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GUIDE TO THE PUBLICATIONS OF THE SOCIAL WELFARE RESEARCH CENTRE

by

Diana Encel



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For further enquiries about the work of the Centre, or to purchase our publications, please contact the Publications Officer, Heidi Freeman at the SWRC, University of New South Wales, PO Box 1, Kensington, NSW, 2033. Phone: (02) 697 5150.

As with all publications by the Social Welfare Research Centre, the views expressed here do not necessarily represent any official position on the part of the Centre. The publications of the Centre are produced to make available the research findings of the individual authors, and to promote the development of ideas and discussion about the major areas of concern in the field of social Welfare.

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PREFACE

An important element of the work of the Social Welfare Research Centre is the publications of the results of research and studies carried out in or under the responsibility of the Centre. The main vehicle to date for publication of such research has been the **SWRC Reports and Proceedings**. At the time of writing, 63 research reports have been published by the Centre in this series. These include two Reports, Numbers 36 and 58, which are annotated bibliographies of research on unemployment in Australia. The Centre currently has available to it a wide range of expertise and information on aspects of social welfare research, both in Australia and overseas.

As a result, the Centre is in a unique position in the social policy research community, and is particularly well-equipped to produce such material. Experience with our two previous bibliographies indicates that they have proved to be most valuable as resource and information documents to researchers, government agencies, the welfare sector and to the community at large. For all of the reasons, it is appropriate for the Centre to continue compiling such material and making it widely available.

In order to facilitate this, the Centre is to begin publishing a separate **SWRC Research Resource Series**. This report, the first in the new series, is a guide to the publications of the Social Welfare Research Centre itself, between its inception in 1979 through to the end of 1986. I am sure that it will be the first of what will become a valuable addition to the research resources of the social welfare and broader communities in Australia.

Peter Saunders
Director,
Social Welfare Research Centre.

March, 1987.

ACKNOWLEDGEMENTS

The initial stimulus for the preparation of this volume came from Adam Jamrozik; I am grateful for the opportunity presented to me to read the works I have summarised here. I have learnt a great deal. I wish to thank all the authors whose works are described, with special thanks for their responses to my requests for comments. Joan Vipond and Bruce Bradbury were most generous with time and suggestions.

Jane O'Brien typed most of this publication and contributed much to the arrangement of its contents. I am truly grateful for her patience and understanding.

GUIDE TO THE PUBLICATIONS OF THE SOCIAL WELFARE RESEARCH CENTRE

INTRODUCTION

The Social Welfare Research Centre, established by agreement between the Commonwealth government and the University of New South Wales, came into operation on January 1st, 1980 and continues under a renewed agreement effective since January 1985. Provisions of its Charter have been published in two Newsletters of the Centre, in September 1980 and again in Newsletter No.15 in December 1984.

The concerns of the Centre, as set out in the Charter, are with social welfare needs in six main areas:

- . changes in society which could affect future needs for social welfare services and the capacity of the community to finance them, including demographic and economic changes and changes in ethnic composition, in occupational and spatial patterns and in personal and group life-styles;
- . methods of providing and administering social welfare services, including service delivery arrangements;
- . methods of financing social welfare services;
- . co-ordination of social welfare policies, services and activities;
- . the effectiveness of social welfare programs, including reviews in the light of changing needs, social and economic conditions and community attitudes and expectations; and
- . social welfare aspects of the operation of other programs, whether undertaken by government or by the non-government sector.

Accounts of research activities carried out through the Centre under these guidelines are published in a series of **Reports and Proceedings**. There are now over 60 such volumes as well as a series of over 30 **Reprints** of articles and papers based on work carried out by Centre staff and published elsewhere. A **Newsletter** published by the Centre, appearing 3 or 4 times a year, also contains information about the work being carried out by each research team. In 1983 staff at the Centre contributed to a book, edited by the then Director of the Centre, Adam Graycar, and published by George Allen and Unwin, **Retreat from the Welfare State, Australian Social Policy in the 1980s**.

Together these publications form a body of work which is used for a variety of purposes. This guide to their contents is intended to make them more accessible. It consists of summaries of each work, designed to indicate the nature of the contents, and, where appropriate, major research findings and recommendations. The aim has been to maintain the authors' emphasis in each case, and to retain their language both by direct quotation and in precis. The authors have been invited to approve or alter the prepared summaries and their suggestions have been incorporated in the texts. Nevertheless, the responsibility for the completed entry remains with the compiler.

Key-words have been selected to indicate the subject of each publication, and explanation of their selection and use is included on pages 115-17. (These key-words chosen to classify the entries bear some relationship to the six

'concerns' as set out in the Charter of the Centre.) The choice of classificatory key-words has been made by the compiler who takes responsibility for that choice. Readers may use them to identify those publications of particular relevance to their own concerns. However they will only be a very general indicator and the entries themselves, each contained within a page, will be a more complete guide to the scope of the published work. More than one key-word has been applied to most entries. However even these may not cover all cases: for instance, the study of worker's compensation has a section relevant to the special situation of immigrants, and the study of volunteers in the non-government welfare organisations makes a number of points about women, though it is not a publication primarily about women. Thus the choice of key-words has not always been simple and once again, readers are referred for fuller information to the summaries themselves though even these can only be a guide to the contents of the Centre publications.

REPORTS AND PROCEEDINGS

MOLLER, J. (ed.), **Data for Welfare Decision Making; Notes on a Workshop Held 2-3 July 1980**, September 1980, 51pp. R&P No. 1.

In 1979 the Senate Standing Committee on Social Welfare published its report, **Evaluation in Australian Health and Welfare Services**. As a response to this report, Moller produced a paper on **Data Collection for Welfare Decision Making**, included here as Appendix 1. It argues 'that the present approach only caters for the needs of some decision makers and makes assumptions about the nature of priority questions which are open to question'. A matrix is produced, relating policy-making, planning, implementing, monitoring, evaluating and research. Some practical issues in data collection are raised; these include the form, the process, issues of privacy and secrecy and resource constraints. Moller concludes that it is necessary to define priority questions and the scope and form of data required to analyse them. 'At present it seems that the data which is available determines the questions which are asked rather than vice-versa.' Moller also prepared examples of 'program approach', 'policy approach' and data collection for decision making on a child care program.

These documents were circulated to a number of organisations which were invited to be represented at a workshop on the subject. The Social Welfare Policy Secretariat, the Australian Council for the Rehabilitation of the Disabled and the National Youth Council of Australia all sent a forward list of priority questions which are included in the publication as further appendices. The Australian Council of Social Service responded to the circulated paper by holding a seminar, the proceedings of which form a further appendix. Also included are extracts from **Recommendations Arising from a Conference to Discuss Welfare Data and Priorities of the Non-Government Sector** held by a Forum of National Welfare Coordinating Bodies in Canberra, March 1980.

The body of this publication reports on the proceedings of the SWRC workshop. A set of sample questions in the youth policy area was developed and the data needed to answer them were identified. Policy considerations in obtaining the data were canvassed. 'There is a major conceptual difference between social science methodologies and decision-making practice.' The workshop concluded with a suggestion that a Data Working Party be formed.

RESEARCH ISSUES

SAUNDERS, Peter (ed.), **The Poverty Line: Methodology and Measurement**, Papers given at a seminar held on 12th June, 1980, October 1980, 54 pp.

R&P No. 2.

The authors of the papers in this publication address issues related to measuring poverty from a variety of disciplinary perspectives.

Peter SAUNDERS: 'Introduction: poverty and the poverty line.'

In this introductory paper, the editor outlines 'alternative approaches to the concept of poverty and the development of poverty lines' and describes the methods used by the Poverty Commission. The first approach is an economic definition which 'sees poverty in terms of severe restriction on the choice of goods and services which individuals and families are able to purchase' and is related to the price of a 'minimum necessary basket of goods and services'. This economic definition can be seen in three ways - 'absolute poverty' defined in terms of subsistence, 'relative poverty' where people are poor when their incomes are low relative to that of others in their society, and 'official poverty' where the poverty line is equal to the existing level of government income assistance payments. As opposed to the purely 'economic definition', there is the approach of 'relative deprivation' suggested by Townsend in his major work on **Poverty in the United Kingdom** (1979). Saunders also introduces and explains concepts and terms used in poverty measurement studies, such as 'cashing-out' and equivalence scales.

The editor summarises the opening address to the conference by Professor Martin REIN which introduced yet another approach to poverty measurement - the 'subjective approach' based on concepts of poverty held by members of society, discovered by surveys. Rein suggests the development of a number of lines rather than one line appropriate for all circumstances.

The discussion which followed the delivery of the papers was opened by Philippa SMITH. While welcoming this examination of the poverty line, she hoped that 'this would not destroy the notion of a benchmark for setting minimum targets' and expressed the view that it would be 'tragic' if the review of the poverty line was allowed to delay action. Saunders summarises the general discussion under five heading: research, usefulness, equivalence scales, survey approach and conflicts in research and policy.

Patricia TULLOCH: 'The poverty line: problems and theory application.'

'In this paper the interrelationship of capitalism and poverty is taken for granted, and within that context, the factors which limit the influence of poverty research are examined. The factors reviewed are the sociological shortcomings of the "poverty line" concept, difficulties of establishing validity and objectivity, and questions of feasibility and public acceptance. These issues are considered with particular reference to Townsend's recent study of poverty in the United Kingdom and the Australian Poverty Commission.'

Tulloch outlines the political implications of poverty measurement; 'absolute poverty can be eliminated by economic progress, relative disadvantage only by revolutionary change'. Without poverty research 'there would be no data, no argument; regressive change would occur more easily without the weight of countervailing evidence'. Research into wealth is also necessary, to provide knowledge about the inequality at the top of the social scale.

Nanak KAKWANI: 'Issues in measuring poverty.'

With the growing realisation that 'poverty can be eliminated without causing any significant hardship to the nonpoor sections of the community' there is the problem of how to 'identify the poor and measure the intensity of their poverty so that methods can be devised to wage a war against it.' Kakwani argues that the poor lack resources to obtain minimum necessities of life, the 'poverty line' is the level of income just sufficient to buy those necessities and the poverty line should depend on nutritional needs as well as society's values about the minimum standard of living. He is also concerned with intensity of poverty - 'how poor are the poor'.

The main part of the paper is devoted to specification of the line, 'a probabilistic' approach to measuring poverty and developing statistically some alternative measures of poverty. He then proposes a 'new class' of poverty measures and presents an international comparison of poverty using his newly proposed index.

Jim COX: 'Poverty lines: the Social Welfare Policy Secretariat's approach.'

In describing the background to the work of the Secretariat on poverty, Cox notes that they 'paid particular attention to the Minister's statements in this general area'. 'In summary Senator Guilfoyle has been saying consistently over the past year that, in view of the tradition in this country of comparing individuals' living standards with the poverty line, that line should at least be based on the contemporary situation in Australia. This poverty line may be higher or lower than Henderson's. But there can be no guarantee that the level of pensions and benefits would be raised (or lowered) to the new poverty line. This is because there are many other factors which need to be taken into account in reviewing the levels of pensions and benefits.'

The concept of poverty includes an arbitrary element in the choice of level of income as the poverty line; this is a political decision. The Secretariat has the role of giving politicians information on which they can make their decisions. Cox identifies four kinds of information about poverty: community standards; identification of those who fail to reach the standard; definition of an appropriate income with which to compare incomes received; and a set of relativities which may show how much additional income a larger family requires to achieve the same standard of living as a smaller one. Cox outlines the methods the Secretariat itself is using to produce a new set of equivalence scales for Australia.

RESEARCH ISSUES, POVERTY

MORRISSEY, Michael and JAKUBOWICZ, Andrew, **Migrants and Occupational Health:
A Report**, November 1980, 92 pp. R&P No. 3.

'As industrialisation and technological change become major questions of public debate in Australia, and their impact on Australian social policy raises issues for all Australians, the position of migrant workers becomes critical. Increasingly research has identified the relationship between ethnicity and class in Australian society as a key issue.'

This Report, prepared at the Centre for Multicultural Studies at the University of Wollongong, is a review of literature and current research on migrants and occupational health. It begins by defining 'migrants' and explaining the concept of occupational health to be considered. It then exposes a number of data problems, introduces the concept of the accident-prone worker, discusses migrants mental health in terms of epidemiological studies and questions of class and culture, looks at studies of workers' compensation and rehabilitation, along with the 'post-accident syndrome', examines the political economy of migrants' occupational health from an ideological point of view and then as it is in actuality, presents case studies from a workers' health centre and explores employers' attitudes and the legislation on health and safety.

'The main conclusion to emerge from this report is that the present state of knowledge about migrants' occupational health is very poor indeed.' The authors formulate a number of questions which relate to 1) the actual incidence of industrial accidents and work-related disease among migrants, compared with that among the Australian-born after an allowance has been made for differences in occupational distribution and hence for differences in accident liability; 2) differences in the severity or the type of such injury or disease when comparing occupationally-equivalent migrants and non-migrants; 3) differences in reaction to physical trauma of given severity between migrants and non-migrants; 4) differences between individual ethnic groups in relation to the answers to questions (1)-(4); and finally 5) 'if any of the previous questions are answered in the affirmative, what is the explanation?'

The authors make suggestions for research projects in the areas of statistical data collection, work environments, compensation and union activity.

The appended bibliography includes brief annotations of the works.

RESEARCH ISSUES, IMMIGRANTS, HEALTH

CARTER, Jan, **States of Confusion: Australian Policies and the Elderly Confused**, January 1981, 50 pp. R&P No. 4.

The Report deals with policies concerning elderly people suffering from 'chronic long-standing manifestations of brain failure whose care imposes a considerable burden on resources.' The main purpose is to identify the resources used in their care, to discover why they exist and to uncover some of the political and social policies which sustain the resources, both formal and informal.

Formal institutions are profit-making private nursing homes, state geriatric hospitals, private nursing homes sponsored by voluntary organisations, aged persons hostels and state mental hospitals. Their provision by state is shown in tables and estimates are made of the number of confused elderly using beds in each. There is considerable overlap between mental and geriatric hospitals and the flow between facilities is examined. If one in ten of the 57,000 elderly Australians suffering from brain failure in institutional care at any one time is classified wrongly, over 5,000 elderly persons are using inappropriate expensive resources. Carter quotes one study showing that half the patients involved were thought to be capable of living outside a nursing home.

Formal resources in the community sector include delivered meals, home or domiciliary care and home nursing. Commonwealth expenditure on these services is less than one tenth the amount spent on institutions and little of this is taken up by the elderly confused. Formal community resources appear to have little impact and 'neither bolster informal resources nor act as a barrier to prevent admission to institutional care'. Australian families do not use available resources such as home help services, preferring to cope independently, but they pass their burdens onto institutional services at an earlier stage than their British counterparts with a greater dependency on public funds in the long term.

The Report then examines the policies behind the provision of the resources. Carter concludes that there should be a reappraisal of the 'capacity and motivation' of families to care for their own elderly members, an analysis of the constraints on developing the potential of the informal care system, and the introduction of more community measures. The balance between institutional and community care involves not only the balance between Commonwealth and State funding but also a consideration of the professional and other lobbying interests in promoting institutional care. The public - private balance is examined and also that between health and welfare needs. Carter tentatively explores a shift in funding emphasis from child care to care of the elderly in the light of demographic change. The final policy question examined is the balance between specialist and generalist services which includes policies relating to segregation or integration of the confused elderly with normal elderly people, decisions involving the best use of resources and skills of the staff and the needs of the elderly. Suggestions for further research are made and the author concludes that 'improving policies and care for the elderly confused is fundamentally a matter of human values.'

ELDERLY, HEALTH, WELFARE

GRAYCAR, Adam and KINNEAR, David, **The Aged and the State, A Working Paper**,
 April 1981, Revised 1982 119 pp. R&P No. 5.

This first general Report on ageing aims to broaden knowledge and understanding of the characteristics of the aged population in Australia, of the institutions and services which provide for that population and the broad policies which underlie them. Data are presented about the population over the age 65, describing changes in the age distribution, by sex, between 1901 and 1981, distribution by state, the age structure of the whole population over the same period, some life expectation figures with population projections to the year 2011 and the marital status of the elderly. Information is also presented on the source of their incomes, and on their dollar amounts per person, by sex, and for households. Some figures on expenditure are presented, with particular emphasis on transport. Labour force participation and employment status are described and some figures are given on housing, health and ethnicity.

The Report then turns to 'issues in social gerontology' and describes some theoretical concepts. These are, briefly, the theory of **disengagement** or mutual withdrawal 'which results in decreased interaction between the older person and the rest of the social system'; **activity** theory which sees successful old ages as a process of adapting to a new life and a new set of activities; the **roleless role** theory which believes the retired population is subjected to 'social abandonment' and finally the **disprivileged minority** perspective, tied to a 'social stratification approach' which equates retirement with disadvantage and takes into account the poverty of one section of the elderly and the role of class, status and power as 'active determinants of well being in old age.'

There follows a discussion of caring in social and political context which includes sections on the state and the family (where data are presented on family responsibility for the care of the aged from British and American studies), reciprocity of services, need (and the various aspects of criteria of eligibility for an allocation), and the state of dependency.

The history of age pensions in Australia is outlined briefly with particular reference to the means test and adequacy. Provision of housing assistance for the elderly is described and there is a brief discussion of the various kinds of private income (occupational pension schemes, assets, investment savings, and family transfers) and the way they contribute to disparity in status among the elderly. The allocation of service provisions is also described, firstly accommodation then home care, Senior Citizens Centres, Welfare Officers, delivered meals and other services.

A study of the political power of Australia's elderly identifies three types of lobby groups: the 'direct-interest' lobby which is further divided into those with recipient or provider membership, the 'executive lobby' which covers politicians and bureaucrats and the 'conscience lobby' which includes individuals in churches, voluntary organisation, professions and academia. These lobbies may support one another, but tension may also exist between them. The publication concludes with suggestion for research.

ELDERLY, WELFARE

LIFFMAN, Michael, **Immigrant Welfare: A Research Perspective**, April 1981,
40 pp. R&P No. 6.

The approach to immigrant welfare taken in this paper is to 'develop an analytical framework through which the way in which any welfare issues relating to immigrants can be systematically identified and the key variables made more specific'. It can also be used as a framework for assessing service and planning activities or establishing research direction.

Three basic issues are identified and broken into components. The 'Immigrant Experience' is explored in terms of language and communication, culture, experience and knowledge, and resettlement. Examples are given of how systems deal with immigrants, the two described being Social Security and Child Care. The author identifies the factors which determine the outcome of interaction between immigrants and the welfare systems. These are: the basic orientation of the system, its location within the larger welfare system and the working methods of the system. The factors are identified by distinguishing those issues faced by immigrants which are shared by all users of a system, those issues which may be common to all but affect immigrants more acutely, and those issues which arise out of the immigrant situation.

Liffman suggests that a useful framework for research would identify 'the aspects of immigrant circumstance with some precision so that it becomes meaningful to talk about immigrant problems and identify the relevant variables', would set out 'a general typology of ways in which these aspects of the immigrant circumstance may interact with larger systems' and suggest 'those aspects of the orientation, location and operation of a service system which may affect the interaction between it and its clients'.

The publication also includes some suggestions for research which could be undertaken using this general framework.

RESEARCH ISSUES, IMMIGRANTS, WELFARE

CASS, Bettina, **Unemployment and the Family: The Social Impact of the Restructuring of the Australian Labour Market**, April 1981, 55 pp.
R&P No. 7.

This Report examines the relationship between the labour market, family composition and the social welfare system. Changes in the labour market since 1945 are examined as a background to understanding the economic recession since 1974: the creation of unemployment is the outcome of a series of financial, industrial and political changes.

The segmentation of the labour force is analysed in terms of race, birthplace and sex. Aborigines, migrants from some non-English speaking countries and women are shown to be concentrated in certain occupations and industries which are affected particularly by labour market changes and unemployment. Changes in the labour market since 1945 which are demonstrated are the expansion of the public sector as employer, the increase in part-time employment, and the consolidation of the division of the labour market into a primary sector characterised by security, stability and other advantages and a secondary sector, characterised by high turnover, part-time or casual employment, poor pay and further disadvantages.

Since 1974 there has been a marked and deteriorating downturn in activity and employment in the private sector. Tables show unemployment rates by sex, age, birth-place, industry and occupation, period of arrival in Australia and educational attainment. The paper includes a discussion and estimate of hidden unemployment, part-time employment as under-employment, and the undervaluation of skills and qualifications (another form of under-employment).

The author concludes that in the restructuring of the Australian labour market, many jobs have been lost, others have not grown according to previous trends, some have lost their skill component, and full-time jobs have lost ground to part-time jobs for young and older workers. Those who bear the brunt and the costs of this restructuring are young people and those categories of labour already identified with the secondary labour market and its associated disadvantages. The social effects have been experienced as a prolongation and intensification of periods of unemployment, concentrated in working class families.

FAMILIES, LABOUR FORCE, LABOUR MARKET, UNEMPLOYMENT

JAMROZIK, Adam and HOEY, Marilyn, **Workforce in Transition: Implications for Welfare**, May 1981, 64 pp. R&P No. 8.

Some of the changes which have occurred in the structure of the workforce in Australia during the 1970s are examined in this paper. It aims to consider the significance these changes may have for Australian society, in particular its workforce, the implications of the changes for social policy and 'the appropriate research methods of identifying social and social welfare issues in economic activities'.

The underlying assumption in the paper is that the changes are significant not only for the economy but for the well-being of the people. This well-being is affected not only by the extent of the country's wealth, but also by the way that wealth is distributed among the population. Distribution does not occur solely through the operation of market forces, but is affected by the decisions of governments; economic and social issues are therefore also issues of social policy. The paper suggests that research to supplement labour market studies carried out by economists should focus more on people and organisations where policy decisions are made: deficiencies here may well have led to a 'truncated perception of the issues' and in turn to the suggestion of inappropriate remedial measures by decision-makers who might have accepted the offered explanations as adequate and valid.

Changes in the workforce in the 1970s are identified by an analysis of official labour market statistics of 1970 and 1980. Significant changes were found in the structure of industry, shifts between private and public sectors, occupations, sex ratio, full time/part time employment, unemployment and the participation rate. Six particular issues are examined in some detail: unemployment of youth, the shift from full time to part time work, employment of women, early withdrawal from the workforce, the low income earner in relation to the consumer price index and the taxation system, and the position of labour in a capital-intensive economy.

The changes found in these analyses suggest that wage earners at the lower end of the scale have lost purchasing power through the decrease in real wages and have also lost job security through unemployment and the trend towards part-time and casual employment. These changes have affected the younger rather than the older age groups and so may have a prolonged effect.

The Report discusses the need for increased public expenditure on income maintenance and allied services, in order to avoid a disruptive polarity in our society.

LABOUR FORCE, INCOME SUPPORT

HORN, Robert V., **Fiscal Welfare Effects of Changes in Australian Income Tax, 1972-73 to 1980-81**, May 1981, 59pp. R&P No. 9.

The taxation system affects the fiscal welfare of individuals and families but the Australian government has made no clear statements about the objectives of fiscal policy 'beyond occasional references that a particular tax measure has been designed to help a particular group'. However any budgetary taxation change may have a differential effect on the after-tax income of different classes of income earners. The impact of the operation of the taxation system also depends on major economic variables such as cyclical change and inflation, and a variety of economic, social and political considerations are involved.

This Report reviews changes in the Australian Income Tax system over the period from 1971-73 to 1980-81 and then analyses the effects of those changes on the fiscal welfare of individuals and families. It does so by first examining the tax system in terms of the income concept, the tax unit and the provision of concessional expenditure and allowances. A following chapter looks separately at a range of general tax variables such as inflation, exempt income, tax scales, taxes as a fraction of earnings and income distribution. The various allowances and concessional expenditure are also treated separately; these include dependant deductions and rebates, zonal allowance and spouse income.

The general conclusion is that most taxpayers incurred an increased burden of income tax over the period. The exception was people on rather low incomes (those in intermittent work, part-time workers) who gained from the increase in the exemption limit which made them no longer liable to tax. Also low income earners (on half average weekly earnings) with dependants paid less in 1980-81 compared with the early 1970s if child endowment/family allowances are treated as negative taxes. In the main the tax increases for the lower and middle earners were generally higher than for high income earners. There was also a relative increase in the tax burden of people with dependent children, at all income levels, more so for more children, due to the static fixing of child endowment/family allowance (treated as negative taxes).

FAMILIES, FISCAL WELFARE, TAXATION

BENN, Concetta, **The Developmental Approach: Demonstration Programs in the Brotherhood of St. Laurence**, May 1981, 20pp. R&P No. 10.

Social science theory, to avoid being ineffectual, should be developed out of practice. Those practitioners who develop particular forms of social work intervention should evaluate them, test them out and then communicate them to their colleagues. This paper is intended as one such communication. It describes the 'developmental approach' being used and developed out of practice by the Brotherhood of St. Laurence.

The developmental approach 'seeks to achieve social change rather than systems maintenance'; it is 'directed towards the type of social change which allows "the common man" more control over his own life and environment', towards 'changing the external structures and institutions of society in such a way that man does have more opportunity to mould them to his own needs'. The ideology in which the developmental approach is based is 'deeply committed to each person's well-being'. It gives high priority to the development of human rather than material resources and it operates through cooperation rather than competition; it aims to enable people to share their resources, especially their skills.

The approach was conceptualized in an anti-poverty program, the Family Centre Project. The aim was to help families view themselves as 'active participants in society, capable of changing themselves and the environment in which they lived', an approach distinct from the 'remedial approach of traditional social work', which is designed to help people adapt to the status quo. The characteristics of the approach are listed.

The Brotherhood is now applying the approach to three new projects: a community program for older and retired people, a job creation program for disadvantaged unemployed people and a long-term accommodation project for homeless, unemployed youth. Each program is outlined and there is a comparison of the ways in which 'remedial' and 'developmental' approaches would deal with each situation. The current stage of each program is described.

The author concludes that it may be 'too early to be dogmatic about the effectiveness of the approach', but that 'it can be adapted as a means of intervention in different social situations to meet the needs of different target groups'.

RESEARCH ISSUES, ELDERLY, YOUTH, JOB CREATION, WELFARE

CASS, Bettina (ed.), **Unemployment: Causes, Consequences, and Policy Implications**. Papers given at a seminar held on 19th June 1981, August 1981, 72pp. R&P No. 11.

This publication includes the papers presented at a seminar on aspects of unemployment.

Bettina CASS: Introduction

The key issues and debates raised in the papers and in the discussion which concluded the seminar are outlined in this introductory paper. In sections related to the causes and consequences of unemployment in Australia over the period 1974-1981, there is a comparison of the neo-Keynesian analysis of the dynamics of international financial and commodity markets presented by Sheehan, with the class analysis of technological change presented by Stilwell and with Jamrozik's account of the increasing capital intensity and decreasing labour intensity of Australian industry. The editor also draws attention to the problems of access to information about unemployment and the gaps in data collection. The introduction also draws together the policy implications from the papers delivered.

Peter SHEEHAN: 'Unemployment: policies and prospects.'

The author examines the magnitude and incidence of unemployment increases since 1974, commenting on underemployment, hidden unemployment, higher rates of unemployment for older men, high levels of unemployment and hidden unemployment for women and the serious position of teenage girls and non-English speaking migrants. Sheehan ascribes the causes of unemployment in Australia to anti-inflationary government policies.

Frank STILWELL: 'Unemployment and socio-economic structure.'

The causes of unemployment are examined in four aspects: the structure of the international economy, the structure of industry, the structure of technology and the class structure of our society. The impact of unemployment is felt unevenly in Australian society and Stilwell presents figures which identify the groups in the community who experience higher rates of unemployment.

The policy responses to the unemployment problem which the author suggests relate firstly to dealing with international aspects (including restrictions on foreign investment) then with the structure of industry, the control of technology, manpower planning and finally 'there is a need for policies concerned with the redistribution of income and wealth'.

Judith O'NEILL: 'Unemployment - some implications for trade unions.'

Trade unions' responses to unemployment are based on policies devised during a period of full employment. Some unions have recognized emerging problems and have acted responsively to provide services and supports for the unemployed, but some have not made similar adjustments.

This paper is based on information gathered from a survey questionnaire sent to unions. Types of assistance which are provided for unemployed workers by unions are detailed. These fall into two categories, the first involving offering advice, the second being more direct and including job search and a

measure of cash aid. The paper also outlines union policy related to protection for workers in redundancy situations and protection for industry. The response of the unions to a series of possible actions are described. These were: political intervention, training and support systems, shorter hours, part-time work and tandem work. The author concludes that it is likely that the persistent nature of unemployment will result in an expansion and refinement in the activities and role of trade unions.

Adam JAMROZIK: 'Changes in the labour market and social policy.'

Three issues are considered here. First, some of the changes in the structure of the labour market which are likely to have long-term effects for Australian society (see R. & P. No. 8); second, 'the changes which appear to be taking place in the attitudes to economic and social conditions and problems, and third, the implications for social policy, and for the society, should the identified changes continue in the direction they seem to follow.'

The changes in attitude which Jamrozik identifies have a common thread which points to social division. Together with the changes in the structure of the labour market they have resulted in an increasing polarisation of the workforce, not only in employment but in access to income and opportunities.

The paper concludes with a list of issues for further social research 'which might provide information that may be useful for the determination of choices in social policy.'

LABOUR FORCE, LABOUR MARKET, UNEMPLOYMENT, UNIONS

JAMROZIK, Adam and BECK, Robin (with assistance from Marilyn LEEDS), **Worker Co-Operatives: An Evaluative Study of the New South Wales Worker Co-Operative Programme**, August 1981, 178pp. R&P No. 12.

The initiative for the establishment of what became The New South Wales Worker Co-operative Programme occurred in 1977, through the operation of the Community Youth Support Schemes. The history of the Programme from its introduction in 1978, through its implementation in 1981, its development through the period of the study and its plans till June 1982 are related in two chapters of this Report.

A further chapter is concerned with an evaluation of the Programme; it sets out the criteria used in the evaluation and the aims of the Programme, then examines the performance of individual co-operatives in terms of economic and social production, their organisation and management. The role of various bodies and officers involved in management (boards of management, workers committees and development officers, Worker Co-operative Development Committees, Submission Review Committee, Community Liaison Bureau, the Advisory Unit, the Co-operative Management Advisor, Training Officers) are explored as are some of the support services used by the programme (The Co-operative Federation of New South Wales, Registrar of Co-operatives, The Association of Worker Co-operatives of NSW, the Small Business Agency and various education institutions).

The results achieved are assessed with regard to four aspects: the viability of worker co-operatives as economic units, the viability of individual operations as worker co-operatives, worker co-operatives as a job creation measure and the values, attitudes and career planning involved. Results achieved must be seen in a broad perspective which includes economic and social criteria and 'both tangible and less tangible results', while remembering that it is a relatively novel program, that the initial aims were open-ended and that it had had a short duration at the time of the study.

The publication also includes a brief examination of the current and likely future trends in the Australian labour market, observations on the place of small business enterprises and on worker co-operatives as one form of such enterprises as well as a consideration of possible options for the future of the Programme.

The second part of the Report describes the general principles behind worker co-operatives and the historical background to the modern Co-operative Movement. It gives an account of the operation of the past and current developments of worker co-operatives in Europe and Australia. Finally there is an overview of government sponsored job creation schemes devised as a response to unemployment in Australia and overseas.

JOB CREATION, LABOUR MARKET, EVALUATION

HORN, Robert V., **Extra Costs of Disablement: Background for an Australian Study**, September 1981, 25pp. R&P No. 13.

This Report is 'intended as a first step in developing a study which might examine the extra costs of disablement'; it begins by describing some characteristics of disablement and the nature of costs arising from disablement. The terms 'impairment', 'disability' and 'handicap' are defined and the definitions discussed. World Health Organisation classifications are presented. The paper considers variability, severity, subjectiveness, multiplicity, compensation and 'point of line'.

The problems to be considered with the assessment of extra costs are connected with identification, diversity, relativity and incidence. The costs to be assessed must include those related to both disabilities and handicaps as some measures designed to reduce handicaps, such as sheltered employment for instance, might not directly alleviate disability.

A further question relates to need, 'unmet needs' of both the able-bodied and disabled persons and the setting of a standard. Questions are also raised by the need to assess both current (recurring) costs and capital expenses such as costs of appliances which must be spread over the useful lifetime of the item. As well as cash costs, and costs in time, there are 'invisible' costs which are discussed briefly. The proportion and incidence of costs which are borne by the disabled person, by family and friends, general community bodies, voluntary agencies and various government bodies may also be ascertained.

In summarising this section of the paper the author claims that the 'principal task of a survey of extra costs incurred by disabled persons is the determination of the size of costs, based on a proper understanding of the nature and effects of disablement and of the character of costs it causes. A further purpose is to throw light on the structure and adequacy of the present cost compensation system as a basis for proposals to improve its coverage and distribution'.

Suggestions are made for an Australian survey which should at least attempt to look at the costs of those effects of disablement which reach beyond the immediate survival needs, into social, educational and occupational handicaps. A methodology is suggested, with proposals for sampling and the costs to be included.

RESEARCH ISSUES, DISABLED PERSONS, WELFARE

KAIM-CAUDLE, P.R., **Cross-National Comparisons of Social Service Pensions for the Elderly**, September, 1981, 47pp. R&P No. 14.

Social service pensions are only one component in a complex system of support for the elderly. The purpose of this paper is to attempt a largely factual comparison of this one aspect of income support. 'It aims to provide for six industrial countries a greater understanding of the similarities and differences in these pensions.' The author uses mostly official government publications as sources in this comparison of New Zealand, Australia, Britain, Canada, the German Federal Republic and the United States of America.

In making the comparisons Kaim-Caudle looks at a number of distinct characteristics.

- * Firstly he examines the nature of the schemes which may be social insurance pensions subject to contributing conditions, demogrant pensions subject only to resident qualifications or social assistance pensions subject to residents qualifications and income or means tests.
- * Schemes may be financed out of general revenue, by flat rate or earnings-related contributions in different shares by employees, employers or both, or from contributions of the self-employed. He also looks at the extent to which contributions are progressive, proportionate or regressive over different bands of income and the extent to which contributions may be tax deductible.
- * The population covered may vary as to sex, age, marital status, employment status, occupation and industry.
- * Entitlement may vary with minimum retirement age specified, sex, residence, retirement, level of earned income, level of non-earned income and contribution conditions.
- * Benefits may be at a flat rate or earnings related, abated for other income, assessed in relation to earnings in a specified period, based on different methods of revaluing past earnings, related to wage at retirement, vary with marital status or household status, have different minimum and maximum rates and different income replacement ratios according to levels of income.
- * Benefit levels of persons who are identical in all respects may be related to life time or recent pre-retirement earnings, average or median earnings of all employed or males only, national disposable income per head, or post-tax or pre-tax income of averages.
- * Finally, he looks at equity between men and women in the provisions of survivors pensions, pensions to wives with no or limited employment record, what happens in the case of divorce, the minimum pension age and the recognition of time spent on 'home responsibilities' in pension assessment.
- * No reference is made to adequacy of the pensions or to poverty among the elderly.

Within the framework described in these characteristics, there is a description of the pension provision in each of the countries. A summary then adds comparative data on such aspects as the administrative expenses, and the expenditure on social service pensions for the elderly in each country, as well as briefly outlining the differences and similarities.

ELDERLY, INCOME SUPPORT

JAMROZIK, Adam, HOEY, Marilyn, LEEDS, Marilyn, **Employment Benefits: Private or Public Welfare**, November 1981, 138pp. **R&P No. 15.**

This Report is concerned with the subject of occupational welfare, that is, benefits received by employees in addition to wages or salaries which have been referred to in various terms including employee or fringe benefits. There are differences in definitions of these benefits and the boundaries are not clear. Various definitions are reviewed, including those which refer to 'required' or 'statutory' conditions such as paid holiday leave and those which distinguish 'compensation' as an issue. In this study the benefits examined are those received by wage and salary earners (not employers or self-employed persons), those benefits which are received as money or money equivalent (but not qualitative benefits relating to the work environment) on a discretionary basis (but not statutory benefits such as long service leave). Superannuation is included even though it may be mandatory in some industries.

The data analysed are mainly the results of the ABS survey of employment benefits in 1979, data from previous Australian surveys, employment benefits advertised in the positions vacant columns of three daily newspapers over a 2 week period in January 1981, and information from business management journals. The distribution of employment benefits has been related to eight variables used in the ABS survey: employee's occupation, industry, sex, income, education, length of employment, age and full-time/part-time work. Benefits have been classified into 4 categories: capital accumulation, cash or cash-equivalent allowances, goods and services and investment in human capital. The paper includes a discussion of the bases of awards which covers differences in distribution of benefits, and an outline of the developments in employment benefits and occupational welfare in Australia.

The findings of the study show that non-statutory employment benefits amount to probably 10 to 20 per cent of the total earnings derived from wages and salaries; their distribution favours higher level employees (except for goods and services which are more evenly available in appropriate industries) in business, finance and property services and in mining. The lowest levels are received by employees in personal services industries which are characterised by part-time work and a high proportion of women and young people.

Analysis related to the costs of employment benefits suffered from lack of access to certain information. A significant proportion of their cost is borne by the state through taxation revenue forgone; this was put in the region of \$5,000 million for the year 1980-81. The community also bears part of the cost through higher prices of goods and services. The implications of the findings are discussed and the relationship of these employment or welfare benefits to the taxation system is explored.

A series of appendices present data on benefits and costs including some information from other countries.

OCCUPATIONAL WELFARE, TAXATION

ROSENMAN, Linda, **Widowhood and Social Welfare Policy in Australia**,
January 1982, 75pp. R&P No. 16.

The 1976 Australian census data showed that 9 percent of women and 2 percent of men aged 65 or over were widowed. The majority of Australian women will, in all probability, spend some part of their lives as widows. This Report focuses on the implications of widowhood for social welfare policy, particularly in the areas of income and maintenance, employment and training policy. Census statistics show the numbers involved as well as the percentage of single parent families which result from widowhood. A review of previous research in Australia and overseas reveals that the problems most often identified are social isolation and financial distress. Research has often concentrated on elderly women with little on widows across the life span or on widowed men.

The research program on which this report is based surveyed 298 widowed women in Melbourne in 1977. The information gained was used to adapt an interview schedule developed for a similar study in the US; this was used to survey 243 women and 131 men in 1980; 30 Greek widows in Melbourne and a small number of remarried persons were also interviewed. The findings are presented as 'Social welfare policies relevant to widowhood' which cover income maintenance problems, tax benefits, non-federal government and voluntary association services. 'Needs and difficulties brought up by the widowed' include financial and economic needs, resources for dealing with financial needs, employment, labour force participation and pension receipt, widowed men and employment, employment related problems, employment problems prior to and immediately following the death of a spouse, education and training, home maintenance, transportation, health, loneliness and emotional problems. Further findings relate to 'widowhood within the multicultural content of Australian society'.

The main recommendations are in the area of income support; in particular they relate to eligibility, waiting periods and the relationship of extra income gained through employment to the loss of the pension. Recommendations are also made in the field of tax policy. Home help and community services should be available at appropriate times. Employment and training for jobs for widowed women are also the subject of recommendations.

ELDERLY, WOMEN, WIDOWS, INCOME SUPPORT

GRAYCAR, Adam and SILVER, Wendy, **Funding of Non-Government Welfare: Agencies Servicing Disabled People in Western Australia**, January 1982, 89pp.
R&P No. 17.

Certain non-government organisations provide services for disabled people; half of their budgets come from government (State and Commonwealth) sources. This study looks at the organisations in Western Australia which at the time received funding under the Handicapped Persons Assistance Act (14 in all). It examines the processes by which funding is obtained and documents the reliance of the agencies on government, discussing some of the associated costs. (It does not evaluate their performance nor is it a study of disability.)

The study is set in a framework affected by issues in public and private provision, issues in Federal/State relations, issues in determining organisational flexibility and adaptiveness and issues in determining the role of government. Issues relating to the incidence of disability and services required also form part of the background to the study. It was carried out by interview as well as by examining published sources. The main concerns which are addressed are the processes by which the organisations are resourced, whether the non-statutory sector performs tasks which properly should be performed by government, whether social care and related policy matters have been privatised, the degree of autonomy of the agencies and how much accountability is expected of them.

The organisations and their governing bodies are described. Recurrent and capital funding are analysed, showing the contributions of Commonwealth and State governments, donations, self-generated income and the Lotteries Commission. The legislation which covers the funding is discussed, the most important feature being the Handicapped Persons Assistance Act. The organisations answered such questions as why they believed they were funded and what would happen if funding ceased. They also discussed the adequacy of the funding and there is comment on the relationship between the organisations and government, their autonomy and accountability.

Drawing their conclusions, the authors found that although the organisations received more than half their funding from government, they stressed their non-government nature. They were not necessarily innovative or experimental, nor did they provide opportunities for increased community involvement; they were adaptive and did not regularly press government for improvement.

These strong service organisations were indispensable to government as primary providers and were preferred alternatives to, and substitutes for, government services.

DISABLED PERSONS, NON-GOVERNMENT WELFARE ORGANISATIONS

MILLIGAN, Vivienne and McALLISTER, Margaret, **Housing and Local Government: An Evaluation of the Waverley Community Housing Officer Project**, February, 1982 109pp.

R&P No. 18.

The Waverley Community Housing Officer Project was the first planned and co-ordinated attempt by state and local government in New South Wales to implement a specific role for local government in housing. It was established in April 1980 as a two-year pilot project funded jointly by the Department of Youth and Community Services and the Housing Commission of New South Wales; it involved the employment of a housing specialist to establish a housing policy and then to implement a range of housing programs and related services within the framework of that policy.

This Report, the first evaluation of the project, documents its origins and its objectives, practice and effects. It is partly based on the results of a series of interviews conducted with past and present employees of Waverley Council, elected representatives on the Council, members of the local community including clients of housing services, and people employed outside Waverley, within the public sector institutions which influence housing policy in New South Wales.

The context of the project, the broad economic political and bureaucratic structures of housing provision in Australia is described. Two case studies are presented to illustrate the ways in which the project operated. The authors then address the question of how the objectives, strategies and achievements of the project might be generalised, paying particular attention to its applicability in other local government areas.

The Report recommended that the project, in the same form, be continued for at least two years in Waverley and that it should be extended gradually to other areas, with funds allocated through the Minister for Housing on the advice of a policy advisor and an Advisory Committee comprising representatives of relevant departments and other agencies.

HOUSING, EVALUATION

SWEENEY, Tania and JAMROZIK, Adam, **Services for Young Children: Welfare Service or Social Parenthood?**, March 1982, 144pp. R&P No. 19.

Debate about child care has increased in Australia over the last decade. This publication identifies and clarifies some of the issues involved, pointing up the diversity of views expressed.

Family units with children under 12 are described, using ABS data, with regard to workforce status of those caring for children, pointing to changes in family structure and consequent changing needs. The results of a survey carried out by the Australian Bureau of Statistics in 1980 are used to show the wide range of current child care arrangements and the widespread need for services.

The bases of children's service policies are discussed in terms of the changing concepts of childhood, of children's needs and rights and the debates about responsibility. Positions in this debate range from that which sees children as the total responsibility of their biological family, through those which see services as a 'necessary evil', as a measure for 'families at risk', as a complement to family care, to those which see children's services as a means for women to share parental care tasks or as a means of challenging and changing 'traditional' family structures. The assumptions underlying these views are identified.

The history of children's services in Australia is traced in two sections, one covering the period to 1975 and the other, the 'Fraser' era to 1982. Between them they cover the entry of the Commonwealth Government into the provision of childcare services, the formulation of policy, the 'Whitlam' era, the 'needs' policy, administrative changes and the restructuring of the children's Services Program. Figures are given for Commonwealth expenditure on the program over the years 1973-74 to 1981-82. There follows an examination of the Service in operation in terms of projects and their users.

In a final chapter the authors demonstrate briefly some of the reasons why the issue of services for young children remains an issue for the community and its government. This involves further discussion of the needs and the rights of children, the widespread use of services and the variety of reasons (such as increased workforce participation by women) for the increase, the role of the Commonwealth in the provision of services, and the reality and potential of the Children's Services Program itself. The care of young children needs to be seen as a national issue, and it is argued here that Government policy should recognize this and make a greater commitment to child care provision.

FAMILIES, CHILDREN'S SERVICES

GRAYCAR, Adam (ed.), **Age Care - Whose Responsibility?** Papers given at a
Symposium held on 10 March 1982, March 1982, 49pp. **R&P No. 20.**

The four papers in this collection illustrate some of the issues of concern to those working in service provision for elderly people. 'Social gerontology in Australia is not a well established discipline.' The development of a workable data base must be blended with theory about social allocation.

Adam GRAYCAR: 'Ageing in Australia: overview and social policy.'

The key issues are why ageing is seen as a problem in the first place, for whom the problem must be raised and what interventions are appropriate to deal with the situation. As the aged population increases with associated income reduction a situation arises where the elderly are excluded from the mainstream of life. The problem is then for the elderly themselves, the relatives who arrange for their care and the 'taxpayers and politicians who maintain that elderly people cost too much'.

The issue of appropriate intervention is thus largely a political one. Australia does not have national policy goals (Graycar quotes American ones) but there is a range of services (income maintenance, health, accommodation and domiciliary) provided by a number of systems (statutory, commercial, non-government welfare or voluntary, and informal). The responsibility of each depends upon the characteristics of the elderly population and the degrees of dependency involved. Four types of dependency are identified: life-cycle, which is related to retirement; physical and mental; political (including a curtailing of freedom); and financial or economic dependency. All these factors must be considered in the development of a 'humane and workable social policy'.

Adam JAMROZIK: 'Ageing and income support.'

Four issues are considered here: 'the significance of income in retirement and old age; the allocation of funds by the Commonwealth for the assistance to the aged; the issue of equity in the allocations; and the possible options for change in the present system of allocations'.

Weekly income is only one aspect of income which consists of a **flow** of resources, a **stock** of assets and **access** to goods and services. The government can provide income support in all these dimensions not only directly but by way of other sources (by funding non-government welfare organisations or by taxation provisions and superannuation conditions). Little is being done to facilitate income support for the aged through informal sources (the family) and this possibility should be explored.

Jamrozik concentrates on the statutory constitutional responsibility of the Commonwealth Government and demonstrates the political component of decisions taken on income support, means testing, income testing and asset accumulation. He suggests the possibility of removing the issue from the area of party politics and setting up a statutory body with 'the power to determine feasible and appropriate rates of income support for various dependent groups and recommending the means for their implementation'.

Peter SINNETT: 'Health and social services for the elderly.'

The author begins by defining the elderly population and identifying their needs in terms of their age and disabilities. He then describes difficulties in the administration of health and welfare programs for them. Governments have tended to rely 'on fiscal control directed by political expediency to regulate the growth of services and benefits' which 'gives no assurance that the resulting range of services will be balanced, comprehensive, equitable or cost-effective'. Sinnett analyses some of the effects of the policy and the random growth it has encouraged, with the same service being financed differently in different regions, and competition for funds between similar institutions.

Twelve major problems are identified and twelve recommendations are made for a more ideal situation in terms of income maintenance, a range of integrated services and adequate accommodation, with less emphasis on politics, pressure groups and self-interest.

Ian WEBSTER: 'Old people who miss out.'

'A person with health and social problems is less likely to have these dealt with when there are multiple needs or complex needs, or both.' Geriatric health services are necessary 'to reduce the extent of unmet health need caused by the sectorial and organ specific organisation of health care services'. Access to services decreases with increasing needs and the number of aged persons in need is inversely proportional to services provided.

Webster describes the ways in which dependency is created through social disadvantage and through intrinsic impairments (physical and mental incapacity). He also looks at severe long-term dependency and the services, both community and institutional, designed to serve the needs of an ageing population, pointing to the deficiencies which exist. 'A bed is not a service, and a service is only worthwhile if it meets the needs of aged persons. To meet these needs, services have to be connected and be prepared to co-operate together.'

SOCIAL POLICY, ELDERLY, HEALTH, INCOME SUPPORT, WELFARE

CASS, Bettina, **Family Policies in Australia: Contest over the Social Wage**,
May 1982, 41pp. R&P No. 21.

State intervention into domestic life in Australia is only acceptable in situations which reinforce patterns of dependencies and responsibilities held to be normal and natural, and only when expected patterns of support and fulfillment of obligations have broken down. Unemployment of adult members of the family falls into this category and the payment of government benefits as substitutes for income normally earned through employment is one such acceptable intervention. This paper examines some effects of this intervention and its potential to redistribute income to disadvantaged groups in the labour market.

The position of women is examined in the context of the family, the labour market and the state. Australian family policies are analysed in a historical framework which outlines developments in government activity in the periods 1900-1941, 1942-1948 and 1970-1981. The unpaid domestic labour of women is an 'invisible welfare system', reinforcing 'work incentives' for men who are expected to support women, children and older relatives in their dependent states.

Against this background there is an examination of the incidence and impact of unemployment on various population groups in the period 1974-1980. Tables (based on ABS data, published and unpublished, 1979 and 1980) show shares of unemployment by family status for men and women, unemployment in married couple families and the employment status of non-dependent children living in families. They point to the concentration of unemployment in working-class families. In 1980 wives of unemployed men were more than 6 times as likely to be unemployed compared with the wives of employed men. Young people in families where either parent was unemployed were twice as likely to be themselves unemployed, when compared with the children of employed parents. This concentration is seen as a 'particularly intense example of the concentration and accumulation of class-based disadvantage'.

Cass then looks at the government responses to this situation over the period 1976-1981. Three policies in particular are described and analysed: Family Allowances in respect of dependent children as against tax rebates in respect of dependent wives; the treatment of unemployment beneficiaries in the income maintenance system; and the 'Social Wage'.

The policies of the period 1976-1981, 'national family policies' associated with a reduction in public expenditure for social purposes, were directed towards the re-establishment of the family as the provider of services for the state; they implicitly reinforce women's dependency as non-market workers and men's obligation to provide income by wage work. Nevertheless, Cass concludes, state interventions 'may establish contradictions which demonstrate the potential for state redistribution policies which are not locked into the principles of the market or of patriarchal domestic relations'.

SOCIAL POLICY, FAMILIES, WOMEN, INCOME SUPPORT, UNEMPLOYMENT

SWEENEY, Tania, **An Analysis of Federal Funding of Children's Services:**

A Sourcebook, May 1982, 62pp.

R&P No. 22.

This sourcebook contains 24 tables, with explanatory text, compiled from existing data on federal funding of children's services under the Child Care Act (1972), the Interim Pre-School and Child Care Program (1973-76) and the Children's Services Program administered by the Office of Child Care of the Department of Social Security. The limitations of the tables are described in terms of unavailable data, variations in form of presentation of data and inconsistencies between sources. However the handbook should stimulate closer examination of federal funding and possibly encourage more comprehensive provision of information. As well as the tables the handbook includes a brief history of federal support for children's services.

The tables cover:

- * total expenditure under the Children's Services Program over a decade to 1981-82, total allocations over the same period, total budget outlays, outlays on Social Security and Welfare and on the Program (same period),
- * projects supported by the program, with estimated expenditures (June 1981), the expenditure trend under the Program by major components as a percentage of the total, and in constant 1973-74 prices, recurrent and capital expenditures over the decade, as percentages of the total and in constant prices, by state and per capita by state,
- * pre-school grants,
- * grants to other services both direct to organisations and via the states, expenditure and estimates by major components, for services other than pre-schools, by service type, by state grants made directly to organisations, estimated recurrent expenditure by service type,
- * expenditure under the Program by method of payment, recurrent, capital and total payments,
- * total allocations and expenditure paid to or for the states, grants to the states for on-passing to local government authorities and grants made direct to local government authorities for children's services, 1973-74 to 1981-82.

CHILDREN'S SERVICES

KINNEAR, David and GRAYCAR, Adam, **Family Care of Elderly People: Australian Perspectives**, May 1982, 63pp. **R&P No. 23.**

This is the first of 3 connected and sequential Reports of a study carried out in Sydney and Hobart. It presents the theory behind the study and some results. (For further data see R&P No.38 and for policy implications see R&P No.50.)

'Roughly three per cent of households in Australia contain an elderly person who is a relative of the household head.' The age of the elderly population in Australia is increasing and life expectancy has also been rising. Chronic and cumulative disabilities cause greatest dependency as they combine with age. Figures are given showing the incidence of chronic conditions in the population. Other figures show accommodation settings of the elderly: in 1979, 16 per cent of people over 65 lived with other family members or other persons. 'What evidence there is suggests that the families are not at all abdicating their responsibility, but rather they are under enormous pressure because their capacity to deal with and provide adequate care for elderly dependent relatives is diminishing.' In the future aged people will look more towards the formal system of care because of increasing economic problems and increasing labour force participation of women. Current provisions of community care and its support, including those of the Home Nursing Subsidy Act (1956) and the Domiciliary Nursing Care Benefit (1973) are described.

The study reported upon in the paper was set up to investigate the costs and difficulties of family care for both the carer and the family; the caring situation was usually established because the elderly relatives either could not look after themselves or needed supervision and care. Information was gathered from 75 residents of Sydney and Hobart. The methodology of the survey is described and results reported in terms of the characteristics of dependents and carers, outside sources of assistance, caring experiences, employment of carers, housing, income and expenditure and services knowledge and usage. Results show that the majority of elderly people were over 80 and had chronic health problems. The carers experienced a variety of problems in their own lives resulting in a deterioration in their lifestyle. Over 95 percent of the carers were women and over 50 percent of those surveyed had given up jobs in order to provide care. The caring was not shared significantly by other family members. In spite of all problems over 80 percent of those caring rejected the possibility of nursing home and although 65 percent recognised that a nursing home might be necessary later, 35 percent flatly refused to consider it. However there was much conflict and tension within the family and family care tends to cause rifts and disruptions that ultimately increase the burden of care.

The paper concludes with some implications for social policy which suggest the need for services aimed at supporting and easing the burden of care for families. These fall into the categories of day care, respite care and home visiting services. 'Retention in the community is increasingly viewed as a positive public goal yet there has been a singular lack of provision of support services and programs for families who provide longer-term care'.

ELDERLY, FAMILIES, WELFARE

KEENS, Carol and CASS, Bettina, **Fiscal Welfare: Some Aspects of Australian Tax Policy. Class and Gender Considerations**, September 1982, 55pp.
R&P No. 24.

Welfare can be considered in three categories: social, fiscal and occupational. This publication examines certain aspects of fiscal welfare which are concerned with the allowances and benefits transferred through the taxation system; the description of the system and its redistributive effects is illustrated with extensive data.

The definition of income used for inclusion in the tax base is discussed; some major sources of income of the relatively wealthy are exempt while most of the money income of those who are relatively low paid and have little wealth and asset holding is included. In the period 1975/76 to 1980/81 there was a reduction in the proportion of total tax raised from rents, dividends, interest and unincorporated enterprises and an increase in the proportion of tax raised from wage and salary earners. The system of concessional rebate favours taxpayers with higher incomes who can afford higher expenditures, while the non-indexation of the tax-free threshold and of family allowances has affected families at the lower end of the income distribution, drawing families with children on poverty level incomes inside the tax system.

The paper also examines the role of tax benefits and cash transfers which recognise the system of family dependencies and concludes that there is a bias against low income families with children and against women taxpayers with children.

A comparison is drawn between fiscal and social welfare. The social welfare system is identified with cash transfers and social services to poor beneficiaries, largely excluded from earned income and paid employment, is associated with stigma and stringent income tests, and is subjected to accounting. Fiscal welfare is less readily identified or accounted for as public expenditure, is legitimated, rarely limited by income tests and benefits those with existing income and wealth advantages.

The analysis leads to the conclusion that despite the nominally progressive rate structure of the Australian personal tax system, there are rebates, deductions and exemptions from the tax base which favour high income earners and provide little benefit for low income earners. There is also an identifiable inequitable impact on the disposable income available to women largely due to their over-representation in the lower ranges of the income distribution.

A postscript examines the provision of the 1982-83 Budget and demonstrates that the changes reinforce the divisions between fiscal and social welfare.

WOMEN, INCOME SUPPORT, FISCAL WELFARE, TAXATION

HARDWICK, Jill and GRAYCAR, Adam, **Volunteers in Non-Government Welfare Organisations in Australia: A Working Paper**, September, 1982, 41pp.
R&P No. 25.

This working paper reports some Australian data on volunteers who play an important part in social care. 'Whatever the nature of the service, there is a strong likelihood that volunteers will somehow be involved.'

The data were gathered from a large sample survey of Australia's estimated 37,000 non-government welfare organisations (NGWOs). The sample response consisted of 592 such organisations, stratified by function and location throughout the country. The survey was conducted jointly by the Social Welfare Research Centre and the Australian Council of Social Service in 1981-82.

Some of the definitional and analytical complexities involved in studying volunteers and their activities are discussed. The definitions mostly focus on the unpaid nature of the work; the preponderance of women volunteers is an important theme in the discussion. Voluntary organisations may be typified, and several alternative classifications are discussed. The purpose of the survey was primarily to aid in arriving at a broad understanding and classification of the NGWOs and this report presents data gathered incidentally in the course of that investigation; gathered, that is, from the organisations and not the volunteers themselves.

Data are presented about: the number and distribution of volunteers within organisations classified by income, by the size of the volunteer group and by main goal area (health, education etc.) of the organisation; volunteer hours; income of organisations with volunteers; changes in numbers of volunteers over the preceding 10 years; training of volunteers; proportions of volunteers and paid staff according to numbers and hours and the median income of organisations; activities of volunteers and paid staff including the mean proportion of time spent on direct services; sex of volunteers with additional information relating the sex of volunteers to the goal of the organisation; the sex representation of paid staff and management is also analysed.

Major findings show that there were approximately 1.5 million volunteers performing volunteer services for four hours per week on average. This is about 13 percent of the Australian population aged 15 years and over.

There follows a review of some of the explanations for such widespread volunteerism. The 4 theories considered are altruism, participatory democracy, labour market segmentation and women's position in the family. The latter is the explanation favoured by the authors but they conclude by pointing to areas of empirical research which could further understanding of the phenomenon.

VOLUNTEERS, NON-GOVERNMENT WELFARE ORGANISATIONS

PINKER, Robert, **Theory, Ideology and Social Policy**, October 1982, 23pp.
R&P No. 26.

Within the discipline of social policy and administration, the subject matter encompasses both the instrumental and normative dimensions of social welfare. The former includes descriptions of existing conditions and evaluation of policy outcomes; the latter includes the ordering of social priorities and issues of value choice. The emphasis in debate and the trends in theoretical development show the uneasy relationship between scholarly detachment and partisan concern.

Throughout the 1950s and 1960s social policy was dominated equally by the discovery and analysis of social injustices by empirical methods and by the redress of those injustices by reformist social policy. Criticism came from free-market liberal economists and later, from Marxists and neo-Marxists. The established tradition began to incorporate a wide range of theoretical perspectives, encouraged by the gradual erosion of the assumption that economic growth would continue to provide a framework of political consensus for the implementation of redistributive social policies.

There is still a need to redefine the desirable relationship between the claims of efficiency and equality and the aims of economic and social policy. The approach to social policy has tilted towards structural issues and applied macro-theory in the solution of social problems. The author defines macro-theory (which functions at societal level), middle-range theory (functioning at institutional level) and micro-theory (which may shift from a social to a psychological perspective, concentrating as it does on issues within institutions).

There are gaps in the relationship between theories and methods in social policy because the theories are normative and empirical evidence is used to substantiate theories, not to test them. Thus it is difficult to establish objective forms of knowledge in social policy studies. The natures of 'knowledge' 'theory' and 'ideology' are discussed. Pinker asks to what extent can the moral virtues of commitment and concern live in peaceful and productive coexistence with the scientific virtue of scholarly detachment, and his answer prescribes impartiality, critical scrutiny of all theories and the acceptance of the challenge of fresh evidence. He has theoretical and methodological objections to both free-market liberalism and Marxism even though they have provided useful critiques, exposing the institutional contradictions that characterise the democratic welfare capitalist society.

The main themes of the paper are summarised in a series of suggestions for the ways in which research should be carried out. It is necessary to recognise the risks that ideological visions may be mistaken for reality, that detachment may degenerate into indifference and that we may dispense with objectivity in the cause of natural concern.

SOCIAL POLICY, RESEARCH ISSUES

JAMROZIK, Adam and HOEY, Marilyn, **Dynamic Labour Market or Work on the Wane: Trends in the Australian Labour Force, 1966-1981**, December 1982, 100 pp. R&P No. 27.

The authors analysed ABS labour market data gathered in the years between 1966 and 1981, to determine changes in terms of major occupations and industrial sectors and in terms of sex divisions in each major occupation and industry. The information so gained was then related to eight further variables: hours of work, full and part-time work, employment status, earnings, age, education, mobility and unemployment rates; some of these variables were also related to one another. The aim of the study was to determine the extent of the changes and the direction of trends observed here and in the reports of earlier enquiries into economic conditions.

Between 1966 and 1981 there was a transition of labour from the occupations and industries which the study showed to be shrinking in relation to the overall growth of the labour force to those which had expanded above the overall rate of growth in the labour force. The expanding industries, except for mining, are in the tertiary sector, in community services and public administration (public sector) and finance, property and business services (private sector). The shrinking industries are mostly in the secondary private sector.

While the majority of the labour force (6 out of every ten people employed in 1981) worked in the 'shrinking industries', the shift to the expanding industries since 1966 amounted to 10.4 per cent. The majority of the labour force in the expanding occupations and industries were made up of women, while nearly two thirds of all male labour was employed in the 'shrinking' occupations and industries. A high proportion (35.8%) of women worked part time compared to 5.2 per cent of men; the proportion of young people working part time had increased, and self-employment also increased over the study period.

Features of change in terms of the eight variables mentioned above are presented in detail. Analysis indicated that the 'expanding' industries employed most of the persons with tertiary educational qualifications, that while women constituted the majority of the labour force in these industries, men appeared to be in the majority of top positions, earnings were higher than average, the organisation of work varied from career-oriented stable employment to a part-time unstable pattern. Hours worked were shorter, unemployment rates were lower, the labour force was more mobile and younger. Apart from mining, the industries were labour intensive and had a relatively low capital intensity. The 'shrinking' industries had medium to high and growing capital intensity and contrasted directly with most of the features mentioned above.

The implications of the findings for the labour force are discussed and the authors conclude that the unused capacity (unemployment, part-time work and reduction in hours worked per week) of the labour force in Australia is very large and that unemployment could remain even if the current recession is overcome. The Report ends by listing some areas where social welfare policy must respond to the changes described.

LABOUR FORCE, LABOUR MARKET

GRAYCAR, Adam, **Government Officers' Expectations of Non-Government Welfare Organizations: A Discussion Paper**, December 1982, 93 pp. R&P No. 28.

The 'uneasy' relationship between government officers and non-government welfare organizations (NGWOs) is explored in this study. The importance of these organizations in Australian society is pointed out and their history is briefly related. Information is given about their funding, the range of their interests and the cost effectiveness of their operations.

An attempt is made here to document the opinions of a sample of government officers who work with NGWOs. 'The context within which they operate is an uneasy mixture of public and private, with strongly held beliefs about notions of charity and community service tempered, sometimes reluctantly, and sometimes perfunctorily with words like accountability, equity, efficiency, evaluation etc..' Interviews were carried out with 47 government officers, 28 from State governments (in New South Wales and Western Australia) and 19 who worked for the Commonwealth Department of Social Security (in 3 State offices). The officers interviewed were middle ranking - those actually dealing with the agencies - not those at the top. The survey was directed at understanding how they interacted with NGWOs and what they expected in return for the money they handed out. It also aimed to discover whether there were attempts to develop a coherent social policy or to link or separate public and private functions and activities.

Administrative practices in the state and Commonwealth are outlined and government policies described to set a background for interpreting the results of the survey. Much of the data gathered are presented in the form of direct quotations to overcome the difficulties in categorising the replies. The general headings cover reasons for funding, expectations, relationship of government to the NGWOs in policy matters, funding arrangements (receipt and maintenance), value for money, advantages and disadvantages and the possible outcome of funding cutbacks and future changes.

While pointing out that responses are from middle ranking officers only, the author comments upon them and concludes that there is a lack of coherence in government policy towards NGWOs. This is compounded by the existence of two kinds of organisations; some are part of our society's dominant power structure while others, mostly community oriented NGWOs which concern themselves with self-help and advocacy, are essentially powerless. 'It would be of value to examine further the nature of funding patterns relating to this distinction.'

The situation is that of two co-existing organisational systems, government and non-government, occasionally co-operating and infrequently either competing or being in conflict. The officers concerned with the relationship are pulled in both directions and operate from many points of view.

NON-GOVERNMENT WELFARE ORGANISATIONS

CARTER, Jan, **Protection to Prevention: Child Welfare Policies**, January 1983,
76 pp. R&P No. 29.

The history of the development of child welfare policies, with particular reference to policies relating to government intervention in families, is outlined as a background to this study. Two terms are defined: 'protection' refers to 'the rescue or supervision of a child from adverse family circumstances by compulsory government intervention' while 'prevention' refers to 'the summoning of an appropriate range of services on a voluntary basis, to reinforce and enhance the caring capacity of the family for the child'.

The aims of the Report are to answer a number of questions.

- . Is there a potential classification of protective and preventative policies which might assist those involved in child welfare to review current services and plan for the future?
- . How do policies in the UK and the Australian States and Territories compare, when translated into services?
- . Have child welfare resources in Australia and the UK changed over the past decade? Is government intervention more or less coercive? What value does government place on the function of the natural family in child rearing?
- . By what criteria can child welfare policies, as a measurement of family policy, be considered a success or a failure?

Each of the child welfare administrations in Australia, including the Commonwealth Government Children's agency and the Office of Child Care were asked to provide information about their operation. Annual reports of relevant departments in Australia and the UK were reviewed over the period 1972-81, a period of legislative and organisational changes in both countries. The services encompass those children who 'come to the notice of the criminal justice system after committing offences' ('children in trouble') and those who 'have not committed offences but who are maltreated, or neglected or uncontrollable' (children 'at risk'); the report concentrates on policies relating to the latter group.

The classification of policies described in the Report includes 'substitute', 'supervisory', 'supplementary' and 'support' interventions; the author places them in a continuum of protective to preventative policies and relates each to a legal mandate, a compliance model and a philosophy. The balance of each as they are used, as revealed in each of the reports reviewed, is described in the body of the publication. Carter then discusses the results which show clearly that in Australia 'there has been a decline in the use of protective interventions (particularly substitution) and an increase in the use of preventative interventions (at least of the supplementary variety)', while the same was not true of England and Wales. Reasons for the difference are canvassed. The policies in Australia which 'enhance the child rearing role of the natural family' are seen in the content of a multicultural policy. Changing social conditions may increase the need for children's services. The author discusses funding for the services, particularly by the Commonwealth government, in the light of those changes. An addendum to the publication reports on a study of 'gatekeepers' based on interviews with 30 professional social workers in one state. Their comments are relevant to the problems of achieving a balance between protective and preventative services and strategies.

SOCIAL POLICY, CHILDREN'S SERVICES

TRAVERS, Peter, **Unemployment and Life-History: A Pilot Study**, June 1983,
75 pp. R&P No. 30.

This publication reports upon the pilot phase of a study to examine the life-long effects of unemployment. It is based upon a survey of a sample of men born in Australia between 1905 and 1917 who experienced the depression of the 1930s.

The first section of the Report is a review of the literature on the effects of unemployment. Three themes or circumstances are isolated where unemployment might be expected to have a strong, or cumulative effect.

- . The health of the unemployed is affected when it is combined with poverty.
- . The psychological well being of the unemployed is affected badly when they attribute their unemployment to causes within themselves.
- . The economic effect on the unemployed is more lasting when they are steered into dead-end jobs.

These conclusions inform the research undertaken and reported upon in the second section. The pilot study involved interviews with 66 men, 36 of whom had experienced unemployment and 30 who had not. The interviews were designed to discover who became unemployed and who escaped, how the unemployed coped, and what happened to them subsequently. 'Was there a process of cumulative disadvantage whereby those who were already most vulnerable were the ones who experienced unemployment, which then locked them out of later job-opportunities, worsened their health, and left them psychologically scarred?' The questions therefore focused on the extent of poverty, how the men explained to themselves the cause of their unemployment and what sorts of jobs and careers they found when the economy recovered.

Results indicate that although the effects of unemployment were felt strongly at the time, the family life, health and occupational histories of both groups were more similar than expected and did not conform to a cumulative deficit model. The implications of this finding are examined in the third section of the Report. In a retrospective study of this nature only survivors are interviewed, in both groups, and this survival may be of greater significance than the effects of unemployment. In addition the men were able to take advantage of the industrial expansion that began in South Australia around 1940 and continued through their working lives.

The strategies to be used in the major study are then discussed. Some suggestions are made about questions to be taken up; information about the group not involved in the pilot study survey, those who did not survive, might be gathered from widows of a second cohort of men who may have conformed more closely to a cumulative deficit model than did the survivors.

UNEMPLOYMENT

JARRAH, Jo (ed.), 53rd ANZAAS Congress: SWRC Papers, June 1983, 118 pp.
R&P No. 31.

Four papers prepared by SWRC staff were presented at the Congress; although each addresses a different area of social welfare they are all connected to one of the themes of the Congress itself, 'Resources and Responsibility'.

Bettina CASS: 'Division of welfare in the recession: the political limits to redistribution, revisited.'

In her introduction, the author discusses the recession in the 70s, which was accompanied by rising inflation and unemployment. With the decrease of economic growth came political, if not fiscal limits to redistribution so that the 80s became a period of increasing demands on the state at a time when the capacity of the economy was diminishing. The part played by the National Economic Summit Conference in Australia is examined.

The author turns attention from social security transfers to those in fiscal welfare (benefits and allowances transferred through the tax system) and occupational welfare (non-wage benefits associated with remuneration for paid work), both of which disproportionately benefit those least affected by the recession. They are relatively hidden and free from the kind of attack to which recipients of social security are subjected. The interaction of tax and social security policy can result in the 'poverty trap'. The effects of fiscal and occupational welfare are regressive, resulting in distribution away from those excluded from paid labour and from those in insecure low-paid jobs. Working class families and, in particular, the women in them are excluded from these benefits and are most likely to become dependent on social security payments. Reform of the personal income tax system is necessary and changes to the social security system are also suggested. A postscript examines the effect of the 1983 budget which made some reforms and Cass notes other areas where significant changes are still required.

Adam GRAYCAR: 'Public and private in welfare services.'

This paper examines relationships between non-government welfare organisations (NGWOs) and governments. Both Commonwealth and State Governments provide grants to NGWOs which provide a range of personal and community services not provided by government; government plays the dominant role in income support and supplementation, but the provision of services is shared. In addition to the large and well known organisations (such as the Smith Family, the Australian Red Cross etc.) there is a wide range of smaller community bodies, 'operating on a shoestring'.

Three questions, involving all types of NGWOs are examined: firstly the dividing line between statutory and non-statutory activities, then the possible privatisation of welfare activities and of the problems they deal with: and thirdly, the most important characteristics of the relationships between NGWOs and Government.

The paper presents some data from a survey of NGWOs carried out in 1981. Classification of NGWOs was one of the objects of the study; tables present some data on function, lifestage of clientele, roles, income, and funding arrangements. There is evidence of two co-existing organisational systems, government and non-government, occasionally in competition or even conflict, and occasionally co-operating.

Adam GRAYCAR and Jo HARRISON: 'Ageing populations and social care: policy issues.'

The increase in the numbers of elderly dependent people in Australia and the pressure placed on present caring systems are affecting policies and emphasising the importance of community care of the elderly population. Definitional issues arise in relation to the concept: the difference between care **in** the community and care **by** the community is explored, with particular reference to the role of women in the provision of care. The responsibilities of the statutory, commercial, non-government voluntary and informal systems of care are outlined.

Demographic changes are described with the implications for change in care policy. Present allocations of government funds are detailed. A number of policy considerations are raised, including funding, the need for diversity, working conditions, the needs of both the elderly and their carers, assessment teams, the capacities of families, the needs of socially isolated elderly people and structural issues.

Adam JAMROZIK: 'The economy, social inequalities and the Welfare State: implications for research.'

The main proposition of this paper is that debate and research in the social welfare area have become truncated; this is related to the importance given to income support as an issue, and the neglect of other aspects of social welfare. Income support provisions are seen as a redistributive mechanism and this belief has led to a 'residual' concept of welfare, legitimizing the subjugation of social policy to the market economy. Research has become concentrated on the poor or 'disadvantaged'. The paper calls for similar systematic study of the non-disadvantaged groups. 'It is not possible to explain adequately how people become or remain poor unless we also explain how other people become and remain well-off, or rich.'

Data are presented on welfare allocations by government and the recipients of benefits and pensions; further data relate to services such as education, health, housing and taxation, not commonly thought of as 'welfare'. The middle classes are recipients of a high proportion of these resources for which there is no requirement to prove entitlement, and they have not been subjected to the same intensity of research as the welfare beneficiaries. The paper suggests that the concept of the Welfare State should be redefined to make it more congruent with contemporary issues in society. A conceptual framework in which social welfare is perceived as an essential part of the modern economy would make it possible to understand the processes through which inequalities are created so that we can go on to alleviate them.

SOCIAL POLICY, ELDERLY, WOMEN, INCOME SUPPORT, FISCAL WELFARE, NON-GOVERNMENT WELFARE ORGANISATIONS

JONES, Andrew, **Selectivity in Children's Services Policy**, June 1983, 68 pp.
R&P No. 32.

This publication consists of two papers both of which examine government policies relating to the allocation of services in the field of child care. Governments of both parties support policies which direct funds for child care to families and children in greatest need. Questions arise about which kinds of families should be the main recipients and about the strategies which might ensure that services reach the intended beneficiaries.

The aim of the first paper - 'Implementing selectivity: the case of the Commonwealth Children's Service Program', is to examine the development of selectivity as a policy objective. The meanings that have been given to selectivity by those responsible for the Program are reviewed and the strategies used to implement that selectivity are examined.

The paper identifies four strategies: selectivity by geography, by catalyst, by program and by funding guidelines, each of which are described and discussed in terms of philosophy, administrative implications, effectiveness, costs and appropriateness in relation to differing notions of selectivity.

Jones found that the problem of identifying those with the 'greatest needs' has been 'fuddled by failure to clearly distinguish among different bases for social allocation, and insufficient attention to the strengths and limitations of alternative means of implementing selectivity'.

The second paper, 'Resource allocation at the periphery: the role of direct service organisations in distributing early childhood services', suggests that service providing organisations (voluntary agencies, community managed organisations, local agencies of central departments or private sector organisations) have an important role in allocating social utilities and in deciding which families do, and which families do not receive children's services.

The paper is based on a study of 49 early childhood service agencies in Townsville. The agencies are described and the factors involved in resource allocation are examined. The elements identified here are availability, information, accessibility, eligibility, priority, cost and suitability, and the effects of each are discussed. More explicit policies, with an understanding of local requirements, are called for, to ensure that those with greatest needs are indeed those who receive the services.

SOCIAL POLICY, CHILDREN'S SERVICES

SCOTT, Ian and GRAYCAR, Adam, **Aspects of Fiscal Federalism and Social Welfare**, July 1983, 80 pp.

R&P No. 33.

This Report is concerned with public finance and social welfare in Australia. It draws on Grants Commission data to explore the pattern of State welfare expenditure and services and examines the implications of the Grants Commissions techniques for measuring State need. The Report looks at the Federal-State financial context for State welfare expenditures, given that comparisons between states on welfare matters are difficult due to differences in accounting and organisation.

The first chapter places social welfare finance in a federal context by exploring the background to public finance issues. It examines the delivery and financing of social welfare in the Commonwealth and the States, concluding that in general terms, the Commonwealth has been seen primarily as a provider of cash or finance to individuals, States and non-government welfare organisations, while the States have been seen as service providers. The actual outlays and revenues for the year 1981/82 are presented. Commonwealth-State financial arrangements are described in terms of both income taxation and the powers of the Commonwealth. A review of differences between the Whitlam years (1973-75) and the Fraser years (1976-1983) introduces the concept of federalism.

There follows an examination of the methods used by the Commonwealth Grants Commission in tax-sharing with the States including an explanation of the 'standardised deficit distribution model' and with particular reference to the analysis of factors used in determining social welfare needs of the States. The implications of the techniques used to determine relativities among the States in the distribution of federal funds is discussed with reference to measurement, weighting, standards and social indicators.

The methods of assessing social welfare needs by the States are also described. An analysis of State expenditures indicates that income support, supposedly a Commonwealth function, comprises a significant and probably expanding proportion of State welfare services expenditure.

The fourth chapter which is concerned with the dependency of the States with particular attention to welfare services shows how the structure and pattern of federal grants changed over the decade 1972-82. Social welfare expenditure levels in the States are influenced by the Commonwealth Government and the dependency of the States has increased. There are great variations among the States in welfare expenditure and assessment; the relationship of these variations to policies are touched upon. Overall the Report demonstrates the impact of our taxation structure on State finances and services.

SOCIAL POLICY, WELFARE, TAXATION

JARRAH, Jo (ed.), **Child Welfare: Current Issues and Future Directions**,
 July 1983, 89 pp. R&P No. 34.

Papers presented at a one-day seminar on child welfare are published in this collection. The seminar was opened by Senator Don GRIMES, a Minister in the then new Labor Government; he talked of problems involved in funding child care services and described a 'planning model' approach which would assist the identification of areas of greatest need and allow for the participation of those affected by child care services in their planning.

Tania SWEENEY, Frances STADEN and Adam JAMROZIK: 'The complexities of child care arrangements.'

Complexity of child care arrangements is described in terms of the number and types of child care arrangements in which children and families are involved. The paper is based upon a study conducted in five local government areas; the methodology is described. The results demonstrate the use of a variety of child care arrangements which often involve combinations of more than one type for the same child and/or family. Service providers were interviewed and the constraints under which they operated are shown to contribute to the complexity. The implications of these issues for children's services policy are drawn out. Recommendations are made in the areas of funding and of policy formulation as it relates to family needs and child development.

Stuart REES: 'Caring at home for severely handicapped children.'

This paper examines the experiences of 51 families caring at home for severely disabled children under the age of five. The focus of the paper is on 'caring', in particular, the stresses which mothers encountered and the variety of people and events which affected the mother's management of her responsibilities. The notion of stress is explored, the mother's role is analysed, 'stress' and 'coping' are interpreted, parents' use and judgement of available services are described. Discussion of family difficulties reveals that they are often underestimated or not recognised. The author refers to existing reports and reinforces a recommendation of the Warnock Report for one professional person to act as a point of contact, to 'plan with the family the best way to meet their own and their child's needs'.

Richard CHISHOLM: 'Aboriginal children: political pawns or paramount consideration?'

The history of the child welfare system in relation to Aboriginal children, outlined in this paper, is introduced with an account of the removal of an Aboriginal girl, aged 13, from her family, in 1917. Various forms of this separation of children from families were part of the system under the Aborigines Protection Board, abolished in 1969. The characteristics of the system are described. Pressure for change came from the Aborigines themselves, through Labor's policy of self-determination and as a result of research into the impact of the system on Aboriginal children.

Recent developments which indicate the beginnings of new directions in Aboriginal child welfare law and policy are considered under three headings: 'the child placement principle', 'participation' and 'legal recognition'. The author discusses possibilities for the future and points out that any changes must be acceptable to Aboriginal communities as well as to Government.

Adam JAMROZIK: 'Changing concepts and practices in child welfare and options for the future.'

Current problems in child welfare are seen here as the result of practices in child welfare supported by both State and non-governmental agencies in the past. Although new concepts arise they 'do not necessarily mean new practices and new practices do not necessarily mean new functions'. Some aspects of 'historical inheritance' are described.

There are now two kinds of child welfare: the traditional, for the lower classes, related to social control; and child welfare in the form of child care which purports to be needs based but is used by the community (or a part of it) as a 'public utility', as part of the normal functioning of parents and families. Governments are reluctant to recognize this; services are still fitted to older patterns. Some positive developments in children's services are identified which offer possibilities for extension of services and acceptance of children's services as a form of 'social parenthood'.

SOCIAL POLICY, ABORIGINALS, DISABLED PERSONS, CHILDREN'S SERVICES

KEENS, Carol, STADEN, Frances and GRAYCAR, Adam, **Options for Independence:
Australian Home Help Policies for Elderly People**, December 1983.

R&P No. 35.

Evidence shows that most elderly people prefer to remain in their own homes but for some there are barriers to independent living. Inadequate housing, low income, disability and handicap, and lack of social support as a guard against isolation and neglect are the four factors identified. Home care services in Australia cover a wide range of formal activities provided to maintain people in their own homes. The needs of elderly people are tabulated, and some reasons for supplying services to fill those needs are canvassed.

The history of Home Help Services in Australia is related and the relevant legislation described as a background to an overview of the operation of the Service. Information for the study was collected by means of a postal questionnaire sent to the State authorities responsible for the administration of the States Grants (Home Care) Act 1969, with some follow-up at local level. The questionnaire design is described. Results are presented relating to funding and service costs, location and size, eligibility, clients and staff. More detailed descriptions show that each state has its own approach. New South Wales services are Welfare based, Victorian services are delivered through Local Government, in Queensland, Community Health Centres are involved, in South Australia hospitals and voluntary organisations are involved, in Tasmania Home Help is provided in conjunction with Home Nursing while in the Northern Territory the services involved the Red Cross and women's councils in Aboriginal Communities.

Data were collected from a sample of branches in New South Wales and results of that survey are reported in terms of types of assistance offered, innovations in service provision, unpaid services provided by Home Aides and gaps in service provision. The resources involved, administrative procedures, and staffing, are described.

The provision of Home Help is important among the factors influencing options for independence of the elderly. The Report suggests some issues which need further examination to improve its effectiveness.

ELDERLY, HOME SERVICES

ENCEL, Diana and GARDE, Pauline, **Unemployment in Australia: An Annotated Bibliography, 1978-83**, January 1984, 152 pp. R&P No. 36.

This bibliography consists of a collection of 237 annotations of items specifically related to unemployment in Australia. Items cited (books, chapters of books, journal articles, some brochures and posters) were published in the period 1978-83. The annotations are descriptive and are not intended to be critical reviews or evaluations. They use, as far as possible, the language and terminology of the work cited, in order to give a further indication of the nature of the contents. Quotations are used as part of some annotations while some consist entirely of quotation from the work or its published abstract.

The references are arranged alphabetically by author and each item is cross-referenced to a key-word index. The key-words include surveys, statistics, labour market segmentation, education and training, causes of unemployment, effects of unemployment, society (relationships between social conditions and the experience of unemployment), women, youth, other demographic groups, policies and strategies.

The bibliography also includes a list of publications which present statistics collected by a number of institutions, relevant to unemployment.

[For works appearing up to 1985, readers are referred to a later bibliography which appears as R&P No.58.]

UNEMPLOYMENT, BIBLIOGRAPHY

REES, Stuart and EMERSON, Anneke, **Disabled Children, Disability Practices,**
January 1984, 129 pp. **R&P No. 37.**

This study of the relationship between parents, professionals and policies concerned with the family care of disabled children is based on interviews with 51 families with severely handicapped children under 5 years of age. Parents were asked to assess the ways in which the services available to them were able to support the families in their care of the children. The Report is illustrated with verbatim quotations from the parents.

The characteristics of the children are detailed against the background of official definitions of 'disability' and Australian statistics on its incidence. Characteristics of the families are also presented (family composition, country of birth, occupation, income). Chapter three documents the manner in which the parents were given the news of their child's disability and how they evaluated the behaviour of those concerned. The authors suggest that teamwork between paediatrician, general practitioners and social workers should be developed.

Chapter four provides an account of the extra financial costs of caring at home for a severely disabled child, from which an 'appalling picture of economic burden' emerged. The following chapter, 'Stress and the sense of coping', considers the difficulties which parents experienced in caring for their children and reports on the roles of others (friends, relatives and professional staff) in helping them to manage. The prime importance of the mother's role is demonstrated. Support from other similarly placed families is discussed; the study supports a recommendation that services to individual families be co-ordinated by one professional to avoid the situation where 'professional services unwittingly increased the mother's sense of stress'. The chapter 'A hotch potch of services' chronicles how parents 'navigate their way through a mixture of sometimes complicated and often sparse services'; it is followed by accounts of how they obtained the Handicapped Children's Allowance, highlighting the undue influence of doctors. Chapter eight describes a variety of services and maps out patterns of usage, tabulating the contacts and presenting the parents' 'verdicts'.

The recommendations made in the final chapter are 'proposals for reform and do not address fundamental inequalities in families resources or in the distribution of services'. They are presented after discussion of unnecessary competition among relevant bodies, medical domination, the 'maintenance of ignorance' among parents about what is available to them, and the place of the mother as principal carer. The recommendations embody the need for a 'Parent's Charter', a named agency to keep records, a named professional person for coordination of each case, a named person as social policy planner and analyst, and the development of multi-disciplinary teams to operate over a number of interest areas.

DISABLED PERSONS, FAMILIES, CHILDREN'S SERVICES

ROSSITER, Chris, KINNEAR, David and GRAYCAR, Adam, **Family Care of Elderly People: 1983 Survey Results**, January 1984, 100 pp. R&P No. 38.

This paper reports on the results of a study, carried out in two parts, one in 1981 (reported upon in R&P No. 23) and one in 1983. The studies involved interviewing people who were or had been caring for an elderly relative at home. One hundred and fifty eight carers in 3 states (N.S.W., Tasmania and South Australia) were interviewed and the later study included 40 families who had recently placed their relative in a nursing home.

The research is principally concerned with the effects on carers, many of whom become themselves locked into states of dependence. The carers were aged between 25 and 75 (mean age 53), only 10 carers were male, all were English-speaking and most were looking after parents. The mean age of the elderly people was 84 and the median duration of care-giving in the sample was 4 years. The methodology of the survey is detailed. The bulk of the report consists of 63 tables which present the main survey findings, with explanatory text. Data are presented on the ages of carers and relatives, household composition and formation, choices considered and reasons for the decision to care, what is involved in caring, the suitability of housing arrangements, financial circumstances, availability and effectiveness of social services, experiences of caring, social and personal costs, reasons why alternative arrangements were made (for those who had sought institutional care) and, in 32 cases, comparisons were made with the same data gathered from the elderly relative.

The findings of these studies are analysed and the policy ramifications examined in a later publication: see R&P No. 50.

ELDERLY, FAMILIES

SMITH, Randall, **Meals on Wheels in New South Wales: A Discussion Paper**,
March 1984, 48 pp. R&P No. 39.

This Report has been presented in parts, each of which deals with a specific period of time. The first, which covers the period between 1956 and 1969 relates the history of the service in New South Wales, from its origins in the inner area of Sydney. The organisations which became involved, their financial basis and conditions of eligibility for clients to receive meals are described. In his commentary on this period, Smith notes particularly the growth of localism, the dependence on volunteers, the great differences between services and the lack of communications and learning between services.

The period between 1970 and 1975 was one of growth both in size and number of services, 'fuelled in great part by the incentive of a Commonwealth subsidy, itself a part of a gradual move to try to increase support for community rather than institution-based services for the frail and vulnerable'. However many opportunities for assistance were not taken up and the inadequacy of the organisational and financial systems of support for service were demonstrated. During the second half of the 1970s it became possible to debate issues of accountability, resources, rationalisation, overlap with other services and relationships with government. The role of volunteers and the effect of dependence upon them is discussed. State Governments became more involved in the debate about the service due to policies to encourage as much care in the community as possible especially as resources were scarce.

In the years between 1980 and 1983 although there was a great deal of activity among those involved in care of the frail elderly, 'the impression is gained that the delivered meals service is bobbing along in the wake of the other main community services, home care and home nursing'. Deliverers of meals appeared less worried about inadequate resources than those in other services. Change is forecast but is happening slowly. 'There were signs of greater involvement in the purpose and nature of the service at Commonwealth level, rather than simply being an administrative device for paying small sums of money every quarter to a large number of local organisations.' At the local level, however, there was satisfaction at the quality and quantity of the service.

ELDERLY, HOME SERVICES, NON-GOVERNMENT WELFARE ORGANISATIONS

CASS, Bettina and O'LOUGHLIN, Mary Ann, **Social Policies for Single Parent Families in Australia: An Analysis and a Comparison with Sweden**, March 1984, 86 pp. R&P No. 40.

The adequacy of social policies to meet the needs of single parent families is the subject of this Report. The increase in such families as a proportion of all families with children is demonstrated over the years 1974 to 1982; the authors include a discussion of the marital status of the single parent. The proportion of single parent families receiving government pensions or benefits has also increased; evidence is presented to demonstrate that rise as well as figures about the labour force status of single parents, 1974-82.

The range of benefits and pensions received by single parents of both sex is analysed and the pattern of receipt is related to the labour market and employment possibilities. The 'poverty trap' engendered by various income tests is a direct disincentive to the parents' labour force participation. However the average duration of receipt of income support by single parents is not long; the reasons for cessation are analysed and suggest that the most common route to economic independence is through paid employment.

The value of the cash transfers made to single parents, including the non-indexed child components of pensions and benefits and the universal cash transfers to families with children, declined over the period 1964-84. The proportion of single parent families living below the poverty line has increased.

Deterioration in labour market conditions with increasing rates of unemployment since 1974-75 adversely affected the labour market opportunities of single parents; the Report demonstrates this with statistics about labour market participation rates, employment rates and the educational attainment of female single parents by labour force participation. It then discusses the adequacy of labour market training provisions, child care services, housing, tax concessions, and maintenance from the former spouse/non custodial parent, all of which have a bearing on the labour market opportunities and income possibilities of single parents. For each of the issues raised above, a comparison is made with conditions in Sweden.

The analysis and the comparison allowed the authors to identify policy issues requiring attention in Australia. The alternatives of single parent families' reliance on paid employment, social security payments or maintenance from the non-custodial parent (or combinations of these) raise issues of adequacy of income. Also at issue is the extent to which the existing policies promote dependency and increased likelihood of poverty, or whether they facilitate independence, labour force participation and income security for the family unit. While labour market opportunities remain restricted, 'priority must be given to increasing the overall level of income support for single parents and their children through concentrating on transfers for children'.

SOCIAL POLICY, SINGLE PARENTS, INCOME SUPPORT, LABOUR MARKET

GRAYCAR, Adam (ed.), **Accommodation After Retirement**, Papers given at a symposium held on March 13, 1984, April 1984, 51 pp. **R&P No. 41.**

The papers in this publication consider accommodation for older people from the perspectives of people working in social policy, health administration, architecture and geriatrics.

Adam GRAYCAR: 'Accommodation policies for elderly people.'

This overview paper identifies some issues related to government intervention including the type and the 'targets' of intervention, and the subsidies required for buildings, services and people. The groups to be considered are elderly people, who are independent but in need of some support, or dependent elderly people and those who care for them. Government response has been to subsidise institutional care. Some services are shown to be chronically under-resourced. While most elderly people live at home, Commonwealth expenditure is heavily concentrated on institutions which accommodate only 6-7 per cent of people over 65. Graycar canvasses some alternatives which would consider the social and welfare needs of the elderly.

Clive STEVENS; 'Bricks and mortar.'

Architects, in designing accommodation for elderly people, should take into consideration the many social and psychological theories of ageing which are relevant to the physical and spatial requirements of elderly people in their housing. The construction of a supportive environment requires the attention of multi-disciplinary teams which should include administrators, architects, psychologists, sociologists and consumers themselves.

Tim PHILIPS: 'Cheaper isn't always less costly.'

The author contends that the true cost of care for the elderly in the community, as compared with institutional care, may be cheaper for the government but is costly for those sectors of the community involved, especially caring families and friends. Actual costs of those in nursing homes are compared with those of people using the home nursing service; other figures relating to cost are presented, according to family status and size of accommodation. The implications of the comparisons indicate that the potential saving to government to be gained by shifting elderly frail people out of institutions back into the community may be less than is often assumed. The sacrifice to be made by carers would be great and additional funds for formal home care would probably increase the total demand. The cost, even if measured in dollar terms, is a useful but imperfect indicator of the true costs of accommodating the dependency of the elderly.

Peter SINNETT: 'Ageing and dependency - myths and reality.'

'People in the post-retirement age group cannot be reduced to a single stereotype,' nor are all old people dependent. Accommodation provisions for the elderly must offer choices. Choice is affected by social change and isolation, economic factors, disease and disability. However, to avoid being left without support at a time of crisis, many elderly people sacrifice independence for the security offered by institutions. 'Improved services rather than increased control is surely the path to the future.'

SOCIAL POLICY, ELDERLY, HOUSING

ROSENMAN, Linda and LEEDS, Marilyn, **Women and the Australian Retirement Age Income System**, April 1984, 102 pp. R&P No. 42.

The aged population in the future, as now, will be predominantly female. This Report focuses on the implications of this numerical predominance for the income support system of elderly people. The adequacy and equity of the retirement income system is examined with attention to both the non-contributory age pension and private occupational superannuation. The latter is subject to taxation benefit, has been designed to fit the pattern of a continuously employed male with a dependant female spouse and so does not benefit women to the same degree as it benefits men.

The first chapter presents demographic data as well as data about incomes of retirement age men and women. Marital and employment patterns of women are analysed to determine the likely economic situation of women in future generations. The second chapter describes the components of the system for old age income (public welfare, occupational welfare and fiscal welfare) and the interactions between them, with particular reference to the treatment of women.

The Report then investigates options for reform of the current system to meet the needs of women: improving women's access to the occupational welfare system, superannuation entitlement for the dependent spouse and ways of improving the treatment of women in the public pension system,

A further chapter discusses the design of a national superannuation scheme which would provide for women adequately, and looks at systems in other countries. Some of the issues addressed are: the method of funding and the related benefit determination criteria; the design of and integration between income maintenance, income security and private occupational superannuation systems; the income unit for taxation and benefit payments; and the treatment of survivorship. Some recommendations are made.

ELDERLY, WOMEN, INCOME SUPPORT, OCCUPATIONAL WELFARE, SUPERANNUATION

MANNING, Ian, **Measuring the Costs of Living of Australian Families**,
 April 1984, 70 pp.

R&P No. 43.

'The measurement of relative poverty in terms of deficiency of income depends on three main definitions: a definition of income, a definition of the income unit among which income is assumed to be shared, and an equivalence scale to adjust for the different costs of living of income units of different size.' The purpose of this paper is to assess the equivalence scales used in recent Australian research and to make suggestions for future work. The author reviews a number of attempts to derive Australian equivalence scales. The New York 1954 scale was adapted by Henderson for use in the Poverty Inquiry. Henderson's scales have been both criticised and used by researchers since that time despite Henderson's recommendation that a scale appropriate to Australian conditions be derived, using the results of the Household Expenditure Survey (HES) conducted here in 1974-75.

The first attempt to develop such scales was carried out by the Social Welfare Policy Secretariat (SWPS) in 1981. The difficulties encountered are described; the growth of consumer technology with a variety of available commodities has made earlier approaches inadequate for current research. The place of consumer durables has also changed since the New York study. SWPS dismissed the Budget approach and suggested some alternatives. Manning then introduces 'the mean expenditure scale' and discusses its appropriateness. Some factors involved are the effect of social security payments in determining mean expenditure, the size of the household and the proportion of potential workers, the role of the life cycle and the processes of saving and dissaving. Data are presented from Australian HES, and Manning, while finding the mean expenditure scale derived from that data 'prima facie reasonable', points out several deficiencies. He then discusses 'savings-adjusted equivalence scales' derived from the same data, and the 'extended linear expenditure system scale' which takes into consideration precommitted expenditure, neither of which can be completely trusted.

The following section discusses 'current and capital expenditure' again using Australian data and suggests that further work must lie between a detailed budget-building approach and the application of ready made mathematical techniques as applied in the American calculations which use information from income and wealth surveys not carried out here. An examination of how spending patterns vary by household composition is a necessary step. Varieties of consumer expenditure are identified and the characteristics of four classes of consumption are distinguished: house purchase, capitation goods, flag fall goods and vehicle purchase. Available HES data are compared with the New York Budget Standard Service data. The major differences are considered: the unevenness of the scales; the proportion of capitation goods the decline in flag fall expenditure with the age of the household head; the accumulation of assets; the decline in income with age; tastes; and the small addition to mean expenditure for children. Manning concludes that further work should try to 'identify a constant standard of living, in terms of the broad categories of commodities here proposed'.

The Report includes comments on the paper made by J. Cox of the Social Welfare Policy Secretariat.

RESEARCH ISSUES, POVERTY

SWEENEY, Tania and JAMROZIK, Adam, **Perspectives in Child Care: Experiences of Parents and Service Providers**, April 1984, 201 pp. R&P No. 44.

The Report presents the findings of a survey of service providers and users (parents) of children's services, conducted in five metropolitan areas of Sydney in 1982. As a background, the authors review other studies of the use of child care services. The aims of this study were to examine the experiences of the parents who used the services in order to obtain data on the significance of the services for family life, to examine these issues from the perspective of the providers of the services, and to draw out implications for policy on child care and child welfare.

The methodology of the study is described and some demographic features of the areas involved in the survey are presented. Results reported include socio-demographic data on the 156 families surveyed: family composition, country of parents' birth, location of grandparents, housing, parents' education and occupation and family income. The extent of use of care, types of care used and cost of care are reported for families and for the individual child. The age of the child and mother's employment status are two of the variables included in the analysis. The following chapter places child care in the context of the lives of parents and children. It includes general discussion and case studies to illustrate a number of issues: the activities involved in arranging care, continuity of care, the need for child care in terms of the parents' reasons for using care, the features of care sought by parents and the use of time by the mother when the child is in care. The significance of child care in the lives of parents and children is considered in terms of the value of the care to mothers and to the child, desired changes in current child care arrangements and parents' perceptions of 'ideal' care arrangements. A need for greater flexibility is clearly indicated.

Data gathered from service providers are presented. The family profiles of service users are tabulated and some funding issues raised. The management and administration of services are described with reference to parental involvement, the role of the teacher/director, administration of funding, regulations, and staffing.

The concluding chapter summarises the data about the users and their reasons for using care. There is discussion of the finding that proportionally greater use of the services were made by higher socio-economic status families in the sample. Differences relating to 'care' and 'education' in formal child care provision appear to depend on the aims and functions of the service, often as perceived by the service provider. Problems involved with the establishment of services are also identified in this chapter. Finally, implications for policy are drawn. Those individuals or groups are favoured who can fit their needs to the providers' definitions. Political issues affect allocation of resources and also categorization of services, as they have come into being out of a variety of initiatives. Inequities of access must be overcome; children's services should be seen as a form of 'social parenthood', recognising the universality of need for child care as part of normal functioning of all families.

FAMILIES, CHILDREN'S SERVICES

HARDING, Ann, **Who Benefits?: The Australian Welfare State and Redistribution**, April 1984, 147 pp.

R&P No. 45.

The author of this study argues that taxation on the one hand, and 'social' expenditures on the other, are key instruments for the redistribution of income and wealth in the community. In 1982-83 the federal government collected more than \$40 billion through taxation revenue and spent just under half of this on social security and welfare, education, health and housing. This study analyses 1975-76 Household Expenditure Survey data to discover who are the net winners and net losers from this redistribution. The limitations of the study - such as the exclusion of state and local governments from the analysis - are discussed and the effects of these omissions on the results and conclusions are assessed.

After a description of the types of federal taxes levied in 1975-76, analysis of the data showed personal income tax to be the only progressive tax; measures such as company tax, petrol excise and others were regressive. The incidence of all federal taxes combined was barely progressive in that year. Estimating the effect of changes in taxation since then, the author found that in 1982-83 the combined tax incidence was even less progressive, perhaps to the extent of redistributing in favour of the rich.

Analysis of the distribution of benefits resulting from federal expenditures on social security and welfare, education, health and housing showed a pro-poor balance. The average value of benefits in these categories to households in the three lowest income groups in the population was more than double the average amount accruing to households in the top three income groups; from social welfare outlays alone the corresponding proportion was four times as much, while expenditure from education, health and housing was more equally distributed across all households. The value of outlays as a percentage of each group's original income varied markedly, accounting for 56.1 percent of the incomes of households in the lowest income bracket and only 4.7 percent of the incomes of households in the top bracket.

The total impact of the welfare state, calculated by examining the net effects of taxation and social expenditure was found to be highly redistributive. This appeared to be true not only when social outlays and taxes were considered but also when all outlays and equivalent tax revenues were taken into consideration. Outlays on social security and welfare clearly had the greatest effect on equalizing incomes; health and housing programs also appeared to equalize access and thereby real incomes. Education, however, was less redistributive.

The Report concludes that 'while minimal redistribution occurs through the taxation system, social outlays comprise a significant redistributive force. It need hardly be said, however, that despite the positive impact of the welfare state the distribution of income remains massively unequal'.

SOCIAL POLICY, INCOME SUPPORT, TAXATION

JAKUBOWICZ, Andrew, MORRISSEY, Michael and PALSER, Joanne, **Ethnicity, Class and Social Policy in Australia**, May 1984, 130 pp. **R&P No. 46.**

The thrust of this Report is to question the role of the concept of 'ethnicity' as a designator of social differences in Australia. The report is designed to meet three goals:

- . the identification and description of the **process** by which current social policies towards ethnic minorities have been developed
- . an analysis of the relationship between social policies affecting minority groups, and wider social and political processes in Australian society;
- . the effect of these programs and policies on the welfare of ethnic minorities.

The authors apply class analysis to social policy. They review the relevant literature and report upon over 80 interviews with people involved in the field, to document each stage of their analysis. The key concepts used and their historical development are outlined: migration and economic development, capitalism and social policy, roles of the State, social control and policy formulation, culture and 'ethnicity', and the relationship of ethnicity, class and social policy. The argument is that although issues affecting migrant welfare have gained increasing political and social importance, the welfare of working class migrants, along with the welfare of the working class in general has declined.

The Report describes class relations and the migration program in the 'homogeneous society' of the post-war reconstruction period, with overtones of aspects of 'labour force discipline'. The decline of assimilation as a policy, the introduction of 'integrationism', changing class relations, concepts of race and class all led to an extension of the limits of cultural pluralism and the emergence of specific ethnic welfare agencies.

Migrant welfare was politicised between the 1969 and 1972 elections. The groundwork for 'multiculturalism' was laid in the social policy of the Whitlam Government; the strategies developed inside and outside the state during those periods, with an 'ethnic rights' approach, are documented. The 'neo-conservative' nature of the changes introduced by government after 1975 is shown; at the same time the ethnic community groups were developing relationship with political parties (particularly the ALP). The inquiries, reports and programs of the period are evaluated: the 'hidden reality' of the important Galbally Report is revealed by an analysis of concurrent political happenings. The ideologies of conservatism and the policies of the period were more concerned with electoral alliances than the needs of the ethnic masses.

The approach to multiculturalism under the social democratic government since 1983 has not changed. 'At the Federal level neo-conservative definitions with their concomitant reinforcement of ruling class ideology and power seem to continue', though in the States economic and social crisis have forced a greater 'clarification of class issues'. The Report concludes with discussion of class conflict, gender divisions and ethnic welfare and makes specific proposals in the area of children's services, migrant women, the aged, and unemployment and technological change.

SOCIAL POLICY, IMMIGRANTS

HOOKE, Rosemary (ed.), **54th ANZAAS Congress: SWRC Papers**, June 1984, 231 pp.
R&P No. 47.

The publication includes 6 papers presented at the Congress by members of the staff reporting on research undertaken at the Centre.

Bettina CASS and Pauline GARDE: 'Unemployment in the western region of Sydney: job seeking in a local labour market.'

The authors present 'compelling evidence' for emphasis on the class nature of unemployment, while reviewing other studies which have placed emphasis on divisions of age, gender, marital status and regional distribution. The paper draws on an interview survey of a sample of unemployed people in the City of Blacktown in late 1982. A profile of the western Sydney labour market provides a background to the study.

Findings are presented, not statistically, but as case studies. The variables reported upon are a) educational qualifications (the majority of unemployed respondents had no post-school qualifications, while one fifth had a trade or technicians certificate) b) employment history (respondents had worked in jobs which were low paid and insecure), c) duration of unemployment d) concentration of unemployment in families (multiple unemployment was reported in families, households and related households), e) job search and the local labour market, f) job seeking networks, formal and informal g) housing, h) discrimination based on area of residence and i) the informal economy. The local labour market was found to be important as the availability of affordable housing and transport provisions set physical limits to job opportunities.

Adam GRAYCAR: 'Non-institutional care of elderly people: needs and services.'

The paper introduces the issues involved in the care of elderly people by presenting demographic data and by describing the choices and supports available to those elderly people who live at home. The needs of this group are classified as practical assistance, social contact and surveillance and personal development and health care.

Services available are structured by unconnected Commonwealth legislation and delivered by a variety of state government, local government and voluntary bodies. Discrepancies in funding the State services are revealed and the spread of services provided in each state is tabulated. The paper describes funding and legislative problems and argues that home help services face policy problems, more structural than delivery related. There is a great need for the development of a national policy with suitable federal/state arrangements.

Adam JAMROZIK: 'The labour market, the public sector, and the class structure.'

'The paper aims to address some methodological questions relevant to the sociological study of labour markets, and in particular of the changing labour market in Australia and its effect on the social structure of the Australian society.' Some studies of the growth of 'white collar' jobs in the labour markets of industrial societies relate this growth to the rise of a 'new' middle class, while other studies present it as the growth of the working class. 'Thus the significance of the changes in the labour market is

perceived less according to the empirical evidence than according to a given theory or conceptual framework.'

The paper presents data on changes in the Australian labour market 1966-83 according to a number of variables: sectors of industry, occupations, age, sex/gender, work pattern, qualifications and immigrant labour. The effect of changes on social structure are explored particularly in the community services provided by the public sector. Jamrozik sees the emergence of both a 'new' middle class and a 'new underclass' of people whose hold on the labour market is tenuous. He puts forward some methodological issues for further study.

Adam JAMROZIK: 'The welfare state: an instrument of redistribution or of inequality?'

'The thesis advanced in this paper is that while the welfare state might be a "burden" on the economic market, it is also instrumental in enabling the market to function...' Public expenditure, including welfare allocations, has become integrated with the economic market and can act as a stimulus for economic activity. However, while the welfare state may assist the economic market to function, it also becomes instrumental in reinforcing the inequalities generated there rather than alleviating them. Structural changes in the labour market, particularly in those occupations requiring post-secondary qualifications, may be a factor in the increase of inequality of income and wealth distribution. 'A related factor appears to be the growth of "middle class welfare" based on consumption of public services, such as education, health and children's services.' The paper illustrates the effects of this increased usage of services by the middle classes.

The author examines the conventional perspectives and conceptual frameworks used in analysis and research on social policy and welfare and suggests the need for an alternative framework which does not focus on income support, but takes into consideration the effects of other provisions.

Mary Ann O'LOUGHLIN and Bettina CASS: 'Married women's employment status and family income distribution.'

'This paper (tests) the validity of the hypothesis that the increase in the labour force participation of married women and the movement towards the equalisation of women's earnings to men's have resulted or will result, in a more unequal distribution of family income.'

The analysis of available Australian data shows that wives are more likely to work when their husbands incomes are low and that although there are high participation rates for the wives of relatively high income-earners, they are more likely to be in part-time employment. 'The increase in women's earnings relative to men's in 1968-69 to 1978-79, and the greater labour force attachment of the wives of low income earners have resulted in wives' earned income moving family income distribution towards greater equality than is shown by distribution of husbands' earned income.' A similar study in the United States shows similar results.

The paper examines underlying assumptions related to income and economic status: the effects of measuring money income only, the extra expenditure involved in working, the nature of families as 'income units' and the stability of families, with implications for single parent families who are most likely to be disadvantaged.

Tania SWEENEY: 'Child care and child welfare: two systems or one?'

This paper examines the two systems of services for young children in Australia, 'child welfare' and 'child care', exploring the relationship between them. The rationale for the two systems is explained in an historical perspective. The paper argues that an instrumentalist approach to services for children has been the basis of both: child welfare or substitute care for some very poor children and child care, established for disadvantaged children, to encourage women to enter the workforce but used principally by middle and higher-income families. Neither system has a focus on the children themselves.

The paper draws on empirical evidence from a study carried out by the author, of users and providers of services. This evidence indicates that the need for child care services is now universal, that the services perform a multiplicity of functions related to the needs of the child, the parents and the family. It is therefore appropriate to reconsider the policy and to determine what shifts in resources would be necessary to bring about desired changes. 'Children's services need to be seen in a positive light and regarded as a form of social parenthood, necessary for all families.'

SOCIAL POLICY, ELDERLY, WOMEN, CHILDREN'S SERVICES, HOME SERVICES,
UNEMPLOYMENT

BREWER, Graeme, **The Experience of Unemployment in Three Victorian Regions**,
 August 1984, 103 pp. R&P No. 48.

This Report presents the results of a survey of unemployed people in Victoria carried out in 1982-83. It aims to shed light on the economic and social psychological situation of unemployed people and to discuss implications for social policy.

Data were collected in an urban, outer metropolitan and rural area, across three broad age groups, from 130 unemployed and 24 employed people. The methodology of the survey is outlined and profiles of the three areas, with information from the 1981 census, are presented as a background to the study. Demographic information and other survey data are discussed in that context.

The questions asked in the survey related to employment history, the employment situation of other members of the family and of their households, income, housing, expenditure, health, child care, job seeking experience, job training, social welfare and social life. The views of the respondents were sought on measures necessary to reduce unemployment and on the meaning to them of paid work. Discussion is supported by tables and by direct quotations from the interviewees.

Analysis of the results shows that workers in outlying areas were disadvantaged both in their search for work and in access to training opportunities while inner urban unemployed people had the greatest problems with housing. The 'brunt of economic malaise' was borne by workers in the secondary labour market who encounter poor working conditions, low pay and vulnerability to unemployment.

The author concludes that while the fundamental problem is a lack of jobs caused by economic and industrial policies, unemployment has become a 'welfare problem'. Policy changes are necessary in diverse areas, such as income security, housing health, public utilities, regional planning and labour market programs. 'The strong commitment to work displayed by jobless interviewees should, in itself, act as a catalyst for expanded labour market programs...'. The Report calls inter alia for a return to the goal of 'full employment' and, in the meantime, the payment of adequate benefit levels.

INCOME SUPPORT, LABOUR MARKET, UNEMPLOYMENT

ASCOLI, Ugo, **Analysis of the Italian Welfare System: Some Implications for Current Australian Issues**, August 1984, 58 pp. R&P No. 49.

The author, in analysing social policy in Italy, speculates 'about an acute social change associated with an evident weakening of the traditional Government institutions' ability to cope with social issues'. He examines the social and political philosophy behind Italian welfare policies, adopting a very broad perspective, an historical approach to comparative analysis. He considers the Welfare State as a 'modern form of the industrialised countries' going through a stage of adjustment, but argues that it will not be dismantled. In this paper the Italian situation is examined using comparative quantitative analysis. Data are presented on Social Insurance coverage in Western Europe, patterns of public social expenditure in a number of countries over the period 1954-80, composition of public expenditure in 1980 as well as comparative data on level and composition of public expenditure as a proportion of GDP, in various countries, 1954-80. The data show that 'at the beginning of the 1980s the Italian Welfare System does not seem to be underdeveloped in comparison with other European countries'.

The following chapter analyses the growth of the welfare system, looking at each of the main welfare policies separately: employment, pensions, health, personal social services, education, fiscal and occupational welfare and housing. The analysis indicates that Italian welfare measures are rooted in a non-universalist principle. The system has developed to fill the needs of different social groups as expressed from time to time and development has been dependent on the operation of the political system.

The author looks at 'domestic perspectives on social policy' and examines privatisation proposals, which, he argues, are cynical and unrealistic. The way to find real new solutions is to modify public intervention: 'to enhance within a new public framework the natural system of family care, to provide many more opportunities... for the Voluntary Sector to grow, but above all, to reorganise the Statutory Sector'. He discusses changes in social expenditure and the taxation system necessary to decrease the degree of inequality and to increase 'social protection'.

The final section of the paper draws implications from the Italian case for the Australian situation. Investigation of the working of means-tested programs, the dimension and characteristics of poverty, the level of inequality in the distribution of resources, the characteristics of major disadvantaged groups and, drawing general attention not only to public expenditure, but also to the taxation system are necessary steps to reaching a new consciousness of social inequalities. 'This could be the main aim, ..., if we want to win the ideological battle for redistribution of resources and to obtain a **real** "infrastructure of universalist services"'.

SOCIAL POLICY, WELFARE

ROSSITER, Chris, **Family Care of Elderly People: Policy Issues**, December 1984,
83 pp. **R&P No. 50.**

This Report uses the results of the survey reported upon in R&P No. 38 as a background to a discussion of implications and policies relating to family care of frail elderly people. The paper has a number of themes which recur throughout. The first is the ageing of the population and the increasing proportion of the very old within the retired population. The second relates to who should be responsible for the care of these people, the individual or the state. The growing emphasis on family or community care is discussed and placed in context. A third theme is dependence and finally there is choice, for both the frail elderly and their carers. 'Being forced through lack of choice to accept an inappropriate or inadequate service may be almost as demoralising as receiving none at all.'

Community care is discussed in theory and in practice, using both Australian and overseas material. The major findings of the SWRC study are presented and specific areas of concern identified. The major part of the report presents the implications of these findings for policy-making both in terms of general aged care policy and in some specific areas.

The results of the survey suggest that the most pressing and fundamental policy issues are those relating to both accommodation and support services for carers and more generally for frail elderly people. The dilemmas raised for policy makers are raised. The paper identified a number of areas, where policies should

- . enable all elderly people to live as independently as possible;
- . promote the independence of frail elderly people;
- . assist those who wish to care for relatives at home;
- . assist with the transfer from home to institution when it becomes necessary.

Specific recommendations are made in the areas of social support services, health services, income support for carers, employment, housing support and information and counselling for carers. These include provisions for respite care, a wider range of domiciliary services, means of adapting housing to facilitate caring and emotional support for carers. The financial implications for government are discussed. The paper concludes with a brief overview of the future of family care.

ELDERLY, FAMILIES, WELFARE

MILLIGAN, Vivienne, HARDWICK, Jill and GRAYCAR, Adam (with assistance from Joan LEVETT and Ian YATES), **Non-Government Welfare Organisations in Australia: A National Classification**, December 1984, 189 pp.

R&P No. 51.

The introduction to this Report includes a brief historical background to non-government welfare organisations (NGWOs) in Australia and presents a comparison of viewpoints on their roles gathered from a review of the literature.

The survey reported upon here was carried out over a four year period, providing 'a detailed, comprehensive, national description of the size, functions, roles and resources of NGWOs in Australia'. The development of the methodology for the survey is described with details of the sampling procedure, the design of the questionnaire, the method of administration and the ways in which the results have been interpreted.

Central to this interpretation was the classification of NGWOs. The factors influencing the classification system adopted are discussed. The system decided upon used four headings: broad function, target, role and area. Each of these headings are further broken down; for example the 'broad function' accommodation can be emergency housing, special purpose accommodation, nursing home or community housing; the target group 'ethnicity' includes the further categories Aborigines, migrants -general, migrants - specific, and Anglo Australians.

In Chapter 4 the data from the survey are reported using the authors' classification, as frequency distributions of the key dimensions of the classification and also in cross tabulations of the key variables, revealing their interrelationship. Chapter 5 is devoted to describing and discussing the income and resources of organisations, first the income level and then the source of income in terms of the key variables. 'Particular attention is paid to government funding, and associated resource issues.' Staffing is the subject of Chapter 6. 'The common belief that NGWOs, as part of a "voluntary sector" are staffed predominantly by volunteers is not supported by the evidence.' The chapter analyses staffing numbers and the distribution and activities of both paid staff and volunteers. Finally there are a series of estimates for a number of key characteristics of NGWOs: their total number by function and state, their total income and total staff numbers.

In summary, the study indicated that there were between 26,000 and 49,000 NGWOs with a total income of up to \$4.9 billion per annum. Of this, approximately 37 per cent came from government and 49 per cent was raised by the organisations themselves. Data about staffing indicate that NGWOs constitute an industry of considerable magnitude.

NON-GOVERNMENT WELFARE ORGANISATIONS

CHISHOLM, Richard, **Black Children: White Welfare? Aboriginal Child Welfare Law and Policy in New South Wales**, April 1985, 144 pp. R&P No. 52.

This study of Aboriginal child welfare asks whether our child welfare system should be one in which black and white children are treated 'equally' or whether Aboriginal people should 'have control over their destiny and the right to pass on to their children what it is to be Aboriginal'. For Aboriginal people 'laws and policies based on simple notions of equality and non-discrimination mean a society in which the original invasion and theft of their land became legitimated through the gradual disappearance of any identifiable Aboriginal identity'.

The author outlines the painful history of Aboriginal child welfare in New South Wales, covering the origins, the role of the Aborigines Protection Board, 1883-1940 ('Creating inmates and apprentices'), the Aborigines Protection Board, 1940-69 (with its assimilationist policies), the legal framework operating over that period, and Aboriginal child welfare, 1969-80 ('The invisible children'). He draws out the main themes in this history: the existence of a separate system, supported by uncontrolled use of power and legal authority, a system which rejected the validity of Aboriginal culture and child-rearing, with no Aboriginal involvement, reflecting policies which did not recognise Aboriginal aspirations and which the Aboriginal people perceived to be directed towards 'cultural genocide'. The Report then deals with Aboriginal perspectives of current policy: the powerfully adverse reactions to early child welfare laws and practices their desire to preserve distinctive Aboriginal patterns of child care, their determination to participate actively in child welfare rather than be merely subjected to it and the identification of children's welfare with that of their communities. Documentation is included of two key Aboriginal statements on child welfare issues 'The First Aboriginal Child Survival Seminar, 1979' and 'The Aboriginal Children's Research Project, 1982'. Chapter 4 examines recent developments in New South Wales and presents the results of some limited empirical research which illustrate the changing situation. The final chapter is concerned with reforms and policy, and the recognition that 'self-determination' as well as 'equality' is a touchstone for Aboriginal people. Changes, such as the appointment of Aboriginal staff, consultation with Aboriginal communities, child placement policies and the growth of Aboriginal agencies, are discussed. However recent developments in the policies of the Department of Youth and Community Services are not explicitly based on any overall policy for the Aboriginal people. A gap remains between current reforms and Aboriginal aspirations which are based on self-determination. Some suggestions are made for narrowing the gap and creating an appropriate system.

Chisholm also writes of the difficulties involved in being a non-Aboriginal researcher in Aboriginal affairs and of the misunderstandings which bedevil the situation even when welfare authorities make real efforts to adapt to the wishes and needs of the Aboriginal people.

SOCIAL POLICY, ABORIGINES, CHILDREN'S SERVICES

BRADBURY, Bruce, GARDE, Pauline and VIPOND, Joan, **Bearing the Burden of Unemployment - Unequally: A Study of Australian Households in 1981**, August 1985, 102 pp. R&P No. 53.

In 1983 the Australian Bureau of Statistics released the Household Sample File of the 1981 Census. This Report analyses data from the File to reveal the incidence and impact of unemployment within households. The first chapter introduces the topic of the concentration of unemployment in households and outlines the reasons for its importance. It also places the study in the context of the preceding and subsequent years.

Although much work on unemployment has related its incidence to family structure, unemployed people are more likely than employed workers to live in non-nuclear households. Chapter 2 presents statistics on the level of unemployment in households and the types of families who lived in them. In June 1981, one in every seven of households experiencing unemployment had more than one unemployed member and one in every four unemployed people shared their homes with at least one other unemployed person. Over a third of households with unemployment did not have anyone in a paying job. An examination of the family status of unemployed individuals showed that although most commonly, unemployed people lived in households with only one family, in comparison with employed persons, they were relatively concentrated in households where all persons were unrelated or in larger households (more than one family, or with non-family members). Pairs of unemployed persons in households were likely to be either unrelated, or siblings.

An analysis of incomes, comparing average income levels within households of employed and unemployed persons indicates that unemployment was associated, with low per capita incomes in households. The incidence of unemployment was higher among households where employed members had low incomes. The effect of the large number of young people among the unemployed is discussed.

The family backgrounds of young unemployed people and the social processes by which labour market disadvantages are concentrated within families are discussed. Analysis of the unemployment rates of youth who lived with both parents compared with those of young people living with only one parent revealed that the difference was mainly associated with family incomes. A second analysis examined the personal and family characteristics of young unemployed people living with both parents using number of demographic and social variables. A significant association was found between high unemployment rates and disadvantages in family background. The results are compared with studies which have shown the 'openness' of Australian society.

This Report supplies statistical support for the argument that unemployment is a source of poverty and evidence of how, in 1981, unemployed people were marginal to the core of the workforce. The separation between employed and unemployed workers in Australia occurs not only in working life but also in domestic living arrangements. The relevance of these 1981 findings to 1985 is discussed and some issues of policy are raised.

FAMILIES, YOUTH, LABOUR MARKET, UNEMPLOYMENT

JAMROZIK, Adam (ed.), **Issues in Social Welfare Policy 1985: Perceptions, Concepts and Practice (SWRC Papers at ASPAA and ANZAAS)**, September 1985, 149 pp. R&P No. 54.

The publication includes four papers presented by SWRC staff at two conferences: the national conference of the Australian Social Policy and Administration Association, with the theme of **Community Welfare Services of the Australian States**, and the ANZAAS **Festival of Science**, both held in Melbourne, August 1985. The editor identifies the common theme in the papers as perceptions of the Welfare State and of the functions performed by various social welfare services. The issue of inequality is addressed in a number of areas of social policy and social welfare.

Sarah DRURY and Adam JAMROZIK: 'Conceptual issues of relevance to social policy and services for young people.'

The paper considers the position of young people in Australia, a subject of social concern over the last three decades, though there have been changing perceptions and policies over that period. Six perceptions of youth and the policies instituted to respond to the needs implicit in those perceptions are tabulated. The perceptions examined are youth as a 'social group with common interests', youth as a 'problem group', as a 'transitional group', as a 'disadvantaged group', as a 'threat to social stability' and as a 'vehicle for social change'.

The discussion questions the validity of the assumption that young people form a homogeneous group and points to diversity, especially in socio-economic conditions and class identity. The paper examines education participation and employment and unemployment to illustrate the divisions among young people as a group. The paper suggests that when policies are devised to improve the position of people defined by their age group, the benefits may accrue to advantaged members of the group at the expense of those in the group who are already disadvantaged.

Tania SWEENEY: 'Child care, child welfare and family support: policy and practices of the Commonwealth and States.'

The author examined child care and child welfare systems in Australia and found that child care (the responsibility of the Commonwealth government) 'has increasingly come to be seen as positive and essential for family functioning and child development', with most of its users belonging to the middle class, while child welfare (a State government responsibility) which 'would seem to perform similar functions has a negative connotation and is used as a preventive and protective intervention', mostly for the children of the poor. A brief summary of recent changes in the system is included, indicating that transfers at times take place between the services according to the perceptions of the social position of families held by both parents and service providers. The paper suggests that all families with young children need assistance in child-rearing, that this need is perceived and acted upon differently for families of different socio-economic status, and that 'the divisions between child care and child welfare may need to be reconsidered, along with the respective "responsibilities" of the Commonwealth and States'.

Loucas NICOLAOU: 'Social welfare and the role of the unions: the case for minority groups.'

'This paper stresses the need for a conceptual framework in studies in the fields of social work and industrial relations within which the nature of the Welfare State as well as the nature of unions can be seen and understood in a wider perspective'. Welfare services should include not only those directed at the recipients' survival, but also those which enhance their 'social functioning'. Unions should be regarded as non-government service-providing institutions concerned not only with industrial issues, but also social issues, concerning the position of groups such as immigrants, Aborigines, women and disabled people. The framework thus developed would lead to an 'analysis of the processes through which inequalities in the labour market, and society, are created and maintained'.

Material in the paper comes from a research project involving eight unions in New South Wales, between 1982 and 1984, and indicates that disadvantaged groups in the workforce remain so partly because the unions give a low priority to those issues labelled 'social' as opposed to 'industrial'.

A wider role for unions is suggested and a greater government involvement is recommended. The author sees the need for changes in people's attitudes and perceptions about the value of unions in a society, and stresses the importance of education and educational institutions in bringing about such changes.

Adam JAMROZIK and Don STEWART: 'The social wage and the unemployed.'

The concept of the social wage is discussed and various definitions considered. The paper presents the view that any concept of the social wage should include state, semi-independent and market provided services and resources; the greater is the access to all resources available to individuals or groups, the greater is their access to, or allocation of, social wage related resources, and in turn the more diverse is their 'level of social functioning'.

The dimensions of unemployment, both measured and hidden, are explored. Deprivation of social function and emphasis on mere physical survival are considered. The authors suggest that the 'concept of the social wage needs therefore to be redefined and widened so as to enable a comparison not only of **economic standards of living**, defined by such indicators as the weekly income, but also of **social conditions of living**, defined by indicators of social and material consumption', particularly because 'those who are excluded from the market, such as the unemployed, are also more likely to be excluded from access to social goods and services provided by the state'.

SOCIAL POLICY, IMMIGRANTS, YOUTH, CHILDREN'S SERVICES, UNEMPLOYMENT, UNIONS

JAMROZIK, Adam (ed.), **Income Distribution, Taxation and Social Security:
Issues of Current Concern**, January 1986, 148 pp. R&P No. 55.

The papers in this collection were presented at a one-day seminar, organised by the Social Welfare Research Centre.

Bettina CASS: 'The case for review of aspects of the Australian social security system.'

In presenting the case for a review of aspects of the Australian social security system, the author, who had recently been appointed to carry out the review, identifies the major components of the system and the principles which are the basis of its provisions. Major economic, social, industrial and demographic changes since 1974 have brought about changes in demands on the system. The review will examine income maintenance programs with attention to coverage, adequacy, targeting, redistribution of income, opportunities for employment, earning and saving, simplicity and access, mix of public and private income support for the aged, and community awareness. While a number of services are involved in redistributing income, resources and job opportunities, the review itself focuses on income support for families with children, policies related to the unemployed such as labour market programs, sole parents, disabled people and the connections between social security and insurance-based income support measures, such as superannuation. The review aims to enable the system to improve its response to those in vulnerable periods of the life-cycle and provide a more just distribution of income and life chances.

Guidance for the review is based on 'poverty research and the theoretical perspective which explains most powerfully the extent and composition of the population most affected by inadequate income and resources and those most excluded from conventional forms of economic and social participation'. The tax reform debate has placed a number of significant issues on the policy agenda in Australia, suggesting that the time is right for this review, which will develop both a long-term perspective and short-term steps towards identified goals.

Peter WHITEFORD: 'Horizontal equity in tax-transfer arrangements.'

'This paper describes the major features of the personal income tax and social security systems in Australia, discussing the parallels between the two systems and analysing their interaction.' These two systems are the key instruments of distributional policy. The paper concentrates on horizontal equity which is concerned with the equal treatment of people in like circumstances, and the implications for families in the tax-transfer systems. It also identifies issues where there is an apparent conflict between vertical and horizontal equity. The author points out that taxpayers and social security recipients are not two discrete populations: a number of people fall into both categories. Social security income tests and income tax both reduce the benefit to individuals of additional income and additional effort to earn more.

The paper reviews such measures as family allowance, the dependent spouse and sole parent rebates and income-tested social security payments for families with children. It discusses such related concerns as inadequacy of assistance to low income families with children, the perceived inequity of

effects of social security on incentives to work, pointing out that 'progressive policies can have unintended consequences for incentives to work or save'. Whiteford concludes that 'while it is desirable to recognise immediate financial needs ... it may also be considered appropriate to investigate alternative approaches to family income support'.

Joan VIPOND: 'Poverty after housing costs.'

Estimates of national levels of poverty measured before and after people have paid for their housing are made. Some concepts used in poverty analysis, the income unit and the poverty line, are described and the importance of housing costs in reaching a measure of poverty is discussed.

Poverty in 1972/73, using data from the Poverty Inquiry, is contrasted with the level in 1981/82, using data from the ABS Income and Housing Survey. In terms of incomes only, the change in the extent of poverty is small but poverty measured after housing costs are taken into account has increased markedly. In 1972/73 less than 7 per cent of Australian families were affected by poverty after accounting for housing costs; in 1982/83 the figure is more than 11 per cent. The change may be attributable to the changing nature of poverty which now affects young people more than the elderly. The high level of owner occupation among elderly low-income groups ameliorates their poverty while the young are at a stage of the life cycle when accommodation costs are likely to be high. The situation is associated with the decline in the Australian economy since the mid 1970s but the problems are raised for both housing policies and for the income maintenance system.

Keith WINDSCHUTTLE: 'Older workers, unemployment and welfare payments.'

Labour force participation rates of people aged 55 years and over show a change of major proportions between 1972 and 1985. The causes and implications for the large fall in participation have become the subject of debate among labour market economists. This paper examines the competing positions in the debate. The first view argues that the drop was caused by the long recession: workers have left the labour force involuntarily and are part of 'hidden unemployment'. The second view is that those who left did so in order to take advantage of generous social welfare provisions, and should be considered 'early retirees'. The Bureau of Labour Market Research developed a 'model' which showed support for the second argument, but did not satisfactorily predict later figures which support the first argument.

Windschuttle discusses the problems involved in 'jumping from statistically-recorded observations of behaviour to deductions about human motives'. Consideration of factors which affect labour market behavior of older men (duration of unemployment, causes of job losses and older men's perceptions of their own employability) lead to the conclusion that many early retirees have become so involuntarily. Income security policies need to be improved for those who have left the labour force and have little chance of returning and for those who want to work and do not want to be 'cajoled' into early retirement by available welfare provisions.

Adam Jamrozik: 'Social policy: are there alternatives to the Welfare State?'

What is meant by the Welfare State? What function does it perform? Whom does it benefit? Who pays the cost? These are the questions addressed in this paper. It reviews criticisms from all parts of the political spectrum and examines the major grounds for these criticisms. These include the high cost of the Welfare State, the disincentive effects, poor targeting of programs so that the middle classes benefit more than the poor, the entrenchment of the welfare bureaucracy, the effects of the programs in maintaining inequality, the creation of dependence and 'colonisation' by service providers.

Jamrozik argues that analysis of social policy has been within a 'truncated' framework, with the focus on 'the disadvantaged' and on the 'visible' aspects of social welfare. Consumers of the Welfare State are in all classes; beneficiaries who are not commonly perceived as such are not identified. In some areas, such as education, the better off section of the population are most advantaged and assistance to business and industry is also a considerable part of the Commonwealth budget. 'Opposition to public expenditure thus often comes from the people who themselves do not mind being the beneficiaries of such expenditure.' There is thus some incompatibility in present government policy which supports both a 'free' market economy and social reform, while seeking support from the middle classes. The paper argues that more attention must be paid to the source of the inequalities in our society and the forces which perpetuate them.

The Report includes the main points raised in the discussion forum on each paper.

SOCIAL POLICY, RESEARCH ISSUES, ELDERLY, INCOME SUPPORT, LABOUR MARKET, TAXATION, POVERTY, UNEMPLOYMENT

BRADBURY, Bruce, ROSSITER, Chris and VIPOND, Joan, **Poverty, Before and After
Paying for Housing**, February 1986, 101 pp. R&P No. 56.

This Report presents new data on the incidence of poverty in Australia. The findings are based on recently-released unit records from the Australian Bureau of Statistics' **Income and Housing Survey 1981/82** and, for the first time since Professor Henderson's Commission of Inquiry 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 (18.8%). However, poverty is not exclusive to these 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 Report 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.

RESEARCH ISSUES, INCOME SUPPORT, HOUSING, POVERTY

JAMROZIK, Adam, DRURY, Sarah and SWEENEY, Tania, **Innovation and Change in the Child and Family Welfare System**, February 1986, 133 pp. R&P No. 57.

This Report gives an overview of developments in policies and services in child and family welfare in Australia over two decades. The data for the study was drawn from a variety of sources, including the annual reports of the relevant departments in New South Wales, South Australia, Tasmania and the Commonwealth. The aim of the study was to ascertain the extent and direction of Commonwealth and State initiatives and to identify the outcomes of these initiatives in the development of a Child and Family Welfare System in Australia. Although child welfare remains legally a State responsibility, the Commonwealth is the main provider of income support for dependent families and for such services as health and education, so that child and family welfare are dependent on both Commonwealth and State provisions.

A societal background to the study is presented which contains data on changes in the labour market, unemployment and the increase in dependence on government income support since the 1960s. The following two chapters describe developments in welfare departments in the three States, identify some relevant Commonwealth developments, present statistical data on expenditure and allocations and on children who have come under the care or notice of the welfare services. Chapter 5 deals with developments in provision of early childhood services, describing the involvement of the Commonwealth from 1966 and the responses of the States. The provision of services which come into the category of 'family support', such as emergency financial assistance, budgeting advice services, crisis care and homemaker's services are next examined. The Commonwealth Family Support Services Scheme, introduced in 1978, is described in Chapter 6 which includes a discussion of Commonwealth-State interactions in the fields of family support and child welfare.

In their final chapter the authors summarise their findings, outlining the scope and limitations of the Report, and the value and limitations of their data. They look at changing perceptions of issues, problems and departmental roles and at innovations following on those changes in perception. Changes in legislation appear to have had three related aims: to change the role of departments from 'social control' to agencies of 'community welfare'; to widen their activities; and to improve the effectiveness of services. However the earlier role of social control remains, resulting in a dual role for State departments, with conflicts in individual cases. Child and family welfare may be perceived as a system of three-level intervention. The primary level is of universal services (largely provided by the Commonwealth) with 'enabling' characteristics and a preventative function. At the secondary level there is selective provision to dependent children and families and the tertiary level provides highly selective or residual services, with negative connotations, often rendered with coercion. The less universal and adequate the provision at primary level, the more demand there is at secondary and tertiary levels. The spheres of government thus have complementary roles to play.

SOCIAL POLICY, FAMILIES, CHILDREN'S SERVICES

ENCEL, Diana, **Unemployment in Australia: An Annotated Bibliography, 1980-85**,
March 1986, 225 pp. R&P No. 58.

This is the second annotated bibliography about unemployment in Australia to be published by the Social Welfare research Centre. (The first was R. & P. No. 36) It contains over 450 entries bringing to 696 the total number of items covered in the two volumes. There is an overlap in the times covered by each one, and the same methods of preparing the annotations and arranging the entries has been used. The cross referencing system is based on the same key-words, with the addition of 'Labour Market Programs' in this volume, to identify those works which proliferated particularly around the proceedings of the Committee of Inquiry chaired by P.E.F. Kirby.

This volume introduces a cross-referenced index to entries, and includes in the index the entries in the earlier compilation.

As before, the collection is drawn from a variety of academic disciplines - economics, psychology, education, sociology, criminology, law, social work, geography, engineering, public administration and industrial relations - and from a range of areas of activity such as universities and other research or educational institutions, government departments and agencies, the women's movement, trade unions, welfare and community service organisations, churches and private medical practice. All annotations are descriptive; they are not intended to be critical reviews or evaluations.

UNEMPLOYMENT, BIBLIOGRAPHY

ERREY, Ruth, BAKER, Carole and FOX, Sarah, **Community Care of the Aged:**

A Working Model of a Needs-Based Assessment Unit, May 1986,

139 pp.

R&P No. 59.

This Report documents the experiences of a small multi-disciplinary team, the Aged Referral and Assessment Unit. It operated for 15 months from mid 1984, using an 'action research' approach, as a unit offering 'holistic assessment' to elderly residents of five inner-western Sydney municipalities. It consisted of a social worker with a background in nursing, an occupational therapist, a community nurse and a clerical assistant (but no medical officer) and 'was able to assume a position of neutrality which permitted it to bridge existing divisions between health and welfare service systems, and to build co-ordinating and feed-back mechanisms across political boundaries of local government'.

The background to the Unit is described, with its project guidelines, working brief, methods of operation, contacts, steering committee and activities. The team gathered information about resources from all the appropriate bodies in the area. The methods of assessment adopted by the team are explained including details of data collection and recording. The authors also mention actions taken to make their service and orientation known and describe moves taken to encourage local co-ordination between groups and individuals providing services to elderly people. The data collected from the intake records of all persons seen and assessed shows that while most people referred to the Unit had had previous contact with health services (in particular with general medical practitioners), over one half had had no involvement with any of the formal community services for the aged operating in the area. Chapter V comments on the Unit's experiences, with particular reference to issues revolving around formal versus informal services, institutional versus community care, interprofessional boundaries and Federal/State divisions of responsibility. Finally the Report looks at the feasibility of central referral and assessment units. 'Ideally a community-based assessment team would work in tandem with, but independent of, hospital-based Geriatric Assessment Units, with each respecting, acknowledging and utilising the particular skills and knowledge resources of the other, to the advantage of those elderly people who are seeking some form of information, support or assistance.'

A series of appendices document the study and present some case studies which show a diversity of factors needing to be considered in individual situations.

RESEARCH ISSUES, ELDERLY, HEALTH, HOME SERVICES, WELFARE

JAMROZIK, Adam (ed.), **Provision of Welfare Services to Immigrants**,
(Proceedings of SWRC Seminar, 26 May 1986), July 1986, 80 pp.

R&P No. 60.

The Social Welfare Research Centre held a seminar in May 1986, 'to provide an input of information and ideas into the Committee of Review of Migrant and Multicultural Programmes and Services (chaired by Dr James Jupp)'. The proceedings of that seminar, eleven papers and a summary of discussion, are contained in this Report, along with brief introductions to each of the five sections in which the papers were organised.

**Part I: Immigrant Communities, Self-Help and Voluntary Effort:
Policy, Practice and Perceptions of Issues.**

Andrew JAKUBOWICZ and Helen MEEKOSHA: 'Migrants, marginality and community work.'

Judy PETRUCHENIA: 'The role of the non-government welfare sector.'

Michael MORRISSEY: 'Some considerations on provision of welfare services to migrants.'

The first of these papers looks at changes in government policies which have implications for ethnic minorities. Expenditure restraints have been sought as the demand for services increased. There has been a growing reliance on information gathered through traditional research methodologies as opposed to the earlier use of 'communal knowledge and experience' in defining needs and developing programmes. The authors also discuss the 'false dichotomy' implicit in the choice between 'ethno-specific' or 'mainstream' service provision, pointing out that ethnic cultures are not uncontroversial consensual systems but dynamic contested arenas, while 'mainstream' is also a controversial concept with conflicting approaches. They point out that traditional practices, mainstream or ethnospecific, have limited choices for women and call for innovative programmes even when there may be an element of risk involved.

The second paper presents some of the findings from a survey of agencies in the voluntary sector in the provision of services to migrants. The results suggest that the policy and practice of multiculturalism are two different things. People with non-English speaking backgrounds are not easily able to gain access to mainstream services, are rarely on the management of an organisation and are aware of a lack of community and government support or sensitivity. There is conflict about self-help and volunteerism both in definition and identity. Self-help is not an appropriate term in ethnic welfare where voluntary or unpaid work is more usual. The needs of communities differ and are related to the stages of development of each community. Concern was expressed that funding be more flexible, for longer terms and that there be more community involvement in funding committees.

The third paper points out that statistics necessary for planning migrant service provision are inadequate, either because they are not collected, the collection methodology excludes some groups or there are conceptual problems in generating categories. The paper describes cases of exclusion of migrants from some services because of language difficulties. The problems of making services 'culturally appropriate' are discussed, as well as those related to defining 'ethnic groups' and the importance of other factors, such as gender. Models of service delivery are categorised as 'assimilative and universal',

'assimilative and ethnic-targeted', 'pluralist' or 'ethnic'. It is argued that in certain cases pluralist models must be the choice and that there must be a more pluralistic structure for generating cross-cultural knowledge.

Part II: Immigrants, Welfare and the Workplace

Jock COLLINS: 'Migrants, welfare and the workplace.'

Loucas NICOLAOU: 'Government involvement in Australian immigrant
-union relations: implications for further initiatives.'

The workplace is a source of migrant disadvantage often neglected in research and policy. The first of these papers identifies the key features of this disadvantage, in language difficulties, the concentration of migrants in the 'secondary labour market' and high rates of unemployment. Specific difficulties are posed by inadequacy of migrant education arrangements, lack of childcare, lack of multi-lingual signs, little recognition of overseas qualifications, occupational health, shift work, outwork, and relations with the trade unions. Recommendations for action relate to identified disadvantages and for further study in the area of the labour market and job creation.

The second paper takes up the issues of the disadvantages of immigrant members of the workforce and their isolated position in union organisations. Four major areas of difficulties are identified: the immigrant's occupational and industrial position, language, cultural differences and their lack of awareness about local services. Five factors are described which may explain union failure to meet migrant needs: lack of awareness among union officials, a reluctance to take into account issues specific to sections of membership, lack of representation of migrants in union bureaucracies, prejudices held by some union officials and the lack of adequate resources. Government initiatives in immigrant-union relations have been minimal. English classes on the job, appointment of union officers to deal with immigrant member issues, and the role for the Trade Union Training Authority are areas where government may take a more important role.

Part III: Language and Multicultural Education

Maria D. TENEZAKIS: 'Educating children of non-English speaking
background: expectations and realities.'

Jenny CAMERON: 'Provision of welfare services to migrants: the
role of TAFE.'

The first paper describes the establishment and history of the Child Migrant Education Program, and draws attention to aspects which have been criticised. Pre-service teacher education is a source of unresolved conflict. Under the present economic climate the education of immigrant and minority language children (including Aboriginal children) may continue to suffer.

In the second paper it is argued that TAFE has a particular capacity to provide for adult multicultural education in a context 'beyond a simplistic view of teaching migrants English'. TAFE institutions are flexible, accessible and have links with other educational institutions. They have already demonstrated 'success in appropriate responses to the needs of people from non-English speaking backgrounds'.

**Part IV: Policies and Problems in their Implementation:
Advantages and Disadvantages of 'Mainstreaming'.**

Athena TOURIKI: 'Government policies in the provision of services to non-English speaking immigrants, and problems in their implementation.'

Sol ENCEL: 'Welfare services for migrants.'

The New South Wales Government has emphasised equality of access to service and employment opportunities for all groups in mainstream programmes while the Commonwealth, also addressing equity and access, requires that programs 'respond to the diverse linguistic and cultural needs of Australian society'. The first paper discusses 'mainstreaming' and points to the danger of a reversion to 'assimilationist policies'. Recommendations are made in the areas of employment, accountability, data collection and legislation.

Mainstreaming of welfare services is good in terms of 'distributive justice' but overlooks the problems of access for a number of ethnic minorities and especially their older members. The second paper here presents a case study of the Jewish community to illustrate the shortcomings of mainstreaming when the importance of social, cultural and linguistic differences reasserts itself for people as they grow older. There are advantages in encouraging ethnic minorities to build their own resources to cope with this situation.

Part V: Needs, Disadvantages and Participation

Peter SHERGOLD: '"Second-class citizens": Perspectives on need, disadvantage and participation.'

Thu NGUYEN: 'Provision of welfare services to migrants: principles and guidelines of the Anti-Discrimination Board of New South Wales.'

Consultations held for the Review of Migrant and Multicultural Programs and Services with 24 target groups revealed the concerns discussed in the first of these papers. Problems of settlement are not part of a finite process where disadvantage necessarily diminishes, and they differ for ethnic communities, with a relativity of needs. The author examines the ambiguity in the use of the terms 'migrant' and 'multicultural'. Ethno-specific intervention can alleviate pronounced cultural and linguistic barriers, but major changes to mainstream institutions are necessary to ensure equal access and outcomes for Australians of all ethno-cultural identities.

The second paper outlines the recommendations to the review made by the Anti-Discrimination Board. These focus on 'general community services (not to the exclusion of ethno-specific services) as the main area of reform'. Migrant involvement in the reform process is necessary. Inter-group and intra-group differences in culture and socio-economic backgrounds, the needs of women, and inter-generational conflicts must all be considered. Specific services needing attention include education, information dissemination, counselling and community services. Recommendations are made about the levels and modes of service delivery, where commitment to equality is important.

SOCIAL POLICY, RESEARCH ISSUES, IMMIGRANTS, WOMEN, WELFARE, NON-GOVERNMENT WELFARE ORGANISATION, UNIONS

JAMROZIK, Adam (ed.), **Social Security and Family Welfare: Directions and Options Ahead**, (Proceedings of SWRC Seminar, held in Adelaide, 4 July 1986), July 1986, 140 pp. R&P No. 61.

This Report contains the proceedings of the first public seminar held by the Social Welfare Research Centre outside of Sydney. The respective roles of the Commonwealth and State Governments in the provision of social security and social welfare are examined from a range of perspectives.

John CORNWALL, Minister for Health and Welfare, Government of South Australia: Opening Address.

The Minister outlined the responsibilities of State and Commonwealth governments, pointing to the potential role for Local Government in the provision of human services. Changing requirements result from an increase in poverty (after accounting for housing costs), the increase in proportion of children in poor families and the growing debt load in the population. South Australia has moved to alleviate hardship in housing, child maintenance and financial counselling. Recommendations for a strategy to improve social justice include a suggestion for closer cooperation of the welfare and health services.

Adam JAMROZIK: 'Social security and the social wage: priorities and options in social policy.'

This paper examines the 'challenge' to the welfare state, and addresses the issue of inequality. While the political system may be based on principles of equality, our capitalist economic system is not compatible with the principles of the welfare state. Changes in Australian society between 1966 and 1985 brought changes in consumption patterns, in social security provisions, employment patterns, and an increase in inequality. The government has attempted to redress the inequality but there are constraints on the formulation of equitable social policies which are inherent in the pervasive capitalist ethos. The paper suggests measures in taxation policy and social security which could lead to greater access to social resources for low income families, but research into the nature of wealth is necessary before we can understand and alleviate poverty.

Peter WHITEFORD: 'Similarity and difference: a comparative approach to family income support.'

Alternative approaches to family income support are discussed in the context of changing family situations and the increased probability of children living in sole parent families. The paper concentrates on the principles underlying policies in a number of countries and illustrates 'the range of mechanisms available to meet different goals'. It describes the current Australian system of income security for families, discussing the goals of the programs and presenting criticisms raised in relation to inadequacy, labour force participation of women and incentives to work. The difficulties involved in making international comparisons are noted before similarities and differences are highlighted. The author identifies themes in policy alternatives related to changing the balance between private and public spheres, the need to take into consideration all aspects of public support - taxation and occupational benefits as well as social security provisions, and finally the adequacy of current programs. Greater support would require a commitment of new resources.

Tania SWEENEY: 'The meaning of change in child welfare.'

Changes in child and family welfare systems are examined here. Whereas in the 1960s family problems were seen in individual terms, they were later located in community disorganisation caused by rapid social change; lately there has been a return to an individual/family pathology approach. Over the period 1966-86 Commonwealth-State responsibilities have also changed; in the 1970s the Commonwealth began funding community and family programs but the emphasis has returned to 'welfare' which is a State responsibility. The author describes a study being carried out at the Social Welfare Research Centre and draws some conclusions from the findings. The child welfare system has not changed its aims or functions, although forms of service provision have. Child care for the middle classes and child welfare for the poor remain. A policy approach which regarded child care as a system of social parenthood where the care of children is shared between parents, the community and the state would be more developmentally beneficial for children.

Peter TRAVERS: 'Losing ground or gaining ground? Measuring the outcomes of welfare state provision.'

Criticism of the welfare state has been levelled at rising costs, inappropriate targeting of benefits and the long-term detrimental effects of some short-term benefits. This paper suggests some lines of research necessary to test the proposition that 'the welfare state actually causes the problems it seeks to solve'. It argues that some situations which have been explained in terms of the effects of welfare state provisions are in fact the result of other forces. Research should include the examination of more factors than income alone and comparative studies are necessary to test the effect of specific changes. Two major advances in research in Australia have already contributed to the debate - Harding's work on the redistributive impact of taxation and welfare expenditure, and other research (Gruen, EPAC and SWPS) on the decomposition of government expenditure. The paper describes a Swedish research program and lists the areas covered in their surveys. Such research here could add rigour to the argument.

Frank ALTHUIZEN: 'Social welfare: whose responsibility?'

The issue of Commonwealth/State responsibilities is the subject of this paper which examines 'the form of debate used in negotiating between these parties, and how effective it is in ensuring better welfare services'. There is an assumption that there are clear differences in responsibility for social welfare between the two, but 'we may be asking the wrong questions in trying to define exclusive responsibilities'. Three examples demonstrate the argument: eligibility for unemployment benefits for under 16 year olds, emergency relief and State concessions. What is required is the recognition that there is 'a capacity to make complementary contributions, reflecting a shared and increasingly overlapping responsibility'. The paper looks at the proposed merger of the South Australian Department of Community Welfare with the Health Commission to explore the relationship of universal and residual services. Solutions to welfare problems for the powerless - largely women and children - require contributions from all who have power: field workers, administrators, and researchers.

SOCIAL POLICY, RESEARCH ISSUES, FAMILIES, CHILDREN'S SERVICES, INCOME SUPPORT, WELFARE

CARTER, Jan, **In Debt and Out of Work**, August 1986, 39 pp.

R&P No. 62.

The project upon which this publication reports was designed as a preliminary exploration of the connection between unemployment and debt. It examined the range and type of debt patterns, the duration of the debt and the unemployment, the personal, family and social consequences of debt for unemployed debtors, and some of the political responses. In an introduction to the study there is a brief account of findings from other researchers in the field and a short discussion of the relationship of credit to debt.

The sample of 160 persons for the study was selected from people visiting a particular regional office of the Department of Social Security and includes short and long term unemployment beneficiaries. The methodology and its limitations are described.

The average debt across the group was \$737.00; 44 per cent of the sample said they were in debt and the average in this group was \$1,684.00, with a very wide range, (the average consumers credit net debt per head of population is \$1,315.00). Results are reported for both recently unemployed people and long-term unemployed. Examples are given for long-term and short term debts. Housing, power and transport hire purchase formed the highest proportions of debts. Debtors sought help from a variety of sources. Characteristics associated with debt are being under 30, living communally with others on benefits, not having part time work or savings, having negative attitudes to the adequacy of the benefits as well as being unemployed for long periods.

In a discussion of the results the author comments particularly on the low takeup of financial counselling services, and the possibility of low interest loans for persons on low incomes. Areas which have been inadequately researched are indicated and a suggestion made for a research project which would be prospective rather than retrospective.

INCOME SUPPORT, POVERTY, UNEMPLOYMENT

STEWART Don, **Workers' Compensation and Social Security: An Overview**,
November 1986, 179 pp. R&P No. 63.

This overview of workers' compensation in Australia identifies a diversity of legislative and administrative arrangements. The aim of the Report is to describe existing provisions, draw out issues involved and point to problem areas, rather than to reach conclusions and make recommendations. In the introduction the compensation framework is defined and the use of terms found in the legislation is explained. Systems of compensation are based either on civil or common law actions, on legislative compensation schemes or on an administrative basis or combinations of these. Sources of funds to pay compensation are also diverse. The chapter introduces the concepts of entitlements and obligations as provided in legislation and places the issue of workers' compensation in the wider context of income maintenance. Chapter 2 outlines the history of compensation in Britain and Germany and describes Australian adaptations, including the evolution of current definitions of who is an employee and the extent of coverage. Changes in the relationship of workers' compensation and the social welfare system are traced.

Current legislation in Australia and the States, including the main features of common law, statutory and no-fault administrative schemes are described. Compensatory payments and 'lump sum' are discussed along with the outcomes of the compensation process. The author argues that the 'outcome of any particular case is dependent upon factors other than the objective application of universal and impartial criteria, and that these factors may subsequently prejudice the success of any one particular claimant, or class of claimants'. These factors operate particularly in the case of immigrant workers whose situation is the subject of a separate chapter which looks at common beliefs and empirical evidence relating to migrant workers.

The first stage in the compensation process is occupational health and safety. It is discussed with reference to the work environment, responses in legislation and major areas of concern. The final chapter of the Report examines the relationship of workers' compensation to income security taking into consideration the extent of compensation coverage, the relationship with Social Security and eligibility for payments, showing that the Federal Government has provided a considerable degree of subsidy to State workers' compensation schemes.

Statistical data are necessary for the development of accident compensation schemes and their collection is discussed in chapter 3. The inadequacy of the data and some gaps are identified. The Report includes, as appendices, some statistics available about compensation. Throughout the Report areas are indicated where further research will provide additional insight.

DISABLED PERSONS, INCOME SUPPORT, WORKERS' COMPENSATION

REPRINTS

GRAYCAR, Adam, 'Experimentation and the Welfare State', **Social Policy and Administration**, 14(3) Autumn 1980, 21pp. **Reprint No. 1.**

A society which is concerned with the minimisation of inequality, and not only with ensuring adequate standards of living 'can be described as a state which is moving beyond the traditional welfare state to a state of social development'. This paper argues that different types of experimentation are appropriate for different goals: 'systematic' or non-structured experimentation is used by conservative governments for purposes of welfare capitalism and 'efficiency' while 'random' or non-structural experimentation is funded by governments interested in social development goals. The paper reviews some concepts of the welfare state and social goals then describes some experiments of the 1970s, notably the Australian Assistance Plan with its 'lets try something new' approach. The role of the researcher/evaluator is important in this kind of experimentation but problems of evaluation will remain. The author argues that researchers must nevertheless try to move 'the scope of experimentation from the predetermined to the innovative'.

This reprint includes an article by Adam JAMROZIK, 'Social experimentation: how relevant is it today?', which explores the reluctance of government to engage in social experimentation and argues that it is impossible for any government in modern industrial society to be non-interventionist in the economy. The paper examines the material and human investment involved and the value of social experimentation.

SOCIAL POLICY, RESEARCH ISSUES

CASS, Bettina and PEDLER, Kris, 'Where are they hiding the unemployed?', **Australian Social Welfare, Impact**, 10 (5 & 6), November 1980, 17-22, **Reprint No. 2.**

Statistics on unemployment obscure the actual dimensions and extent of joblessness as it is experienced in families and by individuals. The unemployed are becoming more concentrated within certain working class families in terms of duration and distribution. Women and youth, because of their financial dependence, place a burden on their families. Differential unemployment rates are shown for all unemployment beneficiaries by gender, by duration of benefits and time since previous claim. Statistics are given for youths returning to educational institutions, women who have not entered, or have withdrawn from, the workforce, part-time workers who want full-time jobs, particularly women, and people who have had enforced early retirement. These groups constitute the vast area of hidden unemployment. Other statistics show the concentration of unemployment geographically, and in families which have class related disadvantages in the labour market. The non-entitlement of spouses to unemployment benefit when their husbands are employed (or on benefit) and the reduced rates of entitlement of young single people, mean that certain families are severely disadvantaged.

UNEMPLOYMENT

CASS, Bettina, 'Housing and the family', **Home Ownership in Australia: A Perspective for Future Policies, Seminar Proceedings**, Canberra, 19-2 November 1980, 14 pp. **Reprint No. 3.**

This paper examines the categories of 'home-owner', 'tenant' and 'the family' in relation to Australian post-war housing policies which have favoured the 'owner-occupier' over the tenant. Commonwealth policies, public housing programs, including housing for women (and women headed households) and youth, family life cycle and labour market conditions are each considered here. The author concludes that low-income families renting in the private market are denied access to the 'great Australian dream', but if they do gain access to owner-occupation they are disadvantaged by the cost of high mortgage repayments in relation to income especially in the vulnerable period of family formation. The men in these families have long and expensive journeys to work, the women have reduced access to the labour market and established social networks and the children are disadvantaged in relation to their future chances in the labour market. Key points which require attention are identified.

FAMILIES, HOUSING

HORN, R.V., 'Social indicators: meaning, methods and applications', **International Journal of Social Economics**, 7(8), 1980, 421-60. **Reprint No. 4.**

The introduction to this paper places the concept of 'social indicators' in the context of the social sciences, and describes the origins and history of the social indicator movement. In exploring the nature of indicators the author describes them as 'statistics that reflect the human condition and help us to understand it and to plan for social change'. They function as 'keys to concepts, media of reporting, signposts of change, codes to systems and guidelines to policy', and are oriented towards goals within the full range of societal activities. 'They are based on objective criteria and on subjective perceptions of adequacy and quality of life.' Standard statistical methods of data collection, presentation and analysis apply to their use and they are subject to the general restrictions inherent in statistical practice. The OECD Social Indicator Program provides a list of social concerns and then specifies indicators to be measured; other socio-statistical systems include a data base, with prescription for collection, and then derive indicators from the available data. Both models are discussed. Some major developments in welfare and socio-economic progress which rely on social indicators for their planning are described. Social indicators have become an important research tool but their usefulness depends on an understanding of their purpose and on their intelligent application.

RESEARCH ISSUES

CASS, Bettina, KEENS, Carol and MOLLER, Jerry, 'Family Policy Halloween, Family Allowances: Trick or Treat?', **The Australian Quarterly**, 53(1), Autumn 1981, 56-72, **Reprint No. 5.**

The treatment of dependent children under tax and welfare systems in Australia between 1975 and 1980 has changed with family policies over the same period. 'The political history, impact and implications of the Family Allowance Scheme (as a specific example of a Family Policy in the welfare arena) is contrasted with the political history and impact of the Dependent Spouse Rebate, a family policy instrument which provides benefits through the fiscal system.' The paper includes discussion of the treatment of family units in the tax and welfare systems of the OECD countries. In Australia, analysis of the changes indicate that the 'gains made initially in terms of redistribution to low income women, particularly welfare beneficiaries, were eroded under the combined impact of the failure to index the allowance and the redirection of government expenditure from the public to the private sector'. In addition the poverty of children in some families 'was not mitigated and was probably exacerbated, as a result of the total mix of governmental policies in the 1975-1980 period'.

FAMILIES, INCOME SUPPORT

GRAYCAR, Adam, 'Review article: Australia's Social Wage', **Social Policy and Administration**, 15(1) Spring 1981, 78-82. **Reprint No. 6.**

The books reviewed in this article 'describe, and at times try to explain, Australian social expenditure during the recent boom and bust'. The two volumes edited by R.B. SCOTTON and Helen FERBER, **Public Expenditure and Social Policy in Australia**, Longman, Vol. 1, 1979, 307pp and Vol. 2, 1980, 408pp. are collections which 'probe the weaknesses of Australian social policy from 1972-78' while the book by Patricia TULLOCH, **Poor Policies: Australian Income Security 1972-77**, Croom Helm, 1979, 240pp. provides 'an analysis of why the Australian welfare state is going (and can only go) nowhere'. The former volumes present an economic view of the situation while Tulloch presents a more sociological 'drift'.

SOCIAL POLICY

GRAYCAR, Adam, 'Ageing in Australia: a pointer to political dilemmas',
The **Australian Quarterly**, 53(3) Spring 1981, 280-300, **Reprint No. 7.**

This paper summarises R&P No. 5 by Adam GRAYCAR and David KINNEAR. It presents a profile of the aged population in Australia and predicts population and dependency patterns in the future. Data are presented on income and labour force participation of the aged. The author considers the political strength of the elderly and the lobby groups associated with them. He concludes that provision to limit dependency is an important issue and there is need to develop not only appropriate measures but 'a philosophy which can respond to the mantle of disadvantage and dependency which could envelop Australia's elderly population'.

ELDERLY

CASS, Bettina, 'Wages, women and children', in Ronald F. HENDERSON
(ed.), **The Welfare Stakes: Strategies for Australian Social Policy**,
Institute of Applied Economic and Social Research, University of
Melbourne, 1981, 45-83. **Reprint No. 8.**

The chapter aims to trace 'the changing social definition and social construction of two types of dependency in Australia since World War II and, more particularly, since 1971; the dependency of children and of adolescents, and the dependency of women as wives and, more particularly, as mothers'. It is also concerned with the demographic, economic and political conditions related to 'family policy' in the late 1970s and speculates on some implications of an emphasis on family-directed policies in a period of government containment of public (especially welfare) expenditure. There are sections on child endowment, family allowances as social welfare, families in tax and welfare policy in OECD countries, the Australian experience of wage fixation and public expenditure on social services and income support. The author concludes that cash transfers to mothers of dependent children, once part of the wage system and subject to advocacy in industrial tribunals, have been transferred to the political/administrative arena and will 'require organised advocacy, support and scrutiny in the political arena if they are to be safeguarded from erosion and co-option'.

The reprint includes a **Commentary** by David GREEN who draws attention to the complex relationship between family policy and dependency, embracing the spectrum of social as well as economic relationships in the family. The Welfare State plays a role in structuring these relationships.

SOCIAL POLICY, FAMILIES, WOMEN

GRAYCAR, Adam, 'Social and political constraints', in Ronald F. HENDERSON (ed.), **The Welfare Stakes: Strategies for Australian Social Policy**, Institute of Applied Economic and Social Research, University of Melbourne, 1981, 106-146. **Reprint No. 9.**

This chapter assumes that the 1980s will be 'a decade of declining economic growth, steady or declining public resources and increased demands on those resources'. Inequality will increase and the conditions of certain population groups, the most vulnerable, 'with insufficient income, services and power by virtue of their disabilities, isolation, ethnicity and lack of life chances - will need humane attention'. The search for a consensus to ensure protection for the weak must involve an understanding of Australian social structures and an assessment of economic capacity. The chapter explores group approaches to reaching consensus and examines the strategies which might be employed by groups concerned with youth, older people, women, young children, families and other special groups. the role of lobby groups in this process is discussed, as well as that of government and of academic researchers.

The reprint includes a **Commentary** by R.G. BROWN who considers the validity of the assumptions on which Australian social policy has rested, the emergence of possible new assumptions, the content for policy-making so created as well as possible new policy directions. He suggests the need for welfare in a different, wider perspective.

SOCIAL POLICY

GRAYCAR, Adam and SILVER, Wendy, 'Funding agencies', **Australian Social Welfare-Impact**, 12(7) March 1982, 29-32. **Reprint No. 10.**

A study undertaken in 1981 to determine how certain non-government welfare organisations were funded, looked at fourteen organisations providing services to disabled people in Perth. The sources of their funds are tabulated and the motives of the funding bodies discussed. The adequacy of funding is considered. The ability of organisations to meet the needs of their clients or to embark on a new mode of service provision is touched upon. General discussion includes an examination of how government grants are made, accountability both financial and in terms of the quality of services. Evaluation is largely self-evaluation, but could be more rigorous. Organisations with costly capital infrastructures cannot be abandoned; the government is locked into continuing funding. 'In short, it could be argued that while government gets \$21 million worth of services for \$11 million it has negligible program control.' The outcomes are not necessarily 'the most appropriate for disabled people in Australia in the 1980's'.

This paper is based on the study reported upon in R&P No. 17.

NON-GOVERNMENT WELFARE ORGANISATIONS

WEBSTER, Ian, 'What are the needs of the community?', **Priorities in Health Care, University of New South Wales Occasional Papers No. 7, 1982, 6-8.** **Reprint No. 11.**

Institutional health services in Australia, compared with other countries, are more than adequate. However inquiries in the last decade into the needs of particular population groups such as aged person's, handicapped persons, migrants, Aborigines, mentally ill persons, the poor and the homeless, have each recommended 'the provision of community based services and criticised our dependency on institutional services'. Data is presented here from the Australian Health Survey, 1977-78 as a basis of discussion of issues related to determination of community need, the quality of life, illness, health experience and actions and inequalities in health. The author concludes that the 'provision of personal health services does not fit appropriately to the social and occupational patterns of risk'.

SOCIAL POLICY, HEALTH

GRAYCAR, Adam, 'Health and social policy', **Priorities in Health Care, University of New South Wales Occasional Papers No. 7, 1982, 9-11,** **Reprint No. 11.**

'Problems in health care planning and delivery are part of the political economy of all modern industrial nations.... .' 'Social policy is about interventionist activities which attempt to alter life chances.' This paper relates these issues with particular attention to allocation of resources and choice. Data presented about illness, especially chronic illness, 'indicate that a significant part of our health care system is, and must be, devoted not to curing illness but to caring for people...' The author also points to the link between poverty and illness. 'The final outcomes in health care will be determined not technically, but politically'.

SOCIAL POLICY, HEALTH

SWEENEY, Tania, 'Review article: Studies of childhood and children's services', **Australian and New Zealand Journal of Sociology**, 17(2), July 1981, 85-9. Reprint No. 12.

The three books reviewed here fill 'some of the gaps in the paucity of material available on children (especially pre-school children) and their place in Australian society'. **Children and Families in Australia, Contemporary issues and Problems** by Ailsa BURNS, Jacqueline GOODNOW, Richard CHISHOLM and John MURRAY, George Allen and Unwin, Sydney, 1979, 'may be regarded as taking a psycho-social approach', **Early Childhood Education and Care in Australia**, Peter LANGFORD and Patricia SEBASTIAN (eds.), Australian International Press and Publications, Melbourne, 1979, takes an educational approach while **Children Australia**, R.G. BROWN (ed.), George Allen and Unwin, Sydney in association with the Morialta Trust of South Australia, 1980, takes 'a multi-disciplined approach to service provision'. The reviewer draws attention to particularly useful chapters, notably those on child abuse and child welfare legislation in the first, a contribution by Spearitt which encompasses the political nature of child care in the second and 'a superb analysis of some current financial and service provisions which bear directly on the existing and potential quality of life experienced by Australian children' contributed by Saunders to the third book. She also points to omissions from all three and suggests the need to 'address the changing nature of Australian childhood and how the political and social system is measuring up to the demands placed upon it'.

CHILDREN'S SERVICES

GRAYCAR, Adam and SILVER, Wendy, 'Agencies, services and government funding', **Australian Rehabilitation Review**, 6(3), 1982, 48-53. Reprint No. 13.

The survey conducted by the Australian Bureau of Statistics in 1981 provided for the first time, information about the incidence of disability and handicap in the Australian population, and about living arrangements for those involved. Of the 1.26 million handicapped Australians, 1.1 million (or 91 per cent) are living in households in the community. While much support for these people comes from informal sources, governments (local, State and Commonwealth) also have a role to play. In addition, governments subsidise a number of statutory 'voluntary' non-government welfare organisations (NGWOs) to provide a range of services to disabled or handicapped people. It is the role of these bodies which is the subject of this paper, which is based on a study carried out through the Social Welfare Research Centre and reported upon in R&P No. 17. Arguments for governmental policy support for these voluntary agencies relate to cost effectiveness and to the personal involvement of 'caring and highly committed people', likely to respond to the needs of clients and therefore be more innovative than government. The authors examine these arguments and finds that 'the present funding arrangements do little to ensure that the services provided by NGWOs for disabled people will be the best possible response to their current needs'.

NON-GOVERNMENT WELFARE ORGANISATIONS

CASS, Bettina, 'Taxation and social policy', **Taxation Reform:**
University of New South Wales Occasional Papers No. 8, 1983, 14-17.
Reprint No. 14.

Taxation is generally understood to be the raising of government revenue to finance public expenditure, while social welfare is seen as the disbursement of cash transfers and other social services. This paper argues that the separation is misleading and that one of the major purposes of the tax system has been to alter the distribution of income according to principles of horizontal and vertical equity. However, recent analysis has shown that the tax burden has shifted, since 1976, from those who derive income from property and business towards wage and salary earners. Tax avoidance and evasion have added to the subversion of the progressive intention of the tax system. Officially sanctioned exemptions from the tax base also confer selective benefits on certain categories of tax payers. Fiscal welfare and fringe benefits are examined to show their regressive impact. Superannuation tax concessions benefit high income-earners who receive, in effect, public expenditure support for their savings for retirement while other measures operate to keep incomes relatively low for retired people whose pay did not provide for retirement benefits. Home owners also benefit selectively from some tax measures. The paper examines the 'poverty trap' which results from the overlap of tax and social security policies for low-income recipients. Measures to redress the situation are suggested.

SOCIAL POLICY, FISCAL WELFARE, TAXATION

WYNDHAM, Diana, 'Why study working mothers and ignore working fathers?:
 The impact of parental employment on children', **The Australian**
Quarterly, 55 (1), Autumn 1983, 33-41 with footnotes and references.
Reprint No. 15.

Against a background of changing family patterns, this article 'examines some of the ways in which parental employment (or unemployment) can affect the health and development of children'. The causes and consequences of ignoring the part played by fathers in this interaction are considered. The article reviews some literature on work and family studies, commenting on the 'separate, non-overlapping sociologies of work, leisure, family and childhood'. The limitations of research are discussed and the author points to omissions made even when some interactions are investigated. Prejudice and identified weaknesses in methodology contribute to the unsatisfactory nature of the research and recommendations made by researchers.

The last sections of the paper examine some of the economic and health aspects of the impact of work on families. These include occupational mortality and ill health, infant mortality, birth deformities, the effects of work hazards, and unsuitable housing environments. The author concludes that it is not safe, secure, well-paid employment of either parent which harms children but unsafe, insecure and poorly-paid work or unemployment of parents which pose the major threat.

RESEARCH ISSUES, FAMILIES, HEALTH

JAMROZIK, Adam, 'Evaluation in welfare: specific means for uncertain ends', **Developments in Australian Evaluation Research and Practice**, Proceedings of the First National Evaluation Conference, August 1982, 283-325. **Reprint No. 16.**

'Evaluation in social welfare presents certain methodological problems not usually encountered in other fields of social activity.' The focus of this paper is on some of these problems rather than on methods of evaluation. The nature of welfare and welfare goals are difficult to define so that methods of evaluation used in other fields, which involve attempts to quantify, are not necessarily appropriate for welfare services where processes and goals are largely qualitative. Arguments for and against evaluation are presented and the meaning of evaluation in social research is discussed. Special issues which arise in the evaluation of welfare services relate to choice of criteria and the definition of the goal, the focus of attention (on service providers, recipients, values held by providers and the interaction between them, for instance), and interpretation of statistics. 'However, difficulties encountered in evaluation of welfare activities should not be used as a reason for resisting evaluation.' Methods must be matched to the problems and not be adopted from other fields. Political and ethical issues must also be considered. The reprint includes appendices which are excerpts from studies demonstrating the use of census data as a social indicator and how a program in progress can be evaluated.

RESEARCH ISSUES, EVALUATION

MOLLER, Jerry and GRAYCAR, Adam, 'An eye for evaluation', **Administration in Social Work**, 7(2) Summer 1983, 69-77. **Reprint No.17.**

Program and policy evaluation is a growth industry in social welfare. While evaluation should be an integral part of any program, the results of evaluative studies take on a political rather than scientific flavour. This paper deals with some problems which arise when concepts of evaluation which are undertaken for management and planning purposes and for financial accountability are related to the social worker-client relationship. It is argued that measurement at any one level is only a small part of the evaluative process which encompasses a large number of interacting factors. Diagrams indicate the complexity of these interactions between agency policy, federal and/or state policy, management, service delivery and the impact on the individual client. The paper suggests ways of including all these elements in the evaluation yet concentrating on parts of the programs and services which are seen as critical and open to change. While this 'vertical' approach may cut across professional and organisational boundaries it allows the evaluation to identify conflicts and constraints which are important in understanding ultimate delivery patterns, whereas a 'horizontal' approach, evaluating a particular level of the system which can be easily 'measured', may not be able to apportion the accountability to the relevant part of the system as a whole.

RESEARCH ISSUES, EVALUATION

GRAYCAR, Adam, 'Informal, voluntary and statutory services: the complex relationship', **The British Journal of Social Work**, 13(4) August 1983, 379-93. **Reprint No. 18.**

Changes in the age structure and dependency patterns in the population are posing new issues for workers in social welfare. The need for social care is expanding and intervention must be carefully structured to social goals. Current services are either informal (provided by families and social networks) or formal. Formal services may be provided either by statutory or non-statutory (voluntary) sources. The paper argues that these are all necessary and complementary in spite of debates involving calls for cuts in expenditure, privatisation, an increase in voluntarism, and a 'family policy', all of which would mean a move towards more informal care. Data demonstrates the limited potential for increased family care, though most care is currently provided in this way. The structure of formal services and the calls for privatisation and increased voluntarism are discussed. The author argues that families may have the willingness, but not the capacity to provide the high level of care required by dependent relatives, and the voluntary sector is too diffuse to plan, develop and deliver the bulk of services. Greater state intervention will therefore be necessary both in the provision of services and support of caring families.

SOCIAL POLICY, ELDERLY, FAMILIES, NON-GOVERNMENT WELFARE ORGANISATIONS

HARRISON, Jo, 'Women and ageing: experience and implications', **Ageing and Society**, 3(2), July 1983, 209-35. **Reprint No. 19.**

'A feminist analysis of the experiences of elderly Australian women is explored through sixteen biographical accounts.' Demographic considerations show the increasing proportion of females among the elderly, often living alone. A review of theories of ageing show that few studies have looked at the aged with specific reference to women. 'This paper argues that the limited amount of study which has been conducted regarding elderly women serves by itself the adoption and reinforcement of a set of stereotypical assumptions which regard ageing, particularly for women, in negative terms.' Using material gathered in interviews, the paper examines the extent to which these negative images are adopted in reality. The stereotypes are divided into categories of social, physical and mental capacities. The degree of power or powerlessness which the women experienced in their own lives is related to the degree to which they fall into stereotypical categories, though 'personal power, in itself, does little to alter the ideology which denies elderly women social, economic and political power'. Ageing compounds the cultural oppression which women experience as a result of gender-based role expectations but studies which 'move beyond reliance on and perpetuation of negative images' may begin to challenge the stereotypes.

ELDERLY, WOMEN

CASS, Bettina, 'Poverty and children: the effects of the recession 1974-1983', **Social Alternatives, Australian Social Welfare: Impact and New Doctor**, Joint Issue September/October 1983, 13-18. **Reprint No.20.**

'A study of children's poverty in the period of economic recession 1974-1983 must be placed in the context of the major family policies and labour market processes which have affected families' access to income and resources in this period.' The provision for the costs of child-rearing is an individual parental responsibility and government policies in the areas of cash transfers for dependent children and services for pre-school children have not been generous. This paper concentrates on 'income deprivation and on the position of children who share their parents' inadequate income', though pointing to other factors contributing to that position. It presents data on dependent children in poor income units, employment status of families with dependent children and income units with incomes below the Henderson poverty line, all of which indicate an increase in children's poverty over the study period. The political and economic causes of this increase are seen to be increases in unemployment, an increase in single-parent families who are excluded from the labour market, an increase in tax liability borne disproportionately by low-income, two parent families where both parents are employed, increasing housing costs and decreasing public expenditure on universal child support. The paper concludes with policy recommendations.

FAMILIES, INCOME SUPPORT, LABOUR MARKET, POVERTY

KEENS, Carol, HARRISON, Jo and GRAYCAR, Adam, 'Ageing and community care', **Social Alternatives, Australian Social Welfare: Impact and New Doctor**, Joint Issue September/October 1983, 23-8. **Reprint No.21.**

Barriers to independent living for elderly people tend to be seen as health-related, but their needs are also social and economic. They are sometimes institutionalised for reasons other than physical disability, such as lack of social support or inadequate housing. Even for those whose needs are caused by ill-health, institutionalisation can be avoided if home help (nursing and household repairs for instance) is available. The paper describes some examples of home care: the provision of home help in New South Wales through a welfare auspice and in South Australia through a health auspice. The recommendations of the McLeay report are discussed. The authors argue that 'target groups need to be seen in a wider perspective' and that services must have a preventive and rehabilitative role as well as catering for the sick elderly. Cost considerations should not be the major focus in providing a continuum of care including home help, home nursing and institutional care. Not providing this continuum will result in increased costs which will certainly be felt by government (who in the long term will bear the extra costs of increased dependency of those elderly people who with home support could have been independent). More importantly costs will be borne by families and women who cope with the inadequacy of services and lack of alternatives. Costs will ultimately be felt by the elderly themselves, who may experience neglect and the unnecessary increase in their dependency.

ELDERLY, HOME SERVICES

KINNEAR, David and GRAYCAR, Adam, 'Ageing and family dependency',
Australian Journal of Social Issues, 19(1) 1984, 13-26. Reprint No. 22.

As Australia's population grows older, the number of 'dependent' people increases. A number of complex issues arise in regard to resource allocation for income support and service provision. Service issues for policy makers involve consideration of the best mix of statutory and non-statutory, formal and informal services, to improve the quality of life for elderly people, whether suffering from chronic illness or not, in a variety of living situations. It is argued that 'family care is well entrenched within the framework of social care, and that the solution of community care, posited in relation to the rising levels of chronic illness and dependency within the elderly population, is actually an attempt to place more responsibility of care on to the family. It is further suggested that family care is, in fact, care by women who themselves are in a state of dependency. Citing evidence from a study conducted by the authors, the paper argues that family care imposes heavy burdens upon women and families and suggests that social policy should, firstly, actively bolster family care through the provision of supportive and supplementary services; and secondly, broaden its intent by exploring other options of care for elderly people'. Without the latter response, family care will reinforce the dependent status of women.

SOCIAL POLICY, ELDERLY, WOMEN, WELFARE

GRAYCAR, Adam and HARRISON, Jo, 'Ageing populations and social care:
 policy issues', **Australian Journal on Ageing**, 3(2) May 1984, 3-9.
 Reprint No. 23.

Official policy statements and parliamentary recommendations are re-emphasizing the importance of community care for elderly people. This paper examines questions of responsibility in the light both of demographic changes and the increases in dependency amongst the elderly in Australia. Definitional questions are raised in relation to the concept of community. The distinction between care *in* and *by* the community is probed in relation to evidence concerning the role of women in the provision of care. The responsibilities for provision which exist at the statutory, commercial, voluntary and informal levels are outlined. Allocation of fiscal resources to home support services is detailed and policy considerations which arise from this analysis are proposed. These include the need for continuation of substantial public funding, clarity of service objectives, diversity and expansion of types of services, recognition of the importance of non-professional personnel, especially women in families, consideration of the status and working conditions of service providers and carers and the availability of training for them, consideration of the structure and functioning of assessment teams, consideration of the capacity of families, and the needs of the isolated elderly. The appropriate level of support by Commonwealth, State or local government provisions along with the role of non-government bodies must also be considered. The assumptions which underpin policy involve women carers assuming traditional roles and responsibilities, and thus bearing, predominantly, the high costs of the community care recommended in the policy statements.

SOCIAL POLICY, ELDERLY, WOMEN

GRAYCAR, Adam, 'Non-Government welfare organisations in Australia: preliminary results from a national sample survey', **Journal of Voluntary Action Research**, 13(3) July-September, 1984, 44-52.

Reprint No. 24.

Government expenditure on social security and social welfare in Australia has been growing; a substantial amount goes to non-government welfare organisations (NGWOs) who serve populations in need. 'The NGWOs are not wholly dependent on government funds, but without these funds their activities would be grossly diminished.' At the same time, government relies on NGWOs for certain service provisions, resulting in 'an uneasy partnership'. This paper reports some results from a national sample survey, carried out within the Social Welfare Research Centre (and reported upon in more detail in R&P No's. 17, 25, 28, & 51). NGWOs are described in terms of their function, income level and sources of income including government funding. The policy role of government in the activities of the organisations is briefly explored. The largest single function performed by NGWOs (14.5 per cent of NGWOs in Australia) is that of providing accommodation and organisations in this category have the largest budgets. The second largest group is involved in collective action such as advocacy for group rights, public education or self-help; they are among the poorest NGWOs. The paper suggests some questions for analysis related to the distinction between statutory and non-statutory activities, privatisation and the relative roles of NGWOs and government in welfare activities.

NON-GOVERNMENT WELFARE ORGANISATIONS

LEEDS, Marilyn 'Dependent wives: can we improve their income security in old age?', **Australian Journal on Ageing**, 3(4) November 1984, 17-25.

Reprint No. 25.

Dependent wives are those women whose income sources are their husbands. They are usually not employed, or if they are, earn very little. The value of their work is unrecognised and unpaid. They place themselves in a precarious situation in old age. The extent of women's dependence is estimated from data on labour force participation and census figures on age and income and marital status; some projections of population indicate the dimensions of the problem. The current retirement income system for dependent wives is examined. The financial position of dependent wives is related to their unpaid labour in child care, care of disabled or elderly relatives, voluntary work and provision of household services which in other household types may be bought. Part-time work provides insufficient money for the accumulation of savings. Even when husbands share income and financial resources, little income-earning property passes to surviving wives. Lump sums received from superannuation schemes yield small amounts to provide income when invested. Some solutions for dependent wives income in old age are explored. These may be related to improvements in the current pensions and associated benefits; the notion of 'joint property' is explained. The position of dependent wives under a mooted national superannuation scheme is discussed with a suggestion that contributions be paid by the major beneficiaries of women's labour (husbands and employers and the state itself). Long term solutions to the problem require community concern.

ELDERLY, WOMEN, INCOME SUPPORT

GRAYCAR, Adam, 'Role and effectiveness of voluntary agencies in aged care', **Today as a Foundation for Tomorrow**, Proceedings of the Uniting Church National Aged Care Conference, August 1984, 2-5. **Reprint No. 26.**

The population of Australia is ageing slowly; the age distribution of the elderly is changing. Whilst most elderly people live alone or with families, even when chronically ill, Commonwealth expenditure is heavily committed to the proportion who live in institutions. This mismatch between funding for institutional care and home support is discussed, with the issues involved in ensuring a strong formal home support system rather than an inequitable informal system. Four major delivery systems can respond to the needs of the elderly - the statutory system, the commercial system, the informal system of family and friends and the non-government welfare (or voluntary) system. This paper explores the role of non-government organisations in this mix of service providers. Using data from a study carried out within the Social Welfare Research Centre, it describes the current situation and relates the roles undertaken by the organisations to the needs of the elderly and the requirements of government. The paper argues for a greater involvement of government in planning, with that involvement being concentrated in one co-ordinating Commonwealth unit rather than the four departments now concerned. It also calls for regional registers of services and standing consultative arrangements for service providers, government and consumer representatives.

ELDERLY, NON-GOVERNMENT WELFARE ORGANISATIONS

GRAYCAR, Adam, 'Accommodation options for the elderly', **Planning for Care in an Ageing Australia**, (Proceedings of Anglican Retirement Villages Jubilee Seminar), October 1984, 17pp. **Reprint No. 27.**

Demographic changes in the Australian population have led to increases in the numbers of elderly people who will require some help with appropriate living arrangements. Most elderly people, including those with handicaps, live in private residences. The most vulnerable group are those elderly people living alone in private rented accommodation; most of these are women. Elderly people can be assisted to live in their homes with some assistance. Institutional care, (the focus of government expenditure), is required for a smaller proportion of the population especially for those suffering from dementia. Issues discussed here relate to equity, affordability, provision auspices, funding, and patients' rights. The systems which deliver services to elderly people are categorised. Research indicates a trend towards greater use of the formal care systems, with less dependence on families. It is thus necessary to identify problems, determine the most appropriate instruments of intervention and the most appropriate point of intervention. The statutory, commercial, voluntary and informal systems of care are inter-related and the mix of these systems are open for negotiation and rearrangement. The Reprint includes a series of tables presenting demographic data, prepared by Chris ROSSITER and a summary of recommendations from **Home Life: A Code of Practice for Residential Care** prepared by the CENTRE FOR POLICY ON AGEING, London.

ELDERLY, HOUSING

BRADBURY, Bruce, ROSSITER, Chris and VIPOND, Joan, 'Housing costs and poverty', *The Australian Quarterly*, 58(1), Autumn 1986, 34-46.

Reprint No. 28.

The Report of the Commission of Inquiry into Poverty (1975) has been the definitive source on the extent of poverty in Australia in the early 1970s. The 1981/82 Income and Housing Survey provided a data source for comparison with that inquiry and this paper derives from a study using that data, 'aiming to trace changes in poverty between the early 1970s and the early 1980s. Its principal focus is the impact of housing costs on poverty levels.' The Poverty Inquiry found that home ownership saved many poor people from slipping into poverty. The present study found that housing was less likely to cushion that impact of poverty in the 1980s. Methods of measuring poverty are described. Data on the incidence and distribution of poverty in 1981/82 are compared with those from the Poverty Inquiry, and the impact of housing tenure and of family type on poverty levels are discussed. Due to the changing nature of poverty revealed in this analysis, few very poor people own a home to ameliorate the impact of their low incomes. The paper argues for the use of an after-housing poverty line, which, while not being perfect, provides a more sensitive measure of poverty than its before-housing counterpart, 'acknowledging the effect of home ownership as a form of wealth'. Data are presented on some changes in poverty since 1981/82 which leads to the conclusion that after housing poverty has not diminished since the time of the Income and Housing Survey. (The study on which this paper is based is reported upon more fully in R&P No. 56).

RESEARCH ISSUES, HOUSING, POVERTY

NICOLAOU, Loucas, 'A working paper on class, ethnicity and gender: implications for immigrants' position in union structures', *The Ethnic Affairs Commission on N.S.W. Occasional Papers* No. 10, February 1986, 32pp.

Reprint No. 29.

This paper reviews the arguments in the controversy over class and ethnicity and shows that an appropriate conceptual framework 'does not necessarily presume an emphasis on ethnicity rather than class or vice-versa: it presumes different levels of structuration'. Gender must be included in any analysis of the inequalities experienced by immigrant women as compared to men. The article goes on to discuss unions and union structures, drawing on empirical evidence gathered in a study of eight unions. The author examines union responses to the presence of immigrant workers and finds some explanation of their unresponsiveness. Four major areas are identified where immigrant workers face difficulties, and a number of factors are discovered to explain 'why unions are not among the organisations that have systematically sought to understand and deal with the problems faced by immigrants in Australia'. The article concludes with a reiteration of the importance of concentrating on class, ethnicity and gender for a 'concrete and comprehensive analysis of the structural position of immigrant men and immigrant women in the labour market, union organisations and the wider structures of society as a whole'.

IMMIGRANTS, UNIONS

ROSSITER, Chris, 'Housing tenure and costs of older Australians: gender issues', **Australian Journal on Ageing**, 5(2), May 1986, 4-12.

Reprint No. 30.

This paper investigates some aspects of housing amongst people aged 65 and over, using data derived from the Income and Housing Survey 1981/82. It concentrates on tenure and housing costs, aiming 'to explore further the generally optimistic view of elderly people's housing and to illuminate the variety of circumstances within this population. The analysis concentrates on gender-based inequalities. Although elderly people generally have adequate and affordable housing compared with the population as a whole, in terms of housing tenure and costs, elderly women tend to fare less well than their male counterparts. Gender inequalities in housing circumstances are discussed in relation to marital status and income levels.' The paper draws attention to some possible explanations of present inequalities. 'Income inequality in old age appears to be related to earlier inequities in both earnings and gender. Similarly, the housing circumstances of those aged over 65 are the result of inequalities between people in different tenures throughout their working lives.' Solutions must include measures which address these circumstances, including issues of wage levels and access to superannuation and income support for those outside the labour force, regardless of marital status.

ELDERLY, WOMEN, HOUSING

BRADBURY, Bruce and VIPOND, Joan, 'Poverty and pensions', **Australian Journal on Ageing**, 5(2) May 1986, 13-22.

Reprint No.31.

'It has been argued that it is impossible to measure poverty among elderly people because pension levels and poverty lines are so similar. Whether poverty among them appears to be high or low may depend upon an arbitrary decision as to whether the poverty line should be a dollar a week above or below the age pension. This paper analyses poverty among elderly people suggesting that it can be measured by the number who live below an after-housing cost poverty line. That is, their poverty should be measured after they have paid for their housing. This procedure not only avoids some of the measurement problems, it also provides a more realistic test of the level of poverty in Australia than other techniques. It takes into account not only the incomes of families but also their ownership of the main form of household wealth - the family home. In general when poverty is measured in this way its incidence is much lower among elderly people than others. An important reason is the widespread ownership of homes among the elderly which reduces their housing outlays. Among a minority of the elderly, the private sector renters, the incidence of after-housing poverty is however very high.' Data from the Income and Housing Survey 1981/82 was analysed to produce the results presented.

RESEARCH ISSUES, INCOME SUPPORT, POVERTY

BRADBURY, Bruce, GARDE, Pauline and VIPOND, Joan, 'Youth unemployment and intergenerational immobility', *The Journal of Industrial Relations*, 28(2), June 1986, 191-210. **Reprint No. 32.**

'The personal and family characteristics of those teenage workers and unemployed teenagers who were living with one or both parents at the time of the 1981 census are described and analysed. The 1 per cent sample of household records released by the ABS was the data source. Unemployment rates were much higher among teenagers of sole-parent families than among other teenagers. However, in the case of teenagers who lived with their mothers only, this could be attributed to their low family incomes rather than their family structures. Teenagers who lived with both parents also had high unemployment rates when family incomes were low. Among youth who lived with both parents, high unemployment probabilities were associated with parental disadvantages, even when the personal characteristics of the youth, such as their education levels, were controlled.' Youth unemployment was found to be concentrated in particular households and youth were more likely to be unemployed if they had siblings unemployed. 'It was concluded that unemployment distribution among 15- to 19-year olds reflects intergenerational rigidities with respect to labour market status.'

YOUTH, UNEMPLOYMENT

NICOLAOU, Loucas, 'Why immigrants are isolated in Australian unions', *Migration Action*, 8(2) 1986, 28-30; and 'Immigrant workers' representation in union structures : the case in New South Wales - a summary', *Labour Council of NSW 1986 Directory*, 287-9. **Reprint No.33.**

'Immigrant workers as a whole have historically been isolated in the Australian union movement.' These two articles, based on interviews with officials of eight New South Wales unions, summarise the data and examine issues raised in explaining that isolation. The unions followed a centralised rather than decentralised model of union strategy, with a low level of new program initiation, hence no special attention to the needs of minority groups. Union officials assume that their members are a homogeneous group and have little awareness of immigrant needs. They are reluctant to take up issues concerning specific sections of their membership, regarding them as social rather than industrial issues. The article argues that some issues such as the provision of English lessons on the job, should be treated as industrial issues. Characteristics of full-time union officials which relate to ethnic and linguistic origin, sex and position are presented, indicating the preponderance of Australian-born men in the hierarchy and a lack of representation of immigrants in union bureaucracies. In addition, the author found prejudices among union officials. Unions lack resources to implement policies which might remedy the situation even if they were committed to such policies. The apathy of immigrant union members is a contributory factor to the failure of unions to solve the range of problems faced by immigrants; however, the author suggests that it is the unions that must take initiatives in addressing immigrant - union relations.

IMMIGRANTS, UNIONS

OTHER PUBLICATIONS

GRAYCAR, Adam (ed.) 1983, **Retreat from the Welfare State, Australian Social Policy in the 1980s**, Sydney, George Allen and Unwin, 206pp.

This book is a collection of essays written by staff at the Social Welfare Research Centre. Much of what is presented here can be found at greater length in the Reports and Proceedings of the Centre. The essays reflect the nature and direction of the Centre's work.

Adam GRAYCAR: 'Retreat from the Welfare State', 1-12.

The editor traces the history of the Welfare State and the response to the changes in the demands placed upon it. The retreat from 'Welfare Statism' is seen in terms of cuts in expenditure and a commitment to privatisation, placing greater demands on the family, employers and the local community. This increase in privatisation is supported by arguments that users should pay for services and that services can be better delivered if non-government agencies are involved. These arguments are critically examined. The chapter concludes with a discussion of inequality, the Australian response to poverty and the political issues which shape our social welfare.

Bettina CASS, Carol KEENS and Diana WYNNDHAM: 'Child rearing: direct and indirect costs', 13-34.

'The socially structured inequalities of class, gender and life-cycle dependencies constitute the framework in which the costs of children must be understood.' These costs are both direct (expenditure on items such as food and clothing) and indirect (income forgone by the child carer). The chapter traces the history of the provision of financial resources (including wages) to families and shows 'a predominant reliance on private and individual parental provision for child rearing'. Analyses of available data show that 'both the direct and the indirect costs of child-rearing are proportionately greater at lower income levels (relative to available income)'. This leads to impoverishment of families at the lower levels of the income distribution, families excluded from the labour market and single-parent, mother-headed families. Analysis of data from Australian poverty research indicates an increase in children's poverty between 1972/73 and 1978/79 which, the authors conclude, is the outcome of ideological and political policies to minimise the state's role in income redistribution for child support.

Tania SWEENEY: 'Child welfare and child care policies', 35-54.

Arguments in the debate about children's services 'have centred on the issues of children's needs and rights and who is, or should be, responsible for meeting those needs and providing those rights'. The roles of both the States and the Commonwealth in child welfare policies are described and the chapter examines the demands for expansion of their involvement in children's services. These are related to changes in current ideas in child development theory. However child care and children's services have been regarded as welfare areas with programs designed to meet social and economic objectives, rather than to contribute to the well-being of children. Inequalities of access to these programs are discussed along with the implication of stigma attached to residual services. The early years of a child are an important phase of development and children's services should complement family care for all children during that phase.

Adam JAMROZIK, Marilyn HOEY and Marilyn LEEDS: 'Occupational welfare: supporting the affluent', 55-73.

The nature of occupational welfare is discussed and the part played by employment benefits in the welfare of employees is compared with that of social and fiscal welfare. Occupational welfare represents a substantial public expenditure, either through taxation revenue forgone (estimated to be about \$5000 million in 1980/81) or as 'production costs passed on to the public in higher costs of goods and services'. Data are presented on occupational welfare in Australia which demonstrate that benefits are distributed to the more affluent in the workforce. As superannuation is one of the most significant of these benefits, 'rewards provided through the means of occupational welfare continue the effects of the stratification of the labour market into retirement and old age'. Occupational welfare is thus 'hidden welfare' whose main beneficiaries are not seen as recipients of public welfare, though there is no essential difference in terms of source of funds.

David KINNEAR, and Adam GRAYCAR: 'Non-institutional care of elderly people', 74-88.

Issues in the provision of services to the elderly embrace the relationship between statutory, voluntary and informal systems of care, private and public. Statistics are presented to show shifts in the proportion of those aged over 75 among those aged over 65, with implications for 'activity limitation'. Longer life is accompanied by an increase in chronic illness so that care for the elderly by family members takes on a different dimension. Most people meet their own needs with minimal outside intervention; the chapter focuses on states of dependency and the role of the family which 'is currently acting as a hidden welfare service', facing pressure to 'enlarge its supportive functions as community care becomes more favourably regarded than institutional care'. The development of this 'return to the family' is outlined and some of the problems involved are described. The implications for social policy include the recognition of the strains imposed on families, especially the women in them, and the limits of family capacity for caring. 'Equitable social care is most feasible when a well-resourced public sector offers leadership and service support.'

Bettina CASS, and Pauline GARDE: 'Unemployment and family support', 89-100.

Unemployment in Australia since 1974 has been concentrated in those groups of people who previously occupied, or who would expect to enter, jobs in the 'secondary' labour market, characterised by low pay, insecurity and little control. It has also been concentrated in certain working-class families so that those families least able to support unemployed members are those most likely to be called upon to do so. The chapter examines the ways in which unemployment has been created, those who have been most affected by it, and government policies developed to respond to it. The authors conclude that the official emphasis on 'family policies' deflects attention from the formulation of adequate income maintenance policies and the provision of training and job creation programs. Families are penalised for unemployment among their members, transforming the crisis from a public to a private responsibility.

Vivienne MILLIGAN: 'The state and housing: questions of social policy and social change', 101-22.

The current debate about the role of the state in housing in Australia is evaluated through the development of an analytical political economy frame, integrating ideas about the state with the housing problem. The chapter presents a 'theoretical argument about how social policy approaches, policy forms and policy affects are shaped by the character of the political process in capitalist society' and follows this with 'an analysis of the economic and political foundations of the housing problem in capitalist society'. This analysis considers the contradictory values of housing, 'as a social good', necessary for wage labour, for instance, but also as a 'private good' which must produce profit. The state has attempted to mediate the conflict between them. Social policy must choose between these values when assessing the strategies for overcoming housing inequality which is embedded in capitalist society. If profit is the choice, massive cash transfers would be needed to allow low income earners to purchase housing services, to the extent that they would precipitate a fiscal crisis. The other option involves divesting housing of its commodity character so that 'housing services become collective goods, **produced** and shared on the basis of need'.

Carol KEENS and Bettina CASS: 'Fiscal welfare: some aspects of Australian tax policy', 123-48.

Fiscal welfare is the system of allowances and benefits transferred to individuals through the taxation system. This chapter examines aspects of the system and demonstrates that 'class and gender inequalities intersect to exclude the non-employed and low paid workers (in both of which categories women are over-represented) from many of the benefits of fiscal welfare'. The argument includes consideration of progressive income tax, the tax base, tax deductions, tax rebates, the tax threshold and changes to the tax system, 1975-82, and involves a comparison of fiscal and social welfare. Assumptions about the dependency of women and the domestic division of labour in the family are embedded in the taxation and social security policies. The present tax-transfer system serves to redistribute revenue away from mothers of dependent children in favour of husbands with a dependent wife.

Ian YATES and Adam GRAYCAR: 'Non-government welfare: issues and perspectives', 149-70.

'Social service provision in Australia... would collapse were it not for the activities of non-government welfare organisations (NGWOs).' However many NGWOs rely on government for funding. The relationship of NGWOs to government and the welfare state is examined in this chapter which draws on data from survey work carried out in the Centre to illustrate its thesis. The range and diversity of NGWOs in terms of such factors as clientele, finances, political influence, attitudes and complexity of organisation, is immense, though all have some commitment to improving the life of their clientele. The chapter canvasses ways in which NGWOs might become more democratic, develop greater accountability and more administrative rationality while using their potential flexibility to be more innovative. It points to the possibility of conflict between them and questions the view that they constitute a single 'non-government sector', suggesting that research should initially treat them as disaggregated units and test the coherence of different aggregations, both empirically and theoretically.

Adam JAMROZIK: 'Universality and selectivity: social welfare in a market economy', 171-88.

Universality and selectivity are two of the basic concepts in social policy and social welfare. The arguments and counter-arguments for each, as ideological and operational welfare concepts are examined in this chapter, illustrated by references to their application in Australian circumstances. It is argued that the debate is carried out in a narrow or 'truncated' framework which includes reference to such transfers of public funds as pensions and benefits seen as 'welfare', but not to other transfers such as fiscal concessions, tax rebates, subsidies and occupational 'fringe' benefits. The discussion ranges over issues of egalitarianism, stigmatisation of recipients of selective benefits, and the need for balance between equity, adequacy and efficiency. The relationship of universality and selectivity to a market economy is such that, while governments accept the dominance of the market economy, a selectivist social policy will be the logical outcome. Within a capitalist society universal social services do not reduce inequalities, but they do have an integrative influence on society, separating it from a selective welfare philosophy. The chapter argues that inequalities in society will increase while welfare services are provided to the well-off under the guise of other names.

SOCIAL POLICY, ELDERLY, FAMILIES, CHILDREN'S SERVICES, HOUSING, WELFARE, FISCAL WELFARE, OCCUPATIONAL WELFARE, TAXATION, POVERTY, UNEMPLOYMENT, NON-GOVERNMENT WELFARE ORGANISATIONS

Social Welfare Research Centre NEWSLETTER

The SWRC NEWSLETTER is published from time to time to disseminate information about SWRC activities. It presents summaries of present, proposed and completed research, both within the Centre and from related organisations. Forthcoming seminars are advertised and accounts of the proceedings are presented. Publications of interest to welfare workers and researchers are described or reviewed.

Since 1983 when Adam Graycar presented a personal view of the Centre's activities in its first three years, most issues have carried a report from the Director.

Each issue also carries a list of publications available from the Centre, with prices and an Order Form. The NEWSLETTER itself is a free publication. Letters to the editor are invited and the NEWSLETTER is available as a discussion forum on matters of interest to readers.

Miscellaneous Publications

Members of the Centre staff have presented papers or submissions at conferences or seminars and a number of these are available from the Centre. In addition, a number of visitors have presented papers at SWRC seminars and some of those papers are also available. They include:

Graeme BREWER, 'Aspects of rural and urban unemployment in Australia', SWRC Seminar, September 1982.

Christine HALLETT, 'Personal social services: directions for change', SWRC Seminar, September 1983.

Jo HARRISON, 'Services for elderly people: an area study', SWRC Working Paper.

Adam JAMROZIK, 'Community resources as a component of the social wage: implications for youth services', Conference on Community Based Care, Adelaide, July 1984.

Adam JAMROZIK, 'Cross-cultural issues in child abuse and neglect: implications for methods of intervention', 6th International Congress on Child Abuse and neglect: implications for methods of intervention', 6th International Congress on Child Abuse and neglect, Sydney, 1986.

Allan MOSCOVITCH, 'Housing, inflation and rising mortgage rates: the Canadian experience', SWRC Seminar, April 1982.

Mary Ann O'LOUGHLIN, 'Disincentives to labour market training for adult Social Security recipients', Commissioned by the Committee of Inquiry into Labour Market Programs, January 1985.

Tania SWEENEY, 'Worker's perceptions and definitions of child abuse: implications for policy', 6th International Congress on Child Abuse and Neglect, Sydney 1986.

Denise YOUNG and Adam JAMROZIK, **Community Groups in Action for Change**, SWRC, 1982.

Diary of Social Legislation and Policy

The Centre has cooperated with the Institute of Family Studies and the Institute of Applied Economic and Social Research to produce a series of 'diaries' which summarise the legislative and administrative changes made in the social welfare field by the Commonwealth and State governments. These publications follow the format of diaries published in R.B. SCOTTON and H. FERBER (eds), **Public expenditures and social policy in Australia** (2 volumes), Melbourne, Longman Cheshire, 1978 and 1980. The diaries have been variously edited and their contents compiled as listed below.

Mari DAVIS, Margaret McALLISTER and Ian MANNING (eds) 1980 and 1981 Helen FERBER (ed) 1982

Mari DAVIS, Ian MANNING and Kiera O'NEILL (eds) 1983

Social security and welfare - Margaret McALLISTER (1980, 1981, 1982)
Ian MANNING (1983)

State social security and welfare policy events -

- Department of Welfare Services, Brisbane, (1981, 1982)
- Department of Youth and Community Services, Sydney (1981, 1982)
- Department of Social Welfare, Hobart (1981, 1982, 1983)
- Department of Community Welfare, Adelaide (1981, 1982, 1983)
- Department of Community Development, Darwin (1981, 1982)
- Department of Community Welfare Services, Melbourne (1982)
- Department of Community Welfare, Perth (1982)
- Greg RICHARDSON, (1983)
- Kiera O'NEILL, (1981)

Social security and welfare 1979, Appendix

Employment, unemployment and training - Will FOSTER, (1980, 1981)
Anthony KING, (1982, 1983)

Family law - Margaret HARRISON, (1980, 1981, 1982, 1983)
State family law and adoption events - Patricia HARPER, (1981)
State adoption legislation and policy events - Patricia HARPER, (1982)
Greg RICHARDSON, (1983)

Immigration - Ian MANNING, (1980)
Kiera O'NEILL, (1982, 1982, 1983)

Housing - Jan EBERHARDT, (1980)
Ian MANNING, (1981)
Will FOSTER, (1982)
Greg RICHARDSON, (1983)

Health - Stephen DUCKETT (1980, 1981, 1982)
Greg RICHARDSON (1983)

Health 1979, Appendix - Stephen DUCKETT (1982)

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SOCIAL POLICY: All Centre publications have relevance to 'social policy' but some have been considered to be more centrally concerned with the issue either because of an ideological content or because they are concerned with the effects of a government policy on the operation of particular programs and their outcomes in the community.

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RESEARCH ISSUES: Two categories of works have been given this key-word, those which suggest areas for research which have been neglected, and those which are concerned with research methodology, data collection and interpretation. Two accounts of 'action research' projects are included.

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SERVICES: Descriptions, surveys and other approaches to the understanding of service provision and delivery are listed hereunder. The classification 'Welfare' is applied to those publications whose concern is with general service provision and with co-ordination of services.

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EVALUATION: Only two publications are reports of evaluation of services; others consider the issues to be considered in making evaluation. Evaluation is, however, implicit in many Centre publications not listed here and readers should refer to works listed under particular services in their fields of interest.

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