered by the immigrants as immigrants, and the problems of immigrants related to their social and economic position in society, such as being unemployed, sick, old or in need of housing.

Family Care : Impact of Political and Economic Change 25 September 1982

A paper presented by Jo Harrison at an Australian Association of Gerontology Workshop (NSW Branch) on The Elderly and the Family questioned the assumption that family care is the most appropriate and logical place in which to locate care of the dependent elderly. It argued that, contrary to popular opinion, family care has not diminished to any great extent, but has, rather, undergone considerable change through the pressures of industrial society. The paper analysed the impact of the current economic crises on the welfare state and concluded that moves towards privatisation of welfare under the rhetoric of community care are in actuality attempts to force more responsibility of care back on to the family. The analysis further suggested that family care of dependent groups is, in fact, care by women who are themselves forced into dependency. Using recent data, the paper described the negative and burdensome impact of care on women and suggested that other options of care should be explored, rather than merely adhering to a response of bolstering family care and, by implication the dependent status of women.

NON-GOVERNMENT WELFARE ORGANISATIONS (NGWO) SEMINAR 17 June 1982

The Centre held this seminar with the intention of bringing together people from the non-government sector, from government and from academic bodies, presenting recent research on the role and activities of NGWOs in Australia and providing a forum for the exchange of ideas and information.

The Centre has conducted a joint study with ACOSS which has identified more than 37,000 NGWOs in Australia. The report of this study will be the first general description of the non-government welfare sector and, with other studies listed below, forms the beginnings of a broad and systematic analysis of non-government welfare in Australia.

The opening paper was entitled 'Non-Government Welfare Organisations and Social Justice'. In this paper Ian Yates discussed three broad questions (1) what is involved in working for greater social justice? (2) what are the main obstacles for NGWOs in effecting greater social justice? (3) what steps can people and organisations working in this field take to increase their positive contribution towards social justice?

Working for social justice, he argued, means working for change in the basic mode of functioning in our society. It means seeking a structure which can provide a job for every person, a freely chosen, productive and fulfilling role in society for every person, it means housing for all, everyone being healthy, and ownership of and access to knowledge and skills, everyone being as mobile as they need to be, being valued, cared for and able to care, being loved and able to love. In discussing obstacles faced by the NGWOs Ian Yates examined ideology and narrow horizons as well as resource limitations and in answering the third question, what steps need to be taken, he identified how one might develop partnerships, linkages and strategies. This paper forms the basis of a detailed analysis to be published under the same title in the R & P series.

Joan Levett then presented some of the preliminary data from the joint SWRC/ACOSS study on NGWOs and this too will be published soon in the R & P series.

Jill Hardwick presented a paper prepared jointly by Adam Graycar and herself on volunteers in non-government welfare organisations. It described the data on volunteers from the national survey including an estimate of the total number of volunteers in Australia. The paper also discussed broadly the nature of volunteerism and examined some of the explanations which have

attempted to account for this phenomenon. The survey results and discussion are available as SWRC R & P No.25.

Phillipa Bellemore from Riverwood Community Centre opened discussion by describing her own first hand experiences of working with volunteers.

The 4th paper of the day was on bureaucratic expectations of non-government welfare organisations. In this paper Adam Graycar reported results of a survey of middle ranking government officials who dealt directly with NGWOs. The survey focussed on government officers' dealings with NGWOs, reasons for funding NGWOs, officials' expectations of NGWOs after funding has been granted, NGWOs contribution to departmental policy, decisions relating to granting funding and continuing funding, advantages and disadvantages of various funding processes.

Responses to these comments were made by Ann McCallum, Board of Social Responsibility, Uniting Church of Australia and Mr. W. Langshaw, Director General, Youth and Community Services, who respectively presented an NGWO viewpoint and a government viewpoint. The survey results will be published later in the year in the R & P series.

COMMUNITY GROUPS IN ACTION FOR CHANGE  
by Denise Young and Adam Jamrozik

*This is a study of four community action groups which formed in various localities without the assistance of initiative from professional community workers or other 'outsiders'. The groups formed and engaged in action because the residents had identified certain needs in their communities and decided to join efforts to effect positive changes in their localities. The research was thus a study of self-help undertaken by 'ordinary' citizens.*

*The study took place in Tasmania, but the experience of the four groups has implications for community groups generally. The account of the groups' experience and the methods used in the study and in the analysis of results have been written in detail so that the processes of the groups' formation and their actions for change could be made explicit to the reader. The authors hope that this account will be of value to other community groups, to community welfare workers and to researchers as well.*

*Persons wishing to obtain a copy may write to or phone Ms. Diana Wyndham, Research Officer (Information), SWRC.*

## RESEARCH PROJECTS

### WELFARE OF FAMILIES

Researchers : Bettina Cass, Carol Keens, Pauline Garde, Diana Encel.

#### 1. Unemployment and the Family

This study of the effects of unemployment on individuals, families and households in 3 regions of New South Wales and Victoria is designed to investigate the nature of local labour markets and the regional impact of unemployment; individual responses to the experience of unemployment and the adequacy of services and income maintenance provisions for the unemployed.

Fieldwork has been completed in the Western suburbs of Sydney. Interviews have been conducted with unemployed people and with a number of community workers and service providers. Work will begin shortly in several inner-Sydney municipalities and a survey of unemployment in a rural district is planned for early 1983.

An Interim Report on the survey of the Western suburbs of Sydney is expected to be completed in early 1983.

The Victorian survey, conducted by Graeme Brewer of the Brotherhood of St. Laurence is at the final stages of field work in a rural district. An Interim Report of the survey of an outer-metropolitan region of Melbourne, G. Brewer, On the End of a Plank, is available from the Brotherhood of St. Laurence, 67 Brunswick St. Fitzroy, Victoria, 3065. Price \$2.00.

#### 2. Fiscal Welfare : Some Aspects of Australian Tax Policy

Researchers : Carol Keens and Bettina Cass.

This project has explored some of the implications of Titmuss's essay on the threefold division of welfare : cash transfers and social services organised through the social security system (commonly known as "social welfare"); allowances and benefits transferred through the taxation system which Titmuss termed "fiscal welfare"; and benefits associated with the remuneration for paid employment which Titmuss termed occupational welfare. In this research we examine certain aspects of fiscal welfare.

Our analysis of personal income tax data and tax policies leads to the conclusion that despite the nominally progressive rate structure of the Australian personal income tax system, there exists a number of rebates, deductions and exemptions from the tax base which benefit high income earners and provide little benefit for low income earners. It is further argued that these redistributive mechanisms, in having an inequitable impact on the disposable income available to different income classes, also have an identifiable impact on the disposable income available to women. This is so because women as wage-earners and income recipients are over-represented in the lower ranges of the income distribution, and therefore are less likely than male taxpayers to be eligible for the range of deductions and rebates and exemptions from the tax base.

The definition of income used for inclusion in the tax base (which excludes most capital gains, wealth-holdings, fringe benefits associated with employment, imputed income from owner-occupied housing) includes most of the money income of those who are relatively low paid and have little wealth and asset-holdings but exempts some major sources of income of the relatively wealthy. In the period 1975/76 to 1980/81 there has been a reduction in the proportion of total tax raised from rents, dividends, interest and unincorporated enterprises; and an increase in the proportion of tax raised from wage and salary earners. This signifies a shift in the distribution of the tax burden towards wage and salary earners and away from the recipients of more lucrative sources of income : that is a shift from the relatively rich to the relatively poor. In addition, the system of concessional rebates in respect of medical costs, rates and land taxes and children's education etc., favours taxpayers with higher incomes whose higher expenditure on these items enables them to derive tax benefits. As to taxpayers at the lowest end of the income distribution, the non-indexation of the tax-free threshold and the non-indexation of family allowances has drawn families with children on poverty level incomes inside the tax system.

A second major theme of this research is the role of tax benefits and cash transfers which recognise the system of family dependencies : the dependencies of children and of wives and mothers. The dependent spouse rebate, the sole parent rebate and family allowances have been designed as elements of horizontal equity : to recognise the different financial situation of families at the same income level who have quantitatively different demands made on that income. The research identifies the privileged position given to the dependent spouse rebate in Australian tax/cash transfers policies, a policy

which benefits male taxpayers with a dependent spouse, but does not provide direct benefit to family dependents, has no redistributive impact in favour of families with an employed wife or in favour of single parent families, or in favour of low paid workers, pensioners and beneficiaries who incur no tax liability or who pay too little tax to benefit from the rebate. Conversely, the non-indexation of family allowances, which redistribute directly to all women caring for dependent children and in particular to low income families not eligible for the dependent spouse rebate, has allowed the position of low income families with children to deteriorate. The non-indexation of family allowances, the small proportion of high income (male) taxpayers who can take advantage of concessional rebates in respect of such matters as children's education, and the lower value of the sole parent rebate (when compared with the dependent spouse rebate) all suggest that there is a bias in the tax/cash transfer system against low income families with children and against women taxpayers with children.

Finally, the analysis demonstrates the differential treatments of social welfare beneficiaries and fiscal welfare beneficiaries. The social welfare system is identified with cash transfers and social services to poor beneficiaries who are largely excluded from paid employment and other sources of earned income; is associated with stigma and the imposition of stringent income tests; and is subjected as public expenditure to intense political and administrative accounting. Fiscal welfare, on the other hand, is relatively hidden, less readily identified and accounted for as public expenditure, is legitimated by the association with high income beneficiaries whose benefits are rarely limited by income-test and for whom the tax benefits serve to reinforce existing income and wealth advantages.

This research is published in the SWRC Reports and Proceedings Series, No. 24, Fiscal Welfare : Some Aspects of Australian Tax Policy. Class and Gender Considerations.

#### WELFARE OF THE WORKFORCE

Researchers : Adam Jamrozik, Marilyn Hoey, Marilyn Leeds.

This is a broad area of research which examines various aspects of the state of the labour market. The focus of research is on the changes which occur in the labour market, and on the implications such changes might have for people's life styles and life chances and, in turn, on the implications of these for social welfare policy. Three projects were completed in 1981 and four projects



are currently in progress. Also, a number of papers on issues related to the welfare of the workforce have been prepared and presented at conferences and seminars (see section on Conferences and Seminar Presentations by SWRC Staff).

Of the research in progress, three projects will probably be completed by the end of 1982 :

- 1 Low Wage Earners and Social Wage
- 2 Young People and their Employment in the 1980s
- 3 Occupational Career Patterns

It is not possible to give exact dates for completion of these projects because the complexity of issues and data analysis in these areas have taken considerable amount of time, and recent changes in the labour market and the 1982/83 Commonwealth Budget have made it necessary to reassess or re-analyse the data.

#### CHILD CARE — A CONSUMERS' VIEWPOINT

Researchers : Tania Sweeney, Sue Faire, Adam Jamrozik.

This study aims to present a picture of the significance of various types of child care arrangements from the parents' point of view. In doing this, we will seek to understand how the organisation of child care services (the administrative arrangements, the funding processes and formulae, etc.), affect the ability of service providers to meet the variety of child care needs that exist. Parents using different types of services and service providers themselves will be interviewed during the next few months. A pilot study is presently in progress.

#### WELFARE OF ELDERLY PEOPLE

Researchers : Adam Graycar, David Kinnear, Carol Keens, Jo Harrison

The questionnaires from the survey of co-ordinators of Home Care Services in NSW are presently being prepared for computer analysis. This analysis will allow us to examine the variation in modes of provision of home care services between rural and urban branches, large and small branches etc. Our analysis will also investigate the charging policies employed by different branches, the variation in the type of services offered, and will provide a profile of

the characteristics of the clients and staff of these home care branches.

In connection with the Home Care Project, Jo Harrison and Carol Keens have recently attended two workshops which have investigated the domiciliary care needs of the aged and disabled. The first of these workshops was sponsored by the NCOSS and had as its purpose the establishment of levels of need for Home Support Services in N.S.W. An examination was made of the range of services required by those receiving home support and the amount of service required by those who have intensive support needs and those who only require back-up or relief for family carers.

Some of these issues were taken up at a workshop organised by the Canterbury Interagency group which organised a seminar and workshop to look at the needs of the aged in the Canterbury district. Topics under discussion included accommodation needs of the aged, health, the special problems of aged migrants and domiciliary care services.

#### HOMELESSNESS

Researchers : Vivienne Milligan, Greg Withers

This project will investigate the implicit and explicit effects of recent state policy on the welfare of the homeless and examine possible new policy approaches to the problem of homelessness.

Discussion of the historically changing nature of homelessness, of its relationship to the broader societal structure, of the origins of the role played by the state, and of the role of voluntary agencies in providing services for homeless people will be included as background.

In its empirical focus the project will give emphasis to evaluating the relationship between government legislation such as the Homeless Persons Assistance Act (1974) and its amendments (1977, 1978, 1979) or actions such as the Repeal of the Summary Offences Act (1979), and the approaches and practices of some of the agencies mainly serving homeless men in Sydney. In addition it is intended to include evidence from interviews with homeless people, concerning their experience of, and involvement with societal responses to homelessness. Finally, the ideas of a number of innovators who are working to forge new opportunities for self-determination and material security for those excluded from work and housing will be used as source material for recommending new policies and practices that could be more widely adopted for or by

homeless people.

The report of this project will be available in the first half of 1983. Subsequent attention to the particular needs and experience of homeless women is being considered.

#### PUBLIC POLICY

Researchers : Adam Graycar, Ian Scott, Jill Hardwick, Ian Yates,  
Vivienne Milligan.

##### 1. Welfare Expenditure Analysis

Ian Scott and Adam Graycar are currently studying the levels and rates of change of expenditure on welfare and related services. This includes analysis of the Federal-State aspects of financing, the reports and recommendations of the Commonwealth Grants Commission and also discretionary spending, that is, expenditure of general State monies by States on welfare.

##### 2. Non-Government Welfare Studies

Studies described in earlier Newsletters are continuing and publications are expected over the next few months.

##### 3. Volunteers in NGWOs

Jill Hardwick and Adam Graycar have completed a working paper on volunteers in NGWOs in Australia. The study emanated from the broader national survey conducted by the SWRC and ACOSS, a study which seeks to describe and classify non-government welfare organisations generally. Because of the broad nature of the survey, the data on volunteers are not specific enough to be comprehensive but, nevertheless, represent a useful starting point in estimating the total number of volunteers in Australia, in understanding the welfare areas in which they work, the average number of hours worked per week, changes in their numbers over the last ten years, training, the relationship between numbers of volunteers and numbers of paid staff, the activities of volunteers within organisations, the relative proportion of men and women volunteers, the sex representation of volunteer paid staff, management committee and membership of the organisation.

The report on volunteers Reports and Proceedings No. 25 is divided into two main parts. The first part analyses the data from the survey. It estimates

that there are approximately 1.5 million volunteers performing volunteer services for four hours per week on average. This is about 13 per cent of the Australian population aged 15 years and over. If these workers were paid for the work they did, we estimated an annual cost of around two billion dollars which is about 1.5 per cent of GDP.

A critical finding, and one that is repeated in other countries, is that the majority of volunteers are women —nearly 60 per cent of all organisations reported that they have predominantly or all female volunteers. This finding has an important bearing on any attempted explanation of why volunteering occurs.

The second part of the report explores the various explanations that have been offered to account for this phenomenon of volunteerism. These include altruism as a motive, participatory democracy, labour market segmentation and the position of women within the family as the locus of the sexual division of labour. An explanation based on altruism is limited because it implies a biologically determined need of humans and therefore does not explain why women volunteer more than men.

The notion that volunteerism is an expression of participatory democracy is unsatisfactory because it assumes a certain belief in the existence of pluralism and involvement by the people in government. Our survey shows that most volunteers are not involved in decision making either at the organisational level or at the level of government. They usually undertake tasks defined for them by the organisation in which they work.

More recently dual labour market theory has been used to explain volunteerism. Volunteer work has been seen to be an extension of the secondary labour market in that it is temporary, requires little or no training, and has no recognised career path. The difficulty with this explanation of volunteerism is its inadequacy to deal with class differences among women. Moreover this theory was developed in relation to the private industrial sector of the economy, and its applicability to the service sector (which is the most appropriate way of classifying volunteer work) has not been determined.

We argue that volunteering can be best explained by women's position in the family which is where the sexual division of labour originates and class relations are established. This sexual division of labour in the home is reflected in women's paid work and in women's volunteer work.

Finally the report concludes that further empirical research is required to assess these partial explanations of volunteerism. The nature of this research is discussed.

#### 4. Funding of NGWOs

Adam Graycar and Perth based consultant Wendy Silver are engaged in a new study which follows on from that published as R & P No. 17 (Funding of Non-Government Welfare : Agencies Serving Disabled People in Western Australia). This new study will examine different funding methods, e.g., unconditional grants, specific purpose grants, purchase of services, etc., and will focus on processes in an attempt to determine the most appropriate funding arrangements for different conditions and the advantages of various funding methods.

#### CONTRACTED RESEARCH PROJECTS

Two new projects have been approved since last Newsletter they are summarised below. The other projects being undertaken under contract to the Centre are : Unemployment and the Family (Brotherhood of St. Laurence), Ethnicity, Social Class and Social Policy (Centre for Multi-cultural Studies, University of Wollongong), Black Children, White Welfare (Richard Chisholm and Sue Thomson, Faculty of Law, University of N.S.W.) and Preventive and Protective Policies in Child Welfare (Jan Carter, University of Western Australia).

#### Unemployment and Life History

A pilot study of unemployment and life history is being undertaken for the SWRC by Peter Travers, School of Social Sciences, Flinders University of S.A. The main aim of this pilot study is to develop appropriate methods for determining the long term effect of long term unemployment. The pilot study will start from the hypothesis that long term unemployment represents not only an immediate deficit in the lives of the unemployed, but that this deficit is cumulative. It is hypothesised that there will be a cumulative deficit in the life-history of the long term unemployment in terms of career structure, family stability, and health. The hypothesis will be tested by comparing the life histories of a sample of people who experienced long term unemployment in the depression of the 1930's and a sample of their peers who had stable employment during this period. The pilot study will contain a detailed literature review, a set of concepts and hypotheses relating to the effects of

long term unemployment, detailed interviews with a small panel of appropriate respondents and an analysis of the findings of the pilot study.

It is expected that the pilot study will be completed by May 1983 and a decision will then be taken as to whether to extend this into a fuller study. Dr. Travers will be presenting a seminar on this work in the first seminar series in 1983.

#### Australian Social Policy and Mental Handicap

Stuart Rees, Professor of Social Work University of Sydney has recently completed several stages of an inquiry into the life styles of families with mentally handicapped children and the services which those families require in order to supplement their own resources. The final stages are being carried out on contract for the SWRC to complement the work done in house on family care and family support.

The work presently under way involves :

- 1 The conduct of interviews with a sample of fathers about their roles and how they vary according to the time of day and week, according to family relationships and the age of the child;
- 2 The investigation of the ways in which key medical personnel, such as paediatricians and Commonwealth Medical Officers interpret Federal and State policies; and
- 3 The examination of the policy and administrative arrangements that exist throughout Australia.

Expected date of completion is December 31, 1982.

*Children's Services Action Seminar -  
After Evaluation ..... What ?  
27th October, 1-5 pm at 34 Liverpool  
Street, Sydney, NSW, 2000.  
Phone: (02) 267 2822  
\$5.00 (employed) and \$2.00 (unemployed/  
students)*

INSTITUTE FOR COMMUNITY RESOURCE DEVELOPMENT (ICRD)

*The ICRD is a national non-profit community service organisation and is a member of the Australian Council of Social Service. Its primary objectives are to:-*

- provide resources, training and information to enhance the effectiveness of community organisations*
- develop communication, management and programme skills and techniques which will assist disadvantaged people and their supporters*
- establish appropriate facilities, services and programmes that will demonstrate and support a variety of strategies to improve community well-being*
- support or undertake research into areas of social need and strategies of social development*
- promote the active participation of all people in effecting the well-being of their communities.*

*Directors and community consultants of ICRD include Ian Yates (Chairperson), Paul Paech and Jane Dixon (NSW), Bruce McKenzie and Max Dumais (Vic), Gary Killington (Secretary), Peter Steidl and Frank Camatta (SA) and Diana Silver (WA). Further details of ICRD's methods of operation, personnel and activities can be obtained from the Secretary:*

*The Institute for Community Resource Development Inc.,  
P.O. Box 513, North Adelaide, South Australia, 5006.*

A.B.C. SATURDAY GUEST : BETTINA CASS

On September 18, 1982 Bettina Cass was guest speaker on this program which was broadcast nationally on Radio 2, this is a transcript of her speech :

I recently attended the 10th World Congress of Sociology held in Mexico City and I spent my time in the Sessions devoted to analysis of the economic and political issues of the 1980s in the so-called advanced industrial world. These are issues of downturn in the formal labour market, decrease in economic growth rates, increase in the levels and duration of unemployment, increase in the incidence of poverty, attacks on the legitimacy of the

welfare state as provider of social services and income maintenance and attempts by various governments to erode the level of public sector provision. The 2,000 or more sociologists who were present were drawn predominantly from the industrialised west, and in fewer numbers from industrialised Eastern Europe and the Third World, and we participated in our discussions to the background of the worst economic crisis which Mexico has experienced in the post-war period. We sat in a beautiful 18th Century Spanish Jesuit College, the College of San Ildefonso, now used to house some of the departments of the National Autonomous University of Mexico, and talked about decline in growth rates, the restructuring of investment patterns, changes in the international division of labour, the collapse of the oil and resources boom, crisis of profitability and the impacts of these changes upon people in their everyday lives in their households and their paid work (if they have it). At the same time, outside in the streets of Mexico city, the money exchange rate changed not daily but hourly, and each successive devaluation of the peso worsened the position of the Mexican poor. Unlike Australia, the poor do not oblige the non-poor by staying hidden in Mexico City, but live their day-time lives, their commercial lives, their strategies for coping on the streets, some of them queuing each morning outside the National Pawn shop, others cooking sweet corn and tortilla and making icecream at makeshift street-vending stalls or selling nuts and tiny oranges on the pavement.

A major theme of the sessions which I attended was the nature of the "informal economy", which is divided firstly into unpaid work which people do in their households (ie., domestic work) and secondly, the exchange of goods and services between households, thirdly, paid "shadow work" which is part of the formal economy but marginal to it because it is usually undeclared, and therefore not taxed, and often unregulated and underpaid. It has been seen as increasingly important in Britain, Western and Southern Europe and in Eastern Europe to study the informal sectors of the economy —an upsurge of interest which must be related to the downturn in the formal, regulated, paid economy. Job vacancies and employment growth rates in the less skilled sectors of the labour market have declined in all the advanced industrial societies, affecting in particular job opportunities for young people, women in all age groups, older workers, disabled workers, and foreign or immigrant workers (the pattern is consistent across all the countries for which we have data). In addition, the disposable income of many poorer families in paid work has eroded because of inflation and in certain countries like U.S.A., Britain and Australia, the erosion of public expenditure on social services. As a result of these processes, people turn to greater involvement in informal



work. The self-provision and exchange of goods and services in households and between households serves predominantly as a coping strategy, to by-pass the market for production and exchange and thus stretch the value of inadequate cash incomes. Such informal work also serves to provide another source of personal and social identity following the loss of jobs, and the deskilling of many of the jobs remaining. I will discuss this issue at greater length below, but at this point the all-pervading presence of Mexico City interposes again.

As we sat in the high ceilinged seminar rooms of the College, talking on the growth, meaning and function of the informal economy in the "first world", outside our wide casement windows the sounds of the informal economy of Mexico City offered a counterpoint. Roosters crowed without respect for time of day beneath our windows only 30 metres away from the College which was located in a dense residential and commercial zone with a high concentration of government administrative buildings. The yards of the houses below us provided not only the sounds of fowls, but the smells of spicy food, the hammering of home-based carpentry, the noises of many children, the work of women. It seems important that I diversify my sociological First-World centrism and learn a little more about the country I was visiting, so I attended the sessions on the informal economy in Latin America.

There I learnt, amongst other important issues, that there is a difference in the way sociologists in the West and in Latin America define the nature and role of the informal economy. In the West, sociologists have defined their task as explaining the growth and functions of the informal economy in the current economic downturn as a result of the deterioration of the formal economy. In Latin America sociologists see the informal sector, informal work strategies based on households, community and petty commodity production on the margins of the formal market, as the dominant historical form in an urban setting, and it is the emergence of the formal, and regulated economy of waged work which, they believe, requires explanation.

What became even clearer, after I had heard an impressive paper by Naneke Redclift of the University of Kent, on the topic of the international division of labour, is that the changes in the advanced industrial world which are most familiar to us and changes in the Third World cannot be analysed and understood in isolation. The nature of the interconnected world economic system creates hidden links between on the one hand the erosion of the manufacturing industrial base in central and northern England, with a corresponding

growth in informal work strategies and on the other hand the collapse of the oil-boom in Mexico, which has been accompanied by renewed rural-urban migration of potential workers for whom there are too few jobs. Hence their recourse to the coping strategies of the informal economy.

But to date, such links have in no way been satisfactorily explored : indeed, the careful investigation of what is happening at local levels has only just begun and in Australia such investigation of the informal economy located in households and regions, and marginal market work have only recently been recognised as issues requiring our attention.

What then were some of the links between the informal sector of the economy and deterioration in the formal economy as identified in Britain and Europe which have implications for Australia?

British, West German, Danish, Swedish and United States analysts reported that there are increasing levels and duration of unemployment, increasing political priority given to the fighting of inflation with a corresponding extension of policies which exacerbate unemployment levels. This is accompanied by attempts to retreat from the welfare state, especially in terms of control of expenditure, and in its social services and income security provisions. The ideology underpinning this retreat from the welfare state has been to invoke firstly the efficiency of the market and the provision of incentives for people to purchase their goods and services on the market : goods and services like schooling, health insurance and health care and housing. The second element has been to invoke the moral obligations of families to care for their dependents —i.e., to continue the process of the privatisation of welfare from the purchase of commodities on the market to re-activation of the private and hidden welfare system provided by families. The British Journal The Economist in May 1982 reported that of the 10 million unemployed Americans fewer than 5 million are receiving unemployment benefit of whom more than  $\frac{1}{2}$  million were about to lose their entitlement. But the article ended on the "optimistic" note that nearly 4 out of 10 people who experienced unemployment lived in families with incomes of modest sufficiency while only 2 out of 10 unemployed people lived in families below the poverty line. The clear implication of the article is that families will provide the support that the formal welfare system will not provide. The second clear implication is that unemployment and the containment of public sector expenditures have their main negative effects on the least powerful groups, on families with the least resources to maintain the dependency of their members.

As a recent British report of the Policy Studies Institute states :  
unemployment makes the poor, poorer.

What do we make of the growth of the informal economy under these conditions? Clearly, it must be seen as an essential coping strategy allowing people to stretch the value of their inadequate incomes and develop skills and a sense of esteem not available to them in the formal economy, e.g., through the growing and exchanging of vegetables, through mutual exchange of household and motor-car repair work. However, such informal work strategies may also serve as mechanisms of social control, deflecting attention away from the deterioration of the supply of well-paid, secure jobs in the formal labour market and the inadequacy of public provision for those excluded from paid market work. As Ray Pahl and Clair Wallace's paper on the informal sector of the economy in Britain argued, the growth of informal work in recent years is probably directly related to the concern of private industry to reduce labour costs and the State's concern to reduce public expenditure. But at the same time, we must recognise the potential which informal work strategies might have for people to organise for themselves a more co-operative and autonomous style of living.

In investigating this issue in Australia, it would be useful to keep in mind those categories of people most heavily concentrated in the informal sector of the economy : women and children. Women in the unpaid domestic economy provide goods and services for their family's use and consumption; provide care for their children, their husbands, sick and elderly relatives; and in the wider community provide volunteer labour in schools and non-government welfare services. Children often assist their mothers in their non-market work and may be engaged in a marginal formal economy in ways which labour market analysts know little about.

From the figures supplied in the most recent Report on Poverty in Australia, published by the Social Welfare Policy Secretariat, it has been shown that women and children are over-represented amongst the poor. Similar reports in the United Kingdom, U.S.A. and Canada arrive at the same conclusion : the economic and political conditions of the 1980s have exacerbated the income disadvantages of the most vulnerable social groups amongst whom women and children predominate. It would appear that informal work strategies have not as yet provided a sufficient bulwark against the problems of poverty, since informal work remains embedded within a formal economy and within formal state institutions from which people must still derive the major part

of their money income and from which they must continue to purchase goods and services.

Other speakers at the Conference emphasised the sources of strength and mutual support created by people whose lives are adversely affected by economic and political changes over which they have little control. In the networks of the informal economy, centred on household and locality, people may construct sources of creative work and reciprocity. But it would appear to me to be preferable that they are free to do this by choice and in addition to secure paid work, rather than through forced lack of choice.

FORTHCOMING BOOK FROM SWRC

*Retreat from the Welfare State: Australian Social Policy in the 1980s* edited by Adam Graycar. Sydney: George Allen and Unwin, April 1983 (hardback \$22.95, paperback \$10.95 approx)

*This book by SWRC researchers deals with the social welfare, occupational welfare and fiscal welfare components of Australian social policy in times of economic restraint and with the retreat from Welfare State principles and practices.*

*Contents:-*

1. *Retreat from the Welfare State, Adam Graycar*
2. *Child Rearing: Direct and Indirect Costs, Bettina Cass, Carol Keens and Diana Wyndham*
3. *Child Welfare and Child Care Policies, Tania Sweeney*
4. *Occupational Welfare: Supporting the Affluent, Adam Jamrozik, Marilyn Hoey and Marilyn Leeds*
5. *Non-Institutional Care of Elderly People, David Kinnear and Adam Graycar*
6. *Unemployment and Family Support, Bettina Cass and Pauline Garde*
7. *The State and Housing: Questions of Social Policy and Social Change, Vivienne Milligan*
8. *Fiscal Welfare: Some Aspects of Australian Tax Policy, Carol Keens and Bettina Cass*
9. *Non-Government Welfare: Issues and Perspectives, Ian Yates and Adam Graycar*
10. *Universality and Selectivity: Social Welfare in a Market Economy, Adam Jamrozik*

NEW SERIES OF OCCASIONAL PAPERS AVAILABLE FROM GRIFFITH UNIVERSITY

*The School of Social and Industrial Administration started publishing these papers in October 1981 in an attempt to foster discussion on research areas of mutual interest. They are distributed free of charge but the School is also interested in receiving publications from other institutions on an exchange basis. Titles in the series are listed below:*

1. (October 1981) *The Risks and Returns of Mortgage Financing: An Alternative Perspective* by John Rickard, Ken Moores and Ray McNamara.
2. (October 1981) *System Designers' Models of Man: A Comparative Study and Methodological Critique* by Ron Dagwell and Ron Weber.
3. (October 1981) *Use a Nomogram to Answer all of those Mortgage Queries* by John Rickard.
4. (October 1981) *A Cost Comparison of Personal Loans from Banks and Credit Co-operatives* by Harry Stanton and John Rickard.
5. (November 1981) *Stability of Time Dependent Oligopolistic Cournot Equilibria* by T.D. Howroyd and John Rickard.
6. (November 1981) *A Nomogram for Determining the True Cost of Borrowing* by Harry Stanton and John Rickard.
7. (November 1981) *The Effectiveness of Retirement Preparation: The Evangelist's Dilemma* by John McCallum.
8. (November 1981) *Social Administration in the 1980s* by David Limerick and John McCallum.
9. (December 1981) *A Cost Comparison of Bank Personal Loans and Bankcard* by Harry Stanton and John Rickard.
10. (January 1982) *Uniqueness of Non-Negative Internal Rate of Return* by Allen Russell and John Rickard.
11. (March 1982) *Class Conflict and Patriarchy in Open Cut Coal Mining* by Claire Williams.
12. (April 1981) *The Games People Play Now are the Budgeting Way Now* by Ken Moores.
13. (May 1982) *A Flexible Strategy for Warring Duopolists* by John Rickard and Neville Hathaway.
14. (May 1982) *Recent Changes in the Albanian Planning System: Does the Clock Move Backwards?* by Adi Schnytzer.
15. (June 1982) *The Alternative Class - Second Class? An Analysis from the Student Point of View* by John McCallum.

*Requests for copies of papers should be directed to:*

*The School Administrator,  
School of Social and Industrial Administration,  
Griffith University,  
NATHAN, Queensland, 4111.*

EUROPEAN CENTRE FOR SOCIAL WELFARE TRAINING AND RESEARCH

The European Centre for Social Welfare Training and Research was established in 1974 in Vienna on the basis of an Agreement between the United Nations and the Austrian Government.

The purpose of the European Centre is to promote co-operation between the governments and organisations and agencies concerned in Europe in the field of social welfare, with special emphasis on training and research.

In this pursuit the European Centre collaborates closely with the United Nations Centre for Social Development and Humanitarian Affairs in carrying out the European Social Development Programme in particular.

The main functions of the European Centre are :

- to promote an exchange of experience in the field of social welfare in different European regions through the organisation of symposia and expert meetings;
- to initiate, co-ordinate and/or carry out research projects dealing in particular with social welfare issues of importance to the countries of the European region which are investigated in a cross-national perspective;
- to maintain relations with organisations, national authorities and other bodies and individuals active in the field of social welfare and to supply them with relevant information concerning the Centre's activities and other matters of mutual interest.

The Centre publishes in English a regular Newsletter called Eurosocal Newsletter. The contents of the Centre's newsletter are likely to be of great interest to readers of the SWRC Newsletter. Both Centres have arranged an exchange of materials and the European Centre is quite happy to place on its mailing list for receipt of its Newsletter any interested readers of the SWRC Newsletter. Should you wish to receive Eurosocal Newsletter please write directly to the Deputy Director, European Centre for Social Welfare Training and Research, Berggasse 17, 1090 Vienna, Austria.

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LIVING ON THE EDGE:  
THE STUDY OF 90 LOW INCOME FAMILIES  
by Philippa Smith. Sydney, ACOSS, 1982

This study was funded by the NSW Department of Youth and Community Services and deals with the lives of 90 lone parent, unemployed and low wage families in the inner and western suburbs of Sydney. Professor Ronald Henderson (Chairman of the Commission of Inquiry into Poverty) says that this major report 'provides new information which adds to the overall statistical studies of the Poverty Inquiry. It explains what poverty means to individuals'.

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DESCRIPTIONS OF RECENTLY PUBLISHED  
SWRC REPORTS AND PROCEEDINGS

Carol Keens and Bettina Cass, Fiscal Welfare : Some Aspects of Australian Tax Policy. Class and gender considerations. SWRC, R & P No. 24, September, 1982.

This is an analysis of aspects of the fiscal welfare system in Australia focusing on issues of class and gender. A description of the nature of the personal income tax system and its redistributive effects is illustrated with extensive data. A summary of the project and its conclusions is included above on page 19-21.

Jill Hardwick and Adam Graycar, Volunteers in Non-Government Welfare Organisations in Australia : A Working Paper, SWRC R & P No. 25, September, 1982.

This report is an analysis of data called from the SWRC/ACOSS survey of NGOs and it identifies characteristics of organisations in Australia which have volunteers. The report also includes some tentative explanations of volunteering. The project and report are described in more detail on page 24. of the Newsletter.

Robert Pinker, Theory, Ideology and Social Policy, SWRC R & P No. 26, October, 1982.

This report addresses a number of key issues in the debate about the ends and means of social welfare which are likely to influence policy developments in the 1980s. The issues include the problem of reconciling different versions of justice with regard to personal and local differences in expectation and need; establishing the validity of claims for welfare provision; and the implications of these for the source of provision -statutory, voluntary, informal. Professor Pinker also discusses the contribution of comparative policy studies to the analysis of different models of welfare, and the current ideological changes within the main theoretical traditions of social policy analysis. He focuses particularly on the relationships and distinctions between theory and ideology, and their implications for the development of social policy as a scholarly discipline. He emphasises the importance of exposing theories to critical scrutiny and testing, and cites this as one distinction between theory and ideology, the latter being more often used as a framework to defend a position than to test it.



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STAFF LIST

		<u>Telephone*</u>
Director :	Adam Graycar	3877
Senior Research Fellows :	Bettina Cass	3556
	Adam Jamrozik	3556
Senior Research Officers :	Vivienne Milligan	3555
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