

## SWRC Newsletter No 6 - May 1982

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**Publication details:**

Working Paper No. No 6

SWRC Newsletter

0159-9615 (ISSN)

**Publication Date:**

1982

**DOI:**

<https://doi.org/10.26190/unsworks/1043>

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# SWRC Newsletter

No 6      May 1982

ISSN 0159 9615

Editor: Margaret McAllister

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REGISTERED BY AUSTRALIA POST - PUBLICATION NO. NBP4766

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Social Welfare Research Centre  
THE UNIVERSITY OF NEW SOUTH WALES  
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## INTRODUCTION

The Social Welfare Research Centre was established in January 1980 under an agreement between the University of New South Wales and the Commonwealth Government. The Centre functions as a unit of the University and operates on funds provided to the University by the Commonwealth Government, in terms of their agreement. The agreement also specifies certain broad functions, roles and activities to be undertaken by the Centre. These are :

- to undertake and sponsor research work on important aspects of social welfare in Australia;
- to provide opportunities for postgraduate study of social welfare;
- to arrange seminars and conferences to foster understanding of and to elucidate issues in the field of social welfare; and
- to arrange for the publication of the results of research and studies carried out in or under the aegis of the Centre.

Since publication of the last Newsletter, in February 1982, the Centre has published SWRC Reports and Proceedings Nos. 19 to 23, and further advanced the research projects being undertaken at the Centre. Staff members have also contributed to seminars and conferences on issues related to the work of the Centre. These activities and publications are summarised later in this Newsletter. The program of seminars organised for the second half of the year have not yet been finalised and will be advised by mail-out as soon as possible.

A brief account of the joint SWRC-UNESCO Social Indicators Conference held on 31st May is given on page 6 but the availability of papers for non-registrants had not been established at the time of printing so will be advised in the next Newsletter.

A major project currently under way at the Centre is the preparation of a volume of papers by staff of the Centre on social policy issues of the 1980s, illustrated with empirical findings from the research projects being undertaken at the Centre. The volume, under the editorship of Adam Graycar and Margaret McAllister, is being compiled under contract to Allen and Unwin and is scheduled for publication towards the end of 1982.

FOR YOUR DIARY ...

NON-GOVERNMENT WELFARE ORGANISATIONS IN AUSTRALIA

17 June The aim of this seminar on non-government welfare organisations (NGWOs) is to bring together people from the non-government sector, from government, and from academic bodies to present recent research on the role and activities of NGWOs in Australia and, more importantly, to provide a forum for the exchange of ideas and information.

Venue : Mathews Lecture Theatre B  
University of New South Wales

Fee : \$5

Contact : Seminar Registration  
Social Welfare Research Centre  
Phone (02) 662 3529

WELFARE STATE : CAMPAIGNS AND CRISIS

26-27 June This conference has been organised by the INSIDE HEALTH and WELFARE COLLECTIVE to foster dialogue and develop feminist and socialist understanding of welfare and health policy and provision. The conference is also seen as a step toward the possible launching of a new journal for the health and welfare field. Conference workshops and papers will be on :

\* Government Health and Welfare Policy; \* Domestic Violence;  
\* Occupational Health; \* Unions and Welfare; \* The State and the Family; \* Current Campaigns.

Venue : Mills Building (Department of Social Work)  
University of Sydney

Fee : \$12 (employed); \$4 (concessions)

Contact : John Freeland  
University of Sydney  
Phone (02) 692 3282

Ian Scott  
Phone (02) 662 3552

ADMINISTRATION OF SOCIAL WELFARE

2-4 July This national conference will look at questions involved in the (tentative) administration of Australia's Social Welfare systems at the three levels of government, and in the voluntary and private sectors. Issues to be covered range from personnel through to structural questions facing Social Welfare into the 1980's. The conference should bring together beneficiaries of social welfare policies; administrators of social welfare organisations; professionals involved in social welfare administration, control and review; and academics in the area.

Venue : Burgmann College  
Australian National University

Contact : Tom Brennan Phone (062) 49 4140  
Colleen Crane " (062) 49 4580  
CCE " (062) 49 2892

UNEMPLOYMENT IN THE 1980s

9-11 July This is a National Conference on unemployment and is open to all interested social scientists. Selected papers from the conference will be published in an edited volume. The key address on "Unemployment in Australia : A Survey of Some Economic Issues" will be presented by Dr. R. Gregory (ANU).

Venue : Department of Economics  
University of Wollongong

Fee : \$40 (students : \$20; unemployed : free)

Contact : Phone (042) 282 8025

SWRC SEMINAR SERIES — SESSION I 1982

Seven seminars were held in this session's series. These fortnightly public seminars provide a forum for presentation of work-in-progress by Centre staff, and for presentations by other researchers and visitors working in related fields. The following brief summaries provide an indication of the topics covered in the seminars, but please note that copies of the papers are not available from the SWRC unless so indicated.

Jane Marceau (Professor of Sociology, University of Liverpool, U.K.) :  
Innovative Educational and Employment Programmes for Disadvantaged Areas : OECD Evidence

Professor Marceau reported on an OECD project on which she had recently worked whereby innovative programmes were developed in all OECD countries to demonstrate the potential of education, broadly defined, to improve employment opportunities and physical and cultural environments in particular areas. The project emphasised experiential learning in local level schemes within the context of broader understanding of socio-economic and historical processes. Professor Marceau illustrated the themes of the programme with examples of some of the particular projects, including a school-room micro-society experiment, an environmental education programme, school-based workplace schemes, and housing rehabilitation projects. A full report of the project has been prepared for possible future publication by the OECD.

Bettina Cass (Social Welfare Research Centre) : Poverty Lines : Henderson, Townsend, and Social Welfare Policy Secretariat Approaches

This paper critically evaluated the following reports on poverty research in Australia and the United Kingdom : the Reports of the Commission of Inquiry into Poverty (1975, 1976), Peter Townsend Poverty in the United Kingdom (1979) and Social Welfare Policy Secretariat Report on Poverty Measurement (1981). The major arguments of the paper were that the theoretical framework and methodology adopted for measuring poverty determine the social policy implications of the research. Only a relative conception of poverty which locates relative income deprivation in the system of class inequalities was found to be consistent with the introduction of progressively redistributive policies. The paper identified the following major conditions which determine the nature and extent of poverty : class inequalities of income and wealth; gender inequalities which result in the over-representation of women (and their children) amongst the poor; and the social construction of life-cycle dependencies. Secondary analysis of the three reports demonstrated the high incidence of women's poverty. Finally, analysis of economic and political conditions since 1975 identified the processes which

have deepened and exacerbated income deprivation. The paper will be published shortly in the SWRC Reports and Proceedings series under the title The Social Construction of Poverty : the Outcome of Class and Gender Inequalities.

Allan Moscovitch (Assistant Professor, School of Social Work, Carleton University, Ottawa, Canada) : Housing, Inflation and Rising Mortgage Rates : the Canadian Experience

In this seminar, Allan Moscovitch used his experience of the Canadian housing situation to examine the relationship of housing problems to recent changes in Western capitalist economies and in particular to house-price inflation and rising mortgage interest rates. In Canada since 1980 interest rates have hit 22%; new construction levels have fallen to over 100% less than 1976-77 levels; rental vacancy rates are lower than ever; house prices, especially in the down-town areas of the larger cities, have been maintained; and high rates of conversion of rental apartments for owner-occupancy have only recently been slowed. These developments are strikingly paralleled in Australia. The powerful role of the various financial institutions (banks, credit unions, trust and loan companies etc.) and the Canadian government in historically determining the cost and supply regimes operating in the housing market were demonstrated, as was the effect of recent policies on low-income housing. Moscovitch suggested a framework of principles for a progressive social housing policy, viz. the promotion of co-operative, mutual, and non-profit housing, financed by taxation of community gains in housing and land, and administered by public or community organisations. A draft of this seminar paper is available.

Adam Graycar (Social Welfare Research Centre) : Relationships between Statutory, Voluntary and Informal Patterns of Care

The issues raised by this topic were illustrated with an analysis of service provision for people requiring social service support as a consequence of physical disability. No modern country, especially in the current climate of expenditure restraint, is likely to provide entirely from the public sector all of those services required for elderly and disabled people, and hence we find part-funding of non-government organizations to provide services. Services provided either by statutory bodies or by the traditional non-government welfare organizations were described in the seminar as formal services and some time was spent analysing structures and purposes of formal services in our society. Services provided by families — by far the greatest part of caring — can be regarded as informal provisions (together with assistance from individuals, neighbours, self-help groups etc.), and it was argued that funding cuts are attempts to move service provision within the formal sector from statutory to non-statutory, and in general from formal to informal auspices. A number of

hypotheses were developed in the seminar, two of which were given particular attention : that needs are universal, but delivery outcomes are highly selective; and that for equitable delivery of social services the family cannot be regarded as a major provider, but must have supplementary and substitutionary services.

Richard Chisholm (Faculty of Law, University of New South Wales) : Black Children, White Welfare

This seminar reported on a project being undertaken to examine the operation of the child welfare system in New South Wales as it affects Aboriginal children. While the legislation does not distinguish between Aboriginal and other children there is a disproportionate number of Aboriginal children in the care of the State and it is the object of the study to examine why this is so, as well as to address wider issues of Aboriginal perceptions of and participation in the operation and policies of the child welfare system. Possible models for greater Aboriginal involvement and self-determination were suggested in the seminar, in particular one which gave decision-making power to a separate organization run by Aboriginals for Aboriginals. A full report on this project will be published by the Social Welfare Research Centre later in the year.

Andrew Jakubowicz, Michael Morrissey, and Joanne Palser (Centre for Multicultural Studies, University of Wollongong) : Ethnicity, Class and Social Policy

A work-in-progress paper on a research project being undertaken at the Centre for Multicultural Studies was presented at this seminar. The study is examining the concepts of ethnicity and class in relation to social welfare, at both theoretical and empirical levels. The seminar presentation included a critical review of social policy analyses in Australia, an examination of the concept of ethnicity and the emergence of bureaucratically-defined "ethnic" welfare policies and programmes, particularly the ethnic group model of response to migrant needs as represented by the Galbally Report. The final report of this project will be published in the SWRC Reports and Proceedings series later in 1982.

R.A. Pinker (Professor of Social Work, London School of Economics and Political Science) : Theory, Ideology and Social Policy

Professor Pinker addressed a number of key issues in the debate about the ends and means of social welfare which are likely to influence policy developments in the 1980s. The issues included the problem of reconciling different versions of justice with regard to personal and local differences in expectation and

need; establishing the validity of claims for welfare provision; and the implications of these for the source of provision — statutory, voluntary, informal. Professor Pinker also discussed the contribution of comparative policy studies to the analysis of different models of welfare, and the current ideological changes within the main theoretical traditions of social policy analysis. He focussed particularly on the relationships and distinctions between theory and ideology, and their implications for the development of social policy as a scholarly discipline. He emphasised the importance of exposing theories to critical scrutiny and testing, and cited this as one distinction between theory and ideology, the latter being more often used as a framework to defend a position than to test it.

ONE-DAY CONFERENCE : SOCIAL AND ECONOMIC INDICATORS FOR AUSTRALIA AND ITS REGION

The Social Welfare Research Centre and the Australian National Commission for UNESCO held a one-day Conference at the University of New South Wales on Monday 31 May 1982. The Conference formed part of a week-long UNESCO regional seminar which brought to Australia participants from ten Asian and Pacific countries. In addition to these participants, about 80 people from Australia attended the one-day Conference.

Papers were presented by Peter Karmel (Commonwealth Tertiary Education Commission), Duncan Ironmonger (IAESR, University of Melbourne), Tony Vinson (University of N.S.W.) and Garth Cant (University of Canterbury, N.Z.). The papers, at this stage, have only been made available for Conference registrants and the question of whether or not additional copies will be printed or collected as a publication has not been decided. Their availability or otherwise will be advised in the next Newsletter.



CONFERENCE AND SEMINAR PRESENTATIONS BY SWRC STAFF

Carers Seminar

The Carers Association of NSW in conjunction with the NSW Department of Youth and Community Services organised a seminar as part of Senior Citizens Week. The opening paper "Who are the Carers : What are their Needs" was given by Adam Graycar on behalf of the SWRC team working on the welfare of elderly people project. He presented preliminary data from the carers study, illustrating the difficulties experienced by many care providers, and suggested a blend of services which might be developed to relieve some of the pressures on those in the caretaking role.

Age Care : Whose Responsibility?

A University Symposium with this title was held on 10 March as part of the University's contribution to Senior Citizens Week. Four papers were delivered at the Symposium, two by SWRC staff members, one by Peter Sinnett, Professor of Geriatrics, and one by Professor Ian Webster, a member of the SWRC Advisory Committee. The Symposium was well attended and the speakers received a great many requests for their papers. The proceedings of the Symposium have been published as No.20 in the SWRC Reports and Proceedings series.

Adam Graycar spoke to the topic "Ageing in Australia : Overview and Social Policy". He raised the questions : why is ageing seen as a problem; for whom is it a problem; and what interventions are appropriate to deal with the situation. He presented some data briefly describing income maintenance services, health services, accommodation services and domiciliary services, in an attempt to highlight the different provision auspices which exist in our society. Overall, the paper argued that social policy — planned intervention to allocate and redistribute resources in society — is the outcome of a political battle of competing interests.

Adam Jamrozik's presentation was entitled "Ageing and Income Support". He pointed out that the issue of income support for the aged needs to be considered not in the conventional perspective on income as a pension of so many dollars per week but in a broader framework which includes income, assets, and access to goods and services. He examined recent expenditure patterns in social security in general and in the age area in particular, and focused on the central issues in income provision for elderly people — equity and fairness — and argued that Commonwealth policy on income testing has not resolved the equity issues.

He contended that a return to means testing would do little to overcome current inequities. Instead, he suggested that a system of selectivity within universal provision of pensions would be a better solution, provided the allocation to income support for the aged takes into account the overall system of government allocations, taxation, concessions and other transfers as well as superannuation. Such a system would be economically more rational, socially more equitable, and politically more acceptable to the electorate. Secondly, in order to lessen the uncertainty about income security among the aged he suggested that determination of pensions for the aged as well as income support allocations to other dependent groups be removed from the area of party politics and placed in the hands of a statutory body which would have the power to determine feasible levels of income support for various groups and make appropriate recommendations to the government.

Peter Sinnett presented a paper on the topic "Health and Social Services for the Elderly". He described the random growth of services and outlined an unbelievably chaotic set of unco-ordinated service arrangements. His paper made twelve recommendations, all of which he argued are administratively feasible. If implemented these proposals could limit fragmentation and discontinuity, and improve the quality of care for elderly people.

Although ageing is beyond social and biological control, Ian Webster's paper, "Old People Who Miss Out" focused on the creation of dependency. Three unresolved problems of dependency were examined, dependency through social disadvantage, dependency through intrinsic impairments, and severe long-term dependency. In old age, Professor Webster argued, there is an inverse law of need : for the individual, access to services decreases with increasing needs (unmet need is compounded); and for communities, the number of aged persons in need is inversely proportional to services provided.

#### Australian and Pacific Researchers in Organisation Studies

APROS held its inaugural meeting in Katoomba from 12-14 March. The purpose of the meeting was for researchers from a variety of disciplines to come together and survey the state of the art in organisation studies. Papers included "Organisational Analysis in the 1980's" by Jane Marceau; "Some Headaches at the Public-Private Interface" by Bill Russell; "Public Sector Research : are we at a dead end" by Peter Wilenski; "Industrial Relations within Organisations" by Diane Yerbury; "Lawyers in Government" by Jack Goldring and Geoffrey Hawker; "Prospects for Organisational Analysis in Australia" by Stewart Clegg; "Urban

Management : a Crisis of Theory or Practice?" by Peter Williams; and "Business Policies, Business Structures and Business Organisations" by Ken Fargher.

Adam Graycar presented a paper entitled "Non-government Welfare Organisations : Politics and Policies". In this paper he outlined the range of NGWOs and, illustrating with research conducted in the SWRC, developed a series of research questions which would examine : the relationship between NGWOs and government; how they operate; how they affect policy; how they contribute to social justice; how they deal with labour relations; and whether they are cost-effective.

The papers (mostly in note form) are available from Dr. Stewart Clegg, School of Humanities, Griffith University, Nathan, Qld 4111. The next meeting of APROS will focus on the public/private interface and will be held sometime in September or October. Further details about this meeting or about APROS may be obtained from Dr. Clegg.

#### Australian Public Policies

On 14 March Adam Graycar presented a lecture on Social Policy at a University of New England weekend school on Australian Public Policies. He discussed current strands of thinking in contemporary social policy and examined contemporary allocation data.

#### Traditional Welfare Agencies

The NSW Council of Social Service held a Conference on 23 March on the Future of Traditional Welfare Agencies. The keynote address was given by Adam Graycar who reviewed the changing interpretations of non-government welfare agencies. It would be hard to support traditional views that NGWOs, by and large, are innovative, experimental, oppositional, "guardians of values", and so on. Rather they are specialized service providers and advocates. Illustrating with data developed in the Centre, he discussed the heavy reliance of NGWOs on government and pointed out that the larger the agency, the more likely it was to be dependent on government funding. There are obvious autonomy, accountability, service co-ordination and evaluation issues. The paper continued with an analysis of differing relations and expectations in the NGWO/government nexus.

### Services for Local Populations

On 24 March Adam Graycar was guest speaker at the Lower North Shore Inter-Agency Group, and on 6 April at the Randwick Inter-Agency Group. In both speeches he reviewed methods of identifying need, contrasted these with universal service provision and discussed the relationship between statutory and non-statutory services. He outlined the work on social services being conducted in the Centre to demonstrate the relevance of research on services.

### Workshop on Social Policy

Adam Jamrozik gave an address and held a seminar discussion at a 29 March workshop for staff of the Department of Youth and Community Services on the topic of "The Practitioner and the Policy". He presented ideas on how a practitioner can provide policy inputs and how this can be enhanced through knowledge of bureaucratic procedures and bureaucratic blocks.

### TAFE Advisory Committee

The Women's Educational Programs Advisory Committee of the NSW Department of Technical and Further Education (TAFE) held its inaugural meeting on 31 March 1982 and has subsequently met monthly. The committee was established to advise the Director-General of TAFE on the development of policies and programs for women's education through the Department. Members of the committee represent various bodies and institutions involved in women's education and training. Its guidelines are to ensure that the type of training provided fulfils as far as possible, the needs of women students, industry, commerce, and the community. The SWRC representative on the committee is Marilyn Hoey, who is currently working on research into the Australian labour market.

### Social Welfare and the State : Socio-Legal Issues

Adam Graycar gave a seminar on 31 March in the Law Faculty (UNSW) seminar series. He outlined and discussed different interpretations of the role of the state in social welfare provision and distribution arguing that allocative models were constrained by both political and legal impediments. These often proved to be more formidable barriers than economic issues. Questions of rights, shares, and claims have both a political and a legal context. In the discussion, projects currently under way in the Centre were examined from the point of view of legal researchers.

### Social Policy Issues of the 1980's

On 1 April Adam Graycar gave a public lecture at Monash University. He reviewed data collected in the Centre on families, changes in the labour market, poverty, unemployment, child care, elderly people, and service structures, to show that our social welfare system is quite unable to meet the demands made on it. This situation is likely to worsen rather than improve during the 1980's due to economic recession, labour market restructuring, demographic change and technological changes. The welfare industry as a whole has not been successful in creating a movement to protect the vulnerable in our society, yet small parts of the industry have been able to protect their interests. There is no overall development nor comprehensive planning approach, and combinations of individualism, administrative fragmentation and economic uncertainty are likely to lead to an even more unequal Australia than presently exists.

### Comparative Social Welfare

The Commonwealth Government has initiated a bipartisan political exchange program whereby young people involved in Australian politics — parliamentarians, party officials, professional staff, and trade union officials — will make overseas visits, and in return Australia will receive similar delegations from the countries visited. A detailed briefing seminar was arranged in Canberra for the first Australian delegation which was to visit the U.S.A. and on 28 April Adam Graycar provided a briefing on social welfare. In his comments he outlined the basic principles underlying social welfare in Australia and in the U.S.A. He examined the structure of the American social security and social welfare system, and focussed on issues such as contributory vs non-contributory income support schemes; service provision, especially contracting to non-government welfare organisations; state-federal relations in welfare planning and provision; demographic change and policy ramifications, especially in family policy, employment and ageing; cuts in welfare programs and expenditure.

### ANZAAS Symposium : Job Identity and Social Identity

Bettina Cass presented a paper on 10 May at the ANZAAS Conference at Macquarie University. Her paper was entitled "Paid Work, Unpaid Work and Domestic Life in the Current Economic Downturn". She argued that the rate and duration of unemployment have both increased in the period 1974-1982, but these exclusions from paid work and from regular income have been unequally distributed and experienced. Young people, people over 45 and working class women have borne a disproportionate share of the effects of the economic downturn and of the political response to changed economic conditions. The common description of

the population categories suffering unemployment suggest a dispersion : identifying age, sex, education/skill levels and birth-place as the major predictive variables. But a closer examination of the evidence shows that the major burden of unemployment is experienced in the same working class families. This paper examines the extent of the concentration of unemployment, evaluates competing explanations of this process and asks : what are the financial, social and psychological consequences of systematic exclusion from paid work? Finally, the paper examined the dominant official response to the family and class implications of unemployment. This response has taken the form of a systematic expounding of the moral and financial benefits of introducing a national family policy which will support traditional patterns of responsibility and dependency in families. Policies of this nature compound the hardships experienced in working class families, and deflect attention from the formulation of adequate income maintenance policies, training, retraining and job creation programs which will use public expenditure creatively and progressively.

#### Understanding Labour Markets in Australia

Adam Jamrozik attended a three day Technical Seminar on the above subject held at the Flinders University of South Australia on 17-19 May 1982. The Seminar was organized jointly by National Institute of Labour Studies, Centre of Economic Policy Research, and Bureau of Labour Market Research. Eleven papers on various aspects of labour markets were read and discussed at the Seminar. Adam's contribution was to provide commentary on a paper presented by Peter Stricker and Peter Sheehan entitled "Welfare Benefits and the Labour Market".

#### Social Policy in the 1980's

This Conference, sponsored by the Management and Policy Studies Group, School of Administrative Studies, Canberra College of Advanced Education, was held at the Australian National University on 28-30 May 1982. A number of papers were presented by SWRC staff : Adam Graycar on "Equity and Efficiency in Home Help Services" and "Voluntary Agencies in the Australian Welfare State"; Adam Jamrozik on "Unemployment : A Soft Option for Social Policy"; Bettina Cass on "The Social Class and Spatial Dimensions of the Concentration of Unemployment in Australia" and "The Cost of a Child : Poverty — the Outcome of Private Provision"; Tania Sweeney on "Childhood Services Policy in Australia"; and David Kinnear on "Family Care of the Elderly".

## RESEARCH PROJECTS

Progress is continuing on the research projects being undertaken at the SWRC. Reports on two projects — Children's Services, and Family Care of the Elderly — have been published since the last Newsletter and those projects have moved into their next stages. The following sections provide an update on the Centre's projects. Requests for further information on the details of particular projects should be addressed to the research staff involved.

### WELFARE OF YOUNG CHILDREN

Researchers : Tania Sweeney, Adam Jamrozik

Based on the issues identified in Services for Young Children : Welfare Service or Social Parenthood? (SWRC Reports and Proceedings No.19), two further studies have been formulated and are now proceeding. The first is a study of the impact of policies on the users (children and parents) and providers of child care services. This research will provide a "consumer perspective" on child care. By obtaining information on what the use of child care entails for children and parents, we will be able to draw conclusions about the effects of various child care arrangements on family life, and their implications for policy. The second study will attempt to provide a more comprehensive analysis of a wide range of child welfare and family policies, including policies and programs at the State level. It will consider whether a co-ordinated policy is possible and how that might be achieved. Collection of data on State policies is now underway. The study will complement the two other child care studies being undertaken under contract to the SWRC (see page 19) and will take account of their findings in its analysis.

### WELFARE OF FAMILIES

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

Projects in this area address themselves to the broad issues of differential access to resources, wealth and income distribution, and redistribution through market and governmental mechanisms, as they relate to people in families and households. The key analytic framework is the social and economic consequences produced by class, gender, age and ethnic differences. Progress in the two current projects are summarised below.

#### 1. The Costs of a Child

Projected completion date for this report is now August 1982. A preliminary

paper on major issues being addressed in the study was presented at the Social Policy in the 1980's Conference. The forthcoming report examines :

- (1) Three major structures of social inequalities in which the costs of children must be located : class inequalities; gender inequalities; and the social construction of life-cycle dependencies.
- (2) The contest between private parental provision and collective provision (through the tax/transfer system) for meeting the costs of childcare; the priority placed in social policy on private and individual provision, and the erosion of the value of public expenditure on child support.
- (3) Data from Household Expenditure Surveys 1974-75 and 1975-76 and Income Distribution Survey 1978-79 to demonstrate the direct and indirect costs of children.
- (4) Data from the Commission of Inquiry into Poverty and Social Welfare Policy Secretariat Report on Poverty Measurement which show the increasing incidence of children's poverty in Australia 1972-73 to 1978-79.

It concludes that the poverty of one in eight Australian children is the outcome of a social policy emphasis on private parental provision in a system of class and gender inequalities. Income deprivation has been exacerbated by the economic recession since 1974 and by political containment of public expenditure for social purposes.

A report by Bettina Cass entitled Family Policy in Australia : Contest over the Social Wage (SWRC Reports and Proceedings No.21) is also based on the work on family policy being carried out in this research project.

## 2. Unemployment and the Family

Field work is progressing well in the western suburbs of Sydney, investigating the nature of local labour markets, individual responses to the experience of unemployment, and the adequacy of services and income maintenance provisions for the unemployed. The object of the survey remains : an examination of the social class and spatial dimensions of the concentration of unemployment, with regard to local labour markets, housing, transport, and labour power training policies.

## WELFARE OF THE WORKFORCE

Researchers : Adam Jamrozik, Marilyn Hoey, Marilyn Leeds

The welfare of the workforce is a broad area of research which examines the state of the labour market, conditions of work such as pay structure and other



forms of remuneration, and patterns of employment. The focus of research is on the changes which occur in the labour market, and on the implications such changes might have for people's life styles and life chances and, in turn, on social welfare policy. Three research projects were completed in 1981 and four projects are currently in progress. These are :

#### 1. Social Implications of Part-Time and Casual Work

In this research project data on the extent of part-time and casual employment has been collected from various sectors of industry; e.g. catering services and recreation, retail trade, teaching, public service and community services. The project has been re-scheduled for completion later in 1982 so that the findings from recent research in that field can be thoroughly analysed and incorporated in the report.

#### 2. Low-Wage Earners and Social Wage

This project has been extended in scope to include some of the issues that have arisen recently in the debate on interest rates, taxation, housing and social wage. The expected time for completion is June-July 1982.

#### 3. Young People and their Employment in the 1980's

This research paper sites present employment patterns for young people within an era experiencing recession, technological innovation, and structural change. In particular, the project examines how the demand for young people's labour has changed, and also considers their future in the labour market in the light of changing demand and expected demographic movements. The present position of young people in the labour force is examined, with a time perspective on employment patterns developed where possible. This includes looking at the industries young people work in, the occupations they take up, and what proportions of their workforce is engaged in full-time and part-time work. Also considered is the school-students' workforce and the effects of this for school-leavers' in the workforce. Discussion on the extent of unemployment, the explanations of its existence, and the flows in and out of the workforce, will be included in the analysis. The project is expected to be completed in August 1982.

#### 4. Occupational Career Patterns

This project is at an early stage of investigation and is expected to be completed in December 1982 or early in 1983. It is a study of the structure of occupations in the Australian labour market, with particular reference to career

versus non-career occupations. The research will seek to analyse what changes have taken place in the structure of occupations over the last decade and what implications these changes might have for the persons concerned. The issues to be explored in the study will include the following : Is there a clear career versus non-career occupation dichotomy in the Australian labour market? What effects do the changes in occupational structures have on different groups within the community? How much has the structure of occupations altered in the last ten years? What effect has new technology and structural change had on occupations in Australia? What effect have changes in the occupational structures had on people's earnings, in short and long terms?

#### WELFARE OF ELDERLY PEOPLE

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

The working paper The Aged and the State (SWRC Reports and Proceedings No.5) provides an overview of the characteristics of Australia's elderly population, a preliminary analysis of the data and some of the issues raised, and suggests a number of research questions to be addressed. Current projects are part of this extended study of the population and the institutions and policies which affect its welfare.

##### 1. Family Care of the Elderly

The report of the first stage of this research is now published as SWRC Reports and Proceedings No.23. It is abstracted on page 23. The second stage is a follow-up study of families formerly caring at home for an elderly relative who had since entered institutional care. Its aim is to explore the reasons why family care had to be discontinued and to test some of the findings of the first study on the sorts of pressures (physical, social, and economic) faced by families caring for an elderly relative.

Complementary to the research on family care of the elderly, a more theoretical paper is being prepared to examine the concept of dependency in relation to the care of the elderly. The centrality of this concept to the debates about institutional vs community care, public vs private provision, and state vs family responsibilities has become evident in the process of conducting the research and will be explored in a separate report.

##### 2. Home Help

The initial stages of this project are nearing completion. Information on the

operation of home help services in each State has been received, and though incomplete, the information will contribute to developing a description of home help in Australia and highlighting the important differences that occur between States in delivery of this service.

Questionnaires received from the co-ordinators of the NSW Home Care Service are providing invaluable insights into the operation of home help services at the local level. Combined with information from the statistical bulletins published by the Service's Head Office this will enable us to compile a detailed description of Home Help in NSW. Aspects of service delivery will be examined with a framework of effectiveness and equity.

The third and final part of this project will entail a survey of Home Help recipients. Interviews will be carried out with recipients to discover how they perceive the objectives of the Home Help Service and whether they regard the service as meeting their needs.

### 3. Community Services and Social Policy

This project will form a continuation of the Home Help project. The final stage of the Home Help project focusses on the aged as recipients of home help services, their attitudes to the Service and the other services they receive in the home, the services they would like to receive and the knowledge they have of other services available to them. Information obtained from this study will then provide a stepping stone to an examination of what services are provided for the aged, in the community, the eligibility criteria for these services, the points of entry for receipt of these services, and general community knowledge of these services. Preliminary work has been undertaken to identify the services available to the aged in the local government area of Randwick.

The project will analyse the development of community services in a historical context and examine their possible future within the prevailing and projected social welfare environment.

### PUBLIC POLICY ANALYSIS

Researchers : Adam Graycar, Jill Hardwick, Tony Messina, Ian Scott, Ian Yates

All current projects in this area relate to non-government welfare organizations (NGWOs). Four of the papers to be presented at the NGWO seminar on 17 June will report on the research being undertaken in these projects.

### 1. Non-Government Welfare and the State

Work is progressing on an analysis of different theories of NGWO functioning and different welfare state models. Ian Yates has returned to the Centre for a further period as a Visiting Fellow and although he has extensive international commitments his Report on this research is due to be completed by mid year. When published it will form a theoretical reference point for other studies in the area.

### 2. Classification of Australian NGWOs

This project, carried out in conjunction with ACOSS by the Project Officer, Joan Levett, is still being finalised. Approximately 37,000 NGWOs were identified across Australia. A detailed questionnaire was sent to a sample of these agencies and data from the 592 completed and returned questionnaires entered on a computer file and subjected to extensive processing and analysis. In addition a small number of agency profiles has been completed. A full report of the project will be published in the Reports and Proceedings series as soon as possible.

### 3. Government and NGWOs

The study on government funding and support of NGWOs is nearing completion. Lengthy interviews have been completed with government officers from both Commonwealth and State levels who deal directly with NGWOs, and information has been obtained on funding processes and government expectations. When used in conjunction with the data from the Classification study it should yield invaluable knowledge about the relationship between government and NGWOs. A more specific study, one dealing with funding and accountability processes of organizations dealing with disabled people, has been completed and published as Reports and Proceedings No.17.

### 4. Volunteers and NGWOs

Volunteer data from the survey of NGWOs is currently being examined. This data provides information on the estimated number of volunteers in Australia, the sex of volunteers, the number of hours worked, their main activities, their number in relation to paid staff. This material, together with a discussion of some theoretical analyses of volunteerism will be presented at the NGWO Seminar and will be available soon in a forthcoming report.

### CONTRACTED RESEARCH PROJECTS

One new project has been approved since the last Newsletter : it is summarised below. The other projects being undertaken outside the Centre are : the Classification of NGWOs (ACOSS), Unemployment and the Family (Brotherhood of St Laurence), Ethnicity, Social Class and Social Policy (Centre for Multicultural Studies, University of Wollongong), and Black Children, White Welfare (Richard Chisholm and Sue Thomson, Faculty of Law, University of NSW). Reports of all these projects are expected during this year. Further details on them have been contained in previous Newsletters or may be requested from the researchers involved.

### Preventive and Protective Policies in Child Welfare

This research is being conducted by Jan Carter, the author of States of Confusion : Australian Policies and the Elderly Confused (SWRC Reports and Proceedings No.4). The project will examine child welfare policies in Australia in terms of their relative emphases on protective or preventive measures, and aims to determine whether, in general, protective policies enhance or reduce the impact of preventive policies, or vice versa.

Most analyses of child welfare populations discriminate between children who are in State guardianship because they have committed "offences" and those whose welfare is thought to be at risk because of parental inadequacy or failure to provide requisite standards of care. Until 1981, no national information has been available about these children, but recent Australian Bureau of Statistics figures indicate that over half (55%) the children admitted to State guardianship during 1980 were considered to have their welfare at risk and to be in "physical, mental, emotional or moral" danger. Altogether, the ABS indicates that at least 18,500 children in Australia are in State guardianship and it could be estimated that about half of these are "care and protection" cases rather than "offence" cases.

Each State and Territory has a series of protective policies, ranging from legislation to special services, which differ in their detail, but which allow a child to be apprehended, taken before a children's court and if necessary, removed temporarily or permanently from parents. Thus, the States have significant coercive powers to re-arrange and, if necessary, terminate relations between parents and children. In some States, the coercive powers date from the end of the previous century. However in the past decade, some States have developed policies other than the explicitly coercive for dealing with child welfare care and

protection cases. New preventive policies have supporting legislation and the services which sustain them are essentially voluntary and promotional : in theory, to facilitate aims such as the expansion of family welfare; the development of local services to prevent the disruption of the family, and so on.

The proportions of protective as opposed to preventive policies have developed differently and vary considerably from State to State, and a major part of the research will involve the development and testing of a classification which ranks and compares the States and, possibly, Territories according to their extant protective/preventive policies. Although the focus of the analysis will be a comparison between the States, the influence of Federal Government health and welfare policies will also be considered in the study as will the dimensions of protective and preventive child welfare policies in other countries, in particular the United Kingdom.

#### AUSTRALIAN SOCIETY

AUSTRALIAN SOCIETY, a national fortnightly magazine of news, views and investigations on social issues will commence publication on 23 September 1982. It will be published by the *Australian Society Publishing Company Ltd*, a non-profit company. The Chairman is Emeritus Professor Ronald Henderson. Other Directors are Anne Gorman, David Yencken, Tom Leggatt and John McInnes. David Scott is Publisher/Manager. The Editor, Peter Temple, 35, is a widely experienced journalist, writer, academic and a former Education Editor of the Sydney Morning Herald. He will take up the position on 10 July 1982.

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

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

Foundation subscription . . .	\$45 per annum (including a contribution to working funds)
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\*Add the prefix 662 to the extension numbers to call direct from outside the University.

Staff Changes

This Newsletter is the last to be compiled by Margaret McAllister, who resigns her post as Research Officer (Information) in early July. Margaret started work in the Centre on its first day of operation and after some months as a research assistant took over the publications and information area. Much of the output of the Centre would not have been possible without the exceptional skill, efficiency, and good sense that Margaret has shown. All of the staff in the Centre plus many of our readers have come to appreciate her valuable contribution and we all wish her well in her travels and future work. The new Research Officer (Information) will be Diana Wyndham.

A.G.

RECENT PUBLICATIONS — SWRC REPORTS AND PROCEEDINGS

Abstracts of the reports in this series up to No.18 have been published in previous Newsletters. Nos. 19 to 23 have been published since the last Newsletter and are summarised hereunder.

No. 19 Tania Sweeney and Adam Jamrozik, Services for Young Children : Welfare Service or Social Parenthood?, March 1982.

This report identifies and clarifies some of the changes in, and the diversity of, recent debates about children's needs and rights, and about who is responsible for meeting them. Its particular focus is on the role of the Federal Government in the provision of children's services, and it traces and analyses Government policy and expenditures over the last decade. Results of surveys on child care arrangements conducted by the Australian Bureau of Statistics show that child care is now required by the majority of families. This widespread need and use gives it the characteristics of a public utility rather than a welfare service, and Government policy should recognise that it is in the national interest to make a greater commitment to child care provision.

No. 20 Adam Graycar (ed), Age Care — Whose Responsibility?, March 1982.

The four papers presented at a University Symposium held in March 1982 are published in this report. The papers are : "Ageing in Australia : Overview and Social Policy" by Adam Graycar; "Ageing and Income Support" by Adam Jamrozik; "Health and Social Services for the Elderly" by Peter Sinnett, Professor of Geriatrics at the University of N.S.W.; and "Old People Who Miss Out" by Ian Webster, Head of the School of Community Medicine at the University of N.S.W. and a member of the SWRC Advisory Committee. See pages 7 - 8 above for summaries of the papers.

No. 21 Bettina Cass, Family Policies in Australia : Contest Over the Social Wage, May 1982.

This paper addresses a major theoretical debate in the sociology of the "welfare state" : to what extent to state interventions into the sphere of domestic relationships (e.g. by the implementation of "family policies") either reinforce existing class and gender based inequalities, or establish progressive changes? This is a component of a more general theoretical and empirical issue : to what extent can and do income transfers and social services (through the tax/welfare system) redistribute income to those groups most disadvantaged in the labour market, either because of their class position, their sex or their life-cycle stage? The paper adopts a historical perspective to the unravelling of some of these questions, by examining the economic, political and ideological issues surrounding the implementation of family policies in two very different periods in Australia's history : the period of Post War Reconstruction 1942-48, characterised by expansionist economic policies, and the current period of economic recession 1975-81 characterised by contractionist economic policies.



No. 22 Tania Sweeney, An Analysis of Federal Funding of Children's Services — A Sourcebook, May 1982.

This sourcebook contains 24 Tables, with explanatory text, compiled from existing data on Federal funding of children's services under the Child Care Act, the Interim Pre-School and Child Care Program, and the Children's Services Program. Most of the data was collected during preparation of SWRC Reports and Proceedings No.19 (see above) and is published to provide a collated resource document to help those interested in children's services and those working in the children's services field to see how much the Federal Government spends on children's services, which services it funds and to what extent, and funding changes over time.

No. 23 David Kinnear and Adam Graycar, Family Care of Elderly People : Australian Perspectives, May 1982.

The issue of family care as an area for investigation has assumed importance as social policies concerned with the care of dependent populations move towards a greater reliance on community and informal care systems, predominantly the family. Roughly 3% of households in Australia contain an elderly person who is a relative of the household head. This family form occurs for a variety of reasons but most importantly because of the chronic ill-health and attendant activity limitations of the elderly person. This study investigated the costs (physical, social, and economic) of family care of dependent elderly relatives, and assesses the needs of the caring family in relation to the provision of State services. Its findings, drawn from interviews with a sample of 75 carers in Sydney and Hobart, illustrate the pressures placed on families' coping abilities and resources, and suggest that the capacity of families to provide care adequate for the needs of the elderly may be over-estimated in the rhetoric of community care.

#### DIARY OF SOCIAL LEGISLATION AND POLICY

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

Work is well underway on the compilation of the 1981 Diary, which is expected to be printed in the latter half of 1982. Additional information on some State legislative changes and policy will be included in the 1981 Diary plus a new section on Aboriginal Affairs.

Persons wishing to obtain a copy of the 1980 Diary or place an order for the 1981 issue should write to the Editor, Institute of Family Studies, 766 Elizabeth Street, Melbourne 3000, or to Publications, Social Welfare Research Centre.

## SWRC PUBLICATIONS

The publications of the Centre are issued under three series titles :

SWRC Newsletter is the means by which information about SWRC activities, research and publications is disseminated, as well as other items which may be of interest to its readership. It is distributed free of charge to all individuals and organisations on the Centre's mailing list. (Copies are available of most back issues of the Newsletter and may be obtained on request from the Centre).

SWRC Reprints are articles or papers published elsewhere by staff of the Centre. These are available at a flat rate of \$1 per copy to cover postage and handling. Reprints issues to date are :

- No. 1 Adam Graycar, "Experimentation and the Welfare State"  
from : Social Policy and Administration Vol.14, No.3, 1980, 21pp.
- No. 2 Bettina Cass & Kris Pedler, "Where are They Hiding the Unemployed?"  
from : Australian Social Welfare — Impact, November 1980, 27pp.
- No. 3 Bettina Cass, "Housing and the Family"  
from : Home Ownership in Australia : A Perspective for Future Policies,  
Housing Industry Association Seminar Proceedings, 1980, 14pp.
- No. 4 Robert V. Horn, "Social Indicators : Meaning, Methods & Applications"  
from : International Journal of Social Economics, Vol.7, 1980, 39pp.
- No. 5 Bettina Cass, Carol Keens and Jerry Moller, "Family Policy Halloween;  
Family Allowances : Trick or Treat?"  
from : Australian Quarterly, Vol.53, No.1, Autumn 1981, 17pp.
- No. 6 Adam Graycar, "Review Article : Australia's Social Wage"  
from : Social Policy and Administration, Vol.15, No.1, 1981, 4pp.
- No. 7 Adam Graycar, "Ageing in Australia : A Pointer to Political Dilemmas"  
from : Australian Quarterly, Vol.53, No.3, Spring 1981, 20pp.
- No. 8 Bettina Cass, "Wages, Women and Children"  
from : Ronald F. Henderson (ed) The Welfare Stakes : Strategies  
for Australian Social Policy, IAESR, Melbourne, 1981, 38pp.
- No. 9 Adam Graycar, "Social and Political Constraints"  
from : Ronald F. Henderson (ed) The Welfare Stakes : Strategies  
for Australian Social Policy, IAESR, Melbourne, 1981, 40pp.
- No.10 Adam Graycar and Wendy Silver, "Funding Agencies"  
from : Australian Social Welfare — Impact, March 1982, 4pp.
- No.11 Adam Graycar, "Health and Social Policy", Ian Webster,  
"What are the Needs of the Community"  
from : Priorities in Health Care (UNSW Occasional Papers No.7) 1982, 6pp.
- No.12 Tania Sweeney, "Studies of Childhood and Children's Services"  
from : Australian & New Zealand Jnl of Sociology, Vol.17, No.2, 1981, 5pp.

SWRC Reports and Proceedings include reports and working papers of research undertaken in or under the aegis of the Centre, as well as proceedings and papers from some of the seminars and conferences held by the Centre. The twenty-three published so far in this series are available, where stocks allow, for purchase at the prices indicated on the Publication List and Order Form. The reports may be purchased individually or by subscription. The subscription period, in the first instance, is from October 1981 to October 1982 and commences with SWRC Reports and Proceedings No.15. Staffing and accounting constraints do not allow for part-subscriptions, so subscribers paying during the year will receive back issues to No.15, subject to availability.

The SWRC has already established a gift/exchange system for its Reports with a number of other bodies. Many smaller organisations and libraries are financially constrained from purchasing new subscriptions and the SWRC acknowledges this and will maintain a free-list in the interest of exchanging information and to ensure that the Reports are as widely accessible as possible. We suggest that organisations and libraries in this position complete and return the enclosed Order Form with a request for inclusion on the subscription free-list. They might also note the option mentioned above, whereby individual titles may be purchased throughout the subscription year — this may be more appropriate for organisations and individuals whose work or interests relate to a specific area of the Centre's research. New publications will be announced in the regular issues of the Newsletter to enable readers to select and order Reports as they are published.

The following is a full list to date of the SWRC Reports and Proceedings series. Those indicated \* are out of print but should be accessible at most university and state libraries throughout Australia.

- No. 1 J. Moller (ed), Data for Welfare Decision Making, September 1980.\*
- No. 2 Peter Saunders (ed), The Poverty Line : Methodology and Measurement, October 1980, \$3.
- No. 3 Michael Morrissey and Andrew Jakubowicz, Migrants and Occupational Health : A Report, November 1980, \$3.
- No. 4 Jan Carter, States of Confusion : Australian Policies and the Elderly Confused, January 1981.\*
- No. 5 Adam Graycar and David Kinnear, The Aged and the State : A Working Paper, April 1981, \$4.
- 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, \$3.

- No. 8 Adam Jamrozik and Marilyn Hoey, Workforce in Transition : Implications for Welfare, May 1981.\*\*\*
- No. 9 Robert V. Horn, Fiscal Welfare Effects of Changes in Australian Income Tax, 1972-73 to 1980-81, May 1981, \$3.
- No.10 Concetta Benn, The Developmental Approach : Demonstration Programs in the Brotherhood of St Laurence, May 1981.\*
- No.11 Bettina Cass (ed), Unemployment : Causes, Consequences and Policy Implications, August 1981, \$3.
- No.12 Adam Jamrozik and Robin Beck, Worker Co-operatives : An Evaluative Study of the New South Wales Worker Co-operative Programme, August 1981.\*
- No.13 Robert V. Horn, Extra Costs of Disablement : Background for an Australian Study, September 1981, \$2.50.
- No.14 P.R. Kaim-Caudle, Cross National Comparisons of Social Service Pensions for the Elderly, September 1981, \$3.
- No.15 Adam Jamrozik, Marilyn Hoey, Marilyn Leeds, Employment Benefits : Private or Public Welfare?, November 1981, \$4.
- No.16 Linda Rosenman, Widowhood and Social Welfare Policy in Australia, January 1982, \$3.
- No.17 Adam Graycar and Wendy Silver, Funding of Non-Government Welfare : Agencies Serving Disabled People in Western Australia, January 1982, \$3.
- No.18 Vivienne Milligan and Margaret McAllister, Housing and Local Government : An Evaluation of the Waverley Community Housing Officer Project, February 1982, \$3.
- No.19 Tania Sweeney and Adam Jamrozik, Services for Young Children : Welfare Service or Social Parenthood?, March 1982. \$4.
- No.20 Adam Graycar (ed), Age Care — Whose Responsibility?, March 1982, \$3.
- No.21 Bettina Cass, Family Policies in Australia : Contest over the Social Wage, May 1982, \$3.
- No.22 Tania Sweeney, An Analysis of Federal Funding of Children's Services — A Sourcebook, May 1982, \$3.
- No.23 David Kinnear and Adam Graycar, Family Care of Elderly People : Australian Perspectives, May 1982, \$3.

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\*\*\*This report is being published with the title "Workforce in Transition : Australian Experiences" as a special issue of the International Journal of Manpower, Volume 3, Number 2, 1982.