

## SWRC Newsletter No 3 - June 1981

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# SWRC Newsletter

No 3     June   1981

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Editor: Margaret McAllister

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<u>CONTENTS</u>	<u>PAGE</u>
DIRECTOR'S REPORT	1
SWRC SEMINAR SERIES - Second Session 1981	5
SWRC SEMINAR SERIES 1981	6
ONE-DAY SEMINAR : UNEMPLOYMENT	9
CONFERENCE AND SEMINAR PRESENTATIONS BY SWRC STAFF	10
RESEARCH PROJECTS	
- Introduction and Project Summaries	12
- Research Report : THE WELFARE OF ELDERLY PEOPLE	21
CONTRACTED RESEARCH PROJECTS	28
RELATED RESEARCH	30
STAFF	31
PUBLICATIONS	33



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## DIRECTOR'S REPORT

The Social Welfare Research Centre came into existence in January 1980. After a period of some months in which the Centre became operational, work commenced on the research agenda, and now the staff is working towards achieving the terms of reference set for the Centre. In June 1981 there were 22 staff members, five of whom were part-time, and two visiting fellows (though in the last week of June, there were four visitors in residence). I believe it is important for the Centre to be able to offer facilities to visiting scholars both from overseas and from within Australia. Visitors who work on specific short term projects have the advantage of working in an environment devoted entirely to social welfare research (there is no similar body in Australia), yet have the facilities of a large, well equipped university at their disposal. The Centre benefits from the fresh perspectives and wisdom of our visitors and, hopefully, the product of the visit benefits the community at large. Details of our visitors and their projects are regularly listed in the SWRC Newsletters.

The Centre is housed in two locations. The bulk of the staff, secretariat, library, seminar room and computing facilities are in a pair of converted terrace houses on the corner of High St. and Eurimbla Ave. Randwick, adjacent to the university campus. The remaining staff are in another small building nearby.

The SWRC was established under an agreement between the University and the Commonwealth Government. The agreement listed four functions for the Centre and in its first operational year progress has been made in each of the four areas. They are :

- to undertake and sponsor research work on important aspects of social welfare in Australia. A research agenda has been developed and teams established to carry out this agenda. Essentially the agenda follows a life cycle approach, with teams working on the welfare of young children; the welfare of families; the welfare of the workforce; the welfare of elderly people. In addition teams are working on quantitative and evaluative issues, and aspects of public policy analysis. The agenda has been refined slightly since it was first proposed, and is regularly discussed with the Advisory Committee (see below). The projects presently under way are described later in the Newsletter.

In general, projects undertaken in the SWRC aim to broaden our understanding at three levels. First, to understand the characteristics of the specific populations which we are dealing with, thus distinguishing problems and conditions. Second, to understand the institutions and services with which the target populations interact and which have a profound effect on the well being of the populations. Third, to

understand the broad policies which affect the functioning of the services and institutions and which also affect the target populations. Only by studying all three of these can we begin to understand how people live.

In addition to its own research, the Centre funds research to be undertaken outside - research which can better be undertaken by scholars with expertise not held in the Centre. For example, the Centre has contracted out, rather than studied in house, projects relating to the welfare of ethnic communities. Three of the Centre's first ten reports were the result of contracts (number 3, 4 and 6) and three projects are presently being undertaken outside the Centre (see page 28). The Centre is not able to accept unsolicited requests for research funding.

- to provide opportunities for postgraduate study of social welfare. The Centre's first Ph.D. student, David Wiles, commenced his studies in January 1981. David is working under my supervision. Opportunities for postgraduate study depend on the availability of staff to supervise higher degree students. Supervision is an extremely important, and hence time consuming activity and consequently higher degree students can only be accepted if potential supervisors are able to devote sufficient time to a student wishing to work in their area of speciality. The Centre advertises scholarships in October of each year. At the time of writing, details relating to fees for higher degree studies are not available.

- to arrange seminars and conferences to foster understanding of and to elucidate issues in the field of social welfare. The first public seminar arranged by the SWRC was given on 10th June 1980 by Professor Martin Rein of the Massachusetts Institute of Technology. Since then 27 public seminars have been organized by the SWRC at which 38 papers have been presented. Seminars in the present session (a list is on page 5) will bring the total to 36 seminars and 47 papers since the Centre commenced operation. Attendance at seminars has been pleasing, and this indicates that they are filling a need. Seminars are open to all and are attended by university staff, people from social welfare organizations and government departments, and other interested people. Unless otherwise indicated seminars are held in the Centre's seminar room, which can seat up to 40 people. The recent seminar on Unemployment was held in one of the University lecture theatres and attended by approximately 200 people (see report on page 9).

In addition to the public seminars, SWRC staff have an internal seminar series at which work-in-progress is outlined and laid open for criticism. As well, SWRC staff are frequently invited to present papers at seminars and conferences outside the Centre. These presentations are usually summarized in the SWRC Newsletter.

- to arrange for the publication of the results of research and studies carried out in or under the aegis of the Centre. The Centre's publications are issued in three series.

The SWRC Newsletter describes the work of the Centre and other matters of interest. It is published three or four times per year and has a wide circulation.

SWRC Reports and Proceedings, as the title suggests, reports the ongoing work of the Centre. By the end of June 1981 ten volumes had been published in this series with several still in the pipeline. Those reporting on Centre projects are mostly initial publications which survey subject areas and provide the basis for further empirical work. Titles already published in the SWRC Reports and Proceedings series are listed on page 35.

SWRC Reprints consist of reprints of articles by SWRC staff which have been published by journals or in collections either in Australia or overseas. At times it is appropriate to expose work done in the Centre to a wider audience than we normally reach, and where permission is granted they are reproduced in the SWRC Reprint series. The first five reprints are listed on page 35, and others are in the pipeline.

### CONSULTATION

Staff members of the SWRC spend a great deal of time away from the campus meeting with a wide variety of people and organizations involved in planning, organizing and delivering programmes and services.

Social research is an interactive process. Social scientists rarely have the luxury of operating in a rarified environment contemplating intellectually challenging questions and working at their leisure to construct theories about idiosyncratic issues. In the applied field it is incumbent on researchers to seek out important and relevant issues. Researchers are expected to bring the full weight of their expertise to the understanding and analysis of what are regarded as the important issues of the day as well as the social, economic and political environments which create these issues.

Applied social research does not take place in a vacuum. SWRC staff consult frequently with community groups; State Government departments; Commonwealth Government departments (both Canberra based and State based); peak bodies in the non-government welfare sector, both at national and state levels; local government community workers and other officials; large and small non-government welfare

organizations; individual workers in the social services; and academics working in areas relevant to the work of the SWRC. Staff members believe that such a degree of consultation is necessary to develop and execute a research programme of relevance in the 1980's.

#### SWRC ADVISORY COMMITTEE

The agreement which established the Centre provides for an Advisory Committee to assist the Director in planning the Centre's research. At its latest meeting, in April, 1981, the Committee discussed the Centre's research agenda, focusing particularly on long-term studies.

The membership of the Committee is clearly specified and in June 1981 the Committee consisted of Professor Rupert Vallentine, Chairman (Pro-Vice-Chancellor, University of N.S.W.), Professor E.R. Chamberlain (Social Work, University of Queensland), Mr. A.S. Colliver (Department of Social Security), Mr. W.C. Langshaw (Department of Youth and Community Services, N.S.W.), Professor R.J. Lawrence (Social Work, University of N.S.W.), Mr. K. Maine (Department for Community Welfare, W.A.), Mr. C.A. McAlister (Department of Social Security), Professor J.W. Nevile (Economics, University of N.S.W.), Mr. D. Scott (Brotherhood of St. Laurence), and Professor I.W. Webster (Community Medicine, University of N.S.W.)

#### OVERSEAS VISITORS

The SWRC has been pleased to have the participation of visiting academics and researchers in the activities of the Centre. Professor Wyatt C. Jones of Brandeis University spent some weeks with us in March-May 1981 and, among other valuable contributions, presented a seminar in our first session series (see page 6).

Dr. Harry Specht, Dean and Professor of the School of Social Welfare at the University of California, is currently Visiting Professor at the Centre. He is presenting a seminar on 30th June on developments in the personal social services in the United Kingdom and the United States, entitled "The Personal Social Services under Attack". Professor Specht is co-author of a number of books on social welfare policy and planning, and during his visit to the Centre he is working on the SWRC research project on The Aged and the State.

Linda Rosenman, formerly Lecturer in Social Work at La Trobe University and currently Assistant Professor, School of Social Work, Saint Louis University, Missouri, is Visiting Fellow in the SWRC for five weeks in June-July 1981. During her time in the Centre she will be working on a project on widowhood and social welfare policy in Australia (see page 18).

The following seminars will be held at the Social Welfare Research Centre (corner High Street and Eurimbla Avenue, Randwick) on TUESDAYS, 10.30 a.m. - 12.30 p.m.

- |              |   |  |
|--------------|---|--|
| 30 June      | Harry Specht (Dean and Professor, School of Social Welfare,<br>University of California, Berkeley) :                              | "The Personal Social Services under Attack : The United Kingdom<br>and U.S.A."               |
| 14 July      | Peter Kaim-Caudle (Professor of Social Policy, University of<br>Durham) :   | "A Comparison of Cross-National Support Systems for the Elderly"                             |
| 21 July      | Meredith Edwards (Senior Lecturer in Economics, School of<br>Administrative Studies, Canberra College of<br>Advanced Education) : | "Financial Arrangements within Families : Survey Evidence and<br>Social Policy Implications" |
| 4 August     | Adam Graycar (Social Welfare Research Centre) :   | "Public Policy and the Non-Government Welfare Sector"  |
| *18 August   | David Donnison (Professor of Town and Regional Planning,<br>University of Glasgow) :  | "Social Welfare Strategies : Cash or Programs"   |
| *1 September | Adam Jamrozik (Social Welfare Research Centre) :  | "Work Co-operatives : Do They Have a Future?"  |
| 15 September | Bettina Cass (Social Welfare Research Centre) :   | "Family Policy and Economic Recession"   |
| 29 September | Margaret Power (Lecturer in Economics, University of Sydney) :  | "Women and Unemployment : Policy Issues"   |
| 13 October   | Leonie Sandercock (Professor of Urban Studies, Macquarie<br>University) :   | "Welfare in the City in the 1980s"   |

\*STOP PRESS - The order of these seminars is now reversed

18 August Adam Jamrozik  
1 September David Donnison



SWRC SEMINAR SERIES 1981

The Centre's seminar series for the first half of the year consisted of six seminars held fortnightly from mid-March to mid-May. The seminars provide a forum for presentation of work in progress by Centre staff as well as for researchers in related fields. The following brief summaries provide an indication of the topics covered in the seminar series, but please note that most of the seminars were given from speaking notes and are not available in written form unless so indicated.

David Brown (Deputy Executive Director, Family and Children's Services Agency, Sydney) : Policy and Planning Issues in Children's Welfare.

This seminar presentation addressed the question of the nature of the relationship between policy and service delivery. Most social theorists, planners, professionals and policy analysts tend to assume "rationality" - a degree of correspondence between programs, goals, and service delivery - when considering the implementation of new programs or the effectiveness and impact of policies. Mr. Brown argued that the opposite was in fact the case, and identified and elaborated on some of the main areas of "irrationality" found, in particular, in government programs for children's welfare. He focussed on bureaucratic restrictions on the free movement of resources for children; the influence of Departmental staff and staffing arrangements; planning problems and deficiencies; confusion between community development and community funding; and the gap between research and decision-making. These areas were presented as neither exhaustive nor mutually exclusive, but served to illustrate the irrationality present in policy and planning and the implications of this for effective service delivery.

Wyatt C. Jones (Professor of Social Research, Heller Graduate School, Brandeis University) : Value for Money in Social Research.

Professor Jones' paper addressed the question of the effectiveness of applied social research in improving the performance of social programs or in allowing more rational choices to be made between competing programs. His focus was on evaluative research, noting that the rapid growth of the evaluation "industry" has become a world-wide phenomenon and that almost every social welfare program now has a budget line for a mandatory evaluation of its effectiveness. While significant progress has been made in the social research fields of needs assessment and cost-benefit analysis, the fields of program evaluation and policy analysis have been less successful. Evaluation of programs and policies is a relatively new field and suffers from a lack of clarity about its purpose and the different perceptions of policy-makers, agency bureaucrats, and researchers. Professor Jones has provided a written paper examining the issues covered in his seminar presentation and copies may be obtained from the Centre on request.

Ian Yates (Visiting Fellow, Social Welfare Research Centre) : The Role of Interest Groups in Public Policy Formulation.

Ian Yates' talk focussed in particular on the roles and functions of non-government welfare organisations, and their attempts to achieve change in public policy measures directed to disadvantaged sectors of the community. A variety of approaches to this subject by recent writers were outlined and reviewed. It was suggested that although current work provides important insights into aspects of interest group activities, as yet no comprehensive or clear framework exists within which to research and discuss the actual and potential roles of these organisations in the public policy process. Attention was drawn to the value of coalition-formation among interest groups as an important factor influencing their effectiveness, and issues involved in creating and maintaining such coalitions were discussed. Another issue highlighted in the talk was the need for interest groups to question whether a direct pressure group strategy focussed on government is always the most useful approach to achieving the interest-goals, in both the immediate and longer terms.

Adam Graycar (Social Welfare Research Centre) : The Aged and the State.

Dr. Graycar's seminar presented work in progress from the "Welfare of Elderly People" project and was the basis of a paper subsequently presented at the ANZAAS conference in Brisbane. The paper provided a profile of Australia's elderly population, noting in particular demographic characteristics and projections, income status, labour force participation, and data on housing, transport, health, and ethnicity. The concept of dependency was then examined. It was argued that there are four sorts of mitigating factors which may limit dependency - adequate income, inclusion in the labour force, a high level of community care, and a high level of family care. Seldom are all four of these realistic and in some cases none may be present. It was suggested that the task of providing care for dependent elderly people was shifting to the family, in reality to women, and that this caretaking role is at variance with the evolving role of women in Australian society. This argument, together with other material, has now been published as SWRC Reports and Proceedings No. 5.

Concetta Benn (Associate Director, Social Policy and Research, Brotherhood of St. Laurence, Melbourne) : The Developmental Approach and its Application in Demonstration Programs in the Brotherhood of St. Laurence.

This paper argued the need to develop and refine social science theory out of practice and described a new form of social work intervention - the developmental approach - being tested by the Brotherhood in three demonstration projects, the aims of which are to seek to achieve social change rather than systems maintenance, to give high priority to human rather than material resources, and to co-operation

not competition. The experience of the Brotherhood's Family Centre Project showed that power over decision making was insufficient, that other types of powers were required if people were to change social structures : they also needed power over resources, relationships and information. The techniques developed to obtain these powers were participation, self help, and deprofessionalisation. The Brotherhood has refined the developmental approach in the light of its experience and is currently using it in three other programs : SPAN, a community program for older and retired people; NEDP, (Neighbourhood Employment Development Program) a job creation program for unemployed disadvantaged people; and "The Boarding House", a program for homeless unemployed young people. The seminar paper described the background the progress of each of the projects within the overall framework of the developmental approach. The paper has now been published as SWRC Reports and Proceedings No.10.

Don Edgar (Director, Institute of Family Studies, Melbourne) : Family Formation in Australia.

As part of its seven year research plan, the Institute of Family Studies is conducting two longitudinal studies on family formation and family dissolution in Australia. Preliminary results are already available from the piloting of the family formation study and these formed the basis of Dr. Edgar's seminar presentation. One of the major findings is that there has been a shift in sex-role attitudes in marriage towards greater individualism and less commitment. Men are more likely to stress the need for emotional security in marriage whereas women more pragmatically stress the economic security that marriage provides and see their loss of individualism as the greatest disadvantage of marriage. This is not to say that traditional ideas of marriage are not strong but that people are expressing their own needs for personal happiness as being important also. And although most people equate marriage with children, children were cited as being the greatest source of internal pressure on the marriage. Of interest on a policy level is the dominance of the belief that the government is not involved enough in supporting the family. The findings accord with the study's theoretical basis, that marriage is not a static institution to be treated in isolation from other social processes, but is conflictual in nature and evolves through a process of negotiation. Dr. Edgar also spoke briefly on other IFS-initiated research studies now under way, on multicultural family values, and on the impact of marital conflict and divorce on children.

ONE-DAY SEMINAR : UNEMPLOYMENT : CAUSES, CONSEQUENCES, AND POLICY IMPLICATIONS

This seminar was held at the University of New South Wales on 19th June 1981. Approximately 200 people attended, including representatives of Commonwealth and State Government Departments, academics, social workers, CYSS project officers, unemployed people, Australian Bureau of Statistics officers and other interested persons. Four papers were presented on various aspects of unemployment, and the final session was opened to discussion and questions from the audience to a panel of the four speakers. The papers and a summary of discussion are being prepared for publication in the SWRC Reports and Proceedings series by the seminar chairperson, Bettina Cass.

The first paper presented on the day was by Adam Jamrozik of the Social Welfare Research Centre. He referred to current changes in the labour market and the implications of the changes for social welfare policy. He queried whether economic progress is possible without accompanying social change, and suggested that if the changes are permanent rather than a temporary aberration then the consequences will be an increasingly polarized society with different life styles and life chances for different levels of the population.

Frank Stilwell, Senior Lecturer in Economics at Sydney University, spoke on "Unemployment and Socio-Economic Structure". His paper outlined the structural character and uneven impact of the current economic crisis, in the changing structure of the international capitalist economy, the structure of technology, and the class structure.

A report on findings of an ACTU-conducted survey on trade union attitudes and responses to unemployment was the subject of the third presentation, by Judith O'Neill, Social Welfare Research Officer at the ACTU. She outlined the forms of assistance available to unemployed union members, the action being taken by some unions in response to unemployment, and the factors which affect the varying responses of unions to the issue.

Peter Sheehan, Senior Research Fellow at the Institute of Applied Economic and Social Research, presented an overview paper which was scheduled to be the opening paper at the seminar but for his detainment at Melbourne airport earlier in the day. He provided an analysis of the ways in which Australia's economic and political policies over the last decade have shaped and defined the current unemployment situation.

The seminar concluded with 1½ hours of discussion, when contentious issues about causes and policy responses were debated.

## CONFERENCE AND SEMINAR PRESENTATIONS BY SWRC STAFF

### Australian Association of Social Workers

On 25th February 1981 Adam Graycar was guest speaker at the Australian Association of Social Workers. He spoke on research issues in social welfare and after discussing how research might or might not make a contribution to social welfare policy, turned to two specific research areas of current concern. First he spoke of the non-government welfare sector in Australia, noting that while there is a tremendous reliance on agencies to deliver services, relationships between the statutory and non-statutory sectors are haphazard to say the least, fragmenting the services which are provided. There is as yet very little comprehensive knowledge of the non-government sector, and consequently study of non-government welfare is a high priority in the SWRC.

The other research area discussed was that of the welfare of elderly people. An ageing population requires allocations that involve both cash resources and personnel resources. In both of these areas political factors are central in resource allocation and expediency often wins out ahead of need or rational administration. Research is only one of the inputs into this process, which cannot be understood outside its political context.

### ANZAAS 1981

Three members of the SWRC staff presented papers at the 51st Congress of the Australian and New Zealand Association for the Advancement of Science held at the University of Queensland in May.

Bettina Cass gave a paper in the Sociology Section on the relationship between family policies and the restructuring of the Welfare State, comparing the 1940s with the late 1970s.

David Kinnear presented a paper on "Targeting Services for the Aged" in which he outlined some of the dilemmas facing social planners as the population of elderly people gradually increases and as the labour market excludes more older workers.

Adam Graycar's paper was entitled "The Aged and the State" and was a refined version of the seminar presented in the SWRC on April 21 (summarised above, page 7).

### Federalism and Social Welfare

On 28th May at the University of Western Australia, Adam Graycar gave a public

lecture entitled "Federalism and Social Welfare". He described how the analysis of social welfare must always take place within the context of political structural factors, for these, together with value issues and planning and administrative techniques, give shape to our welfare systems. He reviewed historical factors which shape federal-state relations in social welfare and discussed some of the more significant recent factors which influence state-federal relations in social welfare.

#### The Treatment of Women and Wives and Mothers

Bettina Cass presented a paper in May to the Department of Sociology at Flinders University on the treatment of women as wives and mothers in state social policies, examining the ways in which the labour market and state policies implicitly and explicitly regulate fertility.

#### Theorising Women and the City

A paper analysing the effect of urban social policies on the position of women in the household and as labour force participants was presented by Bettina Cass at the Urban Research Unit, Australian National University, in June.

#### Poverty and Material Needs

On 11th June Adam Graycar addressed a planning seminar organized by the Daughters of Charity, a world-wide Community which currently provides 50 different social services in Australia. The Community is engaged in reviewing and evaluating its priorities, and invited Dr. Graycar, together with three other speakers from outside the religious community, to explore need perceptions, community expectations, service planning and delivery, and relationships between government and welfare organizations. Adam Graycar's topic was "Poverty and Material Needs" and his presentation covered a review of current research into poverty in Australia and a discussion of allocative models in social service planning.

#### Women and Taxation

A conference on Women and Taxation was held in Melbourne in June under the auspices of the United Nations Association of Australia Status of Women Committee. Bettina Cass presented a paper entitled "The Family Wage, Tax Rebates and Family Allowances : What are the connections?"

## RESEARCH PROJECTS

### Introduction

As in previous Newsletters this section provides summaries of projects currently under way at the SWRC. Some of those outlined in Newsletter No.2 are only briefly cited here to give an indication of the current status of the projects. Readers interested in obtaining further details of particular projects should refer to the last Newsletter or make inquiries directly to the researchers involved. Newsletter No.2 featured the Unemployment and the Family project in a more detailed research report : the Welfare of Elderly People project area is featured in this Newsletter, from page 21.

### WELFARE OF YOUNG CHILDREN

The overall framework of the projects in this area is the relationship between demographic and situational/environmental characteristics affecting access to various kinds of resources which have a bearing on the quality of children's lives.

#### 1. Policies and Programs for Australia's Children

Tania Sweeney

Pauline Garde

Jon Marshall

The aim of this project is to analyse implicit and explicit policies in the areas of health, education and welfare as they affect young children, and to determine their implications for present and future policy formulation and implementation. Study is proceeding currently on the historical development of policies in children's services in each of the States and the Commonwealth. A report on the recent history of Federal policies and programs is presently at draft stage.

#### 2. Study of Early Childhood

Tania Sweeney

Pauline Garde

There has been comparatively little qualitative work done in Australia to examine the significance of changes in the nature and structure of the family and their implications for the form and level of resource allocation needed for young children. The project aims to explore the experience of the pre-school years for parents and first-born children from different socio-economic groups, using semi-structured interviews conducted at intervals preceding and subsequent to the birth of the child. A review of the literature is proceeding, with the aim of identifying issues and questions critical to the periods of new parenthood, infancy, and early childhood.

## WELFARE OF FAMILIES

There are two major projects under way in this research area. Results of the project on family allowances, listed in Newsletter No.2, have been published in The Australian Quarterly Autumn 1981 under the title "Family Policy Halloween; Family Allowances : Trick or Treat".

### 1. Unemployment and the Family

Bettina Cass

Kris Pedler

The first Report from this research has been published as SWRC Reports and Proceedings No.7 (see Publications list). It outlines changes in the labour market 1966-1980, the creation and maintenance of high levels of unemployment and the social and financial consequences for the people most affected. It is concluded that unemployment is a process which has exacerbated inequalities already existing in Australian society and increased the level and incidence of poverty, since the average duration of unemployment has increased. The people most likely to be unemployed are those with the least well-paid, least secure jobs in a highly competitive labour market, and labour market disadvantages are concentrated in the same working class families. The consequences of labour market changes and their effects on family processes are examined in relation to certain social welfare policies. The adequacy of unemployment benefits (originally designed as income maintenance for short periods of unemployment) is questioned.

The second report of our work, co-authored by B. Cass, K. Pedler, M. McAllister and B. Wearing and tentatively titled "Unemployment : the implications for social welfare" is to be published shortly. The contents include :

- (i) The history of unemployment in Australia and social policy responses since World War II.
- (ii) Measuring unemployment : recorded and hidden : implications for social welfare.
- (iii) The concentration of unemployment : evidence of the accumulation of labour market disadvantages in families.
- (iv) Evaluation of Australian social surveys of unemployment : what are the economic and social effects on families and households?
- (v) A survey of changes in unemployment benefit legislation and administration, 1970-1981, and discussion of some social effects.
- (vi) A survey and analysis of other social policy responses : support schemes, training and retraining programs, subsidised employment schemes, job creation schemes : who benefits?



The social survey mentioned in the Research Report in Newsletter No.2 (pp.40-42) has been initiated. The Victorian section of the survey has been contracted to the Brotherhood of St Laurence and is being conducted by Graeme Brewer. The surveys in the two States are being designed and carried out in close collaboration. Purposive samples will be made of households in an inner-urban, an outer-urban, and a country locality. The groups to be interviewed are:

- (i) families (1 parent and 2 parent) with one or more children aged 0-15, and/or full-time students aged 15-24, containing at least one unemployed parent;
- (ii) households containing at least one unemployed person aged 15-24 (who may or may not be living with his/her family of origin);
- (iii) households containing at least one unemployed person 45 years or over, who is either living in their own family at present or has done so in the past (ie. has lived or is living with spouse or children).

A sample of families and households containing no unemployment (matched with the unemployed sample in terms of usual occupation and life-cycle stage) will also be interviewed. "Unemployment", for this survey, is defined as being without a paid job (or having a paid job for less than 10 hours per week) and wanting to have a job (or wanting to work more hours). In this way the problems associated with official definitions of unemployment (as once recorded by C.E.S. figures, and now recorded only by Australian Bureau of Statistics figures) are overcome, since active job searching, or registration as unemployed, are not required. The main issues to be explored in these interviews are outlined in Newsletter No.2, pp.40-41.

## 2. The Costs of a Child

Diana Wyndham

Bettina Cass

Carol Keens

Tania Sweeney

A fuller description of this two part project is given in Newsletter No.2, pp.20-21. The first part of the study is examining estimates of the amount of money which parents spend on dependent children. It is generally agreed that data on the cost of children are inadequate, and we have examined the literature to identify why previous studies appear unsatisfactory and what makes this a controversial subject. Issues considered are the basic assumptions, rationale and methodology of research, the costs included in the estimates and the impact of these costs at different stages of the family life-cycle. Existing Australian data from Household Expenditure Surveys are being analysed to identify some relationships between household composition, income level and child-related expenditures. An annotated bibliography of Australian and overseas material used in the study will be published shortly.

The second section of the Cost of a Child study is sub-headed Public Expenditure on Child Support. It is examining the cash transfers, tax treatments, and social service provisions from public expenditures which are designed to redistribute income to families caring for dependent children. The intention is to replicate for Australia the work done by J. Bradshaw and D. Piachaud in Child Support in the European Community (Bedford Square Press, 1980).

The publications which have already appeared outlining work in this area are: Bettina Cass, Carol Keens and Jerry Moller, "Family Policy Halloween: Family Allowances : Trick or Treat?" The Australian Quarterly, Autumn 1981, pp.56-73, (SWRC Reprint No.5) which examines the operation of the Family Allowance Scheme and the Dependent Spouse Rebate, 1976 to 1980; and Bettina Cass, "Wages, Women and Children" in R. Henderson (ed.), The Welfare Stakes : Strategies for Australian Social Policy, Institute for Applied Economic and Social Research, 1981, pp.45-77, which examines the history of family allowances in relation to wage-fixation policies, and argues that family allowances should be seen as part of the "social wage" which supplements the direct wage.

#### THE WELFARE STAKES : STRATEGIES FOR AUSTRALIAN SOCIAL POLICY

Professor Ronald Henderson has edited this recently published book from the Institute of Applied Economic and Social Research. Two of the eight chapters have been written by SWRC staff : Chapter 3 "Wages, Women and Children" by Bettina Cass, and Chapter 5 "Social and Political Constraints" by Adam Graycar. Other authors are Ronald Henderson, Martin Rein, Concetta Benn, Andrew Burbridge, Ian Manning, and Ronald Mendelsohn.

In his introduction to the book, Professor Henderson writes that Australia in the 1980s is going to be a hard country for the disadvantaged; there are going to be many more people needing help and it is going to be more difficult to provide adequate welfare and community services. In many respects Australian welfare policy is out of tune with the times. The authors of The Welfare Stakes take issue with a widely held view of welfare as a redistribution downwards from the upper and middle classes to the working and non-working poor. They have tried together to re-think what is needed to achieve a genuine welfare state.

The book is available from the Institute of Applied Economic and Social Research at the University of Melbourne or from bookshops, price \$6.95.

## WELFARE OF THE WORKFORCE

Of the four projects listed in the previous Newsletter as being "in progress", one project has now been completed, another is at the stage of final analysis and the remaining two have advanced towards the completion of a literature survey and preliminary analysis.

### 1. Social Welfare Issues arising out of the Changes in the Structure of the Workforce in the 1970's

Adam Jamrozik

Marilyn Hoey

The aim of this project was to develop a theoretical framework which would allow a more thorough and systematic examination of the implications for social policy and social welfare provisions arising out of the changes in the labour market. A "discussion paper" has been written which attempts to draw out the social significance of the issues examined, so far, mainly by economists. The paper has been published as SWRC Reports and Proceedings No.8, with the title Workforce in Transition : Implications for Welfare (see page 34).

### 2. The Implications of Welfare Provisions in the Workforce for Public Social Welfare

Adam Jamrozik

Marilyn Hoey

Marilyn Leeds

The project aims to examine the kind, extent and distribution of welfare provisions in the workforce (usually referred to as fringe benefits). Focus of study is on the following issues : who benefits and who does not; access to benefits in relation to occupation, sex, age, full-time and part-time employment; private and public cost of benefits, e.g. taxation concessions, "hidden" labour cost; fringe benefits in career and non-career occupations. The first report on this project is due in July 1981.

### 3. Low-Wage Earners

Adam Jamrozik

Marilyn Hoey

Marilyn Leeds

A considerable amount of work has already been done on this topic and much information has been collected. The project aims to examine low-wage earnings in relation to wage and salary structure, wage determination mechanisms, movements in

the Consumer Price Index, and individual and household expenditure which is necessary for adequate social functioning. The first stage of the project is expected to be completed in August, with the title Wage Structure, the Social Wage, and Social Policy.

#### 4. Evaluation of Work Co-operatives

Adam Jamrozik

Robin Beck

In Australia as well as overseas, work co-operatives have been established as a means for people who might otherwise be unemployed to help one another find and organize their own employment. The objective of work co-operatives is to create permanent jobs for members through the establishment of new markets for goods and services. This project aims to evaluate the following areas :

- (1) viability of work co-operatives as economic units;
- (2) viability of individual ventures as work co-operatives;
- (3) comparative usefulness of work co-operatives as a job-creation measure;
- (4) work values, work attitudes, and career planning within work co-operatives.

Field investigations have now been finalised, and it is expected to complete the project in July 1981.

#### WELFARE OF ELDERLY PEOPLE

The major project in this area is the subject of the Research Report, beginning on page 21. Other projects deriving from and related to this research area are in the process of formulation and will be summarised in future Newsletters. The following project on Home Help is being carried out in conjunction with the NSW Department of Youth and Community Services.

#### Home Help

Adam Graycar

Carol Keens

Home Help services have generally been developed as part of community care programs which have as their main objective the maintenance of the frail aged and other groups in need in their own homes for as long as practical. The aim of this study is to investigate the ways in which Home Help services operate in Australia, and to assess the potential of such a service as part of a community care package for the aged. In particular the study will focus on :

- (1) the perceived objectives of the Home Help service;
- (2) the co-ordination which exists between public/private and voluntary service

institutions;

- (3) allocation of funds to the Home Help service and within the service;
- (4) a profile of the recipients of the service;
- (5) assessment of the needs that are presently being met by the service and the levels and types of unmet needs that still exist amongst the aged;
- (6) a profile of the service providers - the sort of conditions they work under and the training they receive;
- (7) administration of the service - modes of decision making and accountability procedures;
- (8) costs involved in providing the service; and
- (9) the relationship between the service and the informal care network (family and community).

It is anticipated that much of the work will proceed by means of a survey of both service providers and recipients. At present a literature search on the topic is being carried out and an annotated bibliography should be completed by the end of September 1981.

#### WIDOWHOOD AND SOCIAL WELFARE POLICY IN AUSTRALIA

Linda Rosenman

In 1976 there were 680,000 widowed people in Australia. The majority of these were older individuals, however over one quarter of the single parent families in Australia in 1975 were headed by a widowed person. Therefore, our knowledge of the situation of widowed Australians is important in understanding ageing in Australian society and the problems of sole parent families.

Data is available from a comprehensive study of widowhood in Australia. Extensive data was collected in 1980 on a randomly selected sample of over 400 widowed women and men. It is proposed that this data base be utilized to look at several areas of particular relevance for social welfare policy in Australia.

The project will particularly focus on the income sources and income adequacy of the widowed and their relationship to age, sex and family status; the labour force participation of widowed women and men and the interaction of this with social security policies and family status; and social welfare policy towards the widowed and the utilization of public and private social services and care agencies by the widowed and their evaluation of such services.

## NON-GOVERNMENT WELFARE AND THE STATE

Adam Graycar

Ian Yates

Tony Messina

This study is reviewing the roles and functions of non-government organizations within the context of the modern welfare state. It is examining, from both theoretical and experiential perspectives, the historical, current and potential roles of non-government organizations in :

- extending activities and functions of the state;
- replacing the state in the provision of welfare;
- providing alternatives to state welfare services;
- acting as pressure groups upon the state.

The study will necessarily examine the nature of the public policy process and the adequacy of our current understanding of this process in the light of experience from government/non-government organisational interaction. The current state of play in non-governmental welfare in Australia will be described in outline and important trends identified and discussed. Particular attention is being directed to describing and analyzing :

- the complex funding arrangements which operate between Commonwealth and State Governments, and the non-government sector;
- the process of decision-making and its implications in relation to needs determination, and appropriate responses;
- the accountability of non-government organizations, and the services they provide, to government, members, clients and community;
- issues of co-ordination between government and non-government, and among non-government organizations, with particular concern about questions of efficiency, equity, equality and standards of services;
- intergovernmental relations and their changing impact upon the nature and effectiveness of non-government services.

## THE ROLE OF EMERGENCY RELIEF

Vivienne Milligan

Ian Yates

Adam Graycar

The first stage of this project uses the records of one large welfare organization as information about the changing patterns of emergency relief need and provision in Sydney, 1975-1980. From this empirical base, with the acknowledged limitations, the project focus shifts to a theoretical assessment of the origins of economic hardship for families/individuals in the current conjuncture; discussion on the

nature of the contemporary metropolitan political and economic crisis, and the role of the state in its management and control are included. Finally, from a synthesis of the theoretical and empirical perspectives established, the role of the emergency relief sector is assessed.

#### GOVERNMENT FUNDING OF VOLUNTARY ORGANIZATIONS

Adam Graycar

Wendy Silver

This project will examine some of the variables relating to the funding of voluntary organizations providing services for disabled people. A significant proportion of services for disabled people in Australia are provided by voluntary organizations which are increasingly reliant on various forms of governmental funding. This warrants investigation as to the effect that funding has on the behaviour of these organizations and the services that they provide.

Wendy Silver is a Perth-based consultant on this project and will gather a range of information - on the purposes, sources, duration, and accountability processes, of funding - from 16 organizations in Western Australia which receive or are approved for subsidy under the Handicapped Persons Assistance Act.

The aims of the project are to provide a clearer picture of the extent of Government support for voluntary organizations concerned with provision of services to disabled people, and to generate some preliminary answers to the question of how funding variables relate to the structure and performance of voluntary organizations.

#### BULLETIN OF LABOUR MARKET RESEARCH

The Bureau of Labour Market Research is planning to produce a newsletter to be known as the "Bulletin of Labour Market Research". Its purpose will be to publish brief items of interest to professionals involved in labour market research, and will include items concerning the Bureau's own research, its sponsored research program, and also information on other labour market research being undertaken by Universities and other agencies in Australia.

The Bureau of Labour Market Research's address is P.O. Box 399, Canberra City, A.C.T. 2601; telephone (062) 45 9111.

Research Report : THE WELFARE OF ELDERLY PEOPLE

Adam Graycar

David Kinnear

The first stage of this project was to prepare an overview paper providing a profile of Australia's elderly population within the context of contemporary theory in social gerontology and family policy. For a population group the size of Australia's elderly, remarkably little is known about how they live, how they fare, what their expectations are and whether these expectations are fulfilled. This project therefore aims to broaden our understanding at three levels : to understand the characteristics of the population; to understand the institutions and services with which the population interacts and which have a profound effect on its well-being; and to understand the broad policies which affect the functioning of the services and institutions and which also affect the target population.

The following report provides some details of the characteristics of the population, summarised from the overview paper which has now been published in the SWRC Reports and Proceedings series.

Australia's elderly population is almost 10% of the total population. For conventional reasons those aged 65 or more are regarded as constituting our population of elderly persons. At June 30, 1979, Australia's population was estimated at 14,421,916. Of these 1,359,652 or 9.4% were over the age of 65. Since 1901 the percentage of the population over the age of 65 has grown from 4%. There have been two notable changes in the composition of the elderly. First in 1901 43.5% of those over 65 were female and 56.5% male; by 1979 the proportion was 42% male, 58% female - virtually a complete transposition. Second, the age structure of those over 65 is altering and itself ageing. In 1901 three-quarters of those over 65 were under 75, and 10% were over 80. By 1976 less than two-thirds were under 75 and 17.5% were over 80. Furthermore at higher age levels the percentage of women increases so that while approximately 53% of those aged 65-69 are women, of those over 85 approximately 70% are women.

24.5% of Australia's elderly were born overseas. 10.9% of Australia's immigrant population is aged 65 or more. The bulk of the overseas-born elderly are from the U.K. and Ireland. Projections to 1986 show that the proportion of overseas born elderly will rise when compared with Australian born elderly. A different situation will prevail when the large number of post-war migrants reaches the age of 65. While 9.4% of Australia's population is aged 65 or more, only 3.3% of Australia's Aboriginal population is 65 or more - a total of 4,777 persons out of 144,382.



The age structure among elderly Aborigines differs from that of the Australian population as a whole in that life expectancy is shorter.

The longevity of the general population has improved over the last 100 years. In the 1880's only 27% of males and 35% of females could expect to celebrate their 70th birthdays. The respective proportions to-day are 55% and 73%. Over the century, life expectancy at birth has increased from 47 for males and 51 for females to 70 for males and 77 for females. Over the same period, life expectancy at 65 has increased from 11 to 13 years for males, and from 12 to 17 years for females.

Dependency rates have also changed : in 1901 there were 64.5 people in the "dependent" age groups for every 100 in the "working age" groups of 15-64. Of these 64.5, 57.9 were children and 6.6 were over 65 (8.7 children for every elderly person). By 2011 the total number of the young and old, as a percentage of those aged 15-64 will drop to 48.8. Of these 48.8 people, 32.4 will be children and 16.4 will be over 65 (1.97 children for every elderly person).

Despite the relative magnitude of these changes the ageing process in Australia is gradual and will be slight until the end of the century. Borrie has suggested that ageing in Australia is the product of declining fertility rather than of improvements in life expectancies after middle age; that there will be no quantitative increase in the total burden of dependency; that the proportion of the population of working age will tend to rise, not to fall. The data nevertheless have important implications for caring arrangements and service planning, and for income security.

When income data are analysed, the elderly population is seen to be disadvantaged : Most are not in the labour force and thus rely for their security on past investments; government pensions and benefits and services; and their families. Some are fortunate in having a combination of all three, others survive on one or two of these. The Commonwealth Government provides income support for 1,352,769 aged persons (this includes 156,200 women aged between 60 and 64 and 30,800 wives of male pensioners). People in receipt of the age pension constitute 78% of those of pensionable age and 9.0% of the total population. Depending on what one includes, the Commonwealth Government spends between 4.2 and 5.2 billion dollars (1978-9) on elderly persons. This is between 14.6% and 18% of total Commonwealth outlays and between 4.2% and 5.2% of Gross Domestic Product (1978-9).

Despite the pension expenditures, the aged receive considerably less income than the total population. Aged males received a mean income which was 59% of that of

all males in 1968-9, and by 1978-9 this had deteriorated to 49%. Aged females receive less than all females, but in both cases they receive considerably less income than their male counterparts. Aged females are severely disadvantaged in that their mean income, when compared to mean income of aged males was 49% in 1968-9, though this has risen to 72% of that of aged males. While this later figure is higher than any other comparable figure, when linked with other demographic factors it shows the mantle of disadvantage that covers elderly women.

Labour force participation rates in Australia have fallen in the last decade and a half. In 1966, 79.4% of men aged 60-64 were in the labour force; by 1980 this had dropped to 50.1% - a drop of 36.9%. Of those aged 65 and over the drop was even more dramatic, from 23.3% to 11.1% - a drop of 52.4%. Among women aged 60-64 the drop was 12.3% - from 15.4% to 13.5% - while for those aged 65 and over the percentage drop of 34.1% is on a much smaller set of base figures, 4.4% to 2.9%. While part time employment has been increasing aged persons have not fitted the change pattern. The aged have been excluded from the labour market from positions they have traditionally occupied. In 1966, for instance, of Australia's male labour force, 2.1% were over 65 and 97.9% under 65. By 1980, their proportion had altered to 1.2%:98.8% respectively. For females 60 and over the position had changed from 3.1%:96.9% to 2.2%:97.8%.

In comparison with the rest of the population the incomes of elderly people are very low indeed. Taking Average Weekly Earnings (A.W.E.), a commonly used indicator, as a base, it is of interest to note that in 1968-9 only 7.6% of elderly persons earned A.W.E. or above. By 1973-4 this had fallen to 5.3%. (Data for later years are not yet available). By comparison in 1968-9 22% of non-aged persons earned A.W.E. or more and by 1973-4 this had risen to 26.4%. Income distribution statistics show that in 1968-9 63.8% of aged males received less than half of A.W.E., and by 1973-4 this had risen to 72.1%. Aged females fared much worse. Figures remained constant over the period with 92.2% of aged females receiving less than half A.W.E. Non-aged females also fare very poorly when comparing income distribution with A.W.E. Information obtained from the 1974-5 Household Expenditure Survey shows that the worst off and best off aged persons receive incomes about half as high as the worst off and best off in the total population, but those in the middle receive incomes only one-third as high.

Analysis of the data from the Household Expenditure Surveys of 1974-5 and 1975-6 reveals that in 1974-5 elderly people spent 24.0% of their weekly expenditure on food, 13.3% on transport and communication and 12.2% on housing. By 1975-6 expenditure on food and housing had decreased to 22.6% and 11.9% respectively. Expenditure on transport and communication had increased to 14.9% of total

expenditure.

Like everybody else, elderly persons must depend on transport to acquire the basic necessities of food, clothing and medical care. The ability to travel is necessary for their participation in cultural, recreational and other social activities. To the extent that elderly people do not have access to, nor are able to afford transportation, they are denied reasonable involvement in community life. Fewer elderly people than non-elderly own cars, or have drivers licences. Furthermore elderly people make only 57% as many daily trips as do non-elderly people.

Data on housing indicates that most aged persons live in self-contained accommodation, though it has been estimated that as many as 40% may live with relatives (including an unknown number who live in self contained granny flats). Between 1% and 3% are estimated to live in institutional arrangements. Of the remainder, Australia's high home ownership rate is in evidence with 83.4% owning their own homes, 8.2% renting in the private market, 5.2% renting from government authorities, with a further 3.3% classified as "other".

Access to medical care is of crucial importance to elderly people : health problems affect 77.6% of the aged population, with 76% of aged males and 78% of aged females suffering one or more chronic conditions. Over half of the aged males suffer two or more chronic conditions while for females it is just under half. Not surprisingly aged persons use medical services more frequently than any other population group except for children under 5. For every 1000 persons aged 65 or over, 1761 chronic conditions were reported compared with 804 for persons of all ages. Of the aged with chronic conditions 17.2% reported activity limitations (limited at home or in getting out of the house). Those limited at home comprised 35% males and 65% females. While 82.8% of those reporting a chronic condition were not limited to the house it is of interest to note that of the remaining 17.2% a negligible number are confined to bed and about one third are confined to home and two thirds need help in getting out of the house. This has implications for the development of support services.

From this general profile a number of conditions and problems become evident. All persons, elderly and non-elderly make claims for allocations, which affect their well being, on four institutions - the state, the family, employers and the local community. One of the central issues in contemporary social policy is to determine the appropriateness of claims on each of these institutions. One long running argument for example suggests that the state is replacing the family as a primary care agent. To rectify this situation and to save public funds the solution offered is a diminution of public services and a thrusting upon the family greater responsibility for a primary caring function.

What this signifies is that the nature of the claims made on the system cannot be taken for granted. What is deemed a legitimate claim is very much a value question. It is crucial for policy analysts to understand the nature of claiming and the structure of legitimacy. Who makes claims on the system? What sorts of claims are deemed legitimate? Who decides whether they are deemed legitimate or not?

Low income and exclusion from the labour force creates a state of dependency. Future prospects for the well-being of Australia's elderly population centre on political claims for adequate income together with a service structure which can provide high quality social services. The trend is to shift this latter task to the family, and because of demographic and labour force changes, this is likely to cause considerable tension. Few resources go into community care in Australia (for every Commonwealth dollar which goes into community care, ten go into institutional care) and if community care is to develop there is a great danger that the community may expect women to acquire a caretaking role which is at variance with the evolving role of women in Australia.

#### Second stage

The first stage of the project and preliminary analysis of the data and arguments presented above have raised a number of research questions which the second stage of the project will address. Not all the questions will be addressed by discrete projects, and not all, of course, can be undertaken in the first instance. The research questions fall into a number of general areas, and the following sections suggest the sorts of questions raised in each area.

Demographic : Those aged 65 and over are already the fastest growing segment of the Australian population, and a substantial decline in mortality would mean more people aged 75 and over. It is the latter group which consumes health services at a very high rate and among whom there is a high incidence of disability and senility. It is for this group that a great deal of costly institutional care is provided. If there is a greater "old old" population, research would need to focus on alternative care models, especially a socio-medical analysis of the advantages and disadvantages of institutional and community care. A cost-benefit analysis would be required also, for it has been suggested that home care is cheaper in the short run, and up to a point, where is that point? The SWRC is not equipped to undertake original demographic work, nor would it wish to do so with skilled demographers already working in this area. Research would focus on service options on the basis of a larger "old old" population.

Services : Studies are under way in the area of home help services, and negotiations are proceeding to study service provision in certain localities. Further studies

are examining the legislative basis for service provision.

The Caretaking Role : This is something expected of women. With higher rates of marriage, smaller families, better educational attainments and increasing labour force participation of women, what unpaid caring expectations of women are held within the community, (a) by politicians; (b) by bureaucrats; (c) by service professionals; (d) by healthy elderly persons; (e) by frail elderly persons; (f) by women; (g) by womens' other immediate family members? With "family policy" established on the political agenda, does the state provide sufficient support for families to care for elderly relatives in the family home. How willing are members of contemporary nuclear families to take into the home elderly relatives no longer able to live alone? Is the caretaking role of women as "added extra" to other roles, especially newly found labour force roles? What caretaking role do men play?

Dependency : What is dependency? How is it created? How is it experienced? Who suffers (if anyone), who benefits (if anyone)?

Needs : On what basis might needs studies be developed and executed? As many elderly people are not ill, nor poor, well housed and probably happy in retirement how much effort should be directed to those poorly placed, who probably constitute a minority. What aspects of need can be identified and measured? The SWRC would be most interested in needs that relate to income, services and housing. Can these be studied apart from needs which arise from medical conditions?

Retirement : For some, retirement is eagerly awaited and greatly cherished. For others it is a form of rejection and exclusion from status and adequate income. What are the relative proportions in each category (and in intermediate categories)? What implications does this have for post-retirement programmes? To what extent does retirement continue long-established stratification patterns? To what extent does it alter them? Why do people retire? Why do people retire early? Answers to the last two questions could help in planning income support systems. Is retirement the most obvious social structuring of dependency?

Older Workers : Many workers in their fifties are at the peak of their careers, and have high levels of power and income. Many others face redundancy and exclusion from the labour market. It has been estimated that in 1979 there were 150,000 older workers (over 55) not in work, but who could reasonably expect to be in work were it not for the recession. Research here would examine the personal, social, economic and social security implications arising from a situation in which so many older persons are prematurely excluded from the labour force.

Income : Research questions relating to public transfers concern their adequacy, the equity in eligibility criteria, and issues of selectivity and universality. Research questions relating to private transfers concern the extent to which superannuation schemes provide adequate support, taxation and superannuation, lump sums cf. pensions, and who wins and who loses in occupational superannuation.

Housing and Transport : The poorest elderly are forced into (or kept in) the poorest residential areas because they have insufficient income to rent in more favourable locations. The policy question focuses on whether the poor elderly should be assisted to rent in the private market or whether they should be assisted with public housing, or whether they should be left to content with market forces. How satisfactory is the housing rental market - what options are available for renters? What different costs accrue to owners and renters? Can asset-rich but income-poor owners maintain their homes adequately? What policy options can be devised to prevent home owners leaving their homes due to financial inability to manage?

Closely related to housing are questions of mobility, transport and communication. With family mobility a reasonable expectation in industrial society, what separation patterns are there between elderly parents and adult children? Transport usage patterns are different among the elderly to those of the population as a whole. What exclusion patterns develop? Are service agencies accessible to most users, or must the agencies come to the users? Many of these questions depend on the link between housing provision and transport provision.

#### Publications

Adam Graycar and David Kinnear, The Aged and the State, SWRC Reports and Proceedings No.5, April 1981.

## CONTRACTED RESEARCH PROJECTS

### Ethnicity, Social Class and Social Welfare

Centre for Multicultural Studies  
University of Wollongong

This study examines the concepts of ethnicity and class in relation to social welfare. Its object is to provide a clarification of the relationship between these concepts at both theoretical and empirical levels, thus laying the basis upon which further research on migrants' social welfare may proceed.

The relevance of this approach is that previous work done at the Centre for Multicultural Studies, in particular the SWRC-sponsored report on migrants' occupational health, indicates a great deal of confusion in the conceptual framework through which the migrant's experience is defined and interpreted and in terms of which social policy responses are formulated. The sources of this confusion appear to be three-fold. First an attempt to explain migrants' behaviour primarily in terms of their ethnicity and largely without reference to their socio-economic position in Australian society; second a tendency to define the ethnicity of the individual migrant in terms of crude cultural stereotypes; and third the lack of sustained debate on social issues affecting migrants and a consequent lack of rigour in the process by which hypotheses acquired the status of fact.

The implication of this is that the ethnicity/class/social welfare basis of the study devolves into three interconnected themes. First we have to establish the meaning and content of these concepts as used by the major "definers" of migrants' social welfare and to trace out the consequences in action (both legislation and practice) of this underlying conceptual framework. Second it is necessary to refine both the content and proposed interrelations between these concepts so as to make them more rigorous, more consistent with such reliable empirical material as exists and more efficient as analytical devices. Finally, on the basis of the more rigorous structure thus evolved we wish to produce a number of fairly detailed case histories which will act as the basis for future research.

The project is being undertaken by Andrew Jakubowicz and Michael Morrissey. The final Report is due to be completed by June 1982.

### Unemployment and the Family

Brotherhood of St Laurence, Melbourne

The social survey of families and households with at least one unemployed member,

being conducted in N.S.W. as part of the SWRC Unemployment and the Family project, will be replicated in Victoria by Graeme Brewer for the Brotherhood of St Laurence. The surveys in both States are being designed and carried out in close collaboration. See page 14 for further details of the project.

#### Towards a Classification of Australian Non-Government Welfare Organisations

##### Australian Council of Social Service

This project is now well advanced. The first stage was collection of lists of organisations in a sample of Local Government Areas across Australia. From these lists a sample of approximately 1500 organisations has been drawn for survey by a questionnaire which will collect data on the structure, functions, finances, staffing and development of the various organisations. The aim of the project is to provide an estimate of the number and type of non-government organisations in Australia, to develop a method of classifying organisations, to provide case studies of a small number of organisations and localities. The project is being undertaken for ACOSS by the Project Officer Joan Levett, and is due for completion by the end of this year.

#### DIARY OF SOCIAL LEGISLATION AND POLICY : 1980

The Diary is the result of a joint venture by the Institute of Applied Economic and Social Research, the Institute of Family Studies, and the Social Welfare Research Centre. The co-editors, representing each of these bodies, are Ian Manning, Mari Davis and Margaret McAllister, respectively. The Diary follows the format and content of the Diary chapters of R.B. Scotton and Helen Ferber (eds.), Public Expenditures and Social Policy in Australia, Volumes I and II. As the first issue of a proposed annual publication the Diary will be distributed gratis to those people and organisations on the mailing lists of each of the three Institutes, as soon as it is available.



## RELATED RESEARCH

Contributions are welcomed for this section of the SWRC Newsletter. The Newsletter has a wide circulation and readers may wish to use it to exchange information on other research being undertaken which relates to the same broad field of interest as that of the SWRC.

### School Students and Work

Michael O'Neil, Anne Cooter

Youth Bureau, Department of Industrial Affairs and Employment,  
Adelaide.

The objectives of this study are, broadly, to assess the extent of participation in the labour force by students at school; to investigate the nature of that participation (eg. occupational categories, hours worked per week, days worked during the week, etc.); to assess the extent of the practice of employment of youth without remuneration; to discover the number of students who would be in the labour force, rather than at school, if employment opportunities were available; and to investigate whether students at school not currently working, may wish to do so.

### The Distribution of Employment Income in Australia

Richard Blandy, Keith Hancock, Sue Richardson

National Institute of Labour Studies,  
Flinders University of South Australia.

This project is intended to assemble and to analyse all available information on the distribution of earnings (ie. wages, salaries, the income of the self-employed, and other elements of remuneration for employment) in Australia in the 1970s. This, plus other material, should help us to understand how the labour market works in the allocation of jobs to people and people to jobs and the implications of these processes for the structure of pay for jobs, and the distribution of earnings between people who differ with respect to work-related characteristics such as age, sex, education, industry of employment, experience, and so on.

### Work Patterns of Married Women

Russell Ross

Economics Department, University of Sydney.

This research is on work patterns of 2500 married women in the Sydney metropolitan area. It aims to quantify the influences upon the labour force habits of married women and their likely demands for different types of jobs under various family and economic circumstances.

STAFF

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<u>Senior Research Fellow</u>		
Adam Jamrozik	Welfare of the Workforce	3556
<u>Senior Research Officers</u>		
Bettina Cass	Unemployment and the Family Family Policies Women and the Welfare State	3556
Vivienne Milligan	Quantitative Servicing & Evaluation Non-Government Welfare Housing Provisions	3555
Tania Sweeney	Welfare of Young Children	3554
<u>Research Officers</u>		
David Kinnear	Welfare of the Aged	399 3094
Margaret McAllister	Newsletter & Publications Editor Information Officer	3529
Diana Wyndham	Family Policies Women and the Welfare State	3554
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Pauline Garde	Welfare of Young Children	3554
Marilyn Hoey (P/T)	Welfare of the Workforce	3552
Carol Keens	Economic issues & Family issues Welfare of the Aged	399 5827
Marilyn Leeds	Welfare of the Workforce	3552
Jon Marshall (P/T)	Welfare of Young Children	3555
Tony Messina	Public Policy Analysis	399 3094
Kris Pedler	Unemployment and the Family Family Policies Women and the Welfare State	3553

Secretary to the Director

Kittie Parkinson		3877
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Typist/Office Assistants

Geraldine McWhinney		3529
Val Williams (P/T)		3529

Visitors

David Donnison		
(Professor of Town & Regional Planning, University of Glasgow)	late August	3553
Linda Rosenman	June-July	3553
(Assistant Professor, School of Social Work, St. Louis University, Missouri)		
Harry Specht	June-July	3553
(Dean and Professor, School of Social Welfare, University of California, Berkeley)		
Ian Yates	June-August	3554
(Consultant, International Council on Social Welfare, formerly Secretary-General, ACOSS)		

\*Add the prefix 662 for direct calls from outside the University.

Staff Changes

Robert Horn completed his contracted period of part-time employment at the Centre at the end of June. In his time at the Centre he produced a Report on the effects of changes in Australian Income Tax (SWRC Reports and Proceedings, No.9), a paper on Social Indicators (SWRC Reprint No.4), and has also done developmental work on determining the cost of disabilities.

Betsy Wearing, who has worked part-time in the Centre on the "Unemployment and the Family" project, has been appointed to a position of lecturer in the School of Social Work, University of New South Wales.

## PUBLICATIONS

### SWRC Reports and Proceedings

A full list to date of the ten titles issued in this series is given at the end of this section. At the time of publication of the last Newsletter, in February, four titles had been issued and a summary abstract of each was provided.

Summaries of the subsequent six Reports are given hereunder :

No. 5 April 1981 : The Aged and the State : A Working Paper,  
by Adam Graycar and David Kinnear.

Nearly 10% of Australia's population is aged 65 or more. Most are not in the labour force and thus rely for their security on past investments; government pensions and benefits and services; and their families. Some are fortunate in having a combination of all three, others survive on one or two of these. This working paper is an attempt to gather together the available information on Australia's elderly population and to sort out what is known, what is not known, what areas ought to be explored, the context within which issues might develop, and what general questions ought to be asked.

No. 6 April 1981 : Immigrant Welfare : A Research Perspective,  
by Michael Liffman.

This paper was prepared by Michael Liffman of the Ecumenical Migration Centre in Melbourne, at the request of the SWRC, for the purpose of developing an analytical framework so that any welfare issue relating to immigrants can be systematically identified and the key variables made more specific. The paper suggests three basic analytic questions which should be asked of any welfare issue in order that the immigrant interest in the subject can be ascertained : what is encompassed by the term "immigrant"; how are immigrants affected by welfare systems; and what determines the interactions between immigrants and welfare systems.

No. 7 April 1981 : Unemployment and the Family : The Social Impact of the Restructuring of the Australian Labour Market, by Bettina Cass.

This Report examines the relationship between the labour market, family composition and the social welfare system. The aims are firstly to examine changes in the labour market since 1945 which have established the conditions in which the economic recession since 1974, high levels of unemployment, and government responses must be understood. The second aim is to explore and explain the unequal distribution of unemployment amongst certain population groups, the concentration of unemployment rather than its dispersion, some of the social and financial effects of unemployment on household members, and the social policy responses which are predicated on certain assumptions about dependency in family relationships. The third aim is to discuss some of the social policy implications of these issues.

No. 8 May 1981 : Workforce in Transition : Implications for Welfare,  
by Adam Jamrozik and Marilyn Hoey.

In this exploratory study, changes in the structure of the Australian labour market during the 1970s are examined, with the aim of ascertaining the effects these changes might have on the well-being of the workforce. Six issues are selected for initial analysis : unemployment of youth; shift from full-time to part-time work; employment of women; early withdrawal from the workforce; low incomes in relation to the cost of living and taxation system; and the position of labour in a capital-intensive economy. From the perusal of official statistics and research papers, a conclusion is drawn that some of the concepts and methods used in labour market studies need re-appraisal; and new approaches to research may be necessary, so that the effects of a capital-intensive economy on the labour market can be identified and the implications for social policy can receive appropriate consideration. The paper's analysis suggests a deteriorating capacity of low-income earners to achieve a social wage, i.e., a wage sufficient to meet the cost of goods and services which are essential for an acceptable minimum level of social functioning in contemporary society.

No. 9 May 1981 : Fiscal Welfare Effects of Changes in Australian Income Tax,  
1972-73 to 1980-81, by Robert V. Horn.

The taxation system affects the fiscal welfare of individuals. Its operation is determined by a variety of economic, social and political considerations, and its impact depends not only on the tax laws themselves but also on income distribution and inflation. This paper reviews changes in the Australian personal income tax over the period from 1972-73 to 1980-81. The principal factors, such as exemption limits, tax rates, concessions for dependants and inflation are first dealt with separately, and then their combined effect is reviewed for taxpayers at various levels of income and responsibility for dependants. The general conclusion is that the burden of income tax has increased over the period for all incomes, except for very low earners who have become tax exempt through successive tax reforms. For others, there has been a small relative shift in the tax burden from high earners to those at middle or low income levels; and also a relative shift in the tax burden from taxpayers without dependants to those with dependant children and relatives.

No. 10 May 1981 : The Developmental Approach : Demonstration Programs in the  
Brotherhood of St. Laurence, by Concetta Benn.

This paper was the basis of a seminar presentation at the SWRC by Concetta Benn, of the Brotherhood of St. Laurence in Melbourne. It describes and analyses three Brotherhood projects within the context of the developmental approach to social well-being. The projects are a community program for older and retired people; a job creation program for disadvantaged unemployed people; and a program providing long-term accommodation for homeless young unemployed people. The developmental approach is a new form of social work intervention which aims to achieve social change rather than systems maintenance, to give high priority to human rather than material resources, and to co-operation not competition.

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- No. 6 Michael Liffman, Immigrant Welfare : A Research Perspective, April 1981.
- No. 7 Bettina Cass, Unemployment and the Family : The Social Impact of the Restructuring of the Australian Labour Market, April 1981.
- No. 8 Adam Jamrozik and Marilyn Hoey, Workforce in Transition : Implications for Welfare, May 1981.
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- No. 10 Concetta Benn, The Developmental Approach : Demonstration Programs in the Brotherhood of St Laurence, May 1981.

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- No. 1 Adam Graycar, "Experimentation and the Welfare State"  
from : Social Policy and Administration Vol.14, No.3, 1980, pp.233-248.
- No. 2 Bettina Cass & Kris Pedler, "Where are They Hiding the Unemployed?"  
from : Australian Social Welfare - Impact, November 1980, pp.17-22,  
and including an appendix : Definitions and Estimates of Unemployment : Recorded and Hidden - Some Implications for Social Welfare, by Bettina Cass.
- No. 3 Bettina Cass, "Housing and the Family"  
from : Home Ownership in Australia : A Perspective for Future Policies, Housing Industry Association Seminar Proceedings, Canberra, 19-20 November 1980.
- No. 4 Robert V. Horn, "Social Indicators : Meaning, Methods & Applications"  
from : International Journal of Social Economics, Vol.7, No.8, 1980.
- No. 5 Bettina Cass, Carol Keens and Jerry Moller, "Family Policy Halloween; Family Allowances : Trick or Treat?"  
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