

## SWRC Newsletter No 26 - September 1987

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# SWRC Newsletter

No 26

September 1987

Editor: Heidi Freeman

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## FREE



## Social Welfare Research Centre

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The Social Welfare Research Centre was established in January 1980 under an agreement between the University of New South Wales and the Commonwealth Government. The initial agreement was for a period of five years and in 1984 the agreement was renewed for another five years, until the end of 1989. In accordance with the agreement the Centre is operated by the University as a unit of the University. The Director of the Centre is responsible to the Vice-Chancellor and receives assistance in formulating the Centre's research agenda from an Advisory Committee and a Research Management Committee.

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

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

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I have recently returned from Wellington where I spoke at a conference on **The Distribution of Income and Wealth in New Zealand**. The conference was organised by the Income Distribution Group, part of the New Zealand Planning Council. The two day Conference addressed a number of key issues in the inequality of income and wealth in New Zealand, against a broader background of their current social policy environment. In addition to the main theme of the conference, sessions were devoted to analysing the ability of market incomes to deliver a living wage, the redistributive role of the tax-transfer system and the capacity of the social services to enhance incomes.

New Zealand is currently undergoing a process of economic restructuring similar to that underway in Australia. It is imperative that social policies also adjust to meet the challenges thrown up by such a process. The benefits which will ultimately flow to the economy and to the community at large should not be paid for solely by those who must bear the burden along the way. Social policy will play an increasingly crucial role in ensuring an equitable sharing of the financial, personal and social costs of structural adjustment in both countries. Central to this task is the need to integrate social policies with employment, training and other labour market programmes.

There is a need to acknowledge the positive functions of social programmes, all the more crucial in our harsher more competitive economic environment, rather than to emphasise the need for continued spending cutbacks. Adjustment and restraint may be the economic imperatives of the day, but unless accompanied by equitable social policies, they will not be achieved

successfully either side of the Tasman.

Other overseas speakers at the conference in New Zealand included Bettina Cass (Social Security Review), Colin Gillion (OECD), Adam Jamrozik (SWRC), Michael O'Higgins (University of Bath) and David Piachaud (London School of Economics). Following the Conference, we had further discussions with the New Zealand Planning Council and the Royal Commission on Social Policy. I also took the opportunity to talk to members of the Department of Social Welfare. It was a stimulating and interesting visit and it will be of considerable interest to observe the work of the Planning Council and the Royal Commission and their influence on social policy in New Zealand.

In late May and early June I visited a number of research centres and institutions in Europe. In Britain, I had discussions at the Social Policy Research Unit and the University of York and the Personal Social Services Research Unit at the University of Kent. I also visited OECD in Paris, where plans are in train for their first ever Ministerial meeting on social policy which will be held in mid-1988. In Luxembourg I attended the bi-annual meetings of the Luxembourg Income Study (LIS) and the Sloan Project Conference on 'The Changing Well-Being of the Aged and Children in the United States: Intertemporal and International Perspectives'. The Conference was extremely interesting and provided many new insights and ideas for research which we at the Centre might undertake in this general area. I was particularly delighted to see one of the comparative papers presented at the Conference covered Australia, a result of the inclusion of Australia in the LIS project. This in turn has been made possible by funding for the LIS project from

# From the Director . . .

the Australian Bureau of Statistics, who have agreed to contribute two thirds of Australia's share of total consortium costs for the next five years. The Centre will fund the remaining one third for the next two years, at which time our contributions will be reviewed.

**SWRC Visitors:** We were fortunate to have both Michael O'Higgins and David Piachaud with us at the Centre for several days each, en route back from New Zealand. They both contributed to the very stimulating SWRC seminar held on 7 August (see page - below) and also presented internal seminars in the Centre. Professor Adrian Sinfield from the University of Edinburgh will visit the Centre for a week in early September, and Sara Graham will be returning from Britain for a brief visit in October.

**SWRC Seminars:** The seminar programme for the Second Session of 1987 is presented on page . I should apologise to all of you for the delay in finalising the programme and for some changes in the dates, both of which reflect the difficulties we had in coordinating a large number of overseas presentations. However, I believe that the final programme has been worth these minor problems and I hope that as many of you as possible will take the opportunity to attend. I should note that Peter Whiteford has taken over responsibility for organising our seminars, and all queries or suggestions should be directed to him (Tel. 02-697 5152).

We have arranged for the third of our inter-State seminars, following the success of similar ventures in Adelaide and Perth. The seminar has been organised jointly by the SWRC and the Department of Social Work at the University of Queensland. It will take place on **Friday 16 October** in the Bardon Professional Centre just outside Brisbane. The theme of

the seminar is **Community Services in a Changing Economic and Social Environment**, and the full programme is provided on page .

**SWRC publications:** In June we released two reports in the **SWRC Reports and Proceedings** series:

No.64 **Living on the Age Pension: A Survey Report**, by David Wiles

No.65 **Social Welfare in the Late 1980's: Reform, Progress or Retreat?** edited by Peter Saunders and Adam Jamrozik

The latter report contains the proceedings of our Perth conference held in March this year, and has proved to be extremely popular. Report No.67, based on a Workshop organised by the Centre in May this year is with the printers and should appear soon. It is titled **Redistribution and the Welfare State: Estimating the Effects of Government Benefits and Taxes on Household Income**.

For those who have not yet renewed their subscription to SWRC publications (see my Report in the June Newsletter) can I remind you once again that this is now due. This is an opportunity to receive our next fifteen publications automatically and at a discount of 20% on the normal price. Further details on how to receive SWRC publications by subscription are contained on page .

**The SWRC Review:** Many of you may have received a request from Professor Gruen, Chairman of the Committee of Review of the Centre, requesting comment on the performance of the Centre and its continued existence. The review process, of which Professor Gruen's Committee is part, is required in the Agreement between the Commonwealth and the University under which the Centre was

# From the Director . . .

established and operates. The current Agreement provides for funding for the Centre until the end of 1989, and the Review Committee is to make recommendations relating to the five year period 1990-1994. It is important that these decisions are taken well ahead of time, in order that the Centre can engage staff and plan future activities without major disruption. I am confident that the performance of the Centre since 1985 and our prospects for the immediate future will help to secure (if not improve!) our position beyond 1989.

**SWRC Staff:** The last few months have seen several comings and goings among the staff at the Centre. Joan Vipond returned to the Economics Department at the University in July and Sara Graham returned to England

at the end of May. Jill Hardwick and Jenny James have also moved on, as has Eileen Campbell. I wish all of them the best and thank them for their many and varied contributions to the work and functioning of the Centre.

Marilyn McHugh has joined us as a research assistant and Paul Smyth as a research scholar. Enza Santangelo returned from leave in June and Jennifer Burton will help part-time with publications and general administration. We have advertised for a Senior Research Fellow and I hope to be able to announce another appointment at this level in the near future. It is always sad to say farewell to valued colleagues, but I am pleased to welcome all our new staff and hope that their time with us will be happy and productive.

## The Law Handbook

by Redfern Legal Centre

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by the Council for Civil Liberties



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## Legal Rights & Intellectual Disability

*a short guide*

by the Intellectual Disability Rights Service.

Intellectually disabled people make up over 3% of the population and they invariably suffer from a greater violation of rights than the rest of the community. Written specifically for the families and friends of intellectually disabled people, this book is also useful for caregivers. It covers discrimination, wills, privacy, property management, guardianship and much more. With cartoons by Simon Kneebone. Now in its third printing. 1986 96 pages \$6.00

## Legalities

*guidelines for running a community organisation*

by the Council of Social Service of NSW (NCOSS)

Legalities will help new or existing groups deal with the difficulties associated with running a non-profit organisation. The book includes information on: incorporating as an Association, as a Company Limited by Guarantee, or as a Co-operative Society; dealing with money; insurances; legal obligations; accounting; auditing; employment. 3rd edition 1986, 116 pages \$12.00

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# Seminars & Conferences

## SWRC SEMINARS

### THE NATURE AND SCOPE OF WELFARE

Friday, 8th May

#### **THE BOUNDARIES OF WELFARE IN A CHANGING ECONOMIC AND POLITICAL ENVIRONMENT**

Mr Adam Jamrozik  
Social Welfare Research Centre

The paper presented by Adam Jamrozik addressed the issue of the perceptions of what is, or is not, 'welfare' and of the effects those perceptions might have on social policy, especially in the times when the welfare state is under increasing challenge from various quarters. If there is to be an effective defence to these challenges, then some clarity was needed about the nature of welfare in contemporary society.

What, then, is currently meant by 'welfare' and 'the welfare state'? Is it possible to draw clear boundaries between 'welfare' and other activities performed by the state? In common perceptions (which may be called 'conventional wisdom') 'welfare' is usually related to 'people out there', or 'people below the poverty line' - in effect, some **other** population groups who are perceived to be living outside the mainstream of social and economic life. Unfortunately, many social scientists and researchers in social welfare tend to reflect the conventional wisdom and take a similar approach to the analysis of welfare issues. Over the past decade or so, a great amount of money, time, and human effort has been expended in studying the unemployed, the 'disadvantaged', and

on working out 'poverty lines' and 'equivalence scales'. While all these efforts have value in providing information (or 'data'), they seem to add little to our understanding of current issues in the welfare state. 'Poverty', 'disadvantage', 'unemployment' and other such phenomena which cause so much concern do not exist in a social vacuum. Thus studying them in isolation from the wider societal context in which they occur produces volumes of description and statistics but provides little explanation.

For example, in recent years most debates on social welfare have revolved around the distribution, or rather redistribution, of income via taxation and social security pensions and benefits. As a result, the conventional boundaries thrown around the concept of the welfare state have narrowed the perspectives and debates to 'disadvantaged' populations. These perspectives indicate social concern about inequality but also distort social reality because they unwittingly conceal the numerous beneficiaries of the welfare state, especially the middle-class beneficiaries of health, education, child care, and other related services which play an important role in facilitating people's social functioning in a market economy. The nature of the welfare state is thus distorted: the benefits and services provided by welfare, especially those which facilitate the recipients' social functioning are now not regarded as 'welfare' and thus elude public scrutiny. It even happens that the beneficiaries of these services at times criticise the 'rising welfare bill', not perceiving themselves to be (and not

# Seminars & Conferences

being perceived) as welfare recipients.

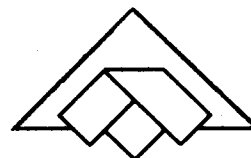
In summary, the arguments presented in the paper were concerned with the following issues: first, while income support or income maintenance payment, i.e., pensions and benefits in the social security system constitute what may be defined as the **core of the welfare system**, by and large, they constitute a **safety net**, not the primary function of welfare. The need for those payments arises from the malfunctioning of the primary system mechanism, i.e., the market, employment, education, health, and other social and economic resources and services.

Second, as shown clearly in the research by Saunders, Castles and others, the concentration of attention in Australia on selective approaches to income support measures has not produced a redistributive effect to the same degree as has been achieved in countries with more universal approaches to social welfare policy. Thus the focus of attention on 'the poor' has not reduced the incidence of poverty and has also detracted attention from those mechanisms of the market as well as those of 'welfare' which are instrumental in maintaining and/or creating inequalities and 'disadvantage'.

Third, the problems with selective approaches are numerous. If, for example, a means-tested benefit or service is designed to assist in the recipient's survival at a subsistence level, then such benefit or service is usually provided with a degree of stigma. If the stigma is removed (or lessened), then the benefit or service tends to be 'infiltrated' by the 'non-poor' (as argued by Goodin and Le Grand). On the other hand, a benefit or service which is designed to enhance the recipient's social functioning (e.g.

education, child care) tends to be 'appropriated' by the more affluent sections of the population and the poorer sections tend to be excluded from it.

These are some of the current dilemmas of the welfare state. It was therefore necessary to widen the perception of 'welfare' and re-define its boundaries. In this re-definition, it is necessary to include not only the allocation of resources but also the dynamics of allocation, that is, it is necessary to examine how the mechanisms of allocation work and who benefits from them. It is also necessary to show how important certain services are to the functioning of the market economy and why they should remain in the public sector. Furthermore, there is a need to seek effective ways to ensure that the benefits and services which enhance the recipients' social functioning are extended to low-income groups so that these provisions do not act as mechanisms of inequality.



## THE NATURE AND SCOPE OF PROFESSIONAL ETHICS

Professor John Lawrence  
School of Social Work  
University of New South Wales

Few social organisations escaped moral or ethical challenge, which was not often identified as such, in the 1960s and early 70s. This challenge was replaced by widespread cynicism and apathy and, ironically, a situation where currently social institutions have escaped scrutiny. Professionals have engaged in power



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plays using the idea of ethics and the public interest to gain sectional advantage in a cynical way.

Professor Lawrence suggests that the professions should not wait for changes in society to bring their professional houses to order. It is not reasonable to give professions positions of trust and power unless the ethics and values with which they work are examined and can provide a guarantee that the profession serves rather than exploits.

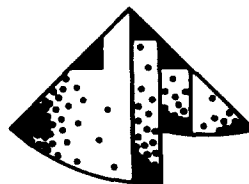
The practice of closing discussion with such phrases as 'that is a value judgement' does not open issues to careful understanding. As individuals, our humanity requires us to justify what we do to ourselves and others. A role of education should be to assist students to understand their own behaviour, the values of society, and how the average citizen in a liberal society would view the professionals' rights and responsibilities.

The issues which Professor Lawrence raised in his paper at the seminar will be extensively examined in the book he is currently writing. The book will probably have 10 chapters, covering such aspects as: what is ethics; what is a profession; a comparison of formal codes of ethics - the balance between rights and duties, how individuals interpret conflicting and competing values, the machinery for the implementation of ethical codes, and the relationship between the codes and actual professional behaviour; who can and should be responsible for the professions' practice and benefit from the professions' expertise; what model of professional behaviour is appropriate; what professional obligations are there to third parties - non injury, fairness,

legal limitation; is the profession organised to fulfill its tasks nationally and internationally; the role of education and its shift from 'what is' to what 'ought to be'.

As Professor Lawrence concluded in his talk, although we may cringe at the concept of 'doing good', every profession affects the lives and fortunes of human beings and therefore cannot escape moral challenge.

Ethics is concerned with good reasons for acting in a particular way. In its nature it is a public activity, even though engaged in by individual actors. Any profession which unilaterally determines its so-called ethics is unlikely to justify its position when placed under critical moral scrutiny by independent outsiders. This book is intended to contribute to the public debate necessary for professional occupations to develop professional ethics worthy of the name.



## THE CHANGING STRUCTURE OF POVERTY

Friday, 5th June

### **POLICY IMPLICATIONS FOR SWRC POVERTY RESEARCH**

Dr Joan Vipond  
Social Welfare Research Centre

The main reference for this paper was research conducted at the SWRC

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concerning "Poverty: Before and After Housing". The paper was structured into two sections.

The first section detailed the policy implications of the research methods used. The methods followed those pioneered by Professor Henderson in 1972/3. This had a number of advantages. First, a poverty line is a very simple way of describing poverty. Second, Henderson's poverty research provided a benchmark year for comparison with the SWRC's research which was conducted in 1981/2. Third, the Henderson poverty line is unofficial. Unofficial poverty lines are useful because they separate poverty research from government policy. Fourth, the Henderson poverty line has widespread community acceptance.

There are, however a number of deficits in Henderson's methods. The problem which causes the most concern is that of updating the line. Estimates of the poverty line are currently based on a percentage of household disposable income. Household disposable incomes are measured by the national accounts which are subject to revision each year. These revisions mean that the poverty line for one year may be valued at one level in one particular year but at different levels in subsequent years. These changing values raise questions in the community's eyes about the reliability and legitimacy of the poverty line.

Research at the SWRC made use of the after-housing poverty line. This proved to have a number of distinct advantages including the ability of the after-housing poverty line to account for: inter-generational inequities; variations in housing costs due to regional differences; wealth holding, which in Australia is most commonly held in the form of a family home.

The results of the SWRC poverty research demonstrated a dramatic increase in the incidence of after-housing poverty in the period 1972/3 and 1981/2. The primary reason for this was changes in the nature of the structure of poverty in Australia.

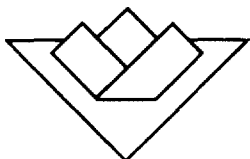
Derived from these results are three principle policy implications. First, the research points to the redistributive implications of government housing policy. The bias in government policy favouring owner-occupiers has been documented by other research while the SWRC's research points to some of the effects of this bias, i.e. the protection of owner-occupiers from poverty versus the vulnerability of private tenants.

The second policy implication can be seen in the use of the research to lobby for increased government expenditure on public housing. The research of the SWRC which demonstrates increases in housing related poverty was used to lobby for increased public housing funds during the recent renegotiation of the CSHA.

Dr Vipond suggested that the SWRC's poverty research had greater implications for a third policy area, that of income security. She argued that the problems of housing-related poverty as demonstrated by her research were more pertinent to income problems than to difficulties in the supply of housing. The income support system played a key role in those income problems. The income security system has failed to adapt itself to the changing structure of poverty and failed to acknowledge the vulnerability of young families and private renters to poverty. Further consideration of income security responses may overcome the problems of housing-related poverty since its source can

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be found in the inadequacy of people's incomes.



## POVERTY RESEARCH AND POLICY

Ms Alison McClelland

Alison McClelland's paper was based on the year long 'Income and Expenditure Study' done at the Brotherhood of St. Lawrence, led by Jenny Trethewey, in which 50 low income families, predominately reliant upon an unemployment benefit, a supporting parents pension, or a low wage, kept a diary of their expenditure for a fortnight each month and were interviewed monthly about their spending priorities and the effects on themselves and their children of having insufficient income to meet their needs.

Of the households studied, 45 had dependent children. Of these 23 were sole parents, and 21 were couples with children, 5 families had no children, 4 were single adults and 1 was a family without children. There were 116 children covered by the survey ranging in age from early childhood to adolescence. The households were located in the inner and the outer Melbourne suburbs, and one was in a small country town. They were private and public tenants and home owners.

It was found that the majority of families consistently paid their rent first. Common comments were "always pay your rent first", "it is the first thing on the list", "You've got to have a roof over your head".

Next priority was given to energy bills and what ever was left was used for food. In order to handle high housing and energy costs many families were forced to go without or to cut back on food, clothing and footwear, fuel and power, medical equipment and treatment and dental care. Use of a private car and leisure activities could not be afforded.

One woman with two children and a husband who worked epitomised the situation of many of the families during weeks of high costs. She comments, "After paying rent and bills there was little money left over for food. Christmas was a bad time. I used Barry's holiday pay to pay hospital and electricity bills. I did without meals and made bread and biscuits with the flour I had left, for the kids."

Few families had the money to buy clothes or shoes. A wife with 3 children tells that, "The children only have gum boots, I hope it rains when school starts, then no-one will know that they don't have shoes." Heating, especially when the children are not at home, is scarcely used. Although able to use doctors and hospitals when needed, the families were seldom able to afford the medications prescribed. The children had to miss out on anything that cost extra from school. Such omissions, combined with their lack of clothes and possessions, stand as obvious points which allow them to be marked out as different from other children and made into targets for stigmatising comments.

Half of the families with school age children wanted them to finish secondary school, some even hoped for a tertiary education. Yet most families also felt that their financial positions made such outcomes unlikely.

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When asked what would be their choice for the support of their family in the coming year most people nominated full or part time work. However, the respondents reported severe barriers to getting a job.

1. 24 adults were concerned that if they returned to work they would no longer be eligible for government concessions. As they were not likely to receive a big wage, the loss of concessions would actually mean a reduction in their living standards.
  2. 10 respondents said that their state of health prevented them from working. 1 woman and 2 men attributed their poor health to long term unemployment.
  3. 9 adults saw their low educational level as hindering their work chances. Only 6 households out of the 50 that completed the study had an adult who had completed secondary school, of these 6, 4 were recently arrived migrants, and 2 were female single parents completing post secondary youth work courses. 4 adults had only a primary education, 2 in Lebanon and 2 in country Victoria.
  4. 8 of the adults had migrated in the last 5 years from Lebanon or Poland. Their lack of English was seen as a major impediment to work.
  5. The 6 adults who lived in country Victoria said that there were few jobs available in their area for either men or women.
2. 11 women thought that their lack of suitable work clothes inhibited them from considering a job. They felt that they could afford nothing suitable to wear to job interviews and would not be able to afford clothing after starting work.
  3. 6 women felt that the many years that they spent caring for children would make it difficult to go back to work because now new job skills were required. They also lacked the confidence to work.

The study shows that poverty is not a one dimensional problem. Rather, it is an interrelation of factors such as

- inadequate social security payments,
- lack of access to affordable housing,
- labour market disadvantage,
- poor health.

It challenges many of the public myths which have developed about social security recipients, i.e., "They wouldn't be as badly off if they knew how to spend and manage their money", or "They're a pack of bludgers."

No attempt has been made to argue the representativeness of the survey, rather its purpose was to provide a detailed account of what it means to be living in poverty. It is hoped that it will be educative, bringing new understandings of what are the causes and costs of poverty. Such qualitative research is an indicative, rather than a definitive device. It is intended as a complement to larger quantitative research. It illustrates the value of a longitudinal study, showing

The 41 women interviewed identified 3 additional barriers;

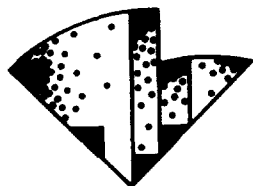
1. 15 said that they were unable to work because of their lack of access to child care.

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consistencies and changes for the better and for worse in a family's circumstances. It gives a sense of the dynamics of poverty, showing the effect on a family's well being of getting or losing a job, of a change of benefit, a new baby, the independence of an adolescent, or a sudden rent increase.

The study has already provided important background material for 2 submissions by the Brotherhood to the Victorian State Government -

1. On the development of a Dental health policy in Victoria.
2. On the role of the state educational concessions in assisting children in low income families to maximise educational opportunity.



**Two papers delivered at the Sociological Association of Australia and New Zealand conference, 14-17th July, 1987.**

**RESEARCH WITH A JUVENILE CAR-THEFT GROUP: APPLICATION OF A RESEARCH STRATEGY**

**Lynne Wrennall  
Social Welfare Research Centre**

The paper outlined some of the more contemporary contributions to ethnographic research methods which attempt to resolve the dilemma that research into disadvantaged social groups may contribute to the group's further disadvantage. A

research strategy including these contributions which was applied to research with a juvenile car-theft group, was described in the paper. Some of the advantages and disadvantages of the strategy were discussed, including the special issues involved in researching a long-term law-breaking group.

As well as discussing some of the general ethical dilemmas which occur with this type of research, the author presented an outline of the conduct of her own research project with the juvenile group and a summation of the findings.

The major question of the research addressed relationships formed between social welfare workers and the juvenile group. A major finding was that the relationships tended to be punitive and coercive. This finding could not be explained entirely by the status of the group members as law-breakers, since the punitive and coercive behaviour preceded the youths' adoption of law-breaking careers. Moreover, other research at the S.W.R.C. Sweeney (Sept. 1985) and Jamrozik (July, 1983) found that punitiveness and coercion are general characteristics of child welfare interventions directed to economically disadvantaged persons. Social welfare practice was not found to be a causative factor in juvenile law-breaking behaviour. I submitted however that social welfare intervention was unnecessarily hampered by regulation.

My argument cumulated in support for an increased autonomy and flexibility for social welfare work, provided by a movement of employment from the government departments and state-sponsored agencies into group and individual practices with consumer population. I proposed the establishment of a national "welcare" system for social welfare

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workers similar to the "Medicare" system for general medical practitioners.

Audience discussion focused on the influence of social research on the researched populations and on the "welcare" proposal.

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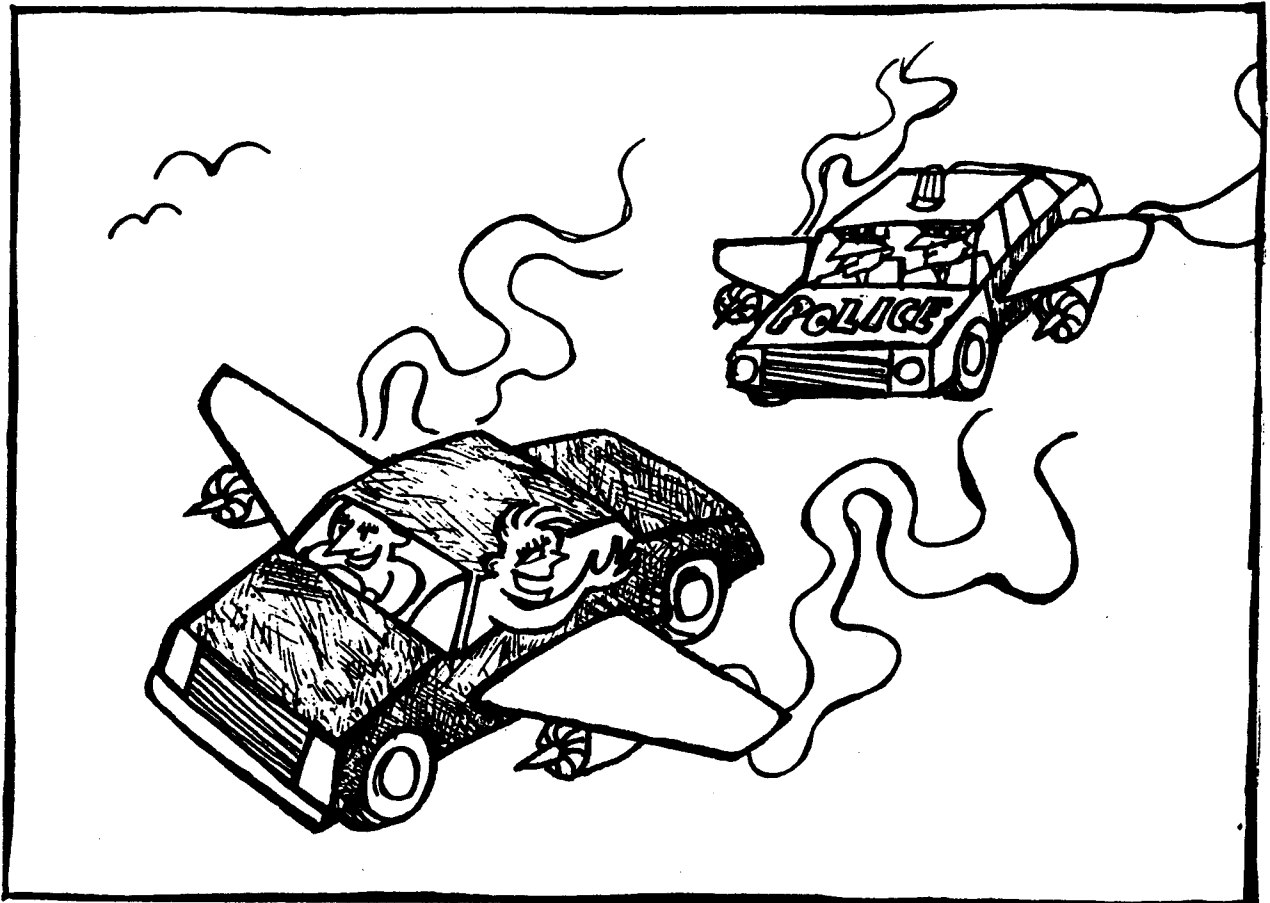


illustration by Chris Mickel

# The Turbo Kids

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CLASSIFICATION AND WELFARE  
PROVISIONS : THE POWER OF OFFICIAL  
INQUIRIES INTO POOR RELIEF PROVISION  
IN NEW SOUTH WALES, 1898 AND 1984.

Micheal Wearing      Rosemary Berreen  
Social Welfare      School of Social  
Research Centre,      Work, University  
University of      of New South Wales  
New South Wales

In the political rhetoric of welfare reform, it is often assumed that the collection of information about marginalised groups will only benefit the progress of Australia's welfare state; the key government instrument of reform being official inquiries into social provisions for defined groups. Amongst other claims, information on welfare clientele in such inquiries is seen as necessary to administer a more efficient, adequate and equitable welfare state.

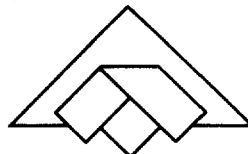
This paper contends that such a view of official inquiries into welfare provision is misguided. Against this view, our analysis of two welfare inquiries in 1898 and 1984 demonstrates that the network of surveillance cast over the low-income welfare claimant, through information collection, has increased dramatically since the 19th century in Australia.

Classification in terms of welfare provisions is understood in this paper as the setting up of categories to impose control over welfare's social and administrative realities, i.e., those social taxonomies of moral behaviour, mental illness, age, gender, physical or developmental disability, income, crime, occupations, education and other social and economic indicators, for the purpose of welfare provision. The term classification has had a long association with those

traditions within anthropology concerned with the social causation and cultural production of categories. In extending this analysis into the regulatory impacts of the contemporary welfare state, the classification of welfare claimants can be seen as of increased, yet relatively unexplored significance to social policy analysis and welfare politics.

In separating marginalised groups into types and categories, classification has become a central technique for the accounting and legitimisation of professional expertise in social provisions. These 'professionalised' human service operators, among them managers, clerks, welfare workers, social workers, doctors and lawyers with their bodies of 'scientific' knowledge about client groups, must think and make choices within an imposed hierarchical universe. The delivery of a welfare provision requires formalised and/or discretionary selection criteria determined by the classification system. Only the 'right' client can be accommodated around a service design and professional specialisation.

The paper criticises those views which neglect the power of welfare inquiries and their use of information to increase the control mechanisms of welfare. In place of these views, we argue that the classification systems of such inquiries impose control over social realities to recycle older images of the poor, set the boundaries of a provision, underlie the multiple surveillance tasks of welfare work and provide the basis for administrative and legislative changes to increase state regulation of the poor.



# Seminars & Conferences

## **The 1987 Recreation Officers Conference, 24-26th June, 1987.**

### **CHANGES IN AUSTRALIAN SOCIETY : IMPLICATIONS FOR RECREATION AND WELFARE.**

Adam Jamrozik  
Social Welfare Research Centre  
Summarised by the editor

The paper focuses on the role of leisure activities within our society in the near future, that is, in particular, on where they are likely to stand in the year 2010. Essentially, it is argued that present trends indicate a likely, but not unpreventable, future in which leisure activities act to heighten social and economic inequality.

Currently there is a growing division within Australian society between the relatively affluent and those who are dependent upon the state for their income. If care is not taken when planning leisure activities to facilitate their access for those with the time but not the means, then the potential of these activities to be social equalizers would be nullified, and instead they could serve to replicate the inequalities generated in the labour market distribution of income and wealth.

Within this society, and aiding this process is an ever more apparent individualist ideology wherein self interest, opportunism and inequality are accepted as integral parts of a good society.

The concept of leisure is a highly subjective one, including individual as well as social pursuits. However, it is important to note that leisure has now become a significant field of consumption and

therefore a field for commercial exploitation for profit.

There is a prevalent trend in industrialised countries of the capitalist West, and to a lesser extent in the socialist countries as well, to retreat from the public sphere into the private sphere of the so-called 'free' market forces. Parallel with this trend, and to a large extent its integral aspect, is the belief in a continuous economic growth. The concern with the limited nature of the earth's resources and social limitations of growth has been thrown overboard, and the warning of the energy crisis of the mid-1970's has been forgotten.

There are a number of features which indicate the operation of dangerous and oppressive trends. Due to an increasing reliance upon and faith in the wonders of new technology there is an acceptance of activity involving greater risk and cost with smaller margins of safety. There is an acceptance also that to sustain an affluent lifestyle it is necessary to exclude others. Thus globally the underdeveloped countries, and nationally the poor, are excluded from various significant forms of economic and social activity. This view is paralleled with the view that economies gain strength as they are freed from social and political constraints - a view given strength by the perceived success of capitalist economies when compared to their socialist counterparts.

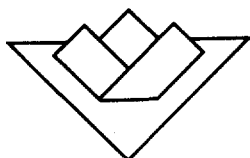
Within this tense environment where severe crises are only barely avoided, failures of important elements within the system are matters for extreme concern. And we should be concerned. Due to the continuing depletion of non-renewable resources there will be a gradual decrease in the standard of living. So far the welfare state



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has intended, but been unable to create, a more equitable society. Instead it has served mainly to bolster the capitalist system. In an increasingly depressed economic environment the welfare state is not likely to be able to implement successful moves towards social and economic equality.

The trend towards a greater division between the rich and the relatively affluent majority on the one hand and the poor on the other hand brings with it increasing social instability and corresponding efforts to maintain control of the 'idle' and economically disadvantaged sections of the population, as evidenced by the increased resources allocated to both police forces and to the various 'helping' professions whose role is expected to include keeping people under control without resorting to overt coercion.



**Wollongong Conference on Social Security, Society and the Economy, 18-19th June, 1987.**

**WELFARE FRAUD, WORK INCENTIVES AND INCOME SUPPORT FOR THE UNEMPLOYED**

**Bruce Bradbury  
Social Welfare Research Centre**

In the face of the present fiscal crisis facing the state, a good deal of political attention has recently been directed towards the issues of welfare fraud and work incentives. The last year has seen even government ministers suggesting that the unemployed are not looking hard

enough for work, or that widespread cheating exists. This paper has two main aims. To examine the available evidence used to support these claims, and to discuss the implications of these issues for the structure of the income support system for the unemployed. These issues are not only of interest to those whose interest is in effective policing of government support for the disadvantaged. For those interested in the positive goals represented by the welfare state, these issues are important also. The existence, or even the perceived existence, of welfare cheating or welfare-induced idleness is fundamentally damaging to the legitimacy of welfare provision for the disadvantaged.

Because of the complexity of the system of income support for the unemployed, these issues are often surrounded by a good deal of confusion. The system's complexity stems from the need to tread the fine line between providing income support for the disadvantaged, while having a minimal impact upon the labour market. The implication of this for discussion of welfare 'cheating' or 'bludging' becomes apparent when we begin to consider the range of situations covered by such terms. At one extreme we have those who are using false identities to receive multiple benefits. At the other we have those long term unemployed who may have stopped looking for jobs in frustration. In between, there are 'overpayment cases', where people are not prompt in notifying the Department of Social Security when they find work, and cases of people not declaring income received from part-time work whilst on benefit. These different requirements on the unemployed may be summarised as the requirements for them to satisfy the **identity, income and work** tests.

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Administrative response to these concerns varies. The work test, for instance (the requirement that the unemployed must be available for and actively seeking full-time work), is difficult to enforce administratively, particularly in times of high unemployment. Consequently, attention has often been directed to the economic 'incentives' needed to encourage the unemployed to look for work. Often it is argued that the level of benefit needs to be low (relative to wages) to encourage people to go off benefits.

One object of the paper is to review the available evidence on this issue. Whilst the existing empirical studies vary somewhat in their conclusions, the paper concludes that the level of benefit probably does have some effect on the job search effort of the unemployed, but the magnitude of this effect is only small. It is argued that there are other factors which are more important in causing variations in individuals' search efforts. Maintaining and developing work skills and the 'work ethic' by directing attention to training and work experience programs, may be more effective than restricting attention to financial 'inducements'.

Of course, the current unemployment problem is predominantly due to reduced demand rather than supply of labour. But such concerns with variations in supply are not entirely irrelevant. There may be isolated areas (skills or regions) where the labour market is tight, and it may be considered desirable to develop a system appropriate for the future. Most important is that income support may create incentives for individuals to act in ways that are not in their own long-term best interests (eg prolonging their spell of unemployment). Reducing the average length of time people are

unemployed, even if total unemployment rates are constant, may help in spreading the burden of unemployment, and in maintaining work skills.

Whilst these issues of work incentives have been the main concerns of economists examining the unemployment benefit system, the issue of fraud has had much greater political prominence. Much of the recent attention derives from statements made by Minister for Finance, Senator Peter Walsh, during 1986. He pointed to the relatively faster increase in the numbers of unemployment beneficiaries compared with the number of ABS recorded unemployed and suggested that,

It is difficult to escape the conclusion that there has been an upsurge in the incidence of cheating. By cheating, I mean people working effectively full-time and suppressing that fact when claiming benefits, or people claiming benefits using different names.

Suppositions such as these were a primary motivating force behind the establishment of the government's Unemployment Benefit Selective Review Teams, which have carried out intensive investigations of the status of 'high risk' beneficiaries - with the consequent removal of many from benefit. This makes the addressing of these issues raised by Senator Walsh all the more important. In this paper, an attempt is thus made to further our understanding of the possible reasons for this divergence in the two statistical series.

There are a number of reasons why persons may be included as 'unemployed' in one data set but not in the other, and these may have changed over time to produce the observed divergence in the statistics. For example, increasing

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numbers of beneficiaries undertaking part-time work (legitimately) would decrease the numbers of ABS unemployed relative to beneficiaries. Similarly, the increase in durations of unemployment may have led to more beneficiaries becoming disenchanted and reducing their job search effort, and consequently recorded as not in the labour force by the ABS. However, after a detailed examination it is concluded that there is insufficient information available to comprehensively evaluate whether changes in these and similar variables can explain the observed trends.

Certainly, however, it does not seem to be warranted to draw the conclusion that Senator Walsh does, that one fifth of the change in beneficiary numbers relative to unemployed represents an increase in cheating - if only because of the extremely limited definition of cheating that he employs. As well as the legitimate statistical changes there may have been a decrease in the job search effort of beneficiaries or an increase in the numbers of beneficiaries not declaring their part-time earned income.

The results of the Unemployment Benefit Selective Review Teams are not very helpful in aiding our understanding of this issue either. These teams have succeeded in removing from benefit a large proportion (around one in four) of the beneficiaries they have interviewed. The targeting process used to select the interviewees makes it impossible to generalise these results to the total population, but the results are being interpreted by the government as indicating substantial problems. Unfortunately the information released does not help very much in identifying the nature of any beneficiary 'cheating' that may

exist. Many important questions remain. Are there many people not fulfilling the requirements of the unemployment benefit system? If so, how are they failing these requirements? Is the problem lack of job search effort, continuing to receive benefit after getting a job, receiving undeclared part-time earnings, or multiple identity fraud? The information available so far merely muddles these important differences. The answers to these questions, however, are needed before sensible progress towards appropriate policy responses can be made.

Most importantly, we must refrain from placing all the blame for possible non-compliance with the rules at the feet of the beneficiaries themselves. The final section of the paper discusses the role that the **structure of the income support system** plays in these issues. The importance of the constraints and incentives provided by the system has been a central theme of the economic analysis of work incentives and possible violations of the work test. Less attention has been paid to the role that targeted income support has in producing incentives for people to break the income test.

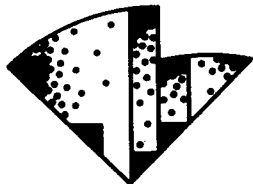
Anecdotal evidence would suggest that non-declaration of part-time earnings is probably the most common way in which beneficiaries 'cheat' the system. As the system stands, there are very strong incentives for this to occur. Effective marginal tax rates on this income are very high, and the base rate of benefit is very low. Combined, these produce strong economic, and moral, incentives for beneficiaries to not declare any supplementary income they may be able to obtain. This is not to argue that this provides a legitimate justification for doing so, but this does impose strong pressures on the enforcement and

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legitimacy of the income support system. The need to enforce these provisions both stigmatises those recipients who are complying with the system, and by treating beneficiaries as potential cheats, lessens the public legitimacy of the unemployment benefit system.

Similar arguments about the incentives to cheat have been advanced in recent times to justify reductions in marginal rates of income tax. The case must surely be greater for the disadvantaged.

The solution to this is not simple, for the income test is fundamental to the targeted system of income support in this country. Short of moving to a non-income tested form of income support for the unemployed, there are, however, some marginal changes that can be considered. For example, the income test could be relaxed for the long term unemployed. Moreover, there needs to be an assessment of the relationship of income support to part-time work generally.



**ORGANISING AND FINANCING  
COMMUNITY CARE  
ACT Council on the Ageing,  
15th July, 1987.**

Reviewed by Robert Nittolo  
Social Welfare Research Centre

The ACT branch of the Council of the Ageing recently held a one day seminar on organising and financing community care. The Key speaker was Professor Olive Stevenson from the

Department of Social Administration and Social Work from the University of Nottingham who discussed recent trends in community care in Britain.

Professor Stevenson raised a number of interesting issues, among them was the question of dependency and how it is perceived amongst aged people. Policy emphasis generally stresses the concept of 'independence' particularly with respect to maintaining independence at home. However Prof Stevenson pointed out that most of our activities in life involve some degree of dependence on others, there is always a need for interrelationship and interaction. Therefore keeping aged people 'independent' at home requires a balance between dependence and independence in caring practices; models of care should be based on preserving independence but should also serve to support the domain of dependency that the aged themselves wish to maintain, as well as allowing them to reject those aspects of independence they may not want.

Professor Stevenson spoke of the model of community care presently emerging in Great Britain, in particular the model developed out of the Kent Community Care Project.

The principle underlying this scheme is that community care should originate at the local area level, it should relate to the local characteristics of the neighbourhood area, this would include such things as kinship ties and patterns of social interaction amongst the local population. This is particularly important since the frail aged are strongly tied to their local area and to the services and programs available in that area, therefore the strengths and weaknesses of the voluntary organisations in each local area are critical in assessing those services. Social workers were

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given three quarters of the cost of residential care and told to spend it on a program of packages specifically tailored for individual needs.

One emerging aspect of this model of care is the development of the home-help 'keyworker' who has responsibility for 8-10 home helpers. This arrangement separates administrative and service duties and thereby frees the higher level workers from the more mundane day-to-day organisational routine thereby leaving them time for more sophisticated tasks such as qualitative analysis of local needs.

Professor Stevenson said she was sceptical of large-scale meals-on-wheels delivery services on the grounds that there was a certain amount of waste, variability in nutritional value and irregular time of delivery. She preferred the services being delivered on a smaller scale, she spoke of 'small groups of middle-aged persons with freezers servicing a small area, though not necessarily cooking.' This, she argued was more cost-effective, and smaller more intimate and personal services could do much to overcome the social isolation of eating alone thereby making meals a much more social, and sociable, occasion. To manage such programs on a small scale there would have to be a key-worker to co-ordinate the allocation of available community resources and to determine the time and place of service delivery.

In discussing community support for carers and the cared Prof Stevenson argued for a much more flexible use of residential care centres for such things as day care and respite care. Residential centres would also be useful as information centres e.g for advice about dementia. She believed that community care could achieve higher levels of integration

with existing residential care facilities.

On the question of service wastage it was stated that quite frequently inappropriate and unwanted services were being 'flung' at aged people irrespective of their needs, Prof. Stevenson stressed the need to first find out what the aged need and then design an appropriate form of delivery. In discussing the use of community resources Prof. Stevenson described some of the waste caused through policy distortions, for instance some British banks were actively encouraging people with money to invest to open aged-persons homes in order to capitalise available subsidies.

In summing up, Prof Stevenson spoke of the adaptability of old people and stated that community services directed toward the aged should reflect 'creative responses to individual need at local levels.'

The second speaker of the day was Dr. Elizabeth Ozanne from the Department of Social Work, Melbourne University. She began by describing the three components of community care programme packages namely organisational, administrative and financial. When considering 'proper' management, one must consider the nature of current practices, cost efficiency and access and equity.

There are two forms of management, one is 'top-down' management which provides a macro service designed to serve a general population. The second form is that of case-management or brokerage which involves packaging a specific set or series of services for individual clients. This consists of client focused assessment of individual needs to determine the most appropriate 'package' of services so that community resources can be most effectively matched to personal need. There are many problems

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involved in any system of management, not the least of which involve interrelations between the various levels of government (Federal, State, and Local) as well as voluntary organisations and private enterprise. Dr Ozanne argued that there was a greater need for responses from community care professionals rather than from the top-down.

Dr Ozanne discussed four problems with the present system of community care organisation. The first problem concerned the co-ordination of resources; this included the inflexibility of some services with regard to such things as limited hours or limited options; services generally were not focused on prevention. The second problem with present services was the lack of inter-weaving of formal and informal systems of care; there is a lack of focus on informal carers, and the possibilities for using institutional facilities for such things as day and respite care had not been fully explored. The third problem concerned the confused accountability lines. Accountability is generally conducted in a piecemeal fashion; there is a lack of systematic data as well as a lack of incentives for information. The fourth problem concerned the low level of work practice with the elderly, workers in the field are often inexperienced and unqualified. Work with the elderly has low status priority and pay. Case loads are generally large which limits contact time, lessens preventative approaches, results in quick (and possibly hasty) decisions and results in assessment for eligibility for service.

The major difference between emerging US and British models of community care are that the UK approach focuses on case management while in the US the focus is more on financial control.

One approach to the above problems has been attempted by the model of community care developed in the Kent Community Care Project. This program attempts to address the above four problems by developing a case management approach to the matching of needs and community resources. The key features of case management are: case finding-securing the referral of all those who would be best helped by the range of services offered and who in other ways satisfy the eligibility criteria defined; screening-ensuring that those referred do in fact satisfy the eligibility criteria; assessment of client circumstances; planning of care packages with the recipient and others and the negotiation and arrangement of services with providers; and, monitoring of provision-checking the quality and appropriateness of what is provided and ensuring the adaptation of changing circumstances.

Attributes of the program are a decentralised budget which is limited to three quarters of the cost of residential care. Interventions are targeted at the micro rather than the macro level. Units of service are individually costed, they can be purchased in individual separately and are interchangeable. There are clear lines of accountability within the structure with the key-worker being an important component in the overall management structure. Case loads are controlled with the emphasis being on quality of service. Lastly, case management is integrated with appropriate levels of service systems.

Dr Ozanne went on to discuss two demonstration models which had been tried in the United States. The first was the Wisconsin Community Care Organisation Programme which developed two models of general care management during the 1970's. The first was the 'direct' model in

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which the servicing organisation takes on case management itself, while the second was a brokerage model in which hands-on case management is delegated to an outside case management organisation.

Another approach undertaken in the US is that of the National Long-term Care Channeling Demonstration. The 'channeling' approach pools funds from a number of sources (usually Federal and State) into a single financial control model. The program established organisations are often referred to as 'channeling' organisations which act as agents for nursing home, home health and personal services. Two models have emerged out of the channeling programme: a basic model in which new services are superimposed on existing services; the second is a 'Complex Financial Control Model' established to avoid unnecessary nursing home admission and subsequent 'spending down' by better-off persons to become eligible for medicaid. This model offers a single co-ordinated mechanism for the amount, scope, and duration of services.

The channeling model suffers on three grounds: the first is that it deals only with long term health needs and therefore has little interface with hospitals or the acute health care system. Second, it does not change prevailing financial incentives and thereby maintains a bias toward institutional care. Third, channeling programs are not integrally linked with existing delivery systems, as a demonstration programme it does not necessarily become the model for all service delivery programmes.

Dr Ozanne briefly discussed some of the implications that these models held for Australia and suggested these models could be of significance to extended care

centres, geriatric assessment units, Local Government bodies, hospitals, voluntary organisations, private health insurance organisations and Commonwealth health centres.

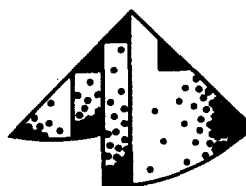
## Further Reading:

Preliminary findings of the Wisconsin Scheme are found in: Robert Abblebaum et al. 'The Wisconsin Community Care Organisation: Preliminary Findings from the Milwaukee Experiment', *The Gerontologist* Vol 20, No 3, 1980:350-355

The Kent Community Care Scheme is described in:

David Challis and Bleddyn Davis, 'Case Management in Community Care' and 'Matching Resources to Community Needs' Gower, London 1986. 'Long Term Care for the Elderly: The Community Care Scheme,' *British Journal of Social Work*, Vol 15 No 6 1985:563-579

More recent American trends are described in James Callaghan (ed) *Reforming the Long-term Care System* Lexington Books, 1981



## SECOND NATIONAL WOMEN'S HOUSING CONFERENCE

Reviewed by Clare Stapleton  
Social Welfare Research Centre

The Second National Women's Housing Conference was held in Sydney on the 22nd to the 24th of May. Jenny James and Clare Stapleton represented the Centre at this conference which was attended by 1500 women from around Australia.

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The major objective of the conference was to create an action-oriented forum where participants could share their knowledge and skills in the housing area. Hence conference activities were aimed at producing an environment which engaged the maximum interaction between participants.

Flexibility was an important component of the conference timetable which held workshops and seminars covering a wide range of subjects. This enabled participants to work in smaller groups and also to pursue topic areas of particular interest or concern to them.

Attention was paid within seminars and workshops to issues which linked into eight broad subject areas. These areas included public housing; private-central housing; housing co-operatives; housing finance; the design and building of houses; feminist interpretations of housing problems; womens refuges; and services for chronically homeless women.

Throughout the three day conference attention was drawn to subgroups of women whose particular needs warranted special consideration. These groups include Aboriginal women; women from non-English speaking backgrounds; disabled women; women with a psychiatric disability; young women; and older women.

The conference also offered women an opportunity to participate in strategic forums. These forums which met each day undertook responsibility for planning follow-up action to the conference.

In total there were nine strategic forums concentrating upon nine different problem areas. These areas were: more access to housing; cost and affordability of housing; community services for people with

housing-related problems; co-ordination of government housing policy and services; housing research; design and building standards for housing; education and employment; participation and control by women in the management of housing; and Aboriginal women.

The recommendations emerging from these forums were extensive and included a broad range of campaign-type activities aimed at both educating the public and also placing pressure upon governments to introduce legislative reforms and policy changes which may alleviate the housing-related problems women face. Specific recommendations made by these forums included calls upon the Federal government to introduce a comprehensive housing policy for psychiatrically disabled women and their children; to introduce mechanisms to ensure that the principles of the C.S.H.A. are enforced, and the development of a set of standards to protect the tenants of caravan parks.

## SECOND NATIONAL WOMEN'S HOUSING CONFERENCE



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SESSION 2, AUGUST to NOVEMBER

Friday 7 August:  
Morven Brown  
Seminar Room 212

**SOCIAL SECURITY REFORM**  
Mr David Piachaud  
Reader in Social Administration  
London School of Economics  
'The Distribution of Work, Incomes and Welfare'

Dr Bettina Cass  
Consultant Director,  
Social Security Review  
'Reform of Family Assistance'

Michael O'Higgins  
Reader in Social Policy, University of Bath  
'Overview and Discussion'

Friday 4 September:  
Morven Brown  
Seminar Room 212

**THE SOCIAL DIVISION OF WELFARE**  
Professor Adrian Sinfield  
University of Edinburgh  
'Social Security and its Social Division'

Peter Whiteford  
Social Welfare Research Centre  
'Recent Australian Tax Reform Proposals and their  
Implications for Low Income Groups'

Friday 11 September:  
Mechanical  
Engineering Room 303

**COMMUNITY CARE: RECENT DEVELOPMENTS AND PROSPECTS  
FOR THE FUTURE**  
Dr Janet Finch  
University of Lancaster  
'Community Care - Implications of Recent Developments  
in Britain'

Lorraine Wheeler  
NSW Council of Social Service  
'Community Care Workers - Conditions within the  
Community Services Industry'

Friday 9 October:  
Morven Brown  
Seminar Room 212

**CURRENT RESEARCH ON DISABILITY**  
Dr Sara Graham  
U.K. Department of Health and Social Security  
'The Extra Costs Borne by Families who have a Child  
with a Disability'

Richard Mathews  
Social Welfare Research Centre  
'Research on Community Care for People with a  
Disability'

'Discussion and Overview'  
Jane Woodruff  
NSW Council of Disability

Friday 6 November:  
Morven Brown  
Seminar Room 212

**THE SOCIAL WAGE**  
Professor Keith Norris  
Murdoch University, Western Australia  
'Recent Trends in Taxes, Transfers and the Social  
Wage in Australia'

Dr Peter Saunders  
Social Welfare Research Centre  
'International Comparisons of Noncash Incomes'

Adam Jamrozik  
Social Welfare Research Centre  
'The Social Wage in Application: Dimensions of  
Service Delivery and Utilisation'

9.15am to 12.30pm



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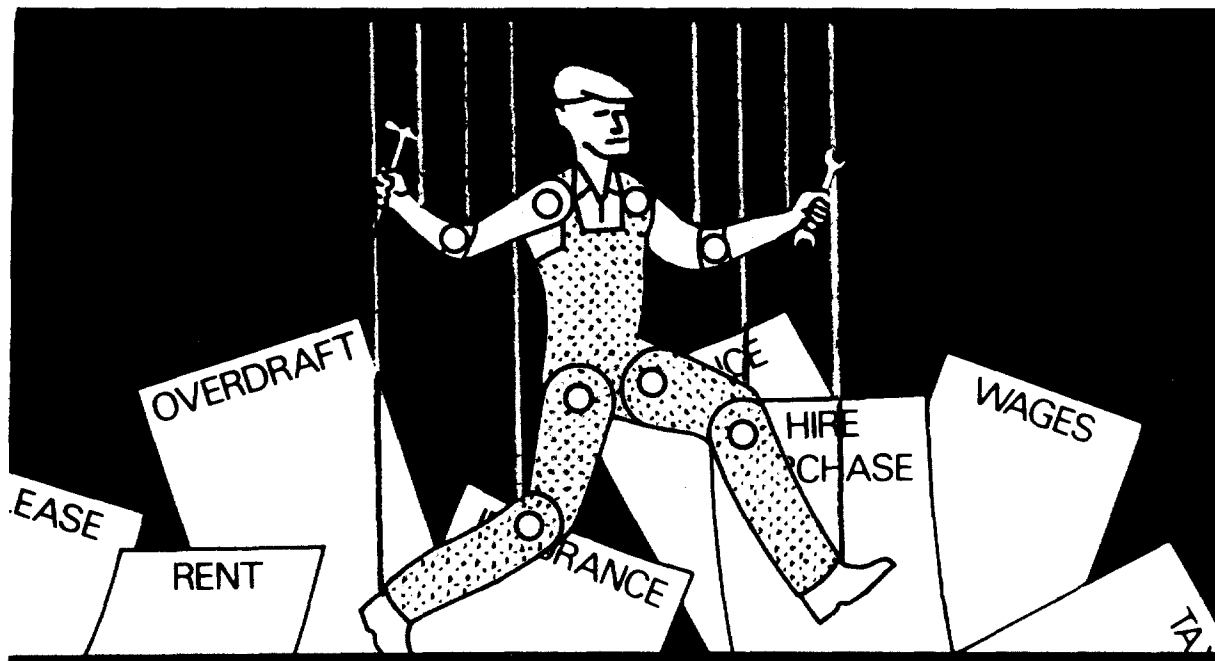
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## Community Services in a Changing Economic and Social Environment .

- 8.45- 9.15 : Registration
- 9.15- 9.30 : Welcome - Introductory Remarks  
Professor L. Rosenman, Department of Social Work,  
University of Queensland.
- 9.30-10.15 : Keynote Address:  
Dr. Peter Saunders, Director,  
Social Welfare Research Centre  
'An Economic Perspective on the Finance and  
Delivery of Community Services'  
Chair: Emeritus Professor Edna Chamberlain
- 10.15-10.45 : Hon. Miss Yvonne Chapman.  
Queensland Minister for Family, Youth and Ethnic Affairs.
- 10.45-11.15 : Morning Tea.
- 11.15-12.00 : Mr. Andrew Jones, Lecturer,  
Department of Social Work,  
University of Queensland  
'Tensions in Community Care Policy: The Case of  
Family Day Care'.  
Chair: Mr. Lynn Reilly (University of Queensland)
- 12.00-12.45 : Peter Whiteford, Senior Research Fellow,  
Social Welfare Research Centre  
'Child Poverty and the Reform of Family  
Assistance'  
Chair: Mr. John May (University of Queensland)
- 12.45- 2.00 : Lunch
- 2.00- 2.45 : Adam Jamrozik, Senior Research Fellow  
Social Welfare Research Centre  
'Policies and Services for Young People: Social  
Concern or Political Expediency?'  
Chair: Dr. Ian O'Connor (University of Queensland)
- 2.45- 3.30 : Mr C. Brown, Senior Lecturer, and Ms. D. Setterlund,  
Specialist Tutor, Department of Social Work,  
University of Queensland.  
'Aged and Disability Policy: Can the Voluntary  
Sector Deliver the Goods?'  
Chair: Ms. Jill Wilson (University of Queensland)
- 3.30- 4.00 : Afternoon tea.
- 4.00- 5.00 : Plenary Session: Chair: Mr. A. Kelly,  
Senior Lecturer, Department of Social Work,  
University of Queensland.  
Representatives of the Voluntary Sector, and State  
and Federal Departments.

# Book Reviews



## The Economic Approach to Social Policy

Susan Charles and Adrian Webb

Sydney: George Allen and Unwin,  
March 1987, pp. xii, 247.  
\$29.95 (paper).

Reviewed by Peter Saunders

The major aim of this book is to expose to those whose main interest is in social policy some of the fundamental concepts and modes of analysis and argument of mainstream economics. As the authors correctly note at the outset "whatever way social policy is viewed, it cannot be divorced from things economic. Economic policies may be an important means to social policy ends or they may, more probably, set the limits within which social policies have to operate" (p.3). It is hard to disagree with this proposition and in the continuing climate of budgetary restraint within which social policies must

inevitably operate, the need for social policy analysts to come to grips with basic economic analysis is essential. But it is equally important that this understanding and appreciation of economic argument takes place against the wider perspective that social policy brings to the analysis of social problems. All too often, economists make pronouncements on social policies which illustrate the limitations of the economic approach when it is not placed in the broader context of social and political relations, nor combined with an appreciation of the practical and administrative feasibility of policy initiatives. Yet the failings of economists to comprehend such factors is probably less disturbing than the arguments from those who attempt to analyse social policies in complete isolation from the economic constraints and framework within which they operate. Social policy necessarily involves choices and thus has much to gain from the insights of microeconomic theories of choice and resource allocation.

# Book Reviews

For these reasons, the objectives of the authors of this book are most welcome. The structure of the book involves, in each chapter, the presentation of some economic analysis, generally in the context of its application to an area of social policy. This is then followed, in the second half of each chapter, by a critical assessment from the broader perspective of social policy. The economic arguments are presented by an economist (Susan Charles) while Adrian Webb, whose background is in social policy and administration, provides the critical discussion from a broader social perspective. Overall, this dual approach works successfully and the resultant book is highly readable and serves its basic purpose very well.

Attention is focused, in turn, on a number of basic tools from the economists' tool kit. These include the concept of opportunity cost, the model of individual choice, the role of the price mechanism in resource allocation, the impact of certain market interventions, the role of voting as an allocation mechanism, bureaucratic allocation, the concept of cost effectiveness and an introduction to cost-benefit analysis. In each case, Susan Charles presents the basic arguments in an extremely clear and stimulating way. She manages to convey the importance of the basic analysis without becoming too bogged down in detailed and peripheral considerations. Her explanation of the median voter theorem in Chapter Five is particularly well developed and reads very clearly. So too does her analysis of excess demand for publicly-provided (and tax-financed) goods and services in Chapter Six, and the discussion of cost effectiveness in Chapter Eight.

As the book proceeds, a number of specific social policy concerns are addressed and considerable attention

is directed to illustrations of how previous researchers have attempted to operationalise the concepts introduced and used them for social policy analysis. In contrast to Susan Charles' contributions, I found Adrian Webb's at times somewhat heavy going and overly-discursive. (Readers should be warned, however, that this comment may well reflect my own economics pedigree!). What is particularly interesting is that the relative contribution of the two authors swings very much towards the economist as the book proceeds: In Parts I and II, where more general topics are covered, each author contributes, overall, about equally. However in Part III, when more specific and complex issues are addressed and where there is more reference to previous research studies, the balance swings towards the economist in the ratio of approximately three to one. This, I believe, illustrates that in many of the areas covered in the book, the application of economics to specific social policy research issues often does take account of the broader social policy concerns, as reflected in Susan Charles' description of the work.

Perhaps the most significant weakness of the book is that its applications heavily reflect the research interests of the authors, i.e. the areas of housing and health. As a result, there is virtually no discussion of income maintenance questions (where the contribution of economics has been very significant), nor to education policy (where economists have a less impressive record). The book is also restricted to examples drawn entirely from the United Kingdom, although these serve to illustrate the potential for Australian applications.

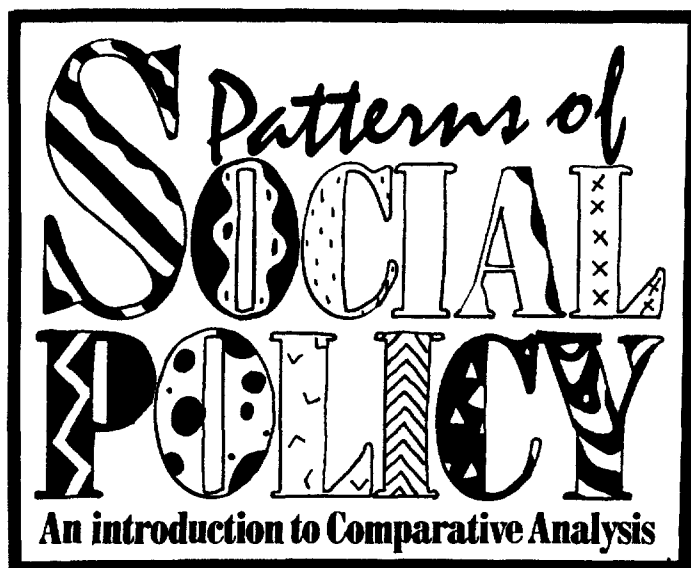
The two main conclusions drawn by the authors are that "economic

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analysis must always be seen as only one, albeit powerful, analytical tool among others" (p.240) and "economic analysis must be used within a decision-making context which exposes both its strengths and weaknesses" (p.241). Both deserve considerable emphasis among economists and social policy analysts alike. Despite some limitations, this book can be

thoroughly recommended to all who wish to begin to understand the potential contribution which economic analysis can make to social policy. The more that non-economists are exposed to economic argument and encouraged to apply it to social policy, the greater will be the likelihood of averting the dangers of leaving economics solely in the hands of the economists.



**Catherine Jones**

Tavistock, London, 1985.

Australian Distributors -

Methuen LBC, North Ryde, NSW.

Paperback, recommended price  
\$19.95.

Reviewed by Cathy Boland.

This book aims to provide a background for comparative analysis of social policy across different countries, mainly five western developed societies: USA, France, West Germany, Sweden and the UK.

In some ways, this book is rather disquieting, as the author manages to raise literally a volume of questions on what is social policy: what do different countries see this as including and excluding, eg., health, education, income maintenance; how did social policy

come into being; whose values and what values are represented? Is income maintenance a social relief/reward or prevention/compensation continuum and how does this relate to the need of capitalist societies to maintain a workforce? It is clear that the boundaries of social policy are not the same in all countries. For example, in Europe, labour market participation is seen as an intrinsic part of social policies in Scandinavian countries, unlike in the UK. These issues raise further questions, such as, can outcomes of social policy be measured, and how does health status relate to, inter alia, education, housing and income maintenance.

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There are so many questions raised by the author that the reader can easily gain the impression that issues when placed under scrutiny are at times ephemeral and outcomes intangible. For example, how can social welfare spending account for such a large proportion of gross domestic product, and how has this contributed to the development of western economies? The author argues that understanding these issues is not easy, and her intent to rely on asking appropriate questions (rather than providing 'league' tables of soon-to-be-outdated not strictly comparable facts) would prevent misunderstandings and facilitate cross-national comparisons.

The book is in three sections. Part I offers a number of categories or types of social policy theories, Marxist versus the rest, that account for the current state of the welfare state. For British readers the names and places where primary and secondary source materials are available are given.

Part II contains arbitrary and historical antecedents to the welfare state, many of them seemingly contradictory. For example, impoverished pre-industrial Sweden and Prussia, and later Napoleonic France, developed centralised bureaucracies serviced by universities or the Grande Ecole Polytechnique. Whether or not this contributed to the development of social policy/democracy is not known. The intent of mass education under the State Lutheran Prussia in 1717 (the monarch was head of church and state) was not to promote equity, but to establish a militia. It is understandable why primary motivation in emigration to North America was to avoid the oppressive reach of government.

Part III examines income maintenance, education, health care,

housing and personal care across, mainly, five countries. The author states that the relationship between taxation and social policy is ambiguous. Issues revolve around the degrees of progressivity of income tax as well as the appropriate unit of taxation - eg. is the individual, the household or visible assets the strategy of taxation; how progressive is social insurance; how stigmatised are services; are estimates of take-up rates of pensions and benefits available?

The author's strategy of asking basic questions about administration and policy is effective in describing basic differences in funding, control and access to services, i.e. who is or is not serviced across these countries. So many issues and value conflicts are explored that recall and reading is at times difficult. Also, discussion of policies service-by-service does not give a hint of the quality of life for people in these countries, but then, the book never purported to do so.

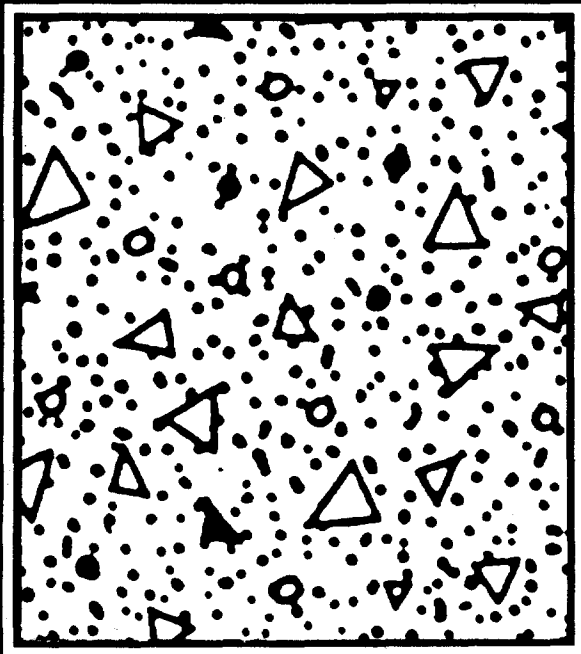
If you are interested in comparative social policy and how its concepts are imbedded not only in history but in western philosophical thought, this is the book for you. As the author comments on page 97, if none of these "ageing societies break ranks and do the politically unthinkable of really cutting pensions, then welfare capitalism will have shown itself to be more than a match for mere economics."





## Book Reviews

# The Emergence of the Welfare States



DOUGLAS E. ASHFORD

Basil Blackwell, Oxford, 1986.

352pp., \$87.50 (Hardback)

Australian Distributor: Allen & Unwin

Reviewed by Adam Jamrozik

It may be regarded rather interesting that in the times when the welfare state is under challenge and the notion of 'crisis' of the welfare state still hangs heavily in the air, a book is published about the **emergence** of the welfare states. Perhaps so, but this is a different book, and an important one, because

it gives another perspective on the welfare state; it does not concern itself with the economic aspects of the welfare state and with all the issues the 'economics of welfare' engender. Instead, the book is concerned with the political aspects of the welfare state; more precisely, it considers the question of how the concept of the welfare state was accommodated to the political institutions of the nineteenth-century liberal democracies and how it has changed these institutions.

The author is Professor of Comparative Politics at the University of Pittsburgh, and his analysis of the evolution of the welfare state is, essentially, a study of political institutions in Western democracies. The hypothesis he puts forward and sets out to test is

how the early liberal democracies adapted to social policies was not only a function of social need and social justice, but also a function of how their political and administrative structures might best accommodate what were, and often still remain, entirely new demands on the institutional structure of democratic governance (1986:vii)

Thus the author is not concerned with income distribution or redistribution, or with the levels of public expenditure and allocation of resources, but with institutional and political adaptations of the role of government to the welfare state.

The subjects of the study are five countries - France, Britain, Sweden, Germany and the United States - but most attention is given to France and Britain. Sweden and the United States are examples of two extremes: an almost complete accommodation of

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welfare-state demands with the social-democratic government in the former; and the relatively undisturbed pluralistic form of politics in the latter. Germany presents an anomaly because welfare-state demands were accepted by Bismarck to neutralise the pressure from social-democratic forces; they were also later accommodated to the national-socialist regime. However, notwithstanding these 'traumas', the postwar German Federal Republic emerged as a 'welfare state', its foundations having been established over the preceding century.

Indeed, while the birth of the welfare state is often related to Keynes and Beveridge, Ashford goes back to the nineteenth century and even beyond to search for its origins. However, he sees 1848 as the year in which the origins of the values and foundations of the welfare state can especially be found. The changes which had taken place in the nineteenth century he sees to be of significance because it was then that the ideas which later were translated into policies first came up in political debate. Acceptance of welfare concepts meant a radical re-assessment of the role of the state. In Ashford's words,

The transformation of the nineteenth-century liberal state... into the contemporary welfare state is perhaps the most remarkable accomplishment of democratic governance. (1986:1)

This transformation was even more remarkable when one considers that the democracies of the nineteenth century were themselves 'new' and rather fragile. Yet, the acceptance of welfare ideas meant that 'the abstract notions of social need had to be translated into institutional and political possibilities', while the institutions were still in the process of establishing their

legitimacy and authority.

What, then, is the significance of this book at the time when the welfare state is not only critically re-assessed but visibly eroded, especially in the United States, Britain and (some would say) in Australia and New Zealand. It would be difficult to identify here all the important arguments of the book, but a few of the issues raised by the author appear to be of particular relevance today.

First, in these times of 'economic rationality' it is appropriate to note Ashford's argument that the welfare state is, above all, a political concept and cannot therefore be properly understood if examined in a positivist framework. Ashford argues,

Perhaps the most brutal distortion imposed on our interpretation of welfare states by the socio-economic analyses is that the formulation and transmission of concepts and ideas becomes a residual problem. (1986:30)

The second point is that the security of the welfare state (and, by inference, its future) depends on the integration of welfare state concepts into the political institutions. On that score, Ashford argues, this integration has been achieved to a high degree in Sweden and France (as well as in Germany, in a somewhat different process), and the political institutions in these countries have been transformed accordingly. By contrast, 'welfare' in Britain and the United States has remained 'outside' politics. In Britain, the Westminster adversary model of politics has remained undisturbed; equally undisturbed remained the American pluralism.

The third point, especially

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appropriate in these days when 'privatisation' holds sway on both sides of political spectrum, it should be sobering to note Ashford's observation that one reason why the welfare state received acceptance in the capitalist economies was the failure of capitalism to meet the needs of these countries. For example, 'the liberal refuge of private or charitable assistance proved totally inadequate'; the private insurers had to acknowledge, albeit reluctantly, that they were unable to underwrite all the risks of an industrial economy; and the agricultural sector was the first to receive the protection of the state.

The fourth point is Ashford's view that the welfare state represents a triumph of democracy - it was achieved without coercion and it has not endangered the democratic political life. At the same time, by pointing to the example of Germany, he cautions against all-too-ready acceptance of socio-economic explanations of the welfare

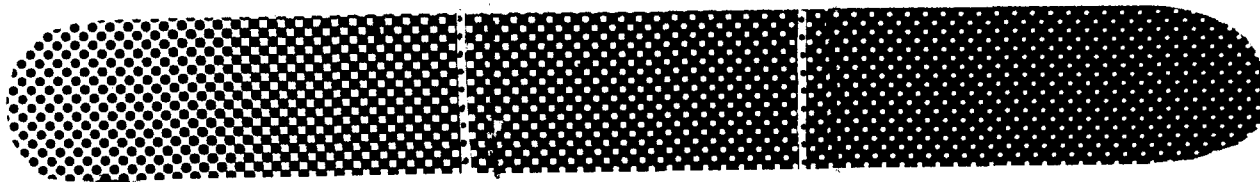
state. Integration of the concept of the welfare state with democratic form of government was a remarkable achievement, and in that perspective the welfare state is primarily a matter of values and politics before it becomes a matter for economics.

Ashford's book is not an easy-to-read first-year text on the welfare state. To be appreciated, it calls for some prior knowledge from the reader of political science and particularly of French and British politics of the last and current century. The book is well-researched and documented, with informative footnotes and extensive bibliography. In these days of quantitative analyses of 'data' and 'rational economics', it will certainly be of value to serious students of the welfare state as well as to the policy-makers and professionals in welfare administration and service delivery. It can certainly enlighten the current, somewhat one-dimensional, debate.

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## THE POLITICS OF SAFETY & HEALTH

G.K. WILSON (1985) Oxford, Clarendon Press. \$67.50 Hardback



## DISEASE & THE COMPENSATION DEBATE

J. STAPLETON, (1986) Oxford, Clarendon Press. \$85.00 Hardback

Reviewed by Don Stewart

Each of these books contributes separate but complementary observations on the social policy

debate on injury and disability, particularly in relation to employment injuries, and highlights the role of public agencies in this area.

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The book by Wilson: **The Politics of Safety and Health**, presents a study of the effectiveness of specific forms of regulation and control in the area of occupational health and safety. It notes those divergent strategies which both Britain and the USA have devised in response to ever-present employment-related injuries. The book documents the evolution of preventative strategies in the USA and the UK and Wilson advances explanations as to why the respective systems in each instance are, on the surface at least, so different.

Wilson discusses various economic, political, and cultural factors in terms of their relative influences in determining what is for him the "adversarial" model of hazards-issue resolution in the U.S. and the more "consensual" model in Britain. While this aspect of the book is not completely resolved, Wilson does present an analysis which is interesting, detailed, and informative in respect of health and safety regulatory and preventative processes in the two countries. Many sections are pertinent to the Australian industrial relations and social policy environment.

Wilson asserts that both the British and the American system have "...failed to grapple with the issue of occupational health" and that this neglect has been particularly evident in respect of health-related issues contributing to occupational illnesses. The apparent inability of the respective regulatory agencies to cope with these problems in either regulatory environment leads Wilson to conclude that "...it is not clear that either of [the] processes is more open than the other to conflict or consensus".

The book provides good reading for those who have an interest in this area and complements Stapleton's **Disease and the Compensation Debate**

which is, first and foremost, critical of those perceptions which consider that compensation schemes have traditionally covered all aspects of work injury and diseases.

In particular, much of this book is devoted to analysing deficient aspects of existing common-law compensatory structures although the author is careful to point out that statutory/administrative schemes are also problematic in certain respects. The analysis of injury and disability, particularly of employment injuries, in a social context as it is presented in this book places work-related injury and compensation firmly within the social policy arena and although it is written mainly in the British context the book contains numerous references to Australia and New Zealand.

Stapleton's apparent conclusion that industrial injuries compensation should be considered in a like category to other forms of disability will not sit easily with those who expect that where wage-related compensation applies it should be retained (if not extended) rather than reduced to a level equitable with other invalid pensions.

This aspect of the book is perhaps indicative of the fact that in Britain the industrial injuries income maintenance system is located largely within the Social Security infrastructure, to the effect that it is indistinguishable in many respects from social welfare income maintenance provisions. Consequently her conclusions are not completely applicable to Australia and should perhaps serve as a moderating influence for those who advance similar calls here.

The text nonetheless presents an interesting and well informed

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discussion of many of the present inequities which exist in relation to compensation schemes and describes the manner in which the public sector is integrated with these mechanisms. Stapleton repeatedly emphasises that compensation schemes as a whole have not addressed the problem of non-traumatic injury, or "man-made disease", of either a work-related or non work-related form. Even modern compensation schemes, Stapleton argues, have retained an "almost exclusive concern with accidents" leaving the residual categories of injury to the welfare sector.

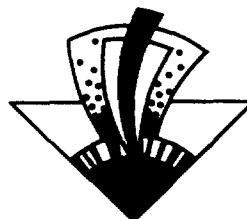
The book provides a good insight into problematic aspects associated with the prevention of, and compensation for, injury and illness in compensation schemes and the role of social welfare systems in this process. The references to both Australia and New Zealand make this book of particular relevance to those interested in the diverse range of social policy issues associated with compensation reform and point to inherent dilemmas in that process.

The apparent ambivalence of the book is well represented by its concluding paragraph in which Stapleton states:

The neglected issues raised by cases of non-traumatically caused disability are not peripheral to the current compensation debate. Nor does their examination lead to a simplification of that debate—indeed the reverse is true. If account is taken of these cases, their numerical dominance inevitably shifts the debate from the current distortions of an accident-focused 'compensation' debate to a broad social welfare context.

While many readers may not take issue with this they may query the concluding sentence which asserts that this situation necessitates a fundamental reassessment of available reform options and ultimate goals, for example, whether the prevailing wisdom of reformers in favour of an integrated comprehensive scheme for personal injuries based on a generous level of benefits is the goal to which logic and policy need inevitably to be pointing. Until there is a re-evaluation of such fundamental issues as why, if at all, the disabled [those with compensable injuries] should be treated preferentially over victims of other misfortunes, there will not be much to be gained from formulating detailed designs for schemes of benefits. (page 183)

Both books should be useful to those with an interest in this area although the prices of the two texts may mean that one will go to the library rather than to the bookstore to obtain a copy.



# Subject Guide To SWRC Publications

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

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

In order to purchase any of these reports, please refer, using the publication number given, to the Publications List and Order Form in the centre pages of this Newsletter.

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## Family Studies

### R&Ps

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

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

No.64 David Wiles, **Living on the Age Pension: A Survey Report**, June 1987, 108 pp.

## Reprints

No. 3 Bettina Cass, 'Housing and the Family' from: **Home Ownership in Australia : A Perspective for Future Policies**, Housing Industry Association Seminar Proceedings, 1980, 14 pp.

No. 5 Bettina Cass, Carol Keens and Jerry Moller, 'Family Policy Halloween; Family Allowances: Trick or Treat?' from: **Australian Quarterly**, Vol.53, No.1, Autumn 1981, 17 pp.

No.15 Diana Wyndham, 'Why Study Working Mothers and Ignore Working Fathers?: The Impact of Parental Employment on Children' from: **The Australian Quarterly**, Vol.55, No.1, Autumn 1983, 8 pp.

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

No.19 Jo Harrison, 'Women and Ageing: Experience and Implications' from: **Ageing and Society**, Vol.3, Part 2, July 1983, 27 pp.

No.20 Bettina Cass, 'Poverty and Children: the effects of the recession' from: **Social Alternatives, Australian Social Welfare: Impact and New Doctor**, Joint Issue, September/October 1983, 5 pp.

No.22 David Kinnear and Adam Graycar, 'Ageing and Family Dependency' from **Australian Journal of Social Issues**, Vol.19, No.1, February 1984, 14 pp.

No.39 Peter Whiteford, 'A Family's Need's: Equivalence Scales and Social Security' **Social Security Review**, December 1983 pp.54-61.

No.40 Peter Whiteford 'The Costs of Kids' **Australian Society** July 1986, pp.19-22.

## Other Publications

- . **The Family and Social Change.** Presented at the Conference of the National Association of Community Legal Centres, Hobart, 7-10 August 1987.

## Child Welfare/Child Care

### R&Ps

No.19 Tania Sweeney and Adam Jamrozik, **Services for Young Children: Welfare Service or Social Parenthood?**, March 1982, 144 pp.

No.22 Tania Sweeney, **An Analysis of Federal Funding of Children's Services - A Sourcebook**, May 1982, 62 pp.

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# Subject Guide to SWRC Publications

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

## Reprints

- No.12 Tania Sweeney, 'Review Article: Studies of Childhood and Children's Services' from: **Australian and New Zealand Journal of Sociology**, Vol.17, No.2, July 1981, 5 pp.
- No.15 Diana Wyndham, 'Why Study Working Mothers and Ignore Working Fathers?: The Impact of Parental Employment on Children' from: **The Australian Quarterly**, Vol.55, No.1, Autumn 1983, 8 pp.
- No.20 Bettina Cass, 'Poverty and Children: the effects of the recession' from: **Social Alternatives, Australian Social Welfare: Impact and New Doctor**, Joint Issue September/October 1983, 5 pp.

## Ageing

### R&Ps

- No. 4 Jan Carter, **States of Confusion: Australian Policies and the Elderly Confused**, January 1981, 50 pp.
- No. 5 Adam Graycar and David Kinnear, **The Aged and the State: A Working Paper**, Revised edition, September 1982, 119 pp.
- No.14 P.R. Kaim-Caudle, **Cross National Comparisons of Social Services Pensions for the Elderly**, September 1981, 47 pp.
- No.20 Adam Graycar (ed.), **Aged Care - Whose Responsibility?**, March 1982, 49 pp.
- No.23 David Kinnear and Adam Graycar, **Family Care of Elderly People: Australian Perspectives**, May 1982, 63 pp.



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- No.35 Carol Keens, Frances Staden and Adam Graycar, **Options for Independence: Australian Home Help Policies for Elderly People**, December 1983, 119 pp.
- No.38 Chris Rossiter, David Kinnear and Adam Graycar, **Family Care of Elderly People: 1983 Survey Results**, January 1984, 100 pp.
- No.39 Randall Smith, **Meals on Wheels in New South Wales: A Discussion Paper**, March 1984, 48 pp.
- No.41 Adam Graycar (ed.), **Accommodation After Retirement**, April 1984, 51 pp.
- No.42 Linda Rosenman and Marilyn Leeds, **Women and the Australian Retirement Age Income System**, April 1984, 102 pp.
- No.50 Chris Rossiter, **Family Care of Elderly People: Policy Issues**, December 1984, 83 pp.
- No.59 Ruth Errey, Carole Baker and Sarah Fox, **Community Care of the Aged: A Working Model of a Needs-Based Assessment Unit**, May 1986, 139 pp.
- No.64 David Wiles, **Living on the Age Pension: A Survey Report**, June 1987, 108 pp.

## Reprints

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

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- No.30 Chris Rossiter, 'Housing Tenure and Costs of Older Australians: Gender Issues' from: **Australian Journal on Ageing**, Vol 5, No.2, May 1986, 9 pp.
- No.31 Bruce Bradbury and Joan Vipond, 'Poverty and Pensions' from: **Australian Journal on Ageing**, Vol 5, No.2, May 1986, 10 pp.

## Ethnicity

### R&Ps

- No. 3 Michael Morrissey and Andrew Jakubowicz, **Migrants and Occupational Health: A Report**, November 1980, 92 pp.
- No. 6 Michael Liffman, **Immigrant Welfare: A Research Perspective**, April 1981, 40 pp.
- No.46 Andrew Jakubowicz, Michael Morrissey and Joanne Palser, **Ethnicity, Class and Social Policy in Australia**, May 1984, 125 pp.
- No.60 Adam Jamrozik (ed.), **Provision of Welfare Services to Immigrants** (Proceedings of SWRC Seminar, 26 May 1986), July 1986, 80 pp.

### Reprints

- No.29 Loucas Nicolaou, 'A Working Paper on Class, Ethnicity and Gender; Implications for Immigrants' Position in Union Structures' from: **The Ethnic Affairs Commission of N.S.W. Occasional Papers No.10**, February 1986, 32 pp.
- No.33 Loucas Nicolaou, 'Why Immigrants are Isolated in Australian Unions', from: **Migration Action**, Vol. VIII, No.2, 3 pp; Loucas Nicolaou, 'Immigrant Workers' Representation in Union Structures: The Case in New South Wales - A Summary', from: **Labor Council of NSW 1986 Directory**, 3 pp.

## Labour Force/Unemployment

### R&Ps

- No. 3 Michael Morrissey and Andrew Jakubowicz, **Migrants and Occupational Health: A Report**, November 1980, 92 pp.
- No. 7 Bettina Cass, **Unemployment and the Family: The Social Impact of the Restructuring of the Australian Labour Market**, April 1981, 55 pp.
- No. 8 Adam Jamrozik and Marilyn Hoey, **Workforce in Transition: Implications for Welfare**, May 1981, 74 pp.
- No.11 Bettina Cass (ed.), **Unemployment: Causes, Consequences and Policy Implications**, August 1981, 74 pp.
- No.12 Adam Jamrozik and Robin Beck, **Worker Co-operatives: An Evaluative Study of the New South Wales Worker Co-operative Programme**, August 1981, 178 pp.

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- No.15 Adam Jamrozik, Marilyn Hoey, Marilyn Leeds, **Employment Benefits: Private or Public Welfare?**, November 1981, 138 pp.
- No.27 Adam Jamrozik and Marilyn Hoey, **Dynamic Labour Market or Work on the Wane: Trends in the Australian Labour Force 1966-1981**, December 1982, 100 pp.
- No.30 Peter Travers, **Unemployment and Life-History: A Pilot Study**, June 1983, 75 pp.
- No.36 Diana Encel and Pauline Garde, **Unemployment in Australia: An Annotated Bibliography, 1978-83**, January 1984, 152 pp.
- No.48 Graeme Brewer, **The Experience of Unemployment in Three Victorian Regions**, August 1984, 103 pp.
- No.53 Bruce Bradbury, Pauline Garde and Joan Vipond, **Bearing the Burden of Unemployment - Unequally. A Study of Australian Households in 1981**, August 1985, 102 pp.
- No.58 Diana Encel, **Unemployment in Australia: An Annotated Bibliography, 1980-85**, March 1986, 225 pp.
- No.62 Jan Carter, **In Debt and Out of Work**, August 1986, 39 pp.

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- No.32 Bruce Bradbury, Pauline Garde and Joan Vipond, 'Youth Unemployment and Intergenerational Immobility' from: **The Journal of Industrial Relations**, Vol 28, No.2, June 1986, 20 pp.
- No.37 Peter Whiteford, 'Work Incentive Experiments in the USA and Canada' **Social Security Journal**, June 1981 pp.27-44.
- No.38 Peter Whiteford, 'The Earned Incomes of the Unemployed' **Social Security Journal**, December, 1982, pp.34-43.
- No.39 Peter Whiteford, 'A Family's Need's: Equivalence Scales and Social Security' **Social Security Review**, December 1983 pp.54-61.
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