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Jarrah, Jo

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# SWRC Newsletter

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No 9 April 1983

Editor: Jo Jarrah

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## Social Welfare Research Centre

THE UNIVERSITY OF NEW SOUTH WALES

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FROM THE DIRECTOR ...

In *SWRC Newsletter* No.8 I took the liberty of writing a long personal account of the Centre's first three years. I did so because at that time the Centre's first phase had been completed and the Centre was under review. The first phase, the establishment period, was slow and difficult, but those of us in the Centre had worked hard and believed we had something of value to show for that initial period. An independent committee comprising the former Head of the Commonwealth Social Welfare Policy Secretariat, Dr Sidney Sax as Chairman, and Professor John Niland, School of Economics, University of NSW, and Professor Ray Brown, Social Administration, Flinders University, carried out, between December 1982 and March 1983, a detailed review of the Centre. The outcome of the review has not yet been determined, but we hope it can be made available in the next issue of the *SWRC Newsletter*.

Since the first of our Reports and Proceedings was published, we have published a research report on average every four weeks. During the review period the rate at which we were able to publish reports decreased. We will, however, be remedying this situation in the near future with a series of reports embodying long term empirical investigations. Some of the titles we expect to publish over the next few months include 'Unemployment and the Family'; 'Ethnicity, Class and Social Policy'; 'Home Help in Australia'; 'Poverty Lines'; 'Costs of a Child'; 'Non-Government Welfare Organisations in Australia' (classification); 'Federalism and Social Welfare'; 'Youth Unemployment'; 'Homelessness overview'; 'Black Children, White Welfare'; 'Child Care, consumer survey'; 'Family Care of Disabled Children'; and 'Long Term Unemployment'. Readers who have taken out a subscription to the SWRC Reports and Proceedings Series will receive these automatically. Publications will be announced, as they have been in the past, in the *SWRC Newsletter*. In addition there will be a number of new items in the SWRC Reprint Series later in the year as a number of articles by SWRC research staff are published in academic journals in Australia and overseas.

We are pleased that the demand for our publications continues to be very strong. One consequence of this has been that quite a number of our Reports have been out of print. Given that we constantly receive requests for publications issued before many of our present readers became aware of our material, we are now reprinting all of our Reports and Proceedings. A full list of these together with the Reprint Series appear on pages 39-41. Unfortunately, printing cost increases have forced us to increase some of our prices.

The strong demand for our publications has also brought us some feedback on our work. We have a wide and diverse readership, and however one prepares a research study it is likely that issue can be taken with approach, orientation, methods or findings. To the extent that this generates discussion we believe that we are fulfilling an important function assigned to us, namely that of stimulating and contributing to contemporary debate. I believe that strong reaction to our work is preferable to general indifference and even if it is not always flattering, we have an obligation to highlight issues from a variety of perspectives.

To this end, and commencing with this issue, the *SWRC Newsletter* will include a section devoted to readers' contributions in the form of feedback and discussion on the Centre's work. Our first response from readers, a commentary on one of our recent reports - Dynamic Labour Market or Work on the Wane?, appears on page 19. Other readers who might wish to discuss or debate our work through the *SWRC Newsletter* are welcome to send contributions to the Editor.

This is the first Newsletter produced by our new Editor, Jo Jarrah, and the forum feedback section is one of the changes we can expect to see. Jo would be pleased to receive ideas and suggestions from readers about the content and format of the Newsletter.

One of our early achievements, of which we are quite proud, has been the preparation of a book which gathers together the research work of the Centre, and which will be published commercially by George Allen and Unwin in May 1983. The book, Retreat from the Welfare State : Australian Social Policy in the 1980s is a team effort from the staff of the SWRC and as such royalties received will go to the Centre. While not wanting to enter the commercial book-selling business, the Centre has arranged a special offer for *SWRC Newsletter* readers, enabling you to purchase the book at a discounted price before it becomes generally available. An explanatory coupon is enclosed with the Newsletter. Should you wish to purchase a copy of the book, please complete and forward the coupon to the publisher (not to the SWRC). For your information, abstracts of each of the chapters appear on page 30.

Over the next few months we hope to bring you details of our new publications; information about some interesting seminars which we plan to hold in the SWRC; as well as reports on the ANZAAS Congress which is being held in mid-May and which will include, for the first time, a Social Welfare Section.

SWRC SEMINAR SERIES - SESSION 1, 1983

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

\*Reports on these seminars will be published in the next issue of the *SWRC Newsletter*.

- 15 March      \*Joan Vipond (University of New South Wales) :  
                  'Unemployment : Does where you live matter?'
- 29 March      \*Dr. Peter Travers (Flinders University) :  
                  'Unemployment and Life Chances : A View from the 1930s'
- 12 April      \*Bettina Cass, Diana Encel, Pauline Garde, Jo Harrison  
                  (Social Welfare Research Centre) :  
                  'Preliminary Results of Unemployment Survey in Sydney's  
                  Western Suburbs'
- 26 April      Professor Ian Webster (School of Community Medicine,  
                  University of New South Wales) :  
                  'Invalid Pensions : The Public Control of an Epidemic'
- 10 May        Carol Keens, Jo Harrison, Adam Graycar (Social Welfare  
                  Research Centre) :  
                  'Home Help : Some Research Problems and Priorities'
- 24 May        Professor Hilary Rose (University of Bradford) :  
                  'The Welfare State Crisis : A Feminist Critique'
- 7 June        Gillian Lupton (Social Welfare Research Centre/  
                  University of Queensland) :  
                  'Health Legislation : Some Policy Implications'

ADDITIONAL SEMINARS

Martin Loney of the Faculty of Social Sciences, The Open University, Milton Keynes, U.K., will be visiting Australia in May, and he will be presenting two seminars at the Social Welfare Research Centre, corner Eurimbla Avenue and High Street, Randwick. Details are:

Monday, May 9, 10.30 a.m. - 12.30 p.m.

'Government responses to youth unemployment in the United Kingdom'.

Friday, May 13, 10.30 a.m. - 12.30 p.m.

'Towards the Social Market : the privatisation of state welfare' (in Britain).

If you require further details about any of the seminars, please phone (02) 662 3529.

## SEMINAR REPORTS

The next issue of the *SWRC NEWSLETTER* will include reports on the first three seminars presented in the SWRC Seminar Series, Session 1, 1983. These were

- . 'Unemployment : Does where you live matter?'  
(Joan Vipond, University of New South Wales).
- . 'Unemployment and Life Chances : A View from the 1930s'  
(Dr. Peter Travers, Flinders University).
- . 'Preliminary Results of Unemployment Survey in Sydney's Western Suburbs'  
(Bettina Cass, Diana Encel, Pauline Garde and Jo Harrison, Social Welfare Research Centre).

### Aged Care Services

On 21 March Adam Graycar addressed a meeting, in the Woodridge Community Health Centre in Queensland, of regional aged care service personnel. In his comments he focused on the service requirements for a population which is experiencing a change in the proportion of "old-old" to "young-old". The balance of institutional and extended care services needs to be examined in relation to the needs of the consumer group. While one can speak ideally about resource allocation on the basis of need, the important issue relates to the politics of funding. Recent developments have suggested changes in patterns of Federal/State funding and institutional/non-institutional funding and the meeting discussed service systems, delivery methods and problems and constraints in service provision.

On 22 March Adam Graycar participated in a seminar on the McLeay Report, held at the University of Queensland. The seminar included those people in Queensland most closely involved in planning and delivering services for elderly people. The agenda for the seminar was the set of questions prepared in the SWRC and used for the McLeay Report Seminar held on 2 March.\* Many of the issues discussed in the Sydney seminar were examined from a Queensland perspective in which it was pointed out that Queensland has a strong community health system which provides a good base for service delivery for the bulk of the population. The infrastructure already exists for an effective extended care system, but the present constraint is the freezing of resources.

\*See page 5 for a full report on the Seminar.

IN A HOME OR AT HOME : ACCOMMODATION AND HOME CARE FOR THE AGED

'In a home or at home' is the title of a report from the House of Representatives Standing Committee on Expenditure which was tabled in the House in October 1982. The report is the result of a two year investigation by a sub-committee of the Standing Committee, chaired by Mr Leo McLeay and supported by Liberal, Labor and National Party members. In its investigation the sub-committee received written submissions from 220 individuals and organisations, and asked approximately 125 people to appear before it at hearings which were held throughout Australia. In addition, the sub-committee visited numerous organisations and facilities concerned with aged care in all parts of the country. To assist with its inquiries and to assess the material, the sub-committee appointed two specialist advisers, Dr Bruce Ford and Dr Anna Howe, and they worked with the member and the House of Representatives based Committee Secretariat. The SWRC was marginally involved in the exercise in that publications from the Ageing Team are referred to in the Report, and the SWRC's Director made a written submission and appeared as a witness before the sub-committee.

The Report (known as the McLeay Report) is both important and controversial. It proposes changes to care systems for elderly people in Australia, and these changes involve some major rearrangements in administrative and funding patterns. As one of its terms of reference, the Social Welfare Research Centre is required '... to arrange seminars and conferences to foster understanding of and to elucidate issues in the field of social welfare'. Accordingly it was decided to bring together in the SWRC a number of people who were profoundly and intimately involved in the implementation of the Report, or who would be significantly affected by its outcome. Invitations were sent to consumer representatives, service planners and providers and government officials to attend a full day workshop on 2 March 1983. The workshop was planned to focus on the impact of the McLeay Report on

- . the welfare of Australia's elderly population
- . the planning and delivery of services
- . resource and administrative issues
- . the future of aged care services in Australia.

Although the McLeay Report is the latest in a long list of investigations of aged persons' welfare programs it stands apart in that it has a high level



of support and seems plausibly implementable. It works from the premise that the one billion dollars spent annually on services for elderly people are not apportioned correctly and that a continuation of present expenditure patterns will lead to a situation which is out of budgetary control. For every dollar spent on domiciliary services, approximately eleven are spent on residential care, yet approximately 93 per cent of Australia's elderly live in domestic settings and no more than 7 per cent in institutional settings. The Report estimates that approximately one quarter of those presently in nursing homes could be cared for in the community if adequate and appropriate domiciliary care services were available.

The recommendations, in crude outline, include a reduction and re-arrangement of existing programs; a suggestion that all programs providing home care and accommodation for the aged be brought under the control of the Minister for Health; and that over a five year period the restructured programs should be transferred from the Commonwealth to the States, initially through grants but leading to eventual absorption in the tax sharing arrangements. Approximately 40 specific recommendations are made in respect of housing, extended care, and nursing home care.

Among the specific recommendations are that existing programs should be reduced to two - an Extended Care Program, and a Nursing Home Care Program, with subsidised housing provided under the Housing Assistance Act 1981. The Extended Care Program would

- . be restructured to remove existing disincentives for the expansion of home care services
- . be devised in consultation with the States to encourage diversity of services to meet local need
- . work on a regional basis
- . be funded on a grant without matching conditions
- . include an Attendant Care Allowance
- . use Senior Citizens' Centres as a base for the development of community care services
- . provide funds for regional assessment teams.

The Nursing Home Care Program would involve a freeze on existing facilities and no further capital funding would be allocated nor any recurrent payments made for beds not currently approved. Funding would be to the States on a

per capita basis and would aim at uniformity. This would include subsuming the deficit finance arrangements so that all nursing homes would be subsidised on a uniform basis. Expenditure control, accountability and uniformity are key objectives of the program. The Aged and Disabled Persons Homes Act 1954 would be repealed and existing commitments would be honoured under the Housing Assistance Act. In the recommendations on Housing and Nursing Home Care continual emphasis is placed on providing for those most in need and, in particular, in areas of demonstrated scarcity. The Report also recommends that an Office of Care for the Aged and an Aged Care Tribunal be established.

Given the wide ranging and controversial nature of this package, it was unlikely that a one-day workshop could hope to deal with it all. To assist participants, a long set of questions was drawn up and set out in advance. This list of questions formed the agenda for the day. There were no speeches, no formal presentations or academic papers – just a loosely structured attempt to work through some of the questions which are summarised below. Not all the questions were addressed. Those which were, were not addressed in the order in which they were listed. Given the diversity of the participants, few of the questions were 'answered'. The purpose of the day was to discuss and examine important issues.

### The Questions

The quite detailed questions provided for participants were listed in four groupings which have been summarised below.

Issues raised under general considerations included

- . factors crucial to protecting actors' interests in any alteration of balance between institutional and home care services, and the need criteria forming the basis for these two options.
- . the most effective methods of redistribution with regard to resources.
- . the comparative suitability of Health/Welfare Departments and State/Commonwealth Governments as planners and providers.
- . the geographical division, and composition, guidelines, location and authority of planning/assessment units and teams.
- . the decision making role of consumers.

Questions listed under housing were concerned with

- . effective differences between the Aged and Disabled Persons Home Act and the Housing Assistance Act.
- . suitability of current housing stock and future options.
- . the contribution of housing policies to the maintenance of independent living.

Discussion points under home support services examined

- . the equitable distribution of services over geographical areas and to individuals, including priorities and assessment of unmet need.
- . the range, availability and funding of services.
- . responsibility for and desirability of co-ordinating, evaluating and monitoring services, and training personnel.

Nursing home program issues included

- . the possibilities and implications of a change in demand for nursing home care.
- . the effectiveness with, and extent to which State Governments may determine, regulate and control the use of, and balance between types of services, including resident participation in decision-making.
- . procedures and funding arrangements which would be workable, uniform and ensure good quality care.

### The Discussion

The following description of the workshop discussion is neither a summary of the whole of the discussion, nor an attempt to answer specifically some of the questions posed. Rather, it is a reflection and collection of some of the expressed viewpoints, none of which is necessarily right, wrong, dominant or shared by the majority of participants. Some generally held views and opinions became evident in the group, and we have tried to include these where possible.

At the outset it was pointed out by a Commonwealth Government participant that funding at all levels of government was tight and that all spending

departments were being squeezed. If financial resources are a major constraint in service development the two options are to try to redeploy existing resources more effectively or to try to fight for an expansion of resources. It was continually stressed that the McLeay Report was a report of the House of Representatives' Standing Committee on Expenditure and, as such, participants would be deluding themselves if they thought it was a blueprint for greater expenditure. Participants in general did not accept that the most feasible option was to work within existing financial limitations, as they were so severe and inadequate (especially in home care services). To eschew any attempt to expand resources dramatically would render the McLeay report totally ineffective. The key issue, it was stressed again and again, was to ensure satisfactory resources, given that the program objectives, as spelt out, could not be achieved adequately within the limitations of the redeployed existing resources.

The States in general were hard pressed, and participants were not hopeful that devolution would improve services. Unless devolution was accompanied by satisfactory funding arrangements (which could not be guaranteed) the States could end up holding the baby, and without adequate finance. As it is now, cuts in some areas of state expenditure had increased pressures on services related to the aged - for example, cuts in hospital expenditures have put much more pressure on home nursing and home care services, but commensurate increased resources have not been allocated. The workshop spent a great deal of time discussing the interdependent nature of services and noting the importance of coherence in service planning.

Any devolution of administration and funding is likely to result in a change of program and equity objectives, especially if devolution is seen primarily as a cost saving (rather than an access and equity) issue. When one considers the dramatic changes in Federal/State relations over the past decade the recent pattern has been devolution without commensurate increases in funding.

One of the most contentious issues in the McLeay Report is the location of responsibility in the Minister for Health, and in Health Department planning and delivery systems. It was pointed out that the overwhelming majority of elderly people are not ill, and when dealing with a health system the description of the consumer is always that of a patient. It assumes a disability and a dependency pattern. Old age, it was stressed and restressed by participants, should not be regarded automatically as a period of illness

and dependency as assumed by the medical model. Health systems do little in basic prevention or maintenance and work best on an illness basis. The track record of health personnel in ageing has contributed greatly to institutionalisation. It appeared that the recommendation to move some of the programs from the Department of Social Security to the Department of Health was based on the better quality of the submissions and evidence presented by Health Department officials compared to those presented by Social Security officials. It seemed ironic, one participant pointed out, that the McLeay committee which recommended the abandonment of the submission model as a basis for resource allocation made a monumental recommendation on the basis of what it considered a superior submission. The real issue, however, was not whether one department was better than another, but rather what package of services works, what should go together, and who should be the target group - all elderly people, or only those who are sick and frail?

The importance of extended care was emphasised throughout the day. The inadequacy of current provisions were highlighted as home nursing and home care personnel discussed the great constraints on them. If there is to be an expansion, it is necessary to have priorities mapped out and target groups determined. There was no disagreement about the importance of home care and it was seen clearly as a resource question. It seems that if the McLeay recommendations of cutting back institutional costs, and allocating the amount saved to extended care services, very little that is different can be expected because the needs in the home care arena are so great. The issue can be resolved only by increasing resources, not by redeploying them. Government personnel present pointed out that massive increases were most unlikely in the present economic climate.

There was a great deal of discussion about the proposed assessment teams. It was pointed out that a broad data base was required as a backdrop, not only for general policy development, but also for the workings of assessment teams. The big question of who best could gather data came up and the view was that national collections give the most comprehensive picture, but these must be supplemented locally. When the data show up regional or state differences, there are not always the resources available to rectify them. Assessment teams, therefore, will probably have to work to local, rather than national standards.

Criticism was expressed on three grounds about the functioning of assessment teams. Firstly, the fifty teams proposed by the Report to cover

the whole of Australia would be too few. The proposed funding of \$10 million, or \$200 000 per team per year, would be quite insufficient to do the job properly. The teams would be small and would have an enormous workload. However, assuming that each team would contain professional specialists, doubt was raised about the available personnel. While there might well be plenty of social workers in Australia, are there sufficient with training and experience in the care of elderly people? One would hope that each team would have a geriatrician. It seems most unlikely that there are enough available geriatricians in Australia to staff the 50 proposed teams, let alone any greater number that might seem desirable.

The second general criticism relating to assessment teams revolved around questions of professionalism. One participant expressed the view that there should be more grass roots involvement and less academic, top-heavy input into decisions about who ought to go into residential care, while another participant questioned the economics of setting up expensive professional assessment teams when the objective of the McLeay Report was seen as cutting costs.

The third question continually raised related to whether facilities and services would be available to implement the decisions of the assessment teams. (If the assessment teams were to have on their agenda the prevention of unnecessary institutionalisation, it would be hoped that sufficient alternatives would be available.)

When discussing the Nursing Home Care Program it was stated that cost cutting is not likely to take place quickly in the nursing home sector. First of all, most nursing home costs are labour costs and in view of the fact that there is no fat in present staffing levels, cost reductions are not likely. The only 'savings' look like being in limitations on the rate of growth. As present expenditure (and expenditure in the future) is determined outside the annual budgetary allocating process purely on the basis of funding commitments for the number of approved beds, it is likely to be some time before 'savings' can be effected and resources freed. Secondly it was pointed out that the demand for nursing home beds is not at all likely to decline and so looking to resource redeployment to fund what must be an increasing extended care system is very shaky. Thirdly, political realities were pointed out by contrasting the access to Ministers that institutional care providers have always had compared with that of home care providers. It was argued that the pattern was established decades ago and has been

difficult to change, particularly as resources tighten, and both 'sectors' have unquenchable and legitimate requirements.

In conclusion, the overall view was that the package proposed in the McLeay Report was neither realistic nor adequate because there are likely to be insufficient resources to implement the package (particularly the extended care program) with equity and sufficient choice. Consumer representatives claimed that in their submissions they stressed the centrality of resource issues, but felt that the McLeay Report did not address this central issue. There was very little enthusiasm for a consolidation within the Department of Health, but there was no great support for keeping things with Social Security. The emphasis was rather on getting a package that would work, and having it address the general well-being of elderly people, not just matters of illness. There was considerable hostility to the suggestion that responsibility would be transferred to the States, as participants believed that present meagre levels of funding would certainly be reduced and that the States would be unable to provide sufficient services to meet needs. Some overall central authority was regarded as desirable.

#### Participant List

John Hemer (ANU); Rosemary Calder (Australian Council on the Ageing); Verdon Staines (Social Welfare Policy Secretariat); Grace Karbowiak (Australian Association for Geriatric Nursing Care); Regis McKenzie (Sydney Home Nursing Service); John Gillroy (Private Hospitals and Nursing Homes Association); John Barber (Combined Pensioners' Association); Noreen Hewitt (Combined Pensioners' Association); Fiona Frazer (Social Welfare Action Group); Linda Adamson (ACOSS); Ruth Duckett (Australian Association of Gerontology); Eileen Armstrong (Chesalon Nursing Homes); Rosita Chan (Youth and Community Services); Alan Doobov (Department of Health, Canberra); John Snowdon (Prince of Wales Hospital); Mary Scott (Department of Social Security); Averil Fink (NSW Council on the Ageing); Garth Nowland Foreman (Department of Youth and Community Services); Mary Foley (Department of Health, NSW); Janet Duke (Leichhardt Home Care Service); Daryl Dixon (Social Welfare Policy Secretariat); John Howard (House of Representatives Expenditure Committee); Michael Wheeler (Brotherhood of St Laurence); Jill Sutton (NCOSS); Margot Sheedy (Taskforce for Aged Services Co-ordination); Sue Dawon (La Perouse Community Project); Michael Fine (Social Welfare Action Group); Ted Ford (Voluntary Care Association); Ann McCallum (Uniting Church); Robyn Swan (Randwick Council); Jo Harrison (SWRC); David Kinnear (SWRC); Ian Scott (SWRC); Carol Keens (SWRC); Adam Graycar (SWRC).

### Third Federalism Project Conference

On February 10 and 11 the Third Federalism Project Conference was held at the Australian National University and Ian Scott presented his and Adam Graycar's paper Social Welfare Expenditure, Federalism and the Grants Commission. Because of the interests of the audience, the paper is mainly descriptive and technical, relating to the social welfare funding and function of the various levels of Government, the Grants Commission's role in reviewing the level of State relativities (which determine the distribution of block Federal-State funds), the standardised deficit distribution model adopted to follow through the Review's objective of fiscal equalisation and the Commission's analysis of relative factors of need and its implications for social welfare. Some results of the Grants Commission's construction of standard state budgets enable, for the first time, limited but worthwhile insights into the level and structure of state welfare expenditure. However, social welfare expenditure was not explored in the paper as the interest of the conference was in the Federal-State interaction and it will be examined in an issue of the SWRC Reports and Proceedings Series.

The main questions raised by the paper relate to the financing of state welfare using relative factors of need. These are discussed under four headings: measurement problems, including the choice of what type and which indicators to use and at what level; weighting problems, covering the degree of importance to give to each variable, a decision that in a number of cases had to be made on a 'broad judgement' basis; the choice and impact of any standard chosen, either as an absolute or a relative measure of need, or at regional, state or national level; and the overall difficulty of measuring social welfare problems and financial need with a social indicators approach.

The authors view the paper as introductory and a discussion starter with respect to the method of distributing block grants to the States and are continuing their research and will shortly be publishing, in the Reports and Proceedings Series, a report closely focused on social welfare and federalism.



### AUSTRALIAN FAMILY RESEARCH CONFERENCE

The first Annual Conference on Family Research, co-ordinated by the Australian Institute of Family Studies, will be held in Canberra from 26 to 28 October, 1983.

Papers based on current research and theoretical and policy analysis of a substantive kind are invited in each of the five main areas covered by the Institute of Family Studies' research program:

- . Social Structure and Family Process — social and psychological factors that affect the dynamics of family life and interpersonal communication against the socio-economic, demographic and social structural background influencing those processes.
- . Family Support — networks of support and factors affecting levels of support for families in differing situations.
- . Family Law — legal structures and processes as they relate to family life (including divorce, marriage, human rights, adoption, protection, property, etc.).
- . Families and Education — research on relationships between family context and educational issues (including policies for education and individual opportunity, education for marriage and family life, and education for life satisfaction).
- . Families and Policies — explicit and implicit policy effects on the nature of family life.

Papers may be from any discipline, but must be based on systematic research analysis relevant to the Institute's functions which include:

- . the conduct, encouragement and co-ordination of research into factors affecting marital and family stability
- . assessment of the impact of policies affecting the well-being of families
- . provision of a national resource bank of information on families and family change.

The Conference is a research conference at which findings from the Institute's own studies and other family studies conducted in Australia can be presented publicly and exposed to critical scrutiny. It is not intended to be a forum for the presentation of unsubstantiated or polemical opinions, but to encourage an informed understanding of the many factors affecting family life.

Titles and Abstracts (up to 200 words) of suggested papers should be sent before Friday 1 July 1983 to: Dr. Don Edgar, Director, Institute of Family Studies, 766 Elizabeth Street, Melbourne, Vic. 3000.

NEW SWRC PROJECTSOccupational Superannuation, Labour Force Trends  
and Social Welfare Policy

Researchers : Linda Rosenman, Marilyn Leeds

In Australia most major income maintenance programs are linked either implicitly or explicitly to the labour force. This is particularly the case with occupational superannuation and with most of the national superannuation plans that have been proposed or considered for Australia. In general how well off a person can expect to be in old age is determined by the degree of labour force attachment, occupation and earnings during her/his earlier life. Any attempt therefore to assess the current and proposed occupational superannuation schemes in terms of future provision for Australia's elderly must look closely at the realities of labour force trends and at population projections.

This project will look in detail at occupational superannuation and social welfare policy. The orientation of the project is that the current occupational superannuation schemes provide benefits on retirement to a select portion of the labour force which is heavily subsidised in terms of taxation exemptions by the entire population. As such superannuation may be viewed as an area which has a social welfare impact and should be integrated into social welfare and retirement policies.

The first phase of this project will focus on labour force and population trends and their implications for provision of retirement income for the aged population into the 21st century. The report will investigate emerging labour force and employment patterns and their implications for the populations's coverage by occupational superannuation plans. This includes trends to non-permanent, non-full-time work, long term unemployment and underemployment and early retirement and retrenchment in certain industries and occupations. The population groups particularly affected by such trends are those which have traditionally not obtained access to benefits under current occupational superannuation schemes. They are also those which are unlikely to obtain coverage in the future given the conditions currently attached to most superannuation schemes.

The report will include a survey of major superannuation schemes in terms

of their coverage of non-permanent, part-time workers and other conditions of scheme membership which may exclude certain members of the employed population from ever obtaining membership or, even if they are eligible, from ever attaining full superannuation benefits.

Data will be drawn from Australian Bureau of Statistics surveys, a survey of widowed survivors of superannuated and non-superannuated workers and a survey of the larger superannuation funds.

The availability of income in retirement will be examined in the contexts of the current structure of social welfare policies and of the sex and age structure of the aged population into the 21st century. The implications of such patterns for alternative occupational superannuation and social welfare policies will be explored in detail.

The report framework will be as follows :

- . Labour force structure and trends, looked at in terms of age, sex and marital status, as relevant to superannuation policy, including
  - trends to part-time, casual or contract work
  - occupational/industrial trends
  - long-term unemployment
  - job turnover and length of employment
  - early retirement/retranchment
  - current coverage of occupational superannuation in terms of age, sex, marital status and occupation/industry categories.
- . A survey of the design of major occupational superannuation schemes in terms of
  - type of plan (accumulation vs final salary)
  - philosophy behind plan (deferred earnings/retirement income)
  - job classification coverage
  - vesting/portability
  - age of retirement (male and female)

- provisions for early retirement/retrenchment
- treatment of non-permanent workers
- treatment of full-time, full-year workers
- treatment of leaves, eg maternity leave
- benefits on death or disability in service
- entitlement of survivors (male/female) to payments
- entitlement of spouse/dependants to payments.

Some estimation of coverage and ultimate retirement entitlement in terms of the nature of the firm's labour force and their age, sex, marital status, etc, will be included.

- o Population projections of retirement age vs employed population to 2025. Sex, age, marital status and prior work history of the retired population now and in the future. Implications for superannuation coverage in terms of current labour force patterns.
- o Income maintenance policies and occupational superannuation. Brief survey of population coverage and direct expenditures on age, widows' and invalid pensions relative to tax expenditures and population covered by occupational superannuation.
- o Brief survey of systems of other major countries in terms of conditions of coverage of part-time, non-permanent working population, non-employed population, dependants. Current concerns and issues for future - who pays in and who draws out.
- o Options for reform of occupational superannuation/pension system. Implications for coverage of those currently excluded. Options considered will include
  - national superannuation
  - national superannuation/occupational superannuation (eg LIFA plan)
  - pension/regulated occupational superannuation
  - pension/unregulated occupational superannuation.

Self Employment Ventures : A Model for Job Creation

Tony Lawson, November 1982, 105 pp.

*This report considers the nature and scope of self-employment as a model for job creation.*

*The experience in South Australia through the Self-Employment Ventures Scheme is applied as a practical example, and, in part, the paper forms the basis of a case study of that scheme rather than a rigid evaluation. Consideration is also given to the relevance of self-employment to unemployment and the unemployed, and involves a comparison of other measures being adopted to alleviate unemployment, particularly youth unemployment, in Australia and to a lesser extent overseas.*

*Copies of the report, and information about the Self-Employment Ventures Scheme are available from*

*The Project Officer  
Self-Employment Ventures Scheme  
Department of Industrial Affairs  
and Employment  
GPO Box 465  
ADELAIDE SA 5001*

*Phone : (08) 227 0393*

LIKE TO BE KEPT UP TO DATE ON SOCIAL LEGISLATION?

*The 1981 Diary of Social Legislation and Policy is published and edited in co-operation by the Institute of Family Studies, the Institute of Applied Economic and Social Research of the University of Melbourne and the Social Welfare Research Centre of the University of New South Wales. The Diary summarises the legislative and administrative changes made in the social welfare field by the Commonwealth Government. The Diary follows the format of earlier 'diaries' prepared by Helen Ferber and published in the two volumes titled Public Expenditure and Social Policy in Australia (Longman Cheshire, 1978 and 1980).*

*The 1981 Diary is now available and contains additional information on some State legislative changes and policy, plus a new section on Aboriginal Affairs. The 1982 Diary is currently in preparation.*

*Although it can't compare with the Crossman Diaries, it is factually sound and provides a ready reference for research workers, and can also be used as a succinct and factual account of policy during the year.*

*Copies of both the 1980 and 1981 editions of the Diary are available from the Editor, Institute of Family Studies, 766 Elizabeth Street, Melbourne, 3000, Victoria or from Publications, Social Welfare Research Centre.*

FORUM

In order to stimulate discussion, debate and feedback on the Centre's work, readers are invited to submit written responses for inclusion in this new section of the *SWRC Newsletter*. Should you wish to comment on some aspect of the Centre's research or publications, you are welcome to forward contributions to the Editor.

Dynamic Labour Market or Work on the Wane?

from Rebecca Albury (Tutor, Politics, Macquarie University), Meredith Burgmann (Lecturer, Politics, Macquarie University), Gill Bottomley (Senior Lecturer, Anthropology/Comparative Sociology, Macquarie University), Jane Bradfield (Principal Researcher, Kings Cross/Darlinghurst Youth Needs Project) Jan Craney (Women in Education), Karen Cummings (Social Research and Evaluation Ltd.), Joan Evans (Children's Services Resource and Development), Anna Maria Martell (Executive Officer, Union of Australian Women), Carol O'Donnell (Tutor, Macquarie University), Margaret Power (Lecturer, Economics, University of Sydney), Sheila Shaver (Senior Lecturer, Sociology, Macquarie University), Heather Stone (Community Child Care Co-op Ltd.), Sue Young (Community Child Care Co-op Ltd.).

We are writing to you to express our anger about the report entitled Dynamic Labour Market or Work on the Wane? written by Adam Jamrozik and Marilyn Hoey. This report gives a highly distorted account of recent trends in the labour market, falsely portrays the position of women workers and is generally more in keeping with what might be expected from a research unit serving employer interests rather than one concerned with social welfare.

The major 'finding' of Jamrozik and Hoey's analysis appears to be that over the period 1966 - 1981 women moved into 'expanding' occupations and industries which are characterised by 'greater flexibility in the organisation of work, higher educational qualifications ..., shorter working hours, lower rates of unemployment, higher earnings and greater mobility of labour' (p.6) and that men, by contrast, have remained in 'shrinking' or 'contracting' industries with the opposite characteristics. The clear implication is that women have never had it so good. But let us examine some components of this feminine idyll.

'Expanding' and 'contracting' industries

According to the report industries are expanding or contracting depending purely on the number of people employed in the area. This is a completely inadequate definition and in many cases what is being described is not

industry expansion but merely a casualisation of the labour force.

In times of recession, when there is a slack labour market, employers find it easy to move to the cheapest labour mix possible - forcing people to be employed in ways which they would not accept in boom times when more work is available. Strong trade unions resist attempts by employers to casualise labour through contract work, part-time work, shift work and other forms of employment which erode pay and conditions. Historically, these more powerful unions have been found in male dominated industries and occupations. Casualisation is most often possible in ineffectively unionised areas - those where women are commonly employed. Thus while the report claims to discuss expansion and contraction of industry in our view it is largely discussing the casualisation of labour and the erosion of working conditions.

The retail trade, according to Jamrozik and Hoey, is 'expanding'. In reality, as any perusal of newspapers will show, the retail trade is disastrously overshopped. This problem has been constantly noted by Rydge's, Business Week, and the Australian Financial Review and it has resulted in numerous widely reported takeovers and mergers. It is simply ludicrous to describe this as an expanding industry. The result of the slack labour market in the current period combined with the employers' desire to increase profitability has led to massive casualisation in retailing. As the Shop Distributive and Allied Employees Association noted in their union journal in 1980:

Over the last ten years, there has been a fundamental change in the nature of employment in the retail industry. In 1970, about 70% of the union's members were full-time employees, while the rest were part-timers and casuals. These proportions have now been reversed. In 1980, we find that 65% of our members work less than full-time. Only 35% of our members are full-time and this proportion is declining.

#### Part-time work

Part-time work, as is well known, is mainly performed by women, particularly those with young children. It is seen by employers as a more rational usage of labour because it means they do not have to pay wages for slack periods and because people can work much faster for short periods of time. Part-time workers are concentrated in non-promotional positions, their employment is extremely insecure and they have little power. To describe the growth in part-time work as evidence of a 'dynamic' labour market makes it very clear that the authors of this report are using bosses' criteria to evaluate labour market trends. Unions and workers do not welcome these developments. In retailing the SDA fought hopelessly against the

extension of such practices as stores standing down senior casuals in order to employ junior casuals when they become available during the Christmas holidays. A brief perusal of the union journal The Shop and Distributive Worker gives some idea of the extreme exploitation and insecurity of employment in this area and also gives an employees' perspective on 'flexibility' and 'mobility'. As the journal stated in 1980:

The retail industry no longer provides a decent career for the vast majority of its employees. These days the shop assistant's job means no permanency, no regular hours, no full-time employment, no career, no training, no skills - in short, no future.

The report fails to mention the evidence that large numbers of part-time workers would prefer to work more hours and that many of them (including some 60,000 married women) are actively seeking full-time jobs. For many thousands of women and men part-time work means part-time unemployment.

The implicit suggestion in this report is that women are advantaged by being in jobs with 'shorter working hours'. The reality is that the growth of part-time work has increased the concentration of women in unskilled and semi-skilled jobs, especially in the service, sales and clerical occupations and that 'all the disadvantages of part-time work - including relatively lower pay, greater intensity of work, low status and job insecurity are borne disproportionately by women' (M. Power, 'Part-time work and women', paper delivered at seminar entitled Part-time Work ... Is it the Answer?, Sydney, 1980).

#### Teenage employment

Similar comments apply to the analysis of young people's employment. The report states that 108,000 fewer 15-19 year olds were in full-time work in 1981 compared with 1966 but 109,000 more were in part-time employment - 'the two trends cancel each other out' it is claimed (p.70). Would Jamrozik and Hoey feel that if they were fired from their full-time jobs and re-hired on a part-time basis that these two actions cancelled each other out? We believe not.

In any case these comments on the teenage labour market reveal a total ignorance of research in this area which has shown that the decline in full-time jobs and the rise in part-time employment 'are separate trends occurring in different sectors of the labour force' (R. Sweet, The New Marginal Workers: Teenage Part-time Employment in the 1970's, N.S.W. Department of TAFE, 1980). By looking only at statistics and ignoring the realities of peoples' lives which underlie them the report glosses over the class dimensions of change in



the labour market for young people. What has actually happened is that working-class youth who leave school early and need full-time jobs to support themselves are now out of work. They cannot take part-time jobs because their earnings would wipe out their unemployment benefit. At the same time students from middleclass families who are basically supported by their parents are earning pocket money doing casual work in the evenings and at weekends. Although there are thousands of unemployed school leavers most teenage part-time workers are those who are still at school - 60% are school students and 20% are full-time post-secondary students. Only by ignoring human beings and fixing one's attention rigidly on figures could it be said that these trends cancel each other out.

### Self-employment

Jamrozik and Hoey note the rise in self-employment in labour force statistics without seeming to be aware that this is often another manifestation of insecure labour market status. For example, in many metal and related industries it is common for the employer to sack employees and then to re-hire them on a contract basis where they have to supply their own tools and equipment. In this way the employer avoids paying wages in slack periods and also avoids payroll tax, accident insurance and a number of other costs. The same situation exists in the clothing industry, where a court case over the situation of outworkers in 1968 ruled that the outworker was a self-employed person contracting out her labour. It is common practice, as the Clothing and Allied Trades Union will attest, for employers to sack workers from a factory and re-hire them on a contract or piece work basis thus avoiding payroll tax, sick pay, holiday pay, maintenance of machinery, power, light, fuel and general factory expenses. Many other researchers have pointed to the expansion of the so-called "self-employed" during recessions but the implications of the development are totally ignored in this report.

### Educational qualifications

The report's discussion of educational qualifications is marred by its failure to relate these to labour market status. High qualifications are of little use if one's employment status is insecure and this is frequently the case for well educated women. For example, in 1979 the NSW Teachers Federation estimated that there were 5,000 casual relief teachers in this State. The casual teacher is usually a new graduate or a married woman who has left the service for child rearing and cannot get back in. She

gets work only if a school rings up in the morning to say that there is a need for casual relief. Casual staff must teach every day for two years before they are entitled to an incremental progression in salary. Repeated breaks in service mean it is almost impossible to accrue sick leave, long service leave and other entitlements granted to the rest of the service.

Likewise, in the NSW Public Service, although equal numbers of men and women are employed, 59% of females have temporary status compared with only 19% of males. Temporary workers are extremely vulnerable. They may be dismissed at the end of each four months' contract irrespective of their total length of service and there is no right of appeal. Permanent workers are given preference in promotion and have a right of appeal which temporary workers do not have. The Anti-Discrimination Board found that in the Professional Division of the Public Service in 1978 2% of men and 19% of women were employed on a temporary basis. So much for women's higher educational qualifications.

#### Earnings

Jamrozik and Hoey appear keen to discuss pay not in terms of weekly earnings (on which one has to live) but, curiously, in relation to hourly rates of pay. They conclude that whilst women earn 67.3% (mean) and 71.9% (median) of what men earn on a weekly basis, a comparison of hourly rates shows women's earnings amount to 89.5% of men's. Thus, "it appears that the difference in earnings between men and women - when compared on the basis of time worked - do not seem to be as great as it is sometimes argued in some quarters" (p.43) (this last comment appears to be an oblique sideswipe at the equal pay efforts of women). It is of little consolation to the woman who has to support herself and possibly her children on the meagre wages derived from a few hours work per week, or from insecure casual or contract work, to know that her hourly rate is not all that much lower than a man's. The real issue is whether one can live on one's wages and clever statistical calculations cannot hide this fact.

#### Employment and unemployment rates

The report (and the News Release which accompanies it) stresses the growth in female employment and women's increased share of the total labour force. It is stated that the number of women in the labour force has risen by 58.5%, married women's participation rate is up by 87% but that the male workforce has increased by only 20%. The actual numbers of people involved are not given in the summary of findings or the News Release and the

impression given is that women are now overtaking men in terms of labour force participation rates. There is no discussion of the fact that women constitute over 50% of the population and yet make up only 36% of the labour force. Similarly, there is no discussion of the high rate of female unemployment. Although the report acknowledges that unemployment is higher for women than men in all age groups except the 55 and over group this is glossed over very quickly. The fact that married women tend not to register as unemployed when they lose their jobs and that female unemployment is grossly underestimated does not rate a mention.

In conclusion let us say that we are appalled that your Centre has published such a biased and misleading document. The consistent use of bosses' criteria to assess trends in the labour force and male criteria to judge what is happening to female employment is offensive and politically reactionary.

\*Underscoring is correspondents' emphasis.

#### Author's Comment

*from Adam Jamrozik*

Any person who has read our report would have also read the qualifications we have expressed throughout the text about the necessary caution in interpreting the results. We have made it clear that the analysis of the changes in the structure of the Australian labour market was mainly quantitative, based on the data obtained from the ABS surveys, and that a further analysis, especially of the qualitative changes in the structure of the labour force, was necessary. The people who have expressed their 'anger' have overlooked this entirely.

The comments in the criticism are extremely selective, and in some places factually incorrect. As for the accusation that we have used 'bosses criteria' or 'male criteria' in our analysis, I do not think that this accusation warrants a comment from me - I leave it to the readers' judgment.

SWRC VISITORS

The SWRC is happy to provide facilities for visiting academics who may be considering spending their sabbatical in the Centre. To date, the availability of accommodation has been limited but we are hopeful of an improvement. Visitors who spend time in the Centre would be expected to have ongoing interest in one of the areas currently under examination in the Centre and would make a contribution to the Centre's research activities, and would be expected to give a seminar in the seminar series.

At present Gillian Lupton, Lecturer in the Department of Sociology at the University of Queensland, is spending six months working on public and private services.

THE AUSTRALIAN JOURNAL ON AGEING

*The Australian Journal on Ageing provides a forum for interdisciplinary views, opinions and research in the field of gerontology. It includes articles, book reviews, and will incorporate abstracts of research in Australia and overseas.*

*The May, 1983 issue will include*

- . *'THE BRISBANE RETIREMENT STUDY : The Effectiveness of Retirement Preparation in the Queensland State Service Superannuation Fund' by John McCallum.*
- . *'AGEING AND INCOME SUPPORT' by Adam Jamrozik.*
- . *'DISCRIMINATION IN THE LABOUR FORCE AT OLDER AGES' by David W. Kalisch and Lynne S. Williams.*
- . *'AFTER THE WORLD ASSEMBLY - AUSTRALIA'S RESPONSE' by Cliff Picton.*

*The Journal is published quarterly in February, May, August and November. Subscriptions are on a calendar year basis - single copies \$3.00, four issues \$10.00.*

*Copies available from:*

*Australian Council on the Ageing  
1st Floor 449 Swanston Street  
MELBOURNE 3000.*

AUSTRALIAN ASSOCIATION OF SOCIAL WORKERS (A.A.S.W.)

*The 18th National A.A.S.W. Conference will be held at the University of Sydney from 15 to 19 August, 1983. The Conference theme is 'Social Work in Action - The Politics of Practice' and registrations are welcome from all A.A.S.W. members, non-member social workers, all welfare workers and others interested in social issues. For further information please write to*

A.A.S.W. Conference  
P.O. Box 131  
NEWTOWN, NSW 2042.

NEW INFORMATION ON STATE FINANCES FROM THE  
AUSTRALIAN BUREAU OF STATISTICS

Governmental Financial Estimates, Australia 1982-83 (ABS Catalogue No.5501.0) contain, for the first time, separate tables for each State and the Northern Territory. The tables are compiled from national accounts sources and, although at highly aggregated levels, can provide some useful trend and inter-state data.

Figures (except for the Northern Territory) commence with 1972-3 and go through to 1981-2 (provisional) figures with forward estimates for 1981-2 and 1982-3. The tables are broken into outlays (net expenditures on goods and services, capital expenditure and transfer payments), receipts (taxation; interest, rent, royalties and dividends; and grants from the Commonwealth) and deficit figures. State tables are separated into outlay, receipts and deficit for the State Budget, for authorities outside the budget and then for all state authorities. Outlays give figures on consumption and capital expenditures and, in transfers, details are given of grants to local authorities and of 'personal benefit payments'. The latter includes all benefits, pensions and allowances for which no services are rendered.

Of most use in the data on Receipts is the fact that the figures given are standard across the states with regard to taxes (payroll, stamp, motor and other); interest, rent, royalties and dividends; and Commonwealth Grants.

The following tables illustrate some of the possible analyses using the State data.

1. State Taxes and Commonwealth Grants as a Percentage of Total State Receipts, 1972-73 & 1981-82

	1972-73		1981-82	
	State Taxes %	Commonwealth Grants %	State Taxes %	Commonwealth Grants %
NSW	43	51	40	60
VIC	41	55	39	59
QLD	29	63	27	67
SA	26	64	24	69
WA	24	66	26	68
TAS	18	69	20	71
NT	na	na	6	99

2. Per Capita State Taxes, Commonwealth Grants and State Outlays, by State, 1972-73 & 1981-82

	1972-73			1981-82		
	State Taxes Dollars per capita	Common- wealth Grants Dollars per capita	State Budget Outlays Dollars per capita	State Taxes Dollars per capita	Common- wealth Grants Dollars per capita	State Budget Outlays Dollars per capita
NSW	153	184	393	521	1276	1369
VIC	137	183	374	517	1314	1359
QLD	110	234	423	377	1387	1542
SA	107	265	482	354	1459	1548
WA	110	299	519	406	1591	1637
TAS	106	404	719	369	1813	2023
NT	na	na	na	277	4339	5146

- Notes: 1. Source - Government Financial Estimates, Australia 1982-83 Australian Bureau of Statistics, Cat.No.5501.0.  
 2. 1981-2 figures are preliminary.  
 3. In Table 1 percentages of total receipts may add to more than 100 due to negative interest, rent etc. items.  
 4. Northern Territory figures are not separately available for 1972-73

NEW PUBLICATIONS OF INTEREST

Lorinne Boyce and Jennifer Graff, Social Work in the Health Field in Australia - A Reference Guide (Department of Social Work, University of Queensland, Occasional Paper No.83:1, January 1983).

In the Introduction to this Reference Guide the editors write

'Social work in the health field is the longest established field of practice in Australia but little has been done to document the accumulated expertise, knowledge and research of the last fifty years. Nor has there been available to practitioners a reference guide to the body of social work knowledge that has accumulated.

This bibliography was compiled in an attempt to consolidate the past work undertaken in social work in the health field by the Social Work Department, University of Queensland, and in particular by Alma Hartshorn (formerly Senior Lecturer in the Department).'

Items are arranged according to subject, with cross reference to other relevant sections where appropriate. Since one of the main purposes of this bibliography was to document past experience, the first section relates to historical material. The sections which follow reflect the major features of social work in the health field, which might be stated in terms of setting, problem and process. Specific practice settings include social work in hospitals, community health, general medical practice, mental health and rehabilitation. Then follow sections covering illness in relation to age and life experience, and in specific groups of the population. The problem areas include social work intervention in relation to specific illnesses and disabilities, intellectual handicap, alcoholism and drug addiction, trauma, child abuse and sexual abuse. Next in sequence come sections covering processes associated with administration, service delivery, community development and planning, education and work in health teams. Finally, Council of Social Service reports are included for their immediate relevance to policy development and service delivery in health care.

The editors propose to publish a supplement to include further material received prior to the end of September, 1983. They would therefore appreciate information on any omissions noted by readers. Such information, together with requests for the Guide, or the supplement, should be sent to the Department of Social Work, University of Queensland, St. Lucia 4067.

ANNOTATED BIBLIOGRAPHY ON YOUTH IN TRANSITION

*A second Annotated Bibliography along the lines of the Annotated Bibliography published in August 1980\* is being prepared by Dr. D.S. Anderson and Ms. C. Blakers at the request of the Commonwealth Department of Education. The aim of the publication is to put together a selection of studies related to youth which will provide an overview of recent Australian research, thinking, policy and action in this area.*

*Included in the Bibliography will be information on recently completed research and research in progress together with important papers/publications of analysis and comment, covering a range of disciplines and perspectives. It is also hoped to include material of wider scope dealing with social and economic issues and developments which affect young people directly or indirectly.*

*Researchers who have not yet been approached directly and who would care to contribute information on his/her work, should contact, as soon as possible :*

Dr. D.S. Anderson

or

Ms. C. Blakers

Department of Sociology  
Research School of Social Sciences  
Australian National University  
CANBERRA ACT 2600.

Phone: (062) 49 4162 or 49 3740

\* ANDERSON, D.S. and BLAKERS, C.

*Transition from School: An annotated bibliography of recent Australian studies. Canberra: ANU Press, 1980 (288p.).*



Adam Graycar (ed), Retreat from the Welfare State : Australian Social Policy in the 1980s (George Allen and Unwin, Sydney, 1983).

Retreat from the Welfare State, a team effort from the staff of the Social Welfare Research Centre at the University of New South Wales, maintains that although public expenditure on income maintenance continues to expand, after seven decades of increases the Australian welfare system is in disarray. In analysing this disarray, the book analyses the social welfare, occupational welfare and fiscal welfare components of social policy during the present recession.

As a preview of the book which will become available in May 1983, the following are abstracts of each chapter.

#### Chapter 1 Retreat from the Welfare State

Adam Graycar

The opening chapter argues that the story of the welfare state is one of only limited success as the ideals espoused in earlier decades do not have a great deal of political or social backing. There is presently a retreat in the legitimacy of claims against the state and an attempt to steer more claims in the direction of the family, employers, and the local community. This chapter provides data on the welfare expenditure fluctuations of the past decade and show how the retreat from welfare statism has given rise to a new emphasis welfare privatisation.

#### Chapter 2 Child Rearing : Direct and Indirect Costs

Bettina Cass, Carol Keens, Diana Wyndham

The financial costs associated with child rearing comprise direct expenditure on children's needs for food, clothing, accommodation etc. and indirect costs associated with providing child care. The responsibility for meeting these costs has been left almost entirely to parents with the result that class and gender based inequalities have structured life chances of children, whose own individual access to resources is mediated not only by relative access to income and wealth of their parents but also by intra-family transfers of income from income earners to dependants. Analyses of Household Expenditure and Income Distribution data show that both the direct and indirect costs of child rearing are proportionally greater at lower income levels (relative to available income). Thus individual provision for

children's needs result in significant impoverishment of families excluded from the labour market, significant impoverishment for single parent, mother-headed families and significant impoverishment for the children who live in these families.

### Chapter 3 Child Welfare and Child Care Policies

Tania Sweeney

In Australia, as in other countries, most debates 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. Increasingly, demands are being made upon both Commonwealth and State Governments to expand their involvement in children's services, yet their response to date has, in the main, been slow and piecemeal. This chapter, in examining why this is so, considers the Commonwealth and State Government response to the needs, rights and responsibility issues, and the changes in the current thinking in child development theory. It is concluded that child care and child welfare policies have been designed to meet various social and economic objectives rather than primarily improve the well-being of children. It is argued that a policy is needed and should be based on the belief that the early years of a child are an important phase of development and that childhood should be valued in itself and as a crucial phase in the life cycle. Hence resources allocated to children should be regarded as an investment in human capital and an investment in the future.

### Chapter 4 Occupational Welfare : Supporting the Affluent

Adam Jamrozik, Marilyn Hoey, Marilyn Leeds

Employment benefits are a significant component of remuneration which some people receive through participation in the Australian labour force. These benefits constitute one of the major categories of welfare - occupational welfare - the other major categories being social and fiscal welfare. Occupational welfare represents a substantial public expenditure to the state, either through taxation revenue foregone or as 'production' cost which is passed on to the public through higher prices for goods and services. The issue for social equity lies in the fact that occupational welfare reverses the purported aim of social welfare by distributing greater benefits to the more affluent at the expense of the less affluent. Employment benefits correlate positively with the vertical divisions in the Australian labour market and on a conservative estimate the value of such non-statutory benefits received by employees amounts to between 10 and 20 per

cent of total earnings derived from wages and salaries. The cost in Federal taxation revenue foregone was estimated to be in the vicinity of \$5 000 million for the year 1980-81. Occupational welfare is 'hidden' welfare because it is not seen as part of the public welfare system, and its main beneficiaries are not seen as – and do not see themselves to be – recipients of public welfare. Yet there is no essential difference between welfare benefits received through the labour market and welfare benefits received through public welfare. Occupational welfare is, quite simply, the other side of the public welfare coin.

#### Chapter 5 Non-Institutional Care of Elderly People

David Kinnear, Adam Graycar

Much interest and concern is being displayed by policy and planning personnel over the 'graying' of Australia's population. Recent and projected shifts in population structure towards greater numbers of 'dependent' populations raises a number of complex issues in regard to resource allocation, especially in the area of service provision. These issues revolve around questions of whether public or private provision of services will resolve the care issues for dependent elderly people. While family care is well entrenched within the framework of social care, the rising levels of chronic illness raise doubts about the capacity of the family to maintain care with the support and assistance of statutory and non-statutory services. Contemporary welfare debates suggest that such provision will not be forthcoming and current solutions nominated are cost cutting, privatisation, volunteerism and a 'return to the family'. It is doubtful that any of these can alone or together provide or should be expected to provide social care, especially since formal services arose out of the need to support and assist the family as a functionary of social care.

#### Chapter 6 Unemployment and Family Support

Bettina Cass, Pauline Garde

The restructuring of the economy and the labour market since 1974 has resulted in the disappearance of certain jobs, while other jobs have not increased according to trend, and full-time jobs have lost ground to part-time jobs. These changes have not been felt evenly across Australian society: unemployment and under-employment has been concentrated in those groups of people who previously occupied, or who would expect to enter, jobs in the 'secondary' labour market – jobs characterised by insecurity, low pay, little status, few non-wage fringe benefits, and little control of the work

process. Not only is unemployment concentrated in certain categories of labour, but also in certain working class families, intensifying existing social inequalities. The families least able to support unemployed members are those most likely to be called upon to do so. Policy responses fail to take this into consideration so that extended periods of unemployment are usually associated with extreme poverty.

This chapter examines the ways in which unemployment has been created in the latter half of the 1970s, the groups who have been most affected by it, and government policy responses.

#### Chapter 7 The State and Housing : Questions of Social Policy and Social Change

Vivienne Milligan

In the light of the persistence of many forms of the housing problem (shortages, overcrowding, rising costs, poor standards and so on) in capitalist societies like Australia, it is argued in this chapter that a more rigorous and more critical theoretical perspective must be engaged with by advocates of social change in the housing arena. The insights that a political economy framework brings to the modern housing problem are debated and illustrated. In addition, the role of the state in all its functions that bear on housing issues (regulatory, planning, judicial, fiscal, monetary) is evaluated. From these twin perspectives – the housing problem and the role of the capitalist state – it is demonstrated that housing inequality is embedded in the structure of capitalist society. Thus housing problems repeatedly arise from the contradictory values of housing as a social good and as a private good. The state's role historically can be seen to be one of varying response to the repeated manifestation of the contradiction. In future, this role can only more effectively overcome housing inequality if policies and strategies are comprehensively devised to confront the full nature of the problem. In its conclusion, the chapter nominates the general principles that would underlie such a confrontation.

#### Chapter 8 Fiscal Welfare : Some aspects of Australian tax policy

Carol Keens, Bettina Cass

The main objectives of this chapter are to examine the differential impact of the Australian personal income tax system on various groups of taxpayers and look at the ways in which the combined tax and cash transfer system promotes the welfare of families with children. Our account shows 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 offered through the tax system and that the present tax-transfer system services to redistribute revenue away from mothers of dependent children in favour of husbands with a dependent wife.

## Chapter 9 Non-Government Welfare : Issues and Perspectives

Ian Yates, Adam Graycar

This chapter examines the place of non-government welfare organisations (NGWOs) in the modern welfare state and is illustrated with data from SWRC survey work. The range and diversity of NGWOs is immense and the one thing they have in common is some apparent commitment to improving the quality of life of their clientele, even though the clientele is often limited and self selected. The chapter discusses how NGWOs might become more democratic, develop greater accountability and more administrative rationality. The data on Australia's 37 000 NGWOs presents a rich picture of staffing, funding, and general activities, and overall the chapter shows the very significant contribution which NGWOs make to the functioning of the modern welfare state. Critical questions arise when the interests of NGWOs and the state are indistinguishable.

## Chapter 10 Universality and Selectivity : Social Welfare

In a Market Economy

Adam Jamrozik

The concepts of universality and selectivity are two of the basic concepts in social policy and social welfare. Conventionally, the two concepts are seen as opposites - each being related to a particular kind of social and political philosophy - although in practice social welfare services often have characteristics of both. Historically, selectivity in welfare has been the dominant concept but there has been a move towards universality throughout the West, especially during the post-war 'Keynesian' period. In Australia there also was a slow move towards universality in the 1960s and early 1970s but the move was short-lived and the direction has now reversed towards selectivity.

However, this direction does not seem to extend to fiscal and occupational welfare or to other areas of resource allocation, which, although 'welfare', are known by other names, such as tax concessions, subsidies, investment allowances, etc. The outcome, then, seems to be selectivity for the poor and universality for the well-off. The arguments on universality versus selectivity thus need to be examined within sufficiently

broad boundaries which would include all forms of welfare allocations, irrespective of the names under which such allocations are made.

Peter Saunders, Equity and the Impact on Families of the Australian Tax-Transfer System (Institute of Family Studies, Melbourne, 1982). 116pp.

In the study Dr. Saunders\* has found that families with children have suffered increasingly under the current taxation and social security arrangements. He concludes that tax relief for families resulted not from parenthood but from the dependency of a spouse. This was the result of the real value of Family Allowances falling by nearly 30% between 1976-77 and 1980-81 while the real value of the Dependent Spouse Rebate had increased by 13% over the same period.

When it is considered that in Australia 38.5% of those couples receiving the dependent spouse rebate have no children dependent on them and over 50% of taxpayers with dependent children are not eligible for the rebate it is clear that taxation policies which ostensibly address the issue of horizontal equity need to be examined more carefully.

The report also shows that taxpayer families with children have increasingly paid higher proportions of their income in tax when compared with other types of families over the last 20 years. The larger the family the larger has been the relative tax burden at all income levels. Since 1975-76 the increase in average tax rates has been at a greater rate for low income families with children than for similar families on higher incomes. Over the period 1961-62 to 1980-81 the average tax rate for single taxpayers has nearly doubled from 12% to 23% whereas for a taxpayer with a dependent spouse and two children the average tax rate has trebled from 5% to 15% and for a taxpayer with a dependent spouse and four children the rate has increased tenfold.

Families who depend on the social security system for their income fare no better than taxpayers if they have children. Examining the rates of pensions and benefits relative to Average Weekly Earnings, Dr. Saunders found that beneficiaries became worse off during the 1960s, improved their position in the first half of the 1970s but have become increasingly disadvantaged since 1976.

Commenting on the policies which have generated these outcomes, Dr. Saunders says that income support policy has resulted in a decline in the real value of assistance to low income families with children both absolutely and relative to low income families without children.

Dr. Saunders also canvasses options for changing the tax and social security system. Proposals he examines are the taxing of family allowances, income splitting, family unit taxation, the reduction or abolition of Dependent Spouse Rebates in favour of increasing Family Allowances, and Guaranteed Minimum Income schemes.

\*Dr. Saunders is a senior lecturer in economics at the University of Sydney, currently working for two years as an adviser to the OECD in Paris.

THE NEW POLISH SETTLERS IN NEW SOUTH WALES:  
PROBLEMS OF SETTLEMENT AND SOCIETY'S RESPONSE

*This is an Interim Report prepared by a Task Force which was formed by the Ethnic Affairs Commission of New South Wales in September, 1982 for the purpose of investigating the needs and problems of Polish refugees and settlers who have arrived in New South Wales in recent years. The Report gives an overview of the characteristics of the Polish immigrants and of the services that are provided to assist them in their initial settlement (the main report of the Task Force, based on an extensive survey of the new immigrants, is expected to be completed in June, 1983).*

*A limited number of copies of the Interim Report can be obtained from the Ethnic Affairs Commission of New South Wales, 140 Phillip Street, Sydney, NSW 2000. Information about the Report can be obtained from Adam Jamrozik, Chairman of the Task Force (Telephone: (02) 662 3556).*

ON THE END OF A PLANK

*Copies of Graeme Brewer's On the End of a Plank, an interim report of a survey of a group of unemployed people in Frankston (Brotherhood of St. Laurence, July 1982) are available for \$2 each (includes postage and packing) from Publications, Social Welfare Research Centre.*

'Naturally Better?'

Jeremy Laurance writes: In Britain, more and more children are being taken into care. During the 1970s, the proportion of children in care rose from 5.3 to 7.8 per 1,000. But in Australia, which has much the same child welfare law, social services and political climate, fewer children are now in care - even though Australian society has similarly experienced high unemployment and less stable families. So what are we doing wrong?

The answer seems to be that Australia has chosen "prevention" rather than "protection". That is, while policies here have shifted towards protecting children by taking them into care, the emphasis in Australia has been to develop services which prevent the final breakdown. "Australian governments take a more favourable view of the family as a child-rearing institution than their British counterparts", writes Jan Carter, an Australian social worker, in a new report (Protection to Prevention, from the Social Welfare Research Centre, University of New South Wales, PO Box 1, Kensington, New South Wales).

The social services select committee in the Commons is currently looking into child-care policy. But it has taken the view that other countries don't manage things much better. Jan Carter's report on Australia - where the proportion of children in care fell from 5.9 to 3.8 per 1,000 in the 1970s - suggests that this attitude may be too insular. Jan Carter, who has worked and researched in Britain, suggests that the state has a more cooperative attitude towards "biological families" in Australia.

Perhaps, she says, policies there have taken a more "multi-cultural" direction as a result of their most visible failure - with the Aborigines. This has made many experts doubt the wisdom of substituting the "society as parent" ideology over the blood tie. At the moment, there seems to be no comparable inhibition among experts in Britain.'

*This is an extract from an article published in New Society 3 March 1983, vol 63, no 1059, pp.342-3.*



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