

## SWRC Newsletter No 20 - February 1986

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# SWRC Newsletter

No 20 February 1986

Editor: Rosemary Hooke

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## Social Welfare Research Centre

THE UNIVERSITY OF NEW SOUTH WALES  
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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 initial agreement was for a period of five years and in 1984 the agreement was renewed for another five years, until the end of 1989. In accordance with the agreement the Centre is operated by the University as a unit of the University. The Director of the Centre is responsible to the Vice-Chancellor and receives assistance in formulating the Centre's research agenda from an Advisory Committee and a Research Management Committee.

The Centre undertakes and sponsors research on important aspects of social policy and social welfare; it arranges seminars and conferences; it publishes the results of its research in reports, journal articles and books; and it provides opportunities for post-graduate studies in social welfare. Current research areas cover child and family welfare, employment/unemployment, social security, housing, compensation and occupational issues, services for handicapped, and other areas of social policy.

The views expressed in this Newsletter, as in any of the Centre's publications, do not necessarily represent any official position of the Centre. The Newsletter and Reports and Proceedings are published to make available the views and research findings of the individual authors, and thus to promote the development of ideas and discussion about major concerns in social policy and social welfare.

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# From the Acting Director . . .

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Over the next few weeks the Social Welfare Research Centre will release three reports which are now being printed. The first of these, **Income Distribution, Taxation and Social Security** (R & P No.55), contains the proceedings of the special one-day seminar, held on 29 November, 1985. The other two reports are **Poverty, Before and After Paying for Housing** (R & P No.56), and **Innovation and Change in the Child and Family Welfare System** (R & P No.57). These reports are the first three of the current subscription series. We hope that the readers will find them of interest, as all three reports examine areas of social welfare which are of direct relevance to current concerns in social welfare policy (see pp.8-14 for summaries).

**Review of Social Security:** The readers will also see that the three reports examine the issues which are relevant to the recently announced Review of certain aspects of the Commonwealth Social Security System. We have taken due notice of the concerns in the social security area, and we hope that the Centre's research programme will provide a significant input of data to the Review. Some research projects now in progress or in the development stage will be of direct relevance to the aspects of social security which are to be considered in the Review; others should provide valuable data which will place the issues to be examined by the Review in a wider perspective of services provided for children and families by the States and the non-government welfare sector. However, in answer to a number of inquiries which I have received from people who were concerned that the Centre's research agenda might be becoming too narrow, dealing almost exclusively with issues of social security, I need to say that this is not the case. We recognise that social security provisions are

central to social welfare policy, but such provisions can be effective only in the context of a range of individual and collective social welfare services. For this reason, while our research agenda currently gives prominence to the issues of social security, the other areas of social welfare are not being neglected. In the next issues of the Newsletter we hope to give an outline of research programmes planned for the next three years - readers' comments will certainly be welcome.

**Readers' interests:** In the last Newsletter we asked readers to indicate their areas of interest with regard to SWRC publications and seminars. The response has been very gratifying, but we would like readers who have not yet responded to do so (see p.20). Our mailing list for the Newsletter now has over 2,500 names. From time to time we send out information which might not be of great interest to all readers (such as information about SWRC seminars), and we would like to be selective in sending out these, so as to reduce unnecessary costs in postage. The Newsletter will, of course, continue to be sent to all people who want it, free of charge.

**Staff changes:** A few changes have taken place at the Centre since the last issue of the Newsletter. Peter Whiteford has taken up the position of Senior Research Fellow; he is working in the area of the **Welfare of Families**, concentrating on issues of income security. In a move in the other direction, we have lost Chris Rossiter, Research Officer, to the Office of Aged Care in the Commonwealth Department of Community Service. Chris has worked very productively at the Centre in the area of aged care and housing, as is evident from the number of research reports bearing her name. Our loss will certainly be the Commonwealth's

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gain. Another member of our staff, Fiona Brown, is also leaving to take up further studies on a full-time basis. We wish Chris and Fiona all the best in their new ventures.

**Visiting Fellows:** Late last year we had with us Knut Halvorsen, of the Norwegian College of Public Administration and Social Work, Oslo. Knut was at the Centre only for two months but his contribution was very much appreciated, especially his work in the area of unemployment. We hope to see him again, sometime, and in the meantime we look forward to the publication of the results of his study of unemployment problems in various countries, now including Australia. Over the next few months we will have with us Rosemary Cant, of the Cumberland Health College, Sydney. Rosemary's research interests are in the area of problems experienced by families with children who suffer some disability. While at the Centre, Rosemary intends to investigate the problem of children's disability in a theoretical framework of changing role of the family in society.

**SWRC Seminars:** The programme for SWRC monthly seminars in Session I, 1986, has been prepared (see p.4). We are holding an additional special seminar on Monday, 24 February, with Professor Irwin Garfinkel, of the University of Wisconsin. Professor Garfinkel is visiting Australia for a brief period and will be participating in a number of seminars in Sydney, Melbourne and Canberra. At the SWRC seminar he will be speaking on **Child Support Systems and Reform**. As always, participation in seminars is free, and all interested persons are welcome to attend.

Adam Jamrozik  
Acting Director

SAANZ 86

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SOCIOLOGICAL ASSOCIATION  
OF  
AUSTRALIA AND  
NEW ZEALAND

CONFERENCE  
9-12 JULY

Campus Conference  
Centre  
University of  
New England  
Armidale NSW.

This conference is to be based on the following sections:

Aboriginal Studies	Methods
Class	Organisation & Industry
Development and Change	Philosophy of Social Science
Deviance and Social Control	Power & The State
Education	Religion and Belief Systems
Ethnicity and Migration	Rural and Environmental
Ethnomethodology	Sociology
Health and Medicine	Theory
Knowledge and Science	Urban and Social Movements
Language and Discourse	Welfare and Social Policy
Mass Media	Womens' Studies and Gender

The convenors are now calling for papers relating to these sections.

Inquiries relating to the conference should be addressed to:

Mary E. Wilkie  
University of New England  
ARMIDALE . NSW . 2351

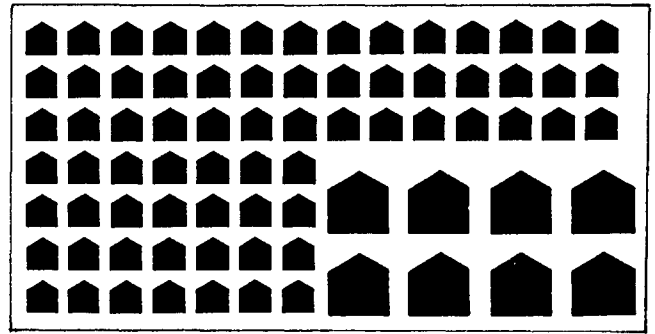
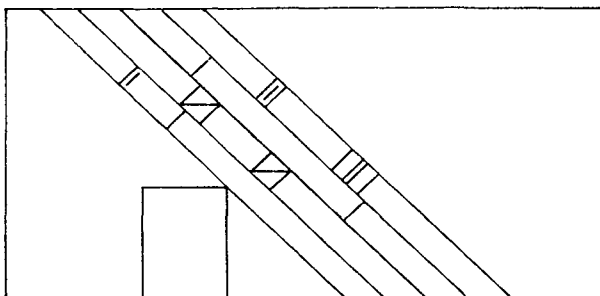
([067] 73 2937 & [067] 73 2579)

Registration should be completed by 18 June.

## New Senior Research Fellow

Peter Whiteford started as a Senior Research Fellow at the Social Welfare Research Centre in January 1986. Prior to this, he was Director of the Taxation and Distributional Analysis Section in the Development Division of the Department of Social Security in Canberra. In recent years he has worked on issues associated with the interaction of the taxation and social security systems and in particular the implications of tax changes for social security recipients. He has also written on the guaranteed income and work incentive experiments in the United States, and on alternative approaches to the derivation of equivalence scales, used for determining the relative income needs of different types of families.

Mr Whiteford will be working at the SWRC for a period of two years. His main research interests will be in the area of the welfare of families, with emphasis on income security and taxation policies and their impact on families with children.



## External Seminar

### STATE DIFFERENCES IN HOUSING : A COMPARISON OF LEVELS OF POVERTY, MEASURED BEFORE AND AFTER PAYING FOR HOUSING, AMONG AND WITHIN THE STATES.

Bruce Bradbury and Joan Vipond presented this paper at the tenth Annual Conference of the Regional Science Association of Australia and New Zealand, held at the University of Adelaide, on December 2-4 1985.

The paper gives estimates of inter-state and intra-state differences in the incidence of poverty in 1981/82. Poverty was measured according to the techniques established by the Commission of Inquiry into Poverty (Henderson Commission). The results show that inter-state differentials in poverty levels are smaller than intra-state differences. Inter-state, there is the same dispersion in poverty measured before housing costs and dispersion in poverty measured after people have paid for their housing. Intra-state differences in poverty measured before housing costs are taken into account are much greater than inter-state differences in poverty before housing or in intra-state differences in poverty measured after housing costs. Low housing outlays reduce the impact of low income levels in the non metropolitan parts of the states. In this way, they ameliorate the total impact of poverty in Australia.



## SEMINARS 1986

### Session 1, February to June

**Morven Brown Seminar Room 212**  
**9.15am to 12.30pm**

- Special Seminar: Monday 24 February 1986: 10.00 am - 12.00 noon  
 Professor Irwin Garfinkel  
 Professor of Social Work and Institute for Research on Poverty, University of Wisconsin  
 Topic: CHILD SUPPORT SYSTEMS AND REFORM
- 
- Friday, 14 March: WORKERS' COMPENSATION AND SOCIAL SECURITY  
 Donald Stewart, Social Welfare Research Centre  
 Overview of Current Issues : the SWRC Research Programme  
 Athena Touriki, Co-ordinator, Ethnic Affairs Unit,  
 The Workers' Compensation Commission of New South Wales  
 Workers' Welfare and Private Interest
- Friday, 11 April: INCOME SECURITY FOR FAMILIES : CURRENT ARRANGEMENTS AND ALTERNATIVE APPROACHES  
 Ann Harding, Development Division, Department of Social Security  
 The Australian System of Income Support for Families  
 Peter Whiteford, Social Welfare Research Centre  
 Alternative Approaches to Family Income Security
- Friday, 9 May: THE LABOUR MARKET, YOUTH PROGRAMMES AND POVERTY  
 Joan Vipond, Social Welfare Research Centre  
 Labour Market Change and Poverty  
 Richard Sweet, New South Wales Department of Technical and Further Education  
 Priority One and the Youth Labour Market : Some Scenarios
- Friday, 6 June: THE NEW CHILD WELFARE : OLD ISSUES REDEFINED?  
 Tania Sweeney, Social Welfare Research Centre  
 Child Welfare Policies and Practice : Balancing Needs for Social Justice and Social Order  
 Elizabeth Fernandez, School of Social Work, University of New South Wales  
 Separated Children and Family Poverty



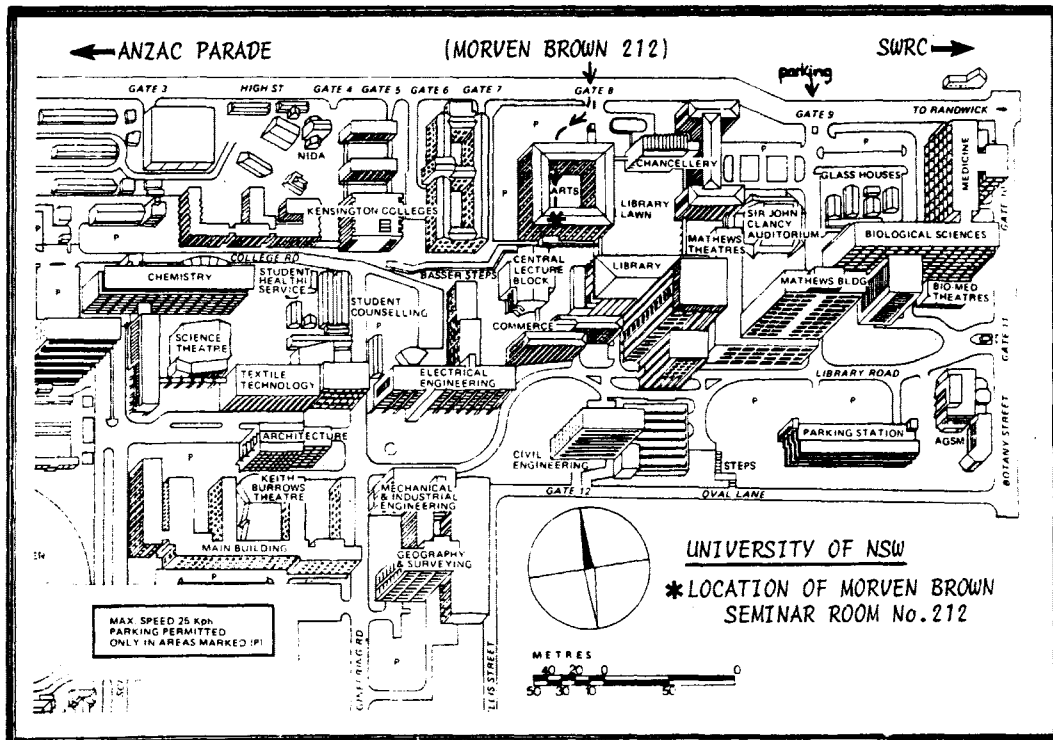
During the First Session of 1986 (Feb-June) the Social Welfare Research Centre will hold five Public Seminars, on the dates and times indicated on the programme opposite.

The topics to be discussed at the Seminars are related to the research projects currently in progress at the Social Welfare Research Centre, and each Seminar will take up one current issue in social policy and social welfare. Papers presented by invited outside speakers will place the issues discussed in a wider perspective.

Time will be allowed at each Seminar for questions and comments from the participants. All interested persons are invited to participate. Attendance is free, and morning tea will be provided.

The First Seminar, with Professor Irwin Garfinkel, will be held on Monday, 24 February, at 10.00 am. The other four Seminars will be held at the usual time, on Fridays, at 9.15 am.

Further information may be obtained from the Publications and Information Officer, Rosemary Hooke, (telephone [02] 697 5150).





## WORKERS' COMPENSATION PROJECT :

*In Newsletter No.19 (November '85), we previewed the research project on workers' compensation being conducted by the Social Welfare Research Centre. That article resulted in much feedback from readers which has been valuable for the project. This article continues discussion of the issues.*

As well as providing a descriptive overview of the various systems at present operating in Australia, the study is focussing on issues and problems which arise at the operational level. This operational or 'service delivery' level of the compensation process is being examined in relation to various State and Federal legislative initiatives.

Accident compensation networks, workers' compensation included, have developed over the past century or so in response to the increased range of injuries and illnesses associated with industrial production. The decline of traditional pre-industrial post-accident support networks has been partially offset by the development of labour relations regulated by statute, and the evolution of co-operative, private, and social, income insurance systems.

Development of these income-support systems has proved to be increasingly costly in recent years and is partly responsible for the increased emphasis on prevention of injury and illness, i.e. 'risk management' and effective rehabilitation of injured parties as soon as possible.

Compensation for loss of previous and future earnings, the evolution of requirements for health and safety in workplaces, and provision for rehabilitation, represent the three basic elements associated with work-related compensation schemes in Australia and New Zealand.

Work related compensation has direct

implications for the income maintenance provisions of the Australian Social Security system and for several other government regulatory and administrative agencies. The general presumption of all compensation schemes is that there is a degree of statistical inevitability associated with work-related accidents and disease, and that such events should be compensated for as part of a universal precondition of any contract of employment.

Eligibility for payment of compensation is dependent upon the nature and circumstances of each particular case. In those places where common-law provisions exist the injured party may use a civil action maintaining corporate or individual fault in order to establish liability for damages, injury or illness. Present trends however indicate a swing away from common-law based systems to systems which rely on centralised administrative, earnings-related, payment of benefits, available on a universal or near-universal basis.

Apart from the exception of a few large self-insurers, employers are legally bound to contribute to workers' compensation insurance schemes which may be operated on a private basis, by a government body, or by a combination of the two. Much of the major reform in recent years has involved government intervention into what has traditionally been seen as a private-industry sector. Reform has originated largely in response to apparent inequities and inefficiencies associated with the traditional approach to risk management. The Work Care Scheme in Victoria is a good example of this. In that State, instead of allowing unco-ordinated compensation structures to continue, emphasis has been placed on achieving a measure of financial efficiency through the

## Discussion of Issues

integration of accident compensation, work-place health and safety requirements and rehabilitation structures. The aim is to provide systems which will ensure safer work places, adequate compensation, and post-injury rehabilitation.

These reforms have in part originated in response to the growing perception that there are real community costs associated with direct transferral of premium costs onto production costs. Accident prevention, regulation enforcement and rehabilitation costs represent a transferral of financial responsibility onto the public sector. A growing appreciation of the scale of these socialised costs of production, employers' complaints about premium rises, and the increasing inability of insurance companies to operate profitably in the compensation area have precipitated many calls for reform.

Debate over the relative merit of one compensation/health-and-safety/rehabilitation structure over another often relates directly back to a cost-benefit analysis of the alternatives. Costs are perceived of as being either financial, social, or personal, or a mix of these, and analysis involves measurement according to two distinct criteria: (a) the effect of any particular scheme on the injured worker; and (b) the effect of such schemes on industry and social security infrastructure costs.

As mentioned previously, workers' compensation schemes do not exist in isolation but, rather, operate as a 'network' arrangement of a large number of partially integrated institutions both private and public. The end-product of compensation, workplace health and safety, and rehabilitation, is dependent upon a number of diverse interests and pressures.

The response we have received as a result of our previous Newsletter article indicates that workers' compensation is of considerable interest to individuals, organisations and the community in general.

**Any other comments, suggestions, or research reports already in existence and related to compensation may be forwarded to:** Donald Stewart ([02] 697.5149) or Adam Jamrozik ([02] 697.5151).

The research project will be discussed at a forthcoming seminar to be held at 9.30 am on 14 March, 1986.

### SOCIAL WORKERS FOR NUCLEAR DISARMAMENT

- \* Come to the Palm Sunday Rally on Sunday, 23rd March
- \* Meet near the corner of College and Liverpool Streets, Sydney
- \* At 12.30 pm
- \* Under the 'Social Workers for Nuclear Disarmament' banner

Organised by the Australian  
Association of Social Workers  
(New South Wales Branch)

66 Albion Street, Surry Hills  
NSW . 2010



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# NEW SWRC REPORTS and PROCEEDINGS

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Three new issues in the Reports and Proceedings Series are now available.  
For purchasing details, please see centre pages.

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**No. 55 Adam Jamrozik (ed.), Income Distribution, Taxation and Social Security: Issues of Current Concern, January 1986, 150 pp. \$5.**

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This report contains the proceedings of a one-day public seminar, organised by the Social Welfare Research Centre and held at the University of New South Wales on 29 November, 1985. The aim of the seminar was to create an opportunity for presenting to the public some important issues of concern, which are currently in the forefront of the debate on social welfare policy - **Income Distribution, Taxation, and Social Security** - and invite wider participation in discussions of these issues.

The seminar attracted participation of close to 100 persons - academics, public service personnel, representatives of the non-government welfare sector, and interested individuals. Five papers were presented, and the discussion following each paper and in the open forum was lively. Many pertinent questions and comments were raised. The report contains all five papers presented at the seminar and a summary of issues raised in discussions.

The opening address was given by Bettina Cass, Associate Professor in the Department of Social Work, University of Sydney. As recently announced, Professor Cass is to conduct over the next two years a review of the Australian social security system, and it was most opportune that she introduced the subject of the review at the seminar, as the papers that followed addressed a number of issues relevant to the review.

Professor Cass focussed her address on three aspects of the forthcoming review: the reasons for the review; the theoretical framework of the review; and the timing of the review. She pointed out that while there had been changes in the social security system over the past years, no major review had taken place since the 1940s. Now, changes in the economy and in the demographic composition of the Australian population (e.g., increase in sole-parent families, growing population of the elderly) - all these needed a thorough re-assessment of policies and provisions to meet changing conditions and changing needs.

The theoretical framework for the review would aim to place these issues of social security in a wider context of the labour market, job creation programmes, and the provision of services such as child care and housing. The problems of poverty would be addressed in relation to all those issues. The timing of the review was quite appropriate, as it would be conducted in the context of the current and projected reforms in taxation, occupational superannuation, and labour market programmes.

The overall aim of the review would be to develop a longer-term perspective on the social security system in Australia, and to formulate proposals for shorter-term steps that would be necessary to make towards the longer-term goals.

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Peter Whiteford's paper, **Horizontal Equity in Tax-Transfer Arrangements**, focussed on the major features of personal income tax and social security systems, and on the interaction between the two systems as **key instruments of distributional policy**. This extensive and analytical paper covers a wide range of issues of relevance to social welfare policy concerning families: family allowances, dependent spouse rebate, sole parent rebate, tax thresholds, and income-tested social security payments.

Horizontal equity is seen by Whiteford to be based on the principle that 'people in like circumstances should be treated alike'. The paper identifies a number of issues in which there is an 'apparent conflict between vertical and horizontal equity consensus'. It also examines extensively the merits of various arguments and proposals. Whiteford emphasises that 'the interaction between the tax and social security systems has not only indirect effects on families' circumstances but also very significant direct effects'. He explores the features of various options and arguments for tax and social security reforms, as well as dispelling a few myths about the issues involved. Comprehensive statistical tables provide relevant data.

Joan Vipond's paper, **Poverty after Housing Costs**, is a summary of findings from recently completed research at the Social Welfare Research Centre. Complete results of this research have now been published as a report in the SWRC Reports and Proceedings series (R & P No.56).

The paper examines the effects of the housing costs on the incidence of poverty in Australia, using as the basis for analysis the Henderson poverty line and the findings of the

Henderson Commission in 1972-73. In comparing these findings with the results of the ABS Income and Housing Survey of 1981-82, the analysis shows that while the proportion of the population living in poverty (i.e. below the poverty line, as defined by Henderson) has increased only slightly between 1972-73 and 1981-82, that proportion has increased considerably once the cost of housing has been taken into consideration. The incidence of poverty (after housing costs) has also shifted from the elderly population to the young, affecting mainly young single persons, young families with dependent children, and single-parent families.

It is possible, Vipond argues, that poverty estimates for 1981-82 would underestimate the extent of poverty in 1985, because unemployment levels in 1985 were higher than in 1981-82 and interest rates on housing loans were at the ceiling levels. Overall, it is apparent that the economic system and social security system have not been able to cope with the new forms of poverty among younger people since the mid-1970s. Solutions to this problem might need to be sought in economic performance as well as in the social security system.

Keith Windschuttle's paper, **Older Workers, Unemployment and Welfare Payments**, addresses the issue of exceptionally high rate of decline in labour force participation by older workers since the early 1970s. It also examines various explanations that researchers (mainly labour economists) have given to that decline.

Early withdrawal from the labour force, especially by men aged 55 years and over, has been the most dramatic change in employment since the early 1970s and, in Windschuttle's view, it represents a social change of major proportions.

Explanations of this phenomenon have varied widely. Some labour economists have presented it as 'voluntary retirement'; others, as 'involuntary retirement', interpreted as 'hidden unemployment'. Some researchers have sought the cause of early retirements in the social security system, that is, in the availability of invalid pensions, service pensions, age pensions.

Windschuttle has put some of these assumptions to a test, and his analysis shows that the validity of the assumptions can be seriously questioned. Certainly, there does not seem to be any valid reason to suggest that the availability of social security pensions has been a factor in early retirements. He concludes that,

*One of the problems of understanding social phenomena from the methods (used by the researchers and examined in his paper) is that they involve jumping from statistically-recorded observations of behaviour to deductions about human motives.*

The labour market programmes introduced by government have had little, if any, effect on the participation rates of older workers. As the numbers of early withdrawals from the labour force are likely to remain high, measures aimed at facilitating the return into employment by these people as well as new forms of income support might be necessary.

The last paper, **Social Policy : Are There Alternatives to the Welfare State?** by Adam Jamrozik, places the issues raised in the earlier papers into a wider perspective. It is clear that many assumptions and beliefs held today about social policies of governments, social security provisions and welfare services in a rather-taken-for-granted fashion are seriously challenged in some quarters. The paper examines some of the reasons for this challenge and attempts to evaluate their merit and validity.

The arguments presented in the paper are based on the premise that the welfare state entails many more functions than it is generally acknowledged both in common perception and in much of the current research. It is therefore necessary to widen perception and public debate so that the less visible but very important functions of the welfare state can be identified. If this were done, it would then be found that some of these functions are not only essential to the economy but they also accord considerable material benefits to many people who are not readily perceived as 'welfare recipients'.

The papers published in the report are much more detailed than the presentations at the seminar. Due to constraints of time, the speakers restricted their presentations to the main issues which they addressed. The report will be of interest to the readers who did not attend the seminar as well as to those who attended.

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**No. 56 Bruce Bradbury, Chris Rossiter and Joan Vipond, Poverty, Before and After Paying for Housing, February 1986, 101 pp. \$5.**

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This report presents new data on the incidence of poverty in Australia. The findings are based on recently released unit records from the Aust-

ralian Bureau of Statistics' **Income and Housing Survey 1981/82** and, for the first time since Professor Henderson's Commission of Inquiry

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into Poverty, they include an analysis of the effect of housing costs on poverty levels. The paper argues that any analysis of poverty requires an understanding of the relationship between accommodation costs and incomes.

In the decade after the Henderson study, the incidence of poverty, defined simply in terms of income, changed little: the IHS showed that 11.6 per cent of income units had incomes below the poverty line, compared with 10.2 per cent in 1972/73. However, the present study found a substantial increase in the extent of poverty after housing outlays had been accounted for, suggesting that access to affordable housing is no longer the cushion against poverty that it once was. In the 1972/73 survey, 6.7 per cent of income units were in poverty after paying for housing, but by 1981/82, this proportion had risen to 11.2 per cent.

The analysis investigates the impact of housing tenure on the likelihood of experiencing after-housing poverty and concludes that it is particularly prevalent amongst tenants of private landlords (21.4% of such income units are below the after-housing poverty line), those paying rent to someone in the same dwelling (19.0%) and

tenants of housing authorities (10.8%). However, poverty is not exclusive to those tenures and, in terms of numbers alone, the category containing most income units in after-housing poverty was couples with dependent children who were purchasing their homes - mainly because of the sheer size of this category overall. The paper reviews recent government policy on housing and related issues, and notes its differential impact on households in the various tenure types.

If the effect of housing on poverty is included - as it clearly should be, as housing is an important indicator of wealth - then the extent of poverty in Australia appears to have increased over the 1970s. After-housing poverty reflects not only the low income levels of those involved, but also the effect of their housing circumstances. Income units below the poverty line experience not only much lower incomes but also significantly higher accommodation costs than other people.

The paper concludes that measures aiming to ease poverty must address both aspects of the problem and must incorporate an understanding of the complex relationship between housing and poverty.

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**No. 57 Adam Jamrozik, Sarah Drury and Tania Sweeney, *Innovation and Change in the Child and Family Welfare System*, February 1986, 139 pp. \$5.**

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This report is the first in the current stage of the research programme in child and family welfare at the Social Welfare Research Centre. It gives an overview of the developments in policies and services in child and family welfare that have taken place over recent years in Australia, using as a source of data the developments in

three States: New South Wales, South Australia, and Tasmania. These developments are examined in relation to the Commonwealth Government initiatives in social security, and especially in children's services, family support and youth services. In a broader framework, the developments are examined in the context of

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## REPORTS AND PROCEEDINGS

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changes that have occurred in the Australian society in such areas as family structure, income distribution, and employment.

The aim of the current stage of our research programme is to examine the Family and Child Welfare System in Australia as a system in operation: at the levels of policy, administration, and service delivery. By viewing the three levels of the system in interaction we aim to discover how policies are translated and applied in practice; what determines that one rather than another service is provided; who are the recipients of one or another sort of service; and what are the effects on the recipient population. Because the delivery of family and child welfare services is States' responsibility, the focus of research is primarily aimed at State welfare departments, but we also include the non-government sector as well as the role of the Commonwealth government, to examine the extent of interaction among the three sectors.

The purpose of this research programme is not to evaluate the merits or demerits of a particular legislation or of specific measures and methods of intervention. The key issues addressed are the role of the state in the provision of child and family welfare, the characteristics of children and their families who become the objects of intervention, the reasons for intervention, and the effects the intervention has on children and families.

By 'state' we include the whole system of child and family welfare, which includes the Commonwealth government, the State governments, the non-government welfare sector, the local government, and other community organisations which may be involved in the provision of welfare

services.

In this first report, the focus is on the State welfare departments, that is, State instrumentalities which have the statutory responsibility for the provision of child and family welfare services. In the Commonwealth/State division of responsibility, the Commonwealth is responsible for the provision of income support and the States are responsible for the provision of non-material personal services. The Commonwealth thus provides the means for survival while the States provide services aimed to facilitate and/or control, where necessary, the social functioning of the 'dependent' population. In certain circumstances this task may be carried out under the sanction of the law.

However, in practice the division between the two spheres of responsibility is not always clear-cut. What seems to be the case is that many individuals and families receiving Commonwealth pensions or benefits are also recipients of State welfare services, and many of them also receive services from the non-government agencies. This suggests that the provision of income support from the Commonwealth is, in many cases, insufficient to ensure independence from the necessity of other forms of intervention.

The report examines Commonwealth and States initiatives in child and family welfare: it aims to ascertain the extent and direction of these initiatives, and to identify the outcomes the interaction of these initiatives might have had on what could appropriately be called a Child and Family Welfare System in Australia. Although legally child welfare remains in the States' sphere, the entry of the Commonwealth into the field of early childhood services and subsequently into other related

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areas, such as family support services schemes, must have been significant factors in the changes that have taken place in the States' sphere. Furthermore, the Commonwealth is the main provider of income support for dependent families as well as a provider of funds for services in other areas of child and family welfare, such as health and education. For this reason, the field of child and family welfare is conceptually perceived as a system of services and provisions encompassing both the Commonwealth and the States.

The reason for selecting in the first instance three States for this study - New South Wales, South Australia, and Tasmania - (apart from the constraints of our resources) is that these States, while retaining considerable similarities in resource allocation and organisational structure of their welfare departments, are different from one another in the size of their population, and, apparently, have taken somewhat different approaches to family and child welfare. Ideally, we would have liked to include all States and Territories in one report, as we are aware that changes have taken place in their child and family welfare services as well. This will have to be the task for a later stage of our research programme.

In this report we examine the provision of services in the three States from 1966 to 1982, with the aim of identifying any significant changes that have occurred in the operation of their welfare departments over that period. The year 1966 has been selected as a benchmark for three reasons: statistical continuity and consistency of certain data (e.g., Time Series surveys conducted by the Australian Bureau of Statistics); the first Commonwealth initiatives towards provision of child care services; and

the changes in the labour market which became apparent in the 1960s, especially the entry of married women into the labour force.

The report has been written in seven chapters.

Chapter 1 gives an outline of the earlier studies at the Social Welfare Research Centre, which have led to certain findings and hypotheses and provided the rationale for this and further studies in child and family welfare which are now in progress at the Centre.

Chapter 2 places the study in a social context by providing descriptive and statistical data on the changes in the labour market, the growth and 'entrenchment' of unemployment, and the increase in the dependence on the state (in this case, the Commonwealth) for income support.

Chapter 3 gives an overview of the developments in welfare departments of three States included in the study: Department of Youth and Community Services in New South Wales; Department for Community Welfare in South Australia; and Department for Community Welfare in Tasmania. The chapter also identifies some of the Commonwealth initiatives relevant to the developments in the three States. The descriptive account is supported by statistical data on States' expenditures and allocations to child and family welfare services.

Child welfare services are examined in greater detail in Chapter 4. The examination includes statistics on children under guardianship, on young offenders, and brief data on reported incidence of child abuse and of children 'at risk' - a problem which has emerged with an increased intensity over the recent years.

The developments in the provision of



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early childhood services are dealt with in Chapter 5. The chapter describes the Commonwealth initiatives in this field and the responses of the States. It points out that 'child care' has a long history in Australia and prior to the entry of the Commonwealth into the field it had been the responsibility of the States and of non-government welfare organisations.

Chapter 6 examines the provision of services which come into the category of 'family support', such as emergency financial assistance, budgeting advice services, crisis care, and homemakers' services. A section of the chapter examines specifically the Family Support Services Scheme (FSSS) introduced by the Commonwealth in the late 1970s and briefly discusses the effects of this initiative.

Chapter 7 sums up the results of the study and attempts to identify the changes in the perceptions on the issues in child and family welfare over the period covered by the study as well as some problematic areas in the changing role of State welfare departments. In conclusion, the authors argue for the necessity of viewing child and family welfare services as a system in which both the Commonwealth and the States have a role to play, and then suggest a conceptual framework which should facilitate such a perspective.

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### STOP PRESS !

The publisher George Allen and Unwin has informed the Social Welfare Research Centre, as co-publisher, that **Retreat from the Welfare State** edited by Adam Graycar, is now out of print.

For the information of Newsletter readers the only copies now available for sale are those held by the SWRC.



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February 1986



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# NEW BOOKS

G.J. Duncan et al.

**YEARS OF POVERTY, YEARS OF  
PLENTY : THE CHANGING ECONOMIC  
FORTUNES OF AMERICAN WORKERS  
AND FAMILIES**

Institute for Social Research,  
Ann Arbor, Michigan, 1984

Reviewed by Peter Whiteford,  
SWRC

The Panel Study of Income Dynamics has been carried out by the Survey Research Centre at the University of Michigan since 1968. This book provides a summary of the Study's findings. The Panel Study is a longitudinal survey of a nationally representative sample of 5,000 American families, who have been re-interviewed each year since 1968, providing a wide range of demographic, economic, behavioural and attitudinal information over that time. The study has followed individuals within those families; for example, children who have grown up and left the parental home and perhaps formed families of their own, as well as husbands and wives who have separated or divorced.

In contrast with most other social surveys, which provide a picture of the circumstances of a cross-section of individuals and families at a point in time, the Panel Study therefore provides a guide to the dynamics and processes of family composition changes, their relationship to economic mobility and use of income security programs, and the dynamics of labour force participation, employment and unemployment.

The book is divided into six chapters. Chapter 1 summarises the

findings on family economic well-being, Chapter 2 focuses on the dynamics of poverty, Chapter 3 analyses patterns of welfare use, Chapter 4 presents an overview of the dynamics of work and earnings, Chapter 5 discusses trends in racial differences in labour market outcomes, Chapter 6 focuses on labour market differences between men and women.

In all these areas the results of the Panel Study challenge commonly held beliefs about the family, economic and labour force behaviour and trends of Americans. While there are very important differences between the Australian and the US situations, it seems likely that this dynamic approach would have significant implications for an understanding of the economic circumstances of Australian families.

Some of the conclusions of the Panel Study that are likely to be of interest in Australia are summarised below:

## Family economic mobility

- . American families underwent substantial economic changes over relatively short periods and family income mobility was pervasive at all income levels - of those families who had been in either the top or bottom income groups (quintiles in this case) in 1971, only about half of each group remained in these relative positions in 1978. Nearly 25 per cent of the sample moved at least two quintile positions 'up' or 'down', nearly 37 per cent moved one quintile position, and around 40 per cent stayed where they started.
- . The single most important factor accounting for changes in family well-being was a fundamental



# NEW BOOKS

change in family structure - divorce or separation, death, marriage, birth, or a child leaving home. That is, changes in the economic status of families were linked inextricably to changes in the composition of families themselves.

- Family composition changes had a greater effect on the economic status of women than on that of men. But for children initially aged under 14 years in 1972, family composition changes explained more of their changes in economic status than for any other group.
- Despite the growth of Government transfer programs, the family was still the most important mechanism for income maintenance. The estimated value of income transfers within American families in 1975 was over \$500 billion, equivalent to nearly one third the size of the US Gross National Product.
- Despite the fundamental importance of changes in family composition, the researchers argued that 'the only perspective that works for analysing people's experiences over time is an **individual** life course perspective' (p.vi), and that 'the prevalence of family composition changes makes the very definition of a "family" ambiguous over time and the economic effects of such changes add to the growing evidence that the family unit has important economic significance'.

## The dynamics of poverty

- The idea that 'the poor' are a well-defined, homogeneous and unchanging groups is false. While 6.8 per cent of the US population were officially defined as poor in 1978, nearly 25 per cent of the population experienced poverty in

1 or more years between 1969 and 1978. But only 2.6 per cent of the population were in poverty in eight or more of these years, and only 0.7 per cent were poor in all ten years. It is thus important to distinguish between the 'temporarily' and the 'persistently' poor.

- The 'temporarily' poor did not appear to be very different in characteristics from the population as a whole, differing from non-poor families in that they happened to have one or two bad years. In contrast, the 'persistently poor' were heavily concentrated in two overlapping groups - black households and female-headed households. It is also notable that one-third of the 'persistently poor' were elderly persons.

## The dynamics of welfare use

- The notion that all persons receiving welfare income do so for long periods of time is also false. It should be noted that by 'welfare' the authors meant only those programs that in the US had no contributory element. Thus 'welfare' programs did not include social security for the retired or unemployment compensation, amongst others.
- Despite these exclusions, the receipt of welfare income was surprisingly widespread. While 8.1 per cent of the population were receiving welfare income in 1978, more than 25 per cent received welfare income in one or more years between 1969 and 1978. Nevertheless, the receipt of welfare income was not nearly as persistent as commonly believed. Only 4.4 per cent of the population received welfare income in 8 or more of those 10 years, and only 2 per cent in all 10 years.

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## NEW BOOKS

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- These figures, moreover, were for persons receiving **any** income from welfare sources. The proportion of persons dependent on welfare for more than 50 per cent of their family income was much lower in all categories - for example, only 0.7 per cent of the population received more than 50 per cent of their income from welfare for all ten years.
  - As with the findings on the incidence of poverty, there were notable similarities between the characteristics of temporary welfare recipients and the population as a whole, but persistent welfare receipt and dependence were associated with female-headed families and black households.
  - An examination of the circumstances of women who had left their parental home between 1968 and 1976 found that those who came from families where there had been some receipt of welfare income were about 1.4 times more likely to be receiving welfare income than those who came from 'non-welfare' families. Nevertheless, this group accounted for only about 3 per cent of those women who had left their family home in this period.
  - It was also tentatively concluded that the evidence suggested there were no major effects of welfare programs on family composition. The considerable variations that exist in the US in rates of payments for sole parents in different states did not make much if any difference in rates of divorce, separation, remarriage or illegitimacy.
  - On the issue of take-up of welfare payments, it was found that the main cause of non-participation in the 'food stamps' program was neither stigma nor explicit administrative barriers, but that the majority of eligible non-participants simply did not know they were eligible. The reason for this appeared to be lack of adequate information.
- Dynamics of work hours, unemployment and earnings**
- A longitudinal analysis of the work hours and earnings of prime-age workers revealed remarkable volatility in both. The concept of the standard of 50 weeks of 40 hours each (in the US) giving a 2000 hour work year proved inapplicable. The average year-to-year change (both increases and decreases) in the work hours of women exceeded 280 hours, and for men it was even larger, exceeding 350 hours. Fewer than 20 per cent experienced average yearly changes less than 100 hours, while nearly 70 per cent of the household heads and wives aged 25 to 50 experienced a change of more than 500 hours in at least one year. These resulted from changes in the length of the standard work week, changes in overtime hours and second jobs and from spells of unemployment.
  - Hourly earnings also changed significantly from one year to the next, by an average of 25 per cent for prime age males. These fluctuations in work hours and hourly earnings of family heads, after changes in family composition, were the most important source of the variability in family income noted previously.
  - While their unemployment rates varied between 8 and 14 per cent in specific years, nearly 40 per cent of male household heads aged between 26 and 55 years in 1967 experienced some unemployment
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## NEW BOOKS

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between 1967 and 1976. However, about 5 per cent of this population accounted for nearly half the work lost by the entire group who were unemployed at some time, losing in the process about 15 per cent of their expected ten-year earnings.

- . The relative earnings positions of men were also subject to a great deal of change. Less than half of both white and of black men were in the same wage quintile in 1978 that they had been in 1968. More than one white male in five changed position (up or down) by two quintiles or more while about one third of black males improved their relative position.
- . The average hourly earnings of women were about three fifths those of men. The Panel Study found that differences in acquired work experience and in greater home responsibilities accounted for only about one third of the wage gap between white women and white men and about one quarter of the wage gap between black women and white men. It was found that men were more likely than women to have been helped into jobs by 'old boy' networks, but this factor did not appear to be associated with higher paying jobs. Men's jobs were found to be more likely than women's to involve training and authority. Nearly half of all male workers supervised at least one other worker while the comparable fraction for women was about one quarter. About one quarter of men had some say over the pay or promotions of other workers. For women the figure was around ten per cent.

This summary of findings does no more than scratch the surface of the range of information provided by the Panel Study. Since Duncal et al.'s book is itself a relatively short summary of

ten volumes of findings published between 1974 and 1982, it is not surprising, however, that it has some unsatisfactory aspects. This is so particularly where it becomes difficult to assess the methodology used to reach certain conclusions.

An important point, noted by Garfinkel in an essay review of Duncan et al. (*Social Service Review*, June, 1985:283-294), is that the book is to some extent one-sided, because its analysis concentrates on movements in the population as a whole, rather than the enduring aspects of the circumstances of low income families. For example, a separate analysis of the same data has shown that at any point in time, 60 per cent of those who were poor were in the midst of an eight year or more spell of poverty. Similarly, Duncan et al. reject the concept of a 'segmented labour market' on the basis of the considerable earnings mobility found. But this is simply not a test of segmented labour market theory, since the finding of very significant economic and work change for the majority is not inconsistent with the existence of structural barriers for a minority. In these circumstances, it is necessary to be cautious in drawing strong conclusions for policy action.

In conclusion, as noted previously, it is also important to bear in mind that conclusions reached about the circumstances of American families cannot be simply assumed to apply in other societies. Nevertheless, this book is extremely valuable in reporting some of the most important examples of applied social research in recent years.

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# NEW BOOKS

E. Matilda Goldberg, Jane Gibbons  
and Ian Sinclair

**PROBLEMS, TASKS AND OUTCOMES.  
The Evaluation of task-centred  
casework in three settings.**

George Allen and Unwin, London  
1985.

Reviewed by Michael Cummins,  
SWRC.

This book presents three studies of a specific type of focussed casework, which has been termed 'task-centred'. The research studies attempt to overcome the difficulties experienced in the past in measuring the effectiveness of counselling or casework. It is suggested that the vagueness of goals pursued in the traditional casework setting made the establishment of criteria to measure success or failure almost impossible. The researchers propose that through the development of clearly defined tasks and methods these measurement problems will be largely overcome.

The research is largely based on the assumption that casework continues to occupy a legitimate place in social work because '... many people experience crises in their personal and family relationships, have to learn to cope with disabilities either in themselves or in a member of their family, or through their deviant behaviour offend law-abiding people' (p.2). The focus is, therefore, a narrow one; viewing or defining people's problems in terms of individual failure and an inability to cope. The authors seem to be pre-occupied with the purpose of developing a form of casework which can be shown to be effective, the effectiveness being measured by the criteria of observable behaviour, that is, the client's ability to cope with a problematic situation. They never, at any stage, look critically at the notion of effective intervention itself, nor do they attempt to explore the nature

of the external social forces acting against the individual. They are bent on justifying casework as a legitimate form of social work practice through the development of a model that can be measured to illustrate effectiveness and success, rather than asking the question - why casework at all?

As well, the almost inevitable success of the task-centred casework approach is heavily influenced by the careful selection of cases involved in the studies. The model shows its narrowness and rigidity through being suitable only for those clients who shared the caseworkers' definition of the problem and agreed with the tasks to be completed. Given that two of the three research settings were statutory bodies, a social services department and a probation agency, the other being a psychiatric hospital, there was a considerable degree of social control and coercion implied in the research. A parent suspected of child abuse or a probationer subject to a court order would appear to have little choice but to go along with suggested problem definitions and solutions. The researchers (p.252) respond to this criticism with nothing more than, 'the probation project raised the question of whether the method could be applied within the context of a court order, and answered with a qualified "yes"'.

For those social workers who feel that their casework has been vague and lacking in direction the task-centred model detailed in this book may well remedy that situation, albeit within a narrow theoretical framework. As the authors state (p.253) '... it is best suited to the "middle-range" clients - those whose problems are neither pervasive and deep-seated, nor easily resolved by the clients own efforts on the passing of time'. They add, 'By itself, a limited episode of task-centred casework is unlikely to have a major impact on life-long difficulties'.

## • NOTES •

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# SUBJECT GUIDE TO SWRC PUBLICATIONS

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In response to the many requests received from readers for research material linked to subject areas, we have cross-referenced SWRC publications to help serve the most usual enquiries.

It is worth mentioning that this was done in consideration of those people who require a quick guide to commence reading in a given area, and that it represents only a single-take classification (with some exceptions) in a field where multiple classifications are likely. It includes the complete publications of the Reports and Proceedings (R & Ps) and the Reprint series.



In order to purchase any of these reports, please refer, using the publication number given, to the publications list and order form in the centre pages of this Newsletter.

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## FAMILY STUDIES

### R&Ps

- No. 7 Bettina Cass, Unemployment and the Family : The Social Impact of the Restructuring of the Australian Labour Market, April 1981, 55 pp.
- No. 19 Tania Sweeney and Adam Jamrozik, Services for Young Children : Welfare Service or Social Parenthood?, March 1982, 144 pp.
- No. 21 Bettina Cass, Family Policies in Australia : Contest over the Social Wage, May 1982, 41 pp.
- No. 23 David Kinnear and Adam Graycar, Family Care of Elderly People : Australian Perspectives, May 1982, 63 pp.
- No. 24 Carol Keens and Bettina Cass, Fiscal Welfare : Some Aspects of Australian Tax Policy. Class and Gender Considerations, September 1982, 55 pp.
- No. 37 Stuart Rees and Anneke Emerson, Disabled Children, Disabling Practices, January 1984, 129 pp.
- No. 38 Chris Rossiter, David Kinnear and Adam Graycar, Family Care of Elderly People : 1983 Survey Results, January 1984, 100 pp.
- No. 40 Bettina Cass and Mary Ann O'Loughlin, Social Policies for Single Parent Families in Australia : An Analysis and a Comparison with Sweden, March 1984, 48 pp.
- No. 43 Ian Manning, Measuring the Costs of Living of Australian Families, April 1984, 70 pp.
- No. 44 Tania Sweeney and Adam Jamrozik, Perspectives in Child Care : Experience of Parents and Service Providers, April 1984, 201 pp.
- No. 57 Adam Jamrozik, Sarah Drury and Tania Sweeney, Innovation and Change in the Child and Family Welfare System, February 1986, 139 pp.

### Reprints

- No. 3 Bettina Cass, "Housing and the Family" from : Home Ownership in Australia : A Perspective for Future Policies, Housing Industry Association Seminar Proceedings, 1980, 14 pp.
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- 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, 17 pp.
- No. 8 Bettina Cass, "Wages, Women and Children" from : R.F. Henderson (ed.) The Welfare Stakes, IAESR 1981, 38 pp.
- No. 15 Diana Wyndham, "Why Study Working Mothers and Ignore Working Fathers? : The Impact of Parental Employment on Children" from : The Australian Quarterly, Vol.55, No.1, Autumn 1983, 8 pp.
- No. 18 Adam Graycar, "Informal, Voluntary and Statutory Services : The Complex Relationship" from : The British Journal of Social Work, Vol.13, No.4, August 1983, 15 pp.
- No. 19 Jo Harrison, "Women and Ageing : Experience and Implications" from : Ageing and Society, Vol.3, Part 2, July 1983, 27 pp.
- No. 20 Bettina Cass, "Poverty and Children : the effects of the recession" from : Social Alternatives, Australian Social Welfare : Impact and New Doctor, Joint Issue September/October 1983, 5 pp.
- No. 22 David Kinnear and Adam Graycar, "Ageing and Family Dependency" from Australian Journal of Social Issues, Vol.19, No.1, February 1984, 14 pp.

## CHILD WELFARE / CHILD CARE

### R&Ps

- No. 19 Tania Sweeney and Adam Jamrozik, Services for Young Children : Welfare Service or Social Parenthood?, March 1982, 144 pp.
- No. 22 Tania Sweeney, An Analysis of Federal Funding of Children's Services - A Sourcebook, May 1982, 62 pp.
- No. 29 Jan Carter, Protection to Prevention : Child Welfare Policies, January 1983, 76 pp.
- No. 32 Andrew Jones, Selectivity in Children's Services Policy, June 1983, 68 pp.
- No. 34 Jo Jarrah (ed.), Child Welfare : Current Issues and Future Directions, July 1983, 89 pp.
- No. 37 Stuart Rees and Anneke Emerson, Disabled Children, Disabling Practices, January 1984, 129 pp.
- No. 44 Tania Sweeney and Adam Jamrozik, Perspectives in Child Care : Experience of Parents and Service Providers, April 1984, 201 pp.
- No. 52 Richard Chisholm, Black Children : White Welfare? Aboriginal Child Welfare Law and Policy in New South Wales, April 1985, 150 pp.
- No. 57 Adam Jamrozik, Sarah Drury and Tania Sweeney, Innovation and Change in the Child and Family Welfare System, February 1986, 139 pp.

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- No. 12 Tania Sweeney, "Review Article : Studies of Childhood and Children's Services" from : Australian and New Zealand Journal of Sociology, Vol.17,
- No. 15 Diana Wyndham, "Why Study Working Mothers and Ignore Working Fathers? : The Impact of Parental Employment on Children" from : The Australian Quarterly, Vol.55, No.1, Autumn 1983, 8 pp.
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- No. 20 Bettina Cass, "Poverty and Children : the effects of the recession" from : Social Alternatives, Australian Social Welfare : Impact and New Doctor, Joint Issue September/October 1983, 5 pp.

## AGEING

### R&Ps

- No. 4 Jan Carter, States of Confusion : Australian Policies and the Elderly Confused, January 1981, 50 pp.
- No. 5 Adam Graycar and David Kinnear, The Aged and the State : A Working Paper, Revised edition, September 1982, 119 pp.
- No. 14 P. R. Kaim-Caudle, Cross National Comparisons of Social Services Pensions for the Elderly, September 1981, 47 pp.
- No. 20 Adam Graycar (ed.), Age Care - Whose Responsibility?, March 1982, 49 pp.
- No. 23 David Kinnear and Adam Graycar, Family Care of Elderly People : Australian Perspectives, May 1982, 63 pp.
- No. 35 Carol Keens, Frances Staden and Adam Graycar, Options for Independence : Australian Home Help Policies for Elderly People, December 1983, 119 pp.
- No. 38 Chris Rossiter, David Kinnear and Adam Graycar, Family Care of Elderly People : 1983 Survey Results, January 1984, 100 pp.
- No. 39 Randall Smith, Meals on Wheels in New South Wales : A Discussion Paper, March 1984, 48 pp.
- No. 41 Adam Graycar (ed.), Accommodation After Retirement, April 1984, 51 pp.
- No. 42 Linda Rosenman and Marilyn Leeds, Women and the Australian Retirement Age Income System, April 1984, 102 pp.
- No. 50 Chris Rossiter, Family Care of Elderly People : Policy Issues, December 1984. 83 pp.

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- No. 7 Adam Graycar, "Ageing in Australia : A Pointer to Political Dilemmas" from : Australian Quarterly, Vol.53, No.3, Spring 1981, 20 pp.
- No. 18 Adam Graycar, "Informal, Voluntary and Statutory Services : The Complex Relationship" from : The British Journal of Social Work, Vol.13, No.4, August 1983, 15 pp.
- No. 19 Jo Harrison, "Women and Ageing : Experience and Implications" from : Ageing and Society, Vol.3, Part 2, July 1983, 27 pp.
- No. 21 C. Keens, J. Harrison and A. Graycar, "Ageing and Community Care" from : Social Alternatives, Australian Social Welfare : Impact and New Doctor, Joint Issue September/October 1983, 4 pp.
- No. 22 David Kinnear and Adam Graycar, "Ageing and Family Dependency" from Australian Journal of Social Issues, Vol. 19, No.1, February 1984, 14 pp.
- No. 23 Adam Graycar and Jo Harrison, "Ageing Populations and Social Care : Policy Issues" from Australian Journal of Ageing, Vol.3, No.2, May 1984, 7 pp.
- No. 25 Marilyn Leeds, "Dependent Wives : can we improve their income security in old age?" from : Australian Journal on Ageing, Vol.3, No.4, November 1984, 9 pp.
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- No. 26 Adam Graycar, "Role and Effectiveness of Voluntary Agencies in Aged Care", from : Today as a Foundation for Tomorrow, Proceedings of the Uniting Church National Aged Care Conference, August 1984, 4 pp.
- No. 27 Adam Graycar, "Accommodation Options for the Elderly", from : Planning for care in an Ageing Australia, Proceedings of Anglican Retirement Villages Jubilee Seminar, October 1984, 17 pp.

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SWRC Working Paper: Jo Harrison, Services for Elderly People: An Area Study

## ETHNICITY

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- No. 3 Michael Morrissey and Andrew Jakubowicz, Migrants and Occupational Health : A Report, November 1980, 92 pp.
- No. 6 Michael Liffman, Immigrant Welfare : A Research Perspective, April 1981, 40 pp.
- No. 46 Andrew Jakubowicz, Michael Morrissey and Joanne Palser, Ethnicity, Class and Social Policy in Australia, May 1984, 125 pp.

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- No. 3 Michael Morrissey and Andrew Jakubowicz, Migrants and Occupational Health : A Report, November 1980, 92 pp.
- No. 7 Bettina Cass, Unemployment and the Family : The Social Impact of the Restructuring of the Australian Labour Market, April 1981, 55 pp.
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- No. 27 Adam Jamrozik and Marilyn Hoey, Dynamic Labour Market or Work on the Wane : Trends in the Australian Labour Force 1966-1981, December 1982, 100 pp.
- No. 30 Peter Travers, Unemployment and Life-History : A Pilot Study, June 1983, 75 pp.
- No. 36 Diana Encel and Pauline Garde, Unemployment in Australia : An Annotated Bibliography, 1978-83, January 1984, 152 pp.
- No. 48 Graeme Brewer, The Experience of Unemployment in Three Victorian Regions, August 1984, 103 pp.
- No. 53 Bruce Bradbury, Pauline Garde and Joan Vipond, Bearing the Burden of Unemployment - Unequally. A Study of Australian Households in 1981, August 1985, 102 pp.

### Reprints

- No. 2 Bettina Cass and Kris Pedler, "Where are They Hiding the Unemployed?" from : Australian Social Welfare - Impact, November 1980, 27 pp.

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- No. 9 Robert V. Horn, Fiscal Welfare Effects of Changes in Australian Income Tax, 1972-73 to 1980-81, May 1981, 59 pp.
- No. 24 Carol Keens and Bettina Cass, Fiscal Welfare : Some Aspects of Australian Tax Policy. Class and Gender Considerations, September 1982, 55 pp.
- No. 33 Ian Scott and Adam Graycar, Aspects of Fiscal Federalism and Social Welfare, July 1983, 80 pp.
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- No. 14 Bettina Cass, "Taxation and Social Policy from : Taxation Reform, UNSW Occasional Papers No.8, 1983, 17 pp.
- No. 20 Bettina Cass, "Poverty and Children : the effects of the recession" from : Social Alternatives, Australian Social Welfare : Impact and New Doctor, Joint Issue September/October 1983, 5 pp.

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- No. 17 Adam Graycar and Wendy Silver, Funding of Non-Government Welfare : Agencies Serving Disabled People in Western Australia, January 1982, 89 pp.
- No. 25 Jill Hardwick and Adam Graycar, Volunteers in Non-Government Welfare Organisations in Australia : A Working Paper, September 1982, 41 pp.
- No. 28 Adam Graycar, Government Officers' Expectations of Non-Government Welfare Organisations : A Discussion Paper, December 1982, 93 pp.
- No. 51 Vivienne Milligan, Jill Hardwick and Adam Graycar, Non-Government Welfare Organisations in Australia : A National Classification, December 1984, 184 pp.

#### Reprints

- No. 10 Adam Graycar and Wendy Silver, "Funding Agencies" from : Australian Social Welfare - Impact, March 1982, 4 pp.
  - No. 13 Adam Graycar and Wendy Silver, "Agencies, Services and Government Funding" from : Australian Rehabilitation Review, Vol.6, No.3, 1982, 5 pp.
  - No. 24 Adam Graycar, "Non-Government Welfare Organisations in Australia : Preliminary results from a national sample survey" from : Journal of Voluntary Action Research, Vol.13, No.3, July-September 1984, 9 pp.
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- No. 18 Adam Graycar, "Informal, Voluntary and Statutory Services : The Complex Relationship" from : The British Journal of Social Work, Vol.13, No.4, August 1983, 15 pp.

## Other Publications

- . Denise Young and Adam Jamrozik, Community Groups in Action for Change.

# SOCIAL POLICY

## R&Ps

- No. 2 Peter Saunders (ed.), The Poverty Line : Methodology and Measurement, October 1980, 54 pp.
- No. 10 Concetta Benn, The Developmental Approach : Demonstration Programs in the Brotherhood of St Laurence, May 1981, 20 pp.
- No. 13 Robert V. Horn, Extra Costs of Disablement : Background for an Australian Study, September 1981, 25 pp.
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- No. 47 Rosemary Hooke (ed.), 54th ANZAAS Congress : SWRC Papers, June 1984, 231 pp.
- No. 49 Ugo Ascoli, Analysis of the Italian Welfare State : Some Implications for Current Australian Issues, August 1984, 58 pp.
- No. 54 Adam Jamrozik (ed.), Issues in Social Welfare Policy 1985 : Perceptions, Concepts and Practice (SWRC Papers at ASPAA and ANZAAS), September 1985, 148 pp.
- No. 55 Adam Jamrozik (ed.), Income Distribution, Taxation and Social Security: Issues of Current Concern, January 1986, 150 pp.

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- No. 1 Adam Graycar, "Experimentation and the Welfare State" from : Social Policy and Administration, Vol.14, No.3, 1980, 21 pp.
- No. 6 Adam Graycar, "Review Article : Australia's Social Wage" from : Social Policy and Administration, Vol.15, No.1, 1981, 4 pp.
- No. 8 Bettina Cass, "Wages, Women and Children" from : R.F. Henderson (ed.) The Welfare Stakes, IAESR 1981, 38 pp.
- No. 9 Adam Graycar, "Social and Political Constraints: from : R.F. Henderson (ed.) The Welfare Stakes, IAESR 1981, 40 pp.

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- 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, 6 pp.
- No. 18 Adam Graycar, "Informal, Voluntary and Statutory Services : The Complex Relationship" from : The British Journal of Social Work, Vol.13, No.4, August 1983, 15 pp.

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## DATA & EVALUATION ISSUES

### R&Ps

- No. 1 J. Moller (ed.), Data for Welfare Decision Making, September 1980, 51 pp.
- No. 2 Peter Saunders (ed.), The Poverty Line : Methodology and Measurement, October 1980, 54 pp.

### Reprints

- No. 4 Robert V. Horn, "Social Indicators : Meaning, Methods and Applications" from : International Journal of Social Economics, Vol.7, 1980, 39 pp.
- No. 16 Adam Jamrozik, "Evaluation in Welfare : Specific Means for Uncertain Ends" from : Developments in Australian Evaluation Research and Practice, Proceedings of the first National Evaluation Conference, August 1982, 43 pp.
- No. 17 Jerry Moller and Adam Graycar, "An Eye for Evaluation: from : Administration in Social Work, Vol.7, No.2, Summer 1983, 9 pp.

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### R&Ps

- No. 18 Vivienne Milligan and Margaret McAllister, Housing and Local Government : An Evaluation of the Waverley Community Housing Officer Project, February 1982, 109 pp.
- No. 41 Adam Graycar (ed.), Accommodation After Retirement, April 1984, 51 pp.
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