

## SWRC Newsletter No 10 - July 1983

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# SWRC Newsletter

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Editor: Jo Jarrah

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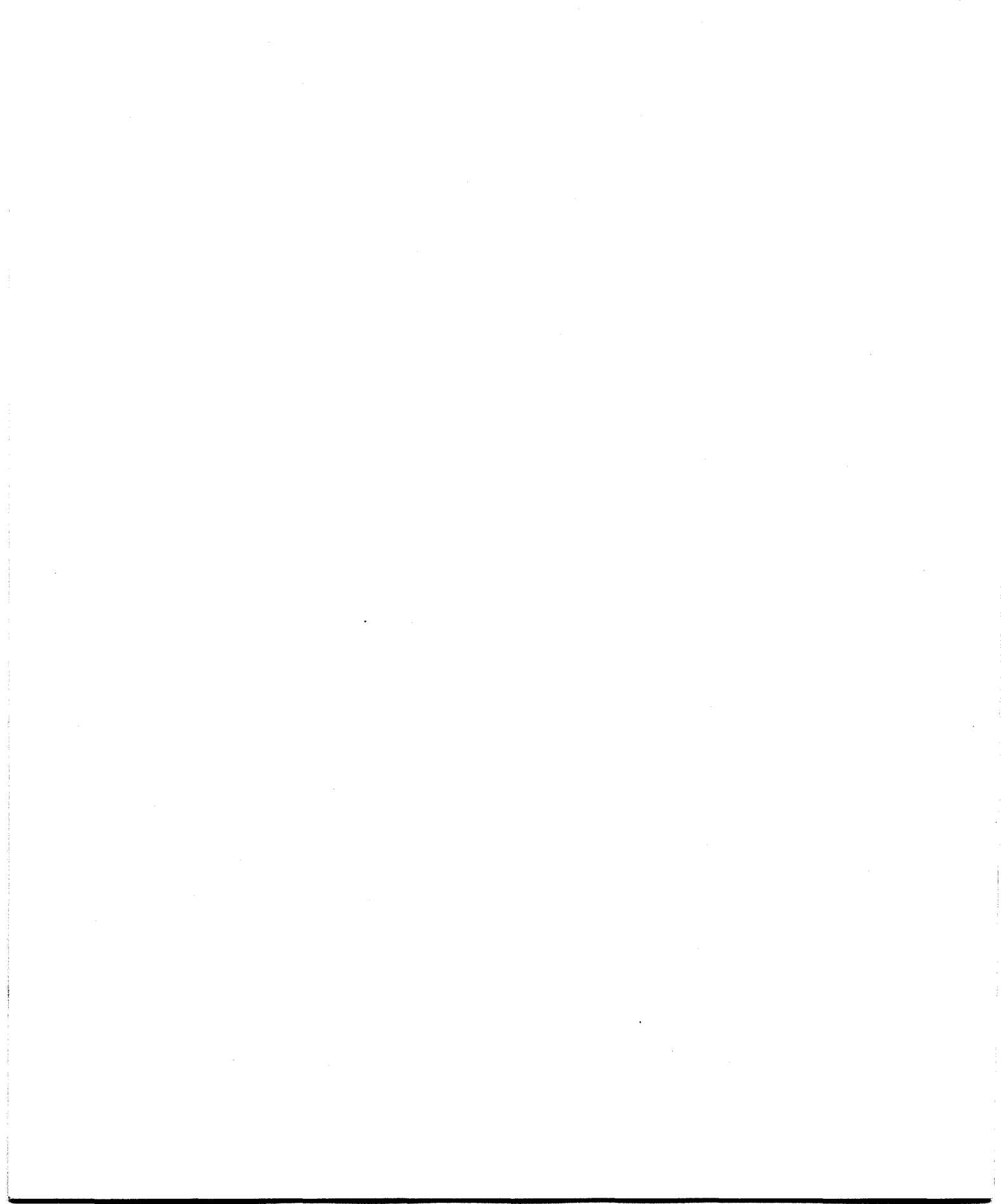
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**Social Welfare Research Centre**  
THE UNIVERSITY OF NEW SOUTH WALES  
P.O. Box 1 • Kensington • New South Wales • Australia • 2033



FROM THE DIRECTOR ...

Since the last issue of the *SWRC Newsletter* was published three months ago, Centre staff have been busy finalising a number of reports, as well as continuing work in their various project areas.

In May, the Australian and New Zealand Association for the Advancement of Science (ANZAAS) held its 53rd Congress, and for the first time it contained a Social Welfare Section, to which the SWRC contributed. The Social Welfare Section, held on a trial basis, will become a feature at future ANZAAS Congresses, and hopefully the Centre will be able to present new material under these auspices. A report on the 1983 ANZAAS Congress appears on pages 25-28.

The 1984 Congress will be held in Canberra from May 14 to 18. Dr. Julie Munro-Ashman is Convenor of the Social Welfare Section planning committee, of which I am a member, and suggestions of themes, topics or issues for 1984 may be communicated formally to her or informally to myself. Preliminary planning details can be found on page 24.

I am always happy to receive suggestions about projects and seminars conducted by the SWRC. Our research projects are selected following discussions among staff and with the SWRC Advisory Committee, and topics are chosen to conform to the Centre's terms of reference and research agenda (both of which are reprinted in each of the first five issues of *SWRC Newsletter*). As the first item in our Terms of Reference requires us to "undertake and sponsor research work on important aspects of social welfare in Australia", we feel it very necessary to consult as wide a range of people as possible in order to define and pursue research on "important aspects of social welfare in Australia". Of course we cannot cover all important aspects of social welfare - even if our resources were multiplied many times over that would probably not be possible - but it would be most unfortunate if we failed to consider important issues because they were not brought to our attention.

I would also be happy to receive suggestions about topics which might be presented in the SWRC seminar series. Our fortnightly seminars have endured over the years and we have been very pleased with the quality of the presentations and their ability to attract interested audiences. Because many people outside Sydney are able only to read the brief summaries in the *SWRC Newsletter*, we have been considering making available tape recordings of the seminars. It is our normal practice to record each seminar on audio-

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cassette, although they are sometimes of inferior quality as speakers cannot always be persuaded to speak directly into the microphone. However, if there is sufficient interest in purchasing tapes of seminars, we will consider the matter further. We envisage that each tape would cost in the order of \$5 per copy. If you are interested, please drop our Information Officer a line. The seminar series for the next session is detailed on page 4.

Since *SWRC Newsletter* No.9 was published, three issues in our Reports and Proceedings series - Numbers 30, 31 and 32 - have been finalised and are currently with the printer. Two others - Number 33, Aspects of Fiscal Federalism and Social Welfare by Ian Scott and myself, and Number 34, Costs of a Child by Bettina Cass, Carol Keens and Diana Wyndham - will be going to the printers within two or three weeks. Other Reports which we expect to send to the printers before *SWRC Newsletter* No.11 is published are : "Experience of children's services : the perspective of parents and providers" (Tania Sweeney, Frances Staden and Adam Jamrozik); "Family care of young disabled children" (Stuart Rees); and "Options for independence : home help policies for elderly people" (Carol Keens and Adam Graycar).

Our production of Reports and Proceedings has slowed down a little due to the more complex nature of the research being undertaken and a change in our internal review procedures. In addition, the demands on our printers have increased. Those who have taken out a subscription to the Reports and Proceedings series will receive new issues automatically as soon as they are published. All new Reports are abstracted in the following *SWRC Newsletter* and can be purchased in the normal way. (See page 44 for subscription and sales details).

Research is often a slow and laborious process and as researchers, we are often too optimistic in estimating when a piece will come to fruition. In *SWRC Newsletter* No.2 (February 1981) we outlined three projects which we had hoped would be completed well before now. As previously mentioned, Costs of a Child is now in the final stages and will be published next month as R & P No.34. A Study of Home Help Services is well on the way, with the empirical work and data analysis now completed, and five of the eight chapters written. The longest and most expensive project undertaken in the Centre, A Typology of Non Government Welfare Organisations in Australia, will not be available for a few more months. This project was commenced jointly with ACOSS but the Centre has now taken it over entirely. We have mountains of data, and every step in the data analysis is extremely time consuming. From time to time we

have given papers or presentations which report some of the data, but the overall picture still requires a lot of piecing together. Almost 600 agencies completed our very long and very detailed questionnaire, and they must be wondering what has happened. Some personnel changes and a change in classification systems midstream have meant that it will be at least another 3 months before this report is ready for printing. These three projects are mentioned specifically because they seem permanently to have been on our books, and we receive many inquiries about them.

Although I mentioned in the last *SWRC Newsletter* that I had hoped to be able to make available in this issue the outcome of the Review of the Social Welfare Research Centre, it has still not yet been determined.

Ian Scott and Gillian Lupton have both left the SWRC. Ian, who has been a Research Assistant working with me on fiscal federalism and social welfare since early 1982, has taken a post as a Research Officer in the Legislative Research Service, Parliament House Canberra. Gillian Lupton, who has been with the SWRC on study leave, has returned to her post as Lecturer in Sociology at the University of Queensland.

AUSTRALIAN FAMILY RESEARCH CONFERENCE

*The first Annual Conference on Family Research, coordinated by the Australian Institute of Family Studies, will be held at*

*Burgman College  
Australian National University  
Canberra*

*23 - 25 November 1983*

*The Conference is a research conference at which findings from the Institute's own studies and other family studies conducted in Australia can be presented publicly and exposed to critical scrutiny. It is designed to encourage an informed understanding of the many factors affecting family life.*

*Papers will be given in each of the five main areas covered by the Institute's research program : Social Structure and Family Process; Family Support; Family Law; Families and Education; and Family and Policies.*

*Further information is available from*

*Institute of Family Studies  
766 Elizabeth Street  
Melbourne Vic 3000  
Phone : (03) 342 9100*

SWRC SEMINAR SERIES - SESSION 2, 1983

These seminars are held at the Social Welfare Research Centre, corner of High Street and Eurimbla Avenue, Randwick, on Tuesdays, from 10.30 am to 12.30 pm.

All interested individuals and groups are welcome to attend. There is no charge involved, nor is there any need to register beforehand - we simply look forward to seeing you on the day.

Brief reports of the seminars will be published in later editions of the *SWRC Newsletter*. Reports of the seminars held during Session 1 appear on pages 6 to 17 of this edition.

- |              |   |
|--------------|---|
| 2 August     | Chris Paris (Australian National University)<br>"Public and Private Renting : Dilemmas of Social Policy"  |
| 16 August    | Marilyn Leeds and Linda Rosenman (Social Welfare Research Centre)<br>"Pensions and Superannuation : Income Insecurity in Old Age?"                                  |
| 30 August    | David Kinnear and Adam Graycar (Social Welfare Research Centre)<br>"Families and their Dependent Elderly Relatives"<br>(Stage II of an SWRC study)                  |
| 13 September | Christine Hallett (University of Western Australia/<br>University of Keele, U.K.)<br>"Personal Social Services : Directions for Change"                             |
| 27 September | Peter Whiteford (Department of Social Security, Canberra)<br>"A Family's Needs : Equivalence Scales and Social Security"  |
| 11 October   | Ros Thorpe (Department of Social Work, University of Sydney)<br>"Ideology and Child Welfare"  |
| 25 October   | Randall Smith (School for Advanced Urban Studies,<br>University of Bristol/Social Welfare Research Centre)<br>"Voluntary Initiatives in the Care of Elderly People" |

WOMEN IN WELFARE

*Randwick Interagency are holding a one-day seminar on women as recipients and as providers of welfare services.*

*When? Wednesday, 27 July, 9 am - 4.30 pm*

*Where? St. Michael's Golf Club, Little Bay (NSW)*

*Cost? \$5 (employed people); \$1.50 (pensioners and students)*

*Further information : RIA Conference  
C/- Randwick Community Centre  
33 Bundock Street  
RANDWICK NSW 2031  
Phone : (03) 344 8211*

ADDITIONAL SEMINAR

DR. CLARE WENGER and PROFESSOR ROGER HADLEY

will deliver a joint presentation on

"Social Services, Local Planning and Delivery  
Systems, with Special Focus on the Elderly"

Venue : Social Welfare Research Centre, Cnr High Street  
and Eurimbla Avenue, Randwick.

Day/Time : Thursday, 22 September, 3 pm - 5 pm.

Clare Wenger, Research Fellow, University College, North Wales, has researched and published extensively in the field of community studies and ageing, and her book Support for the Elderly will be published later this year by Allen and Unwin.

Roger Hadley is Professor of Social Administration at the University of Lancaster (UK). He has been a committee member on two of the most important national committees in Britain in recent years - the Wolfenden Committee on the Future of Voluntary Organizations (1974-6) and the Barclay Committee on the Role and Tasks of Social Workers (1980-2).

His current work is on community based social services and his most recent book is Social Welfare and the Failure of the State : Centralised Social Services and Participatory Alternatives (with Stephen Hatch), George Allen and Unwin, 1981.

WHAT WILL THEY SELL NEXT?

*The Community Health Association and the Social Welfare Action Group are jointly sponsoring a one-day series of workshops for interested people to discuss the increasing dismantling of established public services and their replacement with smaller service units under the control of the non-government sector. They hope to involve workers and consumers in a co-operative effort to arrive at policies and strategies for dealing with the many facets of privatization in the service industries.*

When? Saturday, 23 July, 11 am - 4.30 pm.

Where? Mills Building, Sydney University

Cost : Workers : \$5; Pensioners, students, unemployed : \$3

Further information : Rick Mohr 32 0884

or

John Barber 264 3100

Community Health Association, 3 Henderson Road, Alexandria 2015



SEMINAR REPORTS (SWRC SERIES, SESSION 1, 1983)

Unemployment : Does where you live matter?

(Joan Vipond, University of New South Wales)

In this seminar, held on 15 March, Joan Vipond examined the determinants of the spatial pattern of unemployment rates in Sydney based on the Australian Bureau of Statistics 1976 Census Matrix Tape 19 ("Unemployment rates by sex, age and local government area in the Sydney statistical division in 1976").

Under the premise that unemployment rates in cities reflect both the influences of labour market forces and those of the spatial structure of the metropolitan area, the model tested in this research described a number of factors that may determine unemployment. Some are spatial, for example, the distance of a worker's area from the city centre where the peak number of jobs are located. Others are non-spatial, for example, a worker's education and skills. Variables examined included distance from local government area council chambers to Sydney GPO; proportion of the labour force composed of teenagers; industrial structure of the employed labour force; immobility of population; school leaving age; proportion of the population without qualifications; proportion of employed workforce in stable occupations; proportion of the population born overseas; and proportion of the labour force married. Much time was spent in fairly technical discussion of the correlations between these variables and the statistical analyses possible.

The general pattern shown is that adult male unemployment was an inner city problem while teenage female unemployment was concentrated in the outer western suburbs. Both adult female and junior male unemployment was found to be high in both inner-city areas and outer worker class districts.

Considering all the variables, distance was found to be a significant and positive determinant of each unemployment rate : the greater the distance of an area from the centre of Sydney, the higher the unemployment rate of its resident workers. The scale of the impact of distance on unemployment in Liverpool was about one-third of the impact of lack of education and skills on unemployment.

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'Unemployment and Life Chances : A View from the 1930s'  
(Dr. Peter Travers, Flinders University).

On 29 March Peter Travers presented an outline of his SWRC-sponsored project on 'Unemployment and Life History' in which he set out to devise a means of testing whether people who experienced long term unemployment in the Depression of the 1930s suffered cumulative deficits as a result.

The study was designed to be a pilot for a more comprehensive study and, in the first instance, to find out what had already been written about long term unemployment, issues of cause and effect, morbidity and mortality, and psycho-social and social consequences.

The empirical work comprised in-depth interviews with 66 men in Adelaide, 36 of whom had experienced long term unemployment in the Depression of the 1930s and 30 of whom were in employment during that period.

He approached the project by asking 'What happened to the long-term unemployed of the depression of the 1930s?' Did their depression experiences continue to show up in later life, affecting their health, their family life or their work history?

He was not able to build on studies which were carried out decades ago, but was forced, instead, to rely on the obviously imperfect method of the retrospective survey. One difficulty of this approach is the reliability of recollections over a period of half a century. A much greater hurdle, though, is that in a retrospective study, only the survivors can be interviewed, with no assurance that their accounts are in any way representative of the total population.

It seemed that men who had been through the experience of unemployment for more than 12 months would have suffered immediate impairment of their health, their work skills and their ability to find and hold jobs when the recession ended. In addition, they would have missed out on apprenticeships and on-the-job experience, thus further limiting their re-employment prospects. Travers' hypothesis was that these disadvantages or deficits would be cumulative throughout their lifetime, as initial lack of training, menial jobs and class related illnesses combined to keep them in a disadvantaged position. This, then, was the initial hypothesis of 'cumulative deficit'.

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What emerged was a combination of factors that will lead to a modification of the thesis of cumulative deficit, at least for this cohort of unemployed. The long-term unemployed married nearly two years later than their peers, had fewer children and have somewhat poorer health today. Not quite as many own their own homes today. But they do seem eventually to have attained much the same goals as the rest of their age group.

Mostly they experienced 'facilitating events' as well as the trauma of unemployment. The chief facilitating events for the Adelaide men were not so much the post-war training schemes as the rapid and sustained industrialisation of the State, coming at a time when there was only limited competition for jobs from formally qualified workers.

This set of circumstances, together with the monumental intervening variable of World War II suggests a different set of circumstances to that faced by today's long-term unemployed.

(The research study reported in this seminar has been published in the SWRC Reports and Proceedings Series as No.30.)

Preliminary Results of an Unemployment Survey  
in the Western Suburbs of Sydney

(Bettina Cass, Pauline Garde, Diana Encel, Jo Harrison : SWRC)

Members of the SWRC project team on unemployment and family welfare presented some preliminary findings from a social survey of unemployed people in the western suburbs of Sydney, conducted during the latter months of 1982. They reported on the employment and unemployment histories of respondents : education and job qualifications; previous occupations and industries; hours and conditions; travel arrangements and the journey to work; union membership; previous earned income; duration of employment; reasons for leaving last job; duration of unemployment; the use of formal and informal methods of job seeking; job aspirations and interest in job training. Evidence was presented of a strong preference for work in the local labour market, and strong identification with the local area because of affordable, secure public housing and the presence of significant social networks. The seminar included a survey of the effects of unemployment in terms of financial, social and emotional impacts; and responses to unemployment in terms of use of formal and informal support networks.

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Policy options were advanced, particularly in relation to local job creation and job generation with related training programmes; more adequate income maintenance provisions which take into account the financial depredations of long-term unemployment, and the poverty trap created by the current low level of extra income entitlement and the loss of concessions (eg travel concessions and housing rebates) attendant upon the earning of extra income.

These findings will be incorporated into a full report of the survey to be published in the SWRC Reports and Proceedings Series later this year.

SOCIAL SCIENCE DATA ARCHIVES

*The Social Science Data Archives (SSDA), located in the Research School of Social Sciences at the Australian National University, was set up in 1981 with a brief to acquire, maintain and disseminate computer-readable data relating to social, political and economic affairs and to make that data available for further analysis.*

*The SSDA has established a library of reference sources to data collection activities in Australia and will endeavour to locate and obtain relevant research data for any interested inquirer. Reference materials cover the data collection activities of Commonwealth and State government agencies, major polling organisations and individual researchers.*

*In addition to the acquisition of Australian data, the Archives has access to overseas data collections through its activities as the secretariat for the Australian Consortium for Social and Political Research Incorporated (ACSPRI). Overseas data sets are regularly acquired through ACSPRI membership of the Inter-university Consortium for Political and Social Research (ICPSR) at the University of Michigan and also through agreements with other overseas archives.*

*The Archives is firmly established and is looking to encourage use of its resources both as a repository of data and as a data supply service. Your data deposits, data requests and any other inquiries are welcome. Please contact :*

*Social Science Data Archives  
Research School of Social Sciences  
The Australian National University  
GPO Box 4  
CANBERRA ACT 2601  
Phone : (062) 49 4400*

Invalid Pensions : The Public Control of an Epidemic

(Ian Webster, School of Community Medicine, University of New South Wales)

In his presentation on 26 April, Professor Webster asserted that the rising number of invalid pensioners in Australia was perceived as an epidemic phenomenon which could be controlled by tightening the criteria of invalidity.

He outlined the history of the invalid pension which was introduced by the Commonwealth Government in 1910 following the Old Age and Invalid Pensions Act of 1908. A pension was payable to a person permanently incapacitated for work if adequate compensation from other sources was unavailable. Initially the Act was interpreted to mean 'total and permanent incapacity'. In 1941 a Joint Parliamentary Committee of review found many cases of hardship due to the previous legislation, and amending legislation was introduced which broadened the entitlement by redefining incapacity to 'permanent incapacity for work not less than 85 per cent'.

In May 1979, in response to a 'projected 9.4 per cent rise' in the annual numbers of invalid pensions, and when the level of unemployment of the work-force was 5.4 per cent, the Director-General of Social Security directed that medical decisions for the determination of an invalid pension should be 'tightened up'. The Department received legal advice that a narrower definition of incapacity was a proper interpretation of the Social Services legislation.

Medical administration was affected in three ways. Firstly, the guidelines for incapacity were amended to remove 'all references to environmental or social factors which may enable a doctor to certify that a person is personally incapacitated for work'. Also, educational factors and ability to travel to work were removed. Secondly, a senior medical officer was instructed to vet and report on all determinations by Commonwealth Medical Officers. The Minister for Social Security said this review led to a rejection rate of one in eight decisions. Thirdly, Directors of Medical Services in the Department of Health were directed to review continuing entitlement of existing invalid pensioners - the legislation does not provide for such reviews. The Minister reported that 18 per cent of invalid pensions would be reviewed in a year.

Whatever motives might be attributed to these changes in administration, the effects have been to reverse the trend in the granting of invalid pensions to disabled persons.

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Using the independent predictor of time, over the period 1970 to 1980, 16,283 fewer invalid pensions were awarded in 1981 and 32,061 fewer in 1982 than expected. In the two years, 1979 and 1980, there were marginally more invalid pensions awarded compared with the general trend over the 10 year period. An expected growth rate of 8.5 per cent had been converted to a decline of about 3 per cent per year.

The access of disabled persons to social welfare has effectively been lessened by transferring the eligibility for income support to other, less secure and less adequate, benefit categories. Apart from legal arguments about the interpretation of the Social Services legislation which suggest that these events were not lawful, the transfer is socially unjust in failing to recognise the differential claims of persons with combined health and social needs.

These events are important because they mean that medical decisions about invalidity have significant social effects on individuals. As there are no criteria for medical practitioners as to 85 per cent incapacity for work, decisions are left to subjective clinical judgements and common sense. Yet these decisions about eligibility made by doctors are critical to the economic survival of many disabled people, as one in ten Australians are limited by a chronic condition including work limitations.

Doctors who determine invalidity on behalf of the State have an ethical dilemma. Whether or not a disabled person receives an invalid pension will depend on a fair medical assessment of incapacity. The doctor's decision will officially open or shut the gate to social welfare benefits for a disabled person. Doctors in this context act as agents of social control by legitimising the impairments of some and excluding the claims of others.

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Home Help : Some Research Problems and Priorities  
(Carol Keens, Jo Harrison, Adam Graycar : Social Welfare Research Centre)

This seminar, given on 10 May, reported some of the data collected in the Centre's large home help study which is presently underway. The backdrop to the data was sketched, and included ideological assumptions about social and family functioning, financial allocations, service structures and political decision-making and bargaining. Four issues were dealt with in detail in the seminar :

- . The types of assistance provided by the home help service.
- . The allocation of resources between clients and branches.
- . The role of co-ordinators in service provision.
- . The role of home aides in service provision.

Data obtained from the branches of the New South Wales Home Care Service were used to illustrate the development of branches towards the provision of more comprehensive caring services. Questions of the boundaries of the home help service and the impact of funding cutbacks on these developments were raised. Important gaps in service provision such as lack of availability outside 'ordinary' working hours was noted. Variation between services was described in terms of the type of assistance they provide and the amount of service which they offer clients. The small amount of service offered to clients on average was seen as raising the issue of whether home help services can effectively contribute to the objective of maintaining frail elderly people in their own homes.

Examination of the role of co-ordinators and home aides in service provision was used to document the problems of women working in a poorly funded social service area. The extent of unpaid work and the stresses and strain experienced by these women were explored. In particular it was noted that there is an element of conflict inherent in the co-ordinator's role. As an allocator of scarce resources she/he acts as a gatekeeper for the service but at the same time is responsible for responding to clients' needs.

The role of the home aides, the direct service providers, was discussed in relation to : the type of work which they undertake, both in a paid and unpaid capacity; the relationship which develops between a home aide and a client; the working conditions under which they perform their tasks; and the training which home aides receive through local branches. That almost

all home aides are women working on a part-time basis without an industrial award was examined in the light of expectations which are made of them as women working in what has been seen as low status work. Ideas for the second stage of the study, in which home aides will be interviewed, were also outlined.

The research study is presently being written up in greater detail and will be published in the Reports and Proceedings series within the next few weeks.

Jo Harrison and Carol Keens have presented two further seminars (at the Community Medicine Weekly Seminar Series, University of New South Wales, and at the Department of Social Work, Sydney University) which have looked at these issues in relationship to the construction of dependency in old age, barriers to independent living for the elderly and the recommendations of the recent House of Representatives Report In a home or at home (the Macleay Report).

SOCIOLOGICAL ASSOCIATION OF AUSTRALIA AND NEW ZEALAND (SAANZ)

*The 1983 SAANZ Conference will be held at Melbourne CAE (formerly Melbourne State College) between 25 - 28 August.*

*The Conference will be organised around themes, the topics of which are :*

- . Problems in Sociology*
- . The Australian State*
- . Feminist Social Theory : the Challenge to Sociology*
- . Cultural and Economic Reproduction*

*Registration is \$45 (\$10 for students, unemployed, and other pensioners). For further information, and to register, please contact*

SAANZ 83  
C/- Dr Roger Woock  
Melbourne CAE  
757 Swanston Street  
CARLTON Vic 3053



The Welfare State Crisis : A Feminist Critique  
(Professor Hilary Rose, University of Bradford)

In her seminar on 24 May, Hilary Rose examined, from the perspective of women, the changing pattern of family and household structures, and the restructuring of both the labour market and the welfare state itself. She also outlined the historical development of the welfare state, particularly in the United Kingdom, and the ways in which it has been influenced and changed by various social scientists and theoreticians as well as the successive political parties holding power, including the present New Right.

Her analysis maintains that the debate about poverty and the welfare state is primarily couched in gender-free terms although the growing crisis is borne with particular sharpness by women, both nationally and internationally. Women carry the burden of poverty, the exhausting labour of the micro-administration of insufficient resources, for their families and themselves both in the decaying, de-industrialising cities of the first world and also in the unevenly modernising nations of the Third World. In the first, the political economy of Thatcherism and Reaganomics declares that a woman's place is naturally within the home but harrasses her economically and socially for being there, whereas in the third world it is naturally right for young women to work in electronic factories with little or no health regulations, where they may be the objects of superexploitation.

Much of the most influential theorizing on the crisis, particularly state welfare theorizing, has been carried out within a marxist or neo-marxist tradition, assuming that the overwhelming social division is that between the classes. Thus, this line of work has so far remained ungendered. International meetings discussing the crisis of the welfare state are almost entirely not only masculinist in cast (for genderblind categories carry that peculiar problem) but they are almost entirely peopled by men. Women, whether as the paid or unpaid workers within welfare or, as so often, the poorest recipients of welfare, remain invisible. Despite the wealth of feminist scholarship in the analysis of welfare, this theoretical stance refuses the gift. Within the new political economy, women are reduced to being "commatised" (Mary O'Brien's term), merely "added on" to the overwhelming class analysis.

In a situation where both development in the Third World and the economic crisis of the first, intensifies the poverty of women, this poverty of theory must be challenged, or the struggle against that poverty is weakened.

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THE RUSH TOWARD 2000

*The Australian Hospital Association will hold its National Congress, "The Rush Toward 2000" on 3 - 5 November at the Lakeside International Hotel in Canberra. The keynote speaker will be Mme Maree-Josée Drouin, Executive Director of the Hudson Institute in Canada, and topics will include 'Social Futures', 'Social Realities', 'The Resource Allocation Dilemma', 'From Canberra to the Bush', 'Clinical Futures in Context', 'The Ethical Drama', 'For Whom the Bell Tolls' and 'The Fifth Technological and Economic Wave'.*

*For further information contact*

*Australian Hospital Association  
The Science Centre  
35 Clarence Street  
Sydney NSW 2000  
Phone : (02) 290 3366*

Health Legislation : Some Policy Implications  
(Gillian Lupton, Social Welfare Research Centre/  
University of Queensland)

In her paper given on 7 June, Gillian Lupton outlined a framework for the analysis of health, health policy and health legislation. She suggested that health is a paradoxical concept in that it is always personally experienced, but has important public consequences. Like sex, age, class and ethnicity, the implications of health and illness may be deeply and irreversibly determined by particular social, political and economic structures.

It is the analysis of these interconnections which is of particular interest to the sociologist, and may be approached through a variety of paradigms, all involving political stances which are not always recognised. The paper outlined some of these approaches and discussed the position of the medical profession in relation to health policy and the distributive system; and the association between this system and health legislation.

The latter part of the paper provided some evidence from the history of legislation and policy decisions in Australia during the first half of the twentieth century, illustrating particularly the manner in which some aspects of health had developed as "doctors'" areas, and some as "government" areas of interest, thus demonstrating links between private health and public policy.

AUSTRALASIAN POLITICAL STUDIES ASSOCIATION (APSA)

*The 1983 APSA Conference will be held at Kuring-gai CAE, Sydney, from 30 August to 1 September.*

*The Conference has been planned to maximise the common ground of political analysis, while at the same time making adequate provision for specialised interests.*

*Three general areas for papers have been defined in terms which are broad enough to include contributions from a number of specialised fields within political science:*

- . political activity and its social base*
- . building the public agenda*
- . the institutionalisation of political action.*

*Other specialist areas will also be examined.*

*The plenary theme will address the question "Is there a crisis in Australia today? If so, what sort is it, what are its manifestations, how does it compare with the situation in other countries, and how does political science explain it?"*

*Further details are available from*

*Hal Colebatch  
Phone (02) 467 9327*

*Pieter Degeling  
Phone (02) 467 9430*

*Postal Address: Kuring-gai CAE  
Box 222  
Lindfield, NSW 2070*

ADDITIONAL SWRC SEMINARS

Government responses to youth unemployment  
in the United Kingdom

*(Martin Loney, The Open University, Milton Keynes, UK)*

On 9 May Martin Loney gave a seminar in which he outlined the development of specific programs designed to respond to growing youth unemployment in Britain. Some programs were described in detail, notably the Youth Opportunities Program of the Manpower Services Commission in which almost 1 in 3 young people were involved in 1981/2. The effectiveness of these programs was

queried given that they operate on the assumption that the cause of youth unemployment lies in the lack of skills and experience possessed by young people themselves, and that much of the training offered is of relatively little use in gaining subsequent available employment.

He suggested that the primary purpose of such programs is political. They do not make a demonstrable impact on the real level of employment available to young people and may, as a consequence of the substitution of government sponsored trainees, reduce the level of real employment available. The programs do significantly reduce the recorded level of unemployment and achieve this at a very low cost. They also provide a response to public concern at high levels of youth unemployment.

Loney stated that official concern at growing youth unemployment has in part focussed on the social order implications, and that these programs may be seen as a social control response to such concern. However, the effectiveness of this response must remain in doubt in view of the failure of the programs to achieve long term changes in the condition of the young unemployed.

He suggested that the continued attractiveness of these programs lies in their ability to produce a short term policy response, the low cost of which is compatible with a wider commitment to curtailing public sector spending and restructuring the labour market.

'Towards the Social Market : the privatisation of state welfare'  
(Martin Loney, The Open University, Milton Keynes, UK)

Martin Loney's seminar, held on 13 May, focussed on the shift in Britain from the public funding and provision of social and community services to the location of such services in the private sectors of the economy. The move was seen as being consistent with the strong ideological commitment of the Thatcher government which sees privatisation of services as being in line with its stand on free enterprise, 'small' government and the family. Examples of privatisation and cutting back the public sector included the attempts to sell off Council Housing to its residents, restrict national health services and cut back educational expenditure and relocate many services within the family. This included, in particular, care of the elderly and handicapped and care of young children, all of which were seen as having a basis in a highly idealised and outdated conception of the family and of women's role within it.

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NSW WOMEN'S ADVISORY COUNCIL APPOINTMENT

Bettina Cass of the SWRC has recently been appointed Deputy Chairperson of the NSW Women's Advisory Council.  
Congratulations!

CHILD WELFARE SEMINAR


As this edition of the *SWRC Newsletter* goes to press, the SWRC is preparing for a major one-day seminar, Child Welfare : Current Issues and Future Directions, to be held on Thursday, 6 July. The response has been good and we are expecting in excess of 150 participants. The cost of \$10 (\$5 for students and unemployed people) covers morning and afternoon teas, a sandwich lunch and a set of papers which will be available a few weeks after the Seminar. Those not attending the Seminar but wishing to obtain copies of the paper will be able to do so for a small charge (\$3-\$4) to cover the production costs. If you would like copies, please drop a line to the Publications Officer, SWRC, University of New South Wales, PO Box 1, Kensington, NSW, 2033.

Program details and abstracts of each paper are given below.


social welfare  
research centre

child  
welfare:

current issues  
and  
future directions



wednesday 6 july  
9.15 am - 4.45 pm  
mathews theatre b

 university of  
new south wales

- 9.15 Opening Address : Senator Don Grimes (Minister for Social Security)
- 9.30 The Complexities of Child Care Arrangements : Tania Sweeney (SWRC)
- 11.00 The Welfare of Children with Special Needs : Disabled Children : Professor Stuart Rees (Department of Social Work, University of Sydney)
- 12.00 The Welfare of Aboriginal Children : Richard Chisholm (Law Faculty, University of New South Wales)
- 2.15 Changing Concepts and Practices in Child Welfare and Options for the Future : Adam Jamrozik (SWRC)
- 3.35 Open Discussion Forum : The Hon. Ann Symonds, M.L.C.

The Complexities of Child Care Arrangements  
(Tania Sweeney)

This presentation will draw on the findings of the recent survey of child care arrangements in five local government areas of Sydney. The paper will focus on the complexities of child care arrangements and will aim to identify the reasons for these complexities, for example, on the side of provision - multiple sources of funding, multiple authorities and controls, the assumptions on which services are provided; and on the users' side - different needs of parents and children, and consequently different reasons for using child care services. Issues will then be raised of the effects the current situation in child care have, or may have, on the providers of services, on parents, and on the children themselves.

Welfare of Children with Special Needs : Disabled Children  
"Caring at home for severely handicapped children"  
(Prof Stuart Rees)

Parents' accounts of caring for severely handicapped children under five indicate that any sense of coping successfully depended on handling the stresses associated with physical tiredness, anxiety associated with stigma, some sense of isolation and the burden of extra financial costs. In relation to such stresses, welfare and health services were only helpful if they could increase the resources and resourcefulness of the family in general and mothers in particular. The present chaotic organisation of health and welfare services in New South Wales tends to compound mothers' difficulties rather than facilitate their caring at home for their children.

The Welfare of Aboriginal Children  
"Aboriginal Children : Political Pawns or Paramount Consideration?"  
(Richard Chisholm)

From the early days of the white invasion, Aboriginal children were the subject of special attention. In particular, there was a separate system of child welfare for Aboriginal children, administered by the Aborigines Protection Board and later the Aborigines Welfare Board, which ended only in 1969. Since 1969, however, the law has not explicitly distinguished between Aboriginal and other children. Today, Aboriginal organisations are pressing for changes. In the area of child welfare, current proposals involve greater autonomy for Aboriginal people and organisations, and legal recognition of a principle that Aboriginal children should, where possible, be placed with Aboriginal families. These changes are part of a wider demand for self-determination; a demand which might gain a new impetus with the election of

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the new federal government. How do these aspirations and demands relate to the legal principle that the child's welfare is to be "the paramount consideration"? It will be argued that while the treatment of children is inevitably affected by political and social issues of the society in which they live, the recent Aboriginal demands are not only consistent with the welfare of Aboriginal children, but would promote it.

Changing Concepts and Practices in Child Welfare, and  
Options for the Future  
(Adam Jamrozik)

Child Welfare in Australia has been subject to changes in concepts and practices but some fundamental issues have remained unresolved. By and large, child welfare services have been guided by the concepts of protection and social control, manifested by intervention of a coercive and/or substitutive nature. More recently, supportive and supplementary services have been used under the concept of prevention. However, both protection and prevention lead to services of essentially residual character : the former to intervention after a "harm" has been done; the latter to selective intervention aimed to prevent an identified "potential harm". The paper will examine these concepts in relation to the current issues in child welfare and child care, and then it will consider the feasibility of different approaches in which services of a residual character would be replaced by universal services, aimed to assist parents in their task of child rearing and enhance the personal and social development of children.

ACOSS CONGRESS

*The 1983 ACOSS (Australian Council of Social Services) Congress will be held on 8-10 September at John 23 College, Australian National University, Canberra.*

*The Congress will begin with a National Forum on major social and welfare themes and issues, and will be open to all individuals and organisations throughout Australia's welfare sector.*

*For further details and application forms, please contact*

*Joan Levett  
ACOSS  
PO Box E158  
ST JAMES NSW 2000*

### CHILD WELFARE PRACTICE AND LEGISLATION REVIEW

The Minister for Community Welfare Services and the Attorney-General have appointed a small independent committee to review child welfare legislation and practice in Victoria. The major task of the Child Welfare Practice and Legislation Review Committee, which expects to engage in extensive community consultation, will be to review the Children's Court Act and sections of the Community Welfare Services Act dealing with children and adolescents, with a view to preparing draft legislation to accompany the Committee's final report to Parliament in Spring 1984. This review has given the opportunity for the first complete rewriting of child welfare legislation in Victoria in the last 150 years.



The Committee proposes to prepare and distribute a Discussion Paper in September of this year, after which time it expects, and would welcome, formal submissions from interested individuals and organisations. The Committee is also happy to receive preliminary submissions or issues papers before September to assist it in preparing the Discussion Paper. For further information, contact the

Child Welfare Practice and Legislation Review  
Committee  
3rd Floor, 128 Exhibition Street  
MELBOURNE Vic 3000  
Phone : (03) 63 8176



EXTERNAL PRESENTATIONS BY SWRC STAFF

Are You Being Served? Social Planning to Meet Current Needs

The Australian Association of Social Workers, Hunter Branch, in association with the University of Newcastle Community Programmes held a one-day public seminar on 1 July, 1983 on the topic of social planning for welfare services at regional level. The title of the seminar was Are You Being Served? Social Planning to Meet Current Needs.

One of the speakers to address the seminar was Adam Jamrozik, speaking on the topic of Organisational and Institutional Obstacles to the Provision of Effective Social Services. The abstract of his address reads :

In recent years, changes in the Australian labour market have produced not only high unemployment but also significant outcomes for the class structure of the society. A feature of these changes is a society of growing socio-economic stratification, with distinct signs of polarisation between those who maintain their place in the labour market and those who are excluded from it.

Concomitant with the changes in the labour market has been a change in social welfare policy from a universal approach to a residual one. The effect has produced two kinds of welfare : welfare for the poor, providing them with means for survival; and welfare for the well-off, enhancing their social functioning.

Efforts towards a more effective and more equitable social welfare system are likely to meet certain obstacles, arising from residual conceptions and perceptions of the Welfare State, from the self-interest of service providers, and from resistance to change inherent in bureaucratic organisations. The paper identifies these obstacles and provides suggestions on how they could be overcome or at least reduced.

### The Future of Work

The New South Wales Association for Mental Health held a one-day public seminar on the topic of The Future of Work on 2 July, 1983. The topic was based on the recently published book by Barry Jones, Commonwealth Minister for Science and Technology, Sleepers, Wake! Technology and the Future of Work. Adam Jamrozik was one of the speakers and he addressed the seminar on Youth Unemployment : A Short-Term Problem and Long-Term Outcomes. The abstract of his address reads :

Although the problem of youth unemployment in Australia has been a cause of concern for some time, the explanations of the problem and the remedies implemented to solve it have not been effective because they have been focussed on the young people themselves rather than on the causes of the problem. The causes can be identified not so much in the economic recession as in the changes that have occurred in recent years, and continue to occur in the structure of the labour market. Some of these changes which are directly relevant to youth unemployment are identified, such as changes in technology, in the occupational structure, in the age composition of the labour force, in education, and in the choices made by employers. (Evidence of these changes can be ascertained from the nation-wide surveys of the Australian Bureau of Statistics.)

Education figures prominently as one of the most important factors affecting employment opportunities of young people. Unlike Australia, other industrialised countries have come to recognise this and have taken certain measures in education and training to overcome their problems of youth unemployment.

The argument presented in the paper cautions against easy, soft-option solutions to youth unemployment, such as alternative life-style programs, because such solutions could mean an exclusion of young people from the mainstream of economic and social life. Instead, it calls for a re-allocation of resources and for change in structural arrangements, not only in the labour market but also in social organisation.

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ANZAAS 1984

The 1984 ANZAAS Congress will be held in Canberra from May 14 - 18. Following the success of the Social Welfare Section at the 1983 ANZAAS Congress there will, once again, be a Social Welfare Section in 1984. The convenor will be Dr Julie Munro-Ashman of the Woden Valley Hospital, Canberra. A tentative program outline must be submitted by the convenor to the ANZAAS authorities by late August, and Dr Munro-Ashman would like people who have suggestions regarding the program to write to her as soon as possible.

The Section will incorporate a number of thematic sessions which include Theory and Practice in Social Welfare; Work (or the lack of work) and Welfare; Housing and Social Welfare; Child Welfare; Fiscal Welfare and Income Support; Women and the Welfare State; Ageing and Social Welfare. This is by no means a final, nor a definitive list. Dr Munro-Ashman would welcome suggestions for additional sessions as well as suggestions of papers which might be presented. Each session will have a convenor who will organise the papers.

Could you please send your comments and offers to Dr Munro-Ashman as soon as possible. Her address is PO Box 11, WODEN, ACT, 2606.

ANZAAS CONGRESS (Perth, May 1983)

For the first time the ANZAAS (Australian and New Zealand Association for the Advancement of Science) Congress contained a Section on Social Welfare which was highly successful in terms of the degree of interest expressed by participants.

Four papers were presented by staff of the Social Welfare Research Centre and abstracts of these papers appear below. As a result of the demand received for copies of these papers, we have decided to publish them as a collection in our Reports and Proceedings series. Details of this appear on page 37.

Bettina Cass : Division of Welfare in the Recession : The Political Limits to Redistribution, Revisited

The paper argues that the thesis of the political limits to redistribution and the thesis of a crisis of welfare state expenditure in a period of high unemployment both ignore the existence of other budgetary outlays and expenditures through the tax system and through occupational benefits which are also redistributive. The direction of redistribution is regressive; away from those excluded from paid labour and from those in insecure, low-paid jobs. It is working class families, and within them, women in particular, who are excluded from the lucrative systems of fiscal and occupational welfare, and who are most likely to become dependent on social security transfers.

The paper uses data on the changing incidence of the personal income tax system and on tax expenditures (superannuation and housing) to conclude that the thesis of the political limit to redistribution is partial and misleading. Since 1976 the tax burden of the economic recession has been borne increasingly by low income working class families where both husband and wife are employed. Some of the consequences of the unequal impact of the recession on both the unemployed and low-paid workers are examined using data from the SWRC survey of unemployment in Sydney.

Adam Graycar : Public and Private in Welfare Services

This paper examines relationships between non-government welfare organisations (NGWOs) and governments, and discusses questions relating to the boundaries between statutory and non-statutory activities; privatization of welfare activities; and important characteristics of interactions between governments and NGWOs. It reports preliminary data from a large national survey of NGWOs.

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The paper is intended as a discussion paper, as the data reported are part of an as yet uncompleted monograph. The estimate of 37,000 NGWOs in Australia is a point estimate, and its derivation is discussed in the paper.

Adam Graycar and Jo Harrison : Ageing Populations and Social Care : Policy Issues

Official policy statements and parliamentary recommendations are re-emphasizing the importance of community care for elderly people. This paper examines questions of responsibility in the light both of demographic changes and the associated increases in dependency amongst the elderly in Australia.

Definitional questions are raised in relation to the concept of community. The distinction between care in and by the community is probed in relation to evidence concerning the role of women in the provision of care. The responsibilities for provision which exist at the statutory, commercial, voluntary and informal levels are outlined. Actual allocation of fiscal resources to home support services is detailed and policy considerations which arise from this analysis are proposed.

Adam Jamrozik : The Economy, Social Inequalities and the Welfare State : Implications for Research

In recent years the debate on social welfare has gradually narrowed to the single dimension of income support. The importance attached to this issue and a neglect of other aspects of social welfare stem from the belief that income support provisions serve as a redistributive mechanism, alleviating the inequalities generated in the market economy. However, the social and economic effects of the working of the market itself are not questioned.

This narrowness of perception has led to a situation in which income support provisions achieve the opposite effect from their stated purpose; that is, the social welfare system serves to reinforce the inequalities generated in the market and makes these inequalities legitimate.

A different conceptual framework is needed in which social welfare is perceived primarily as an essential part of modern economy without which the economic system predictably falters. Such a framework is the necessary first step in any attempt to understand the processes through which inequalities in society are created, let alone to alleviate these inequalities.

This issue is addressed in the paper mainly at research and analysis in social welfare, the argument being that research carried out in a selective, or

residual, perspective is theoretically inadequate and also hides the true role of the Welfare State in a market economy.

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*One of the SWRC staff who attended the Congress, Jo Harrison, has written a very interesting and impressionistic account of the week :*

ANZAAS : A Purely Personal View

(Jo Harrison)

It is by no means easy to portray in writing the event which was ANZAAS '83. Abstracts of papers, or even lengthy summaries for that matter, may be inspiring, but fail to capture the 'charge' of being a part of it all. For myself (a Sydneysider), being on the opposite side of this continent was as much a realisation that 'yes, there is a west coast, Jo', as anything else. Being accommodated with instantly friendly people also convinced me that this conference was going to be different, if not inspiring. Perth itself struck me as picturesque, (why didn't anyone ever tell me?) and relaxing (no, I didn't say dull). The size and pace of the city was refreshingly human, and I hastened to take issue with an 'easterner' who described Perth as 'a bit far out of town'. The contrast with Sydney was particularly obvious when I found people in the street asking me if I was 'one of those scientists', even when I'd hidden my name tag. It clearly wasn't just an event for those attending, but for others as well, since, as the posters said, 'ANZAAS comes to Perth as often as an elephant has a baby'. I could continue to enthuse on the river, Freemantle Harbour (sailorless) the cafes, the magnificent University campus, and the Emu lager, but you'd assume I didn't make it to the conference, so I'll restrain myself.

As with the Congress itself, the Social Welfare and Women's Studies sections are decidedly difficult to summarise into a few cut-down versions of presentations. We all realise, no doubt, that the follow-ups over coffee and sleep-shaking heated exchanges during sessions, not to mention the person who said 'I've been waiting all week to hear your paper', are part of a cumulative series of enjoyable moments.

After all that, it's time to get down to specifics. This being one of the few conferences where I have really had to choose between sessions, given the interest and relevance of so many papers, I decided to attend various seminars, predominantly those which I felt that colleagues back in Sydney would be most interested in, but about which they'd have least access to information. Thus, I wound up at several 'Conference Symposia' - usually a

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3 hour series of papers on a particular theme, for which a number of the 45 sections of the conference combined. Those on 'Women and Development', 'Multiculturalism' and 'Women and the Social Wage', were valuable, with the latter in particular being a continuous series of inspiring and thought-provoking presentations.

The Women's Studies section of the conference was rumoured to be the most well attended and exciting section, although the convenor hastened to deny having started the rumours! One must add, however, that the first-ever Social Welfare section was itself well attended throughout the week. 1984 may be the year that Cora Baldock's assertion that 'to have a good section, it must be organised by women' is put to the test. Certainly, a symposium on Women and the Welfare State would be an exciting joint section. Overall, the amount of energy and commitment which was put into organising both sections was matched by the high standard and variety of subjects covered in the papers given. Economic and political considerations associated with unemployment, use of volunteers, funding of welfare organisations, family care, Aboriginal land rights, income maintenance, 'self-help', and the labour force were among the many subjects discussed within and in response to papers. The situation of women working in a low or unpaid capacity as a result of 'cost-cutting' exercises was a predominant concern which will, no doubt, be the subject of ongoing analysis.

For myself, contact which I made with others interested in and working on similar questions and issues, as well as a brief glimpse of welfare services in Perth, were experiences which will have ongoing value. Before I went to Perth someone told me that the people you meet at ANZAAS become colleagues for life. I now have no reason to doubt that piece of wisdom.

... ..

#### Critical Dilemmas in Social Work Practice Today

During the week following the ANZAAS Congress in May, in Perth, Western Australia, Adam Jamrozik participated in a series of seminars at the School of Social Work, Western Australian Institute of Technology. The other guest lecturers were Professor Vic George, Professor of Social Administration and Social Work at the University of Kent and Dr. Martin Loney of the Open University, Milton Keynes. The three visitors were also the main speakers at a professional symposium organised by the School of Social Work, WAIT, and held

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on 26 May, 1983 at the Community Services Training College, Mt.Hawthorn, Western Australia. Under the theme of Critical Dilemmas in Social Work Practice Today, the symposium discussed the changes in society which affected social work practice, the dilemmas those changes created for social work, alternative ways of responding to those changes, and possible new directions in social policy from the vantage of social work practice.

IMPACT PROJECT TRAINING COURSE

*The IMPACT Project\* will be holding a training course in the use of its Population Projection Facility in Melbourne during the week September 19-23, 1983. The IMPACT Population Projection Facility is an economic-demographic model of Australian population, households and labour force. It can be used to provide projections disaggregated by sex, age and marital status, under various scenarios of economic and demographic growth, and to analyse the interaction between economic and demographic change. Whilst the Facility is primarily designed to produce projections at the national level, it can also be applied at a sub-national level.*

*The course aims to provide participants with*

- (i) a greater appreciation of the nature and extent of the interactions between economic and demographic behaviour; and*
- (ii) sufficient background, documentation and practical experience to enable independent use of the IMPACT Population Projection Facility and to analyse these interactions and to produce conditional projections of population, households and labour force at national and sub-national level.*

*Further details are available from Pamela Williams, IMPACT Research Centre, University of Melbourne, 153 Barry Street, Carlton, Victoria, 3053. Telephone (03) 341 7417 or (03) 341 7418.*

- \* IMPACT is an economic and demographic research project conducted by Commonwealth Government agencies in association with the Faculty of Economics and Commerce at the University of Melbourne and the School of Economics at La Trobe University.*



### Single Parents - Work or Welfare?

A two day national workshop organised by the Institute of Family Studies and chaired by Marie Coleman was held in Melbourne (June 1 - 2) on the topic 'Single Parents - Work or Welfare?'. Three people from the SWRC attended - Bettina Cass, Mary Ann O'Loughlin and Eve Voysey.

The workshop covered many issues related to the welfare and labour force situations of sole parents. Short papers were presented on the issues of maintenance and property, taxation, housing, income security, services for young children, employment opportunities and training and retraining programs. At least half the time was spent discussing the policy implications and research gaps in these fields.

A question which was put to the participants at the conference was 'Why are you interested in sole parents?' One reasonable answer is because in Australian society sole parent status is an indicator of poverty especially for those sole parents who rely principally on government income maintenance. And the concern, of course, is not simply with sole parents but also with the 432,000 children who live in sole parent families.

In 1981 approximately 84 per cent of female sole parents and 18 per cent of male sole parents were in receipt of income maintenance from pension or benefit. Most sole parents were receiving either the Supporting Parents' Benefit or Class A Widows' Pension and of these about 85 per cent were receiving the full benefit, an indication that most had very little or no extra income. The average weekly rate for those receiving the Supporting Parents' Benefit in June 1982 was \$99.58.

The alternative to reliance on welfare - participation in the paid workforce - is, for many sole parents, not a realistic option. Presently, government policies discourage the workforce participation of sole parent beneficiaries because of the high effective marginal tax rates which apply to earned income and because of the inadequate provision of child care. Workforce participation for sole parents must yield adequate income - which usually requires full-year, full-time employment.

Clearly, from the rate of take-up of benefit, it would appear that for male sole parents the option of working full-time is more attractive, since they are more likely to obtain a reasonable financial return for their labour. They do of course, like all parents responsible for young children, have to

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contend with the problem of the inadequacy of child care facilities. The 84 per cent of sole parents who are female, however, face further problems with entry into the workforce. Although the conference participants agreed that the best way to improve the situation of sole parents was through increased earnings, for female sole parents (as for all women) this means confronting a sex-segregated and low paying labour market. The ABS 1978-79 Income Survey showed that female sole parents who worked full-time earned on average only 68 per cent of the income of male sole parents working full-time. Participants at the conference were constantly reminded that to tackle the employment problems of female sole parents one had to look to the problems facing all female workers, particularly those with dependent children.

The workshop discussed policies aimed at improving the labour force participation opportunities of sole parents. Among these were retraining schemes, child care, job creation and the rationalisation of the income transfer and tax systems. Another important issue raised was the feasibility of a transitional scheme to ease entry into the workforce by allowing the retention of critical fringe benefits, and income supplements, like rent allowance, for a certain period.

#### Summary of Issues

Bettina Cass was responsible for summing up the workshop and providing an assessment of the major policy issues and areas for future research which had been identified.

Her summary included an evaluation of the four sources of income and resources available to single parents, using the following criteria :

- \* Adequacy of income for parent and child in the short term.
  - \* The extent to which reliance on a particular source of income encourages dependency, relative powerlessness and social marginality - or whether it promotes independence, social participation and hence autonomy for parent and children.
  - \* The long-term implications of each income source for adequacy and the mitigation of dependency.
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Income Sources

1. *Intra Family Transfers*

The workshop endorsed the obligation of both parents, in particular the non-custodial parent, to support their children through appropriate and equitable property distribution and maintenance provisions. However, the problems of enforcing the obligation to support are known to be formidable, particularly in relation to spouse maintenance, and result in uncertainty, as well as legal and financial problems for the custodial parent. There was a consensus that urgent consideration be given to the establishment of a centralised collection and distribution agency for maintenance payments.

However, Justice Elizabeth Evatt of the Family Court and Professor David Hambly (Law, Australian National University) both stressed the extreme unlikelihood that maintenance payments would ever constitute a major and/or secure proportion of income for custodial parents and their children.

2. *Social Security Payments : Income Maintenance and Income Support*

The major policy issues identified were :

- i. adequacy of pension and benefit : base rate.
- ii. adequacy of the component for children and how best to provide it.

The debate here was whether emphasis should be placed on raising and indexing the children's allowance for all pensioners and beneficiaries or on raising family allowances for children in all families, in particular for young children of pre-school age.

Short-term policies for alleviating extreme hardship were counter-posed against the long-term desirability of universal child support.

- iii. the problem of work disincentives, that is, the poverty trap created by the low permissible extra income level and by the sharp cut-off for extra concessions like the rent allowance.
  - iv. the tendency for supporting parents in receipt of pensions and benefits (84% of all female sole parents and 18% of all male sole parents) to be rendered dependent and marginalised in relation to labour force participation. They are not defined officially as unemployed, but as being outside the labour market (except for
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the small minority who are unemployment beneficiaries). This has important repercussions in terms of recruitment for training, retraining and job creation programs.

### 3. *Labour Force Participation*

- i. There was a consensus that long-term dependence on income maintenance may erode the parent's job skills, make job qualifications obsolete and reduce employability, and hence exacerbate poverty.
- ii. Emphasis was placed on the importance of training, retraining and job creation programs which define supporting parents on pensions and benefits as unemployed and available for recruitment.
- iii. The problems of female supporting parents were seen to be shared by all mothers of dependent children confronting a sex-segregated labour market where jobs for women are typically part-time, low-paid and insecure and where job opportunities have been reduced in the current economic recession.

Policy issues : expansionary economic policies; anti-discrimination legislation; wage fixation extending wage justice to women; job creation.

- iv. The workshop highlighted the need for continuing substantial income support for children when parents are making the transition from social security to paid employment - and the continuing need for such support through the tax/transfer system.

### 4. *Social Services*

- i. The workshop highlighted the importance of adequately provided, equitably distributed and affordable child care : long-day care, after school care and vacation care to allow parents to undertake training, retraining and paid employment and to provide services and developmental opportunities for children.
- ii. Housing was seen as an extreme problem for single parents in terms of access to, and affordability and security of accommodation.  
The discussion centred on :
  - \* policies for assisting custodial parents to remain in the 'matrimonial home' (e.g. by low-interest, government guaranteed loans).

- \* increased allocation for public housing;
- \* increased support for pensioners and beneficiaries in the private rental market, for example, through increased rent allowance;
- \* the importance of the location of housing for single parents, that is, its proximity to reliable, efficient and affordable transport, childcare, job opportunities and existing social networks.

It would be misleading to claim that the workshop participants reached conclusions on most of the policy options outlined in this summary - but discussion was vigorous and the policy options were clearly identified. Broad consensus was reached on the importance of paid work, public policy support to enter paid work, and the necessity to protect the adequacy of income maintenance and child support. A more detailed account of these issues and of the workshop discussion will be presented in a summary of the proceedings to be published by the Institute of Family Studies.

#### The Social Scientist and Law Reform : the De Facto Relations Inquiry

In June 1983 Bettina Cass presented a paper on this topic at the School of Sociology, University of New South Wales. The paper outlined the historical development of family law and state laws regulating de facto relationships; presented new data on the demographic and socio-economic characteristics of non-marital cohabitation in Australia, in relation to comparable overseas countries; and discussed the contribution of the social scientist to legal policy analysis and formulation. The Final Report of the New South Wales Law Reform Commission's Inquiry into De Facto Relations (on which Bettina Cass was part-time Commissioner) will be published in August. The Report contains new research on the nature and incidence of non-marital cohabitation, and recommendations for law reform which have important social welfare implications. The Report will be available from the New South Wales Law Reform Commission.

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Social Justice Project Conference on Unemployment

A paper was presented by Bettina Cass at the Social Justice Project, Australian National University, one-day conference on unemployment in April, 1983. The paper was the final contribution in a series which presented a historical account of unemployment and public policy through the twentieth century. Cass's paper, The Legitimation of Unemployment : 1974-1982, began with a survey of official methods of numbering the unemployed; re-examined the conventional wisdom of the "long-boom" of full employment (1950-1970) and noted the high incidence of women's hidden unemployment in this period; examined the unemployment literature of the 1974-1982 period which constructed divisions amongst the unemployed on the basis of age and sex; identified the inadequate nature of public policy responses in the areas of training and retraining programs, job creation and income maintenance - policy responses which increasingly excluded adult workers (those over 25) from employment training programs and excluded women from skilled trade training and from job creation schemes. The paper called for a class analysis of unemployment which identifies the disadvantaged labour market; formal educational and income situation of the unemployed (when in paid employment); and the construction of official unemployment measurements sensitive to the actual experience of joblessness, to serve as a data and research base for the implementation of adequate, comprehensive and equitable job creation, training and social security policies. The paper is available from the SWRC and from the Social Justice Project, ANU. The four papers presented at the conference (Jill Roe, on 'Unemployment and other Welfare Policies in the 20th Century'; Stuart McIntyre on 'Work and welfare between the Wars'; Rob Watts on 'Full Employment Policy in the Political Economy of Post-War Reconstruction' and Cass on 'Unemployment and Public Policy 1950-1982') are being published in shortened versions in Australian Society.

ANNUAL POLITICAL ECONOMY CONFERENCE

*The Annual Political Economy Conference will be held on 3-4 September at the Australian National University, Canberra.*

*The conference will address a wide range of issues including 'Federal and State Labor Governments and Socialist Strategies' and 'The Political Economy of the Public Sector'.*

*For further information, contact the*

*Australian Political Economy Movement  
PO Box 1585  
CANBERRA CITY                      ACT                      2001*

A GUIDE TO SWRC  
PROJECTS AND PEOPLE\*

Welfare of Families and Households

*Bettina Cass*  
Diana Encel  
Pauline Garde  
Jo Harrison  
Carol Keens  
Mary Ann O'Loughlin

Welfare of the Elderly

*Adam Graycar*  
Jo Harrison  
Carol Keens  
David Kinnear  
Frances Staden

Welfare of the Workforce

*Adam Jamrozik*  
Marilyn Hoey

Welfare of Children

*Adam Jamrozik*  
Frances Staden  
Tania Sweeney

Superannuation and the Labour Force

*Linda Rosenman*  
Marilyn Leeds

Public Policy Analysis and  
Non-Government Welfare

*Adam Graycar*  
Jill Hardwick  
Vivienne Milligan

\* for a full staff list and phone  
numbers, see back page.

## NEW REPORTS AND PROCEEDINGS

The writing of a number of new Reports and Proceedings has been completed and the issues are in varying stages of the printing process. Subscribers to the SWRC Reports and Proceedings series will automatically receive their copies within the coming few weeks. Non-subscribers who wish to purchase copies may do so by completing the publications order form inserted in this edition of the *SWRC Newsletter*. Subscription details are given on this order form.

For your information, abstracts of the new Reports and Proceedings are given below.

No.30 Peter Travers, Unemployment and Life-History : A Pilot Study,  
June 1983, 75pp.

This pilot study of the cumulative effects of long term unemployment was undertaken to identify policy interventions which might be appropriate when dealing with the high rates of long term unemployment in Australia in the 1980s. The method used was to conduct a literature review and an in-depth sample survey of people who had experienced long term unemployment in the 1930s. In March 1983 Dr. Travers presented the findings at an SWRC seminar which is summarised on page 7.

No.31 Jo Jarrah (ed), 53rd ANZAAS Congress : SWRC Papers,  
June 1983, 118pp.

The 53rd ANZAAS (Australian and New Zealand Association for the Advancement of Science) Congress contained, for the first time, a section on social welfare which was extremely well received. Four papers were presented by SWRC staff :

- \* Bettina Cass, "Division of Welfare in the Recession : The Political Limits to Redistribution, Revisited".
- \* Adam Graycar, "Public and Private in Welfare Services".
- \* Adam Graycar and Jo Harrison, "Ageing Populations and Social Care : Policy Issues".
- \* Adam Jamrozik, "The Economy, Social Inequalities and the Welfare State : Implications for Research".

(Abstracts of each paper appear on page 25).

Although these are working papers, the analyses of which may alter with events in time, or new findings, and although some parts have already been, or will be published elsewhere, public interest in the papers has been very strong. Due to this demand, we have published the papers as a collection which many readers will find useful and valuable.



No.32 Andrew Jones, Selectivity in Children's Services Policy, June 1983, 100pp.

In 1974 the Commonwealth Government adopted the policy that all Australian families with young children should have available to them a comprehensive range of early childhood services, including, in particular, child care. This objective, as is well known, has not been achieved. Only a minority of Australian families in the early 1980s has access to, and uses, formal child care services. This discrepancy between the aims of the early 1970s and the outcomes of the early 1980s stems from both political and economic factors. Between 1976 and 1983, the Commonwealth limited its objectives in the early childhood field to providing services to 'those in greatest need', rejecting the aim of universal provision of child care on ideological grounds. The relatively poor state of the economy during these years reinforced this policy of limited involvement in children's services. The return of a Labor Government in March 1983 may result in a return to a commitment to the objective of universal service provision; however, given prevailing economic circumstances and economic policy, it is unlikely that universal access to children's services will be a reality in the near future.

In such circumstances, policies concerning the distribution of children's services assume great importance. The two central questions that policy-makers face are :

- \* Which kinds of families should be the main recipients of those child care services that are made available through public funds?
- \* What strategies will maximise the likelihood that services in fact reach the intended beneficiaries?

Given that children's services will be in short supply for the foreseeable future, these issues must be addressed irrespective of whether the policy-maker is committed to universal or partial public provision of children's services.

In this report, these issues are described as issues of 'selectivity'. The term 'selectivity' is used here in a broad sense to include all measures designed to allocate services to selected groups of the population who are deemed to have needs or characteristics that should be recognised in the form of priority or special consideration. The first section explores the

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development of selectivity as a policy objective in the Commonwealth Government's Children's Services Program. It addresses the meanings which have been given to selectivity by those responsible for the children's services program, and the strategies which have been used to implement selectivity, along with their effects and consequences.

In the second section, the focus switches to the local level, and in particular to the level of the direct service organisation. It is argued in this paper that the policies of child care centres and other early childhood service organisations have an important bearing on which families do, and which families do not, receive children's services. The kinds of agency policies that affect the distribution of services are described, and illustrative data are provided from a study of the allocative policies of early childhood service organisations located in Townsville, Queensland. The argument is made strongly that there is a need for more explicit attention to the policies and processes that affect the allocation of child care resources.

#### NEW SWRC REPRINTS

Three new issues in the SWRC Reprint series are now available. The cost of \$1 per copy covers postage and handling. For details of ordering Reprints please see page

No.15	Diana Wyndham, 'Why Study Working Mothers and Ignore Working Fathers? : The Impact of Parental Employment on Children' from <u>Australian Quarterly</u> , Vol.55, No.1, Autumn 1983, 8pp.
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Studies and policies that separate the worlds of work and home, men and women, adults and children, are based on false assumptions which have the power to harm the whole of society. This paper critically examines the literature and explores some of the ways in which work of fathers and mothers can affect the health and development of children. It is argued that increasingly it is not the safe, secure, well-paid employment of either parent that harms children. Rather, it is the unsafe, insecure and poorly paid work or unemployment of parents which poses threats to children.

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| No.16 | Adam Jamrozik, 'Evaluation in Welfare : Specific Means for Uncertain Ends' from <u>Developments in Australian Evaluation Research and Practice</u> , First National Evaluation Conference Proceedings, 1982, 41pp. |
|-------|--|

Evaluation in social welfare presents certain methodological problems not usually encountered in other fields of social activity. Welfare goals are difficult to define with clarity and precision; hence the evaluation of welfare policies and/or programs often means an attempt to quantify what is primarily a qualitative process, or goal.

However, difficulties encountered in evaluation of welfare activities should not be used as reasons for resisting evaluation. Rather, it is necessary to bear in mind that the methods of evaluation of such activities need to be carefully considered and not simply adopted from other fields of human endeavour. Apart from the issues of appropriate method, there are also political and ethical issues to consider in evaluation as in other forms of interaction in human activities.

Issues raised in the paper are illustrated by examples of recent evaluative studies of welfare programs in Australia.

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| No.17 | Jerry Moller and Adam Graycar, 'An Eye for Evaluation' from <u>Administration in Social Work</u> , Vol.7, No.2, Summer 1983, 10pp. |
|-------|--|

This article develops a model for evaluation in which social work services are seen as operating within and across a wide range of policy structures. Service delivery takes place within the confines of management policy which takes place within agency policy. All have an effect on individual clients and most interactions are affected by Federal or State policies. The evaluation model which is developed (visually resembling an eye) dissects all of these interactions thus reducing service evaluation to manageable and meaningful proportions.

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*Social Policy and Administration*

Editor: R.A.B. Leaper, Professor of Social Administration,  
University of Exeter

*This long established journal believes that society has a responsibility to provide for people in need : the homeless, the sick, the elderly, the unemployed, the 'poor'; and that the big debate of our time asks how that responsibility can be met by a new combination of public provision and voluntary aid. It draws contributions from all areas of the social sciences - academics, policy-makers, administrators and field workers - on important aspects of the theory or application of social policy in the provision of health care, education, urban planning.*

*Articles in Volume 17(1983) will include :*

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NEW PUBLICATIONS OF INTEREST

Department of Social Security, Developments in Social Security : A Compendium of Legislative Changes since 1908 (Research Paper No.20, REsearch and Statistics Branch, Development Division, Canberra, June 1983)

This compendium is one of a series of research papers dealing with various aspects of income maintenance and related subjects, intended to be of use to researchers and others interested in social security. Contents include

- . Age and Invalid Pension
- . Widow's Pension and Supporting Parent's Benefit
- . Unemployment, Sickness and Special Benefit
- . Maternity Allowance
- . Family Allowance
- . Handicapped Child's Allowance
- . Double Orphan's Pension
- . Family Income Supplement
- . Social Security Bills : Dates of Second Reading
- Speeches from 1908.

Jan Carter, Families Without Hope : Emotional Abuse and State Intervention  
(Perth, The Department for Community Welfare, 1983)\*

This report, commissioned by the West Australian Department for Community Welfare to investigate the subject of psychological or emotional abuse, documents the changes in the status of the child in the family and in the community over the past century, leading to the recent construction of the concept of emotional abuse.

In her introduction, Carter states that 'until the past five years or so, relatively little thought had been given to the notion that a child might be psychologically or emotionally abused without being physically or sexually maltreated. Most policies and services concerning child abuse have decided, politically and professionally, to offer priority to the physically and sexually abused child. This is understandable as there is the considerable problem of identifying psychological or emotional abuse, which is not visible or measurable in the same tangible way as either physical or sexual abuse. Nor is psychological or emotional abuse easy to elucidate in terms of a sequence of cause and effect'.

The purpose of the project was to define the concept 'emotional abuse'; to assess whether it is a logically valid concept; to describe what is known about the causes of emotional abuse; to provide a restricted range of practical definitions for its identification in children, for practitioners in the field, particularly social workers; and to prepare a foundation for follow-up investigations.

As very little work has been done in this area, and therefore very little literature is available, an attempt was made to collect some empirical data and to analyse and explore some of the professional, legal and policy implications of endorsing the concept of emotional or psychological abuse of children. In particular, she examined the conceptions held about emotional, or psychological abuse by practitioners who have the power to define it in their everyday work; and the opinions of a group of parents about questions of the discipline and punishment of their children.

Her report indicates that although nothing at all is known about the frequency and incidence of emotional or psychological abuse of children, it appears that it comprises a significant and worrying proportion of the workload of

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professional practitioners and further, extensive research is necessary.

\* The report is available (at \$6.50 per copy) from the

Projects Officer  
Department for Community Welfare  
81 St George's Terrace  
PERTH WA 6000

John Dixon and D.L. Jayasuria (eds) Social Policy in the 1980s (Canberra College of Advanced Education in Association with the Australasian Social Policy and Administration Association, 1983).\*

This collection contains a selection of papers presented at the Social Policy in the 1980s conference that was held in Canberra in May 1982, under the auspices of the Management and Policy Studies Centre at the Canberra College of Advanced Education. The papers here gathered together are diverse in their methodologies, content and intellectual foundations: their commonality is their focus on some aspects of social policy and social administration. Collectively, they represent a multi-disciplinary approach to the study of social policy and social administration. This was a hallmark of the 1982 Canberra conference and remains a key feature of the Australasian Social Policy and Administration Association, which was inaugurated at the Canberra conference and which is a co-sponsor of this collection.

Papers are presented in the categories 'Social Values and Social Policy'; 'Formulation of Social Policy'; 'Poverty'; 'Social Policy Evaluation'; 'Comparative Social Policy'; 'The Voluntary Welfare Sector'; and 'Family and Related Policies'. Contributors include Robert Pinker, Patricia Tulloch, David Hall, Wolfgang Grichting, Bruce Heady, Elsie Holmstrom, Alexander Wearing, Helen Weston, Eva Cox, Anna Howe, J.P. Cox, Michael Howard, Anona Armstrong, M.G. Wulff, P.W. Newton, Hyung Shik Kim, Stephen Uttley, John McCallum, Concetta Benn, Mark Lyons, Arnold Katz and Robert Hayes.

\* The book is available at \$15 per copy (includes postage and packing) from

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*Papers presented at this conference by SWRC staff form the basis of the SWRC book Retreat from the Welfare State : Australian Social Policy in the 1980s (see page 44 for details).*

RETREAT FROM THE WELFARE STATE

*Edited by Adam Graycar, compiled by the staff of the Social Welfare Research Centre, University of New South Wales, and published by George Allen and Unwin, May 1983.*



Contents 1 Retreat from the Welfare State (Adam Graycar) - 2 Childrearing: direct and indirect costs (Bettina Cass, Carol Keens, Diana Wyndham) - 3 Child welfare and child care policies (Tania Sweeney) - 4 Occupational welfare: supporting the affluent (Adam Jamrozik, Marilyn Hoey, Marilyn Leeds) - 5 Non-institutional care of elderly people (David Kinnear, Adam Graycar) - 6 Unemployment and family support (Bettina Cass, 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, Bettina Cass) - 9 Non-government welfare: issues and perspectives (Ian Yates, Adam Graycar) - 10 Universality and selectivity: social welfare in a market economy (Adam Jamrozik) - Bibliography - Index.

*Abstracts of each chapter appeared in the SWRC Newsletter No.9 (April 1983).*

*Available from booksellers, or George Allen and Unwin Aust. Pty. Ltd., PO Box 764, North Sydney, NSW 2060.*

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Women, Social Welfare and the State in Australia

*This book, edited by Cora Baldock and Bettina Cass, contains a collection of writings which place gender, with class issues, at the centre of the analysis of Australian social policy. It will be published by George Allen and Unwin, Sydney, within a few months. More details will be available in the next issue of the SWRC Newsletter.*

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