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SWRC Newsletter

No 15 December 1984

Editor: Rosemary Hooke

CONTENTS

FROM THE DIRECTOR	1
SEMINARS, SESSION 1, 1985	4
SWRC SEMINAR REPORTS - SESSION 2, 1984	4
EXTERNAL SEMINAR PRESENTATIONS BY SWRC STAFF	11
UNEMPLOYMENT AND INCOME	16
SWRC PUBLICATIONS LIST AND ORDER FORM	17
SUBSTITUTE CARE FOR CHILDREN	22
SUBJECT GUIDE TO SWRC PUBLICATIONS	23
SWPS ANALYTICAL STUDIES	30
NEWS, EVENTS, READINGS	32

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Social Welfare Research Centre
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From the Director . . .

The Social Welfare Research Centre was established as the result of an agreement between the Commonwealth of Australia and the University of New South Wales. The initial agreement operated for a period of five years from January 1, 1980. As readers are aware, the Centre was reviewed last year by an independent committee. As a result of this review a new agreement, again for five years, has been negotiated. The new agreement comes into effect on January 1, 1985.

The new agreement, which provides for the Centre to be operated as a unit of the University, includes many features of the previous agreement, though there are some changes in the Centre's functions and in the operations of the Advisory Committee. For information, extracts from the new agreement are reproduced:

3.1 The functions of the Centre will be -

(a) to undertake and sponsor research work on important aspects of social welfare in Australia giving particular, though not exclusive, attention to identifying those individuals and groups whose needs are especially great; to study the options for relieving those needs in the Australian context; to evaluate the effectiveness and efficiency of arrangements for meeting the needs; and in so doing, to take particular account of the necessity to develop an overall plan for meeting the need for both basic theoretical and practical research;

(b) to provide opportunities for postgraduate study of the matters mentioned in 3.1(a); and

(c) to arrange seminars and conferences to foster understanding of and to elucidate issues in those aspects of social welfare mentioned in 3.1(a); and

(d) to arrange for the publication of the results of research and studies

carried out in or under the aegis of the Centre.

4.1 The Centre will concern itself with studies of social welfare needs and priorities for future developments, with special reference to the following six main areas:

(a) changes in society which could affect future needs for social welfare services and the capacity of the community to finance them, including demographic and economic changes and changes in ethnic composition, in occupational and spatial patterns and in personal and group life-styles;

(b) methods of providing and administering social welfare services, including service delivery arrangements;

(c) methods of financing social welfare services;

(d) co-ordination of social welfare policies, services and activities;

(e) the effectiveness of social welfare programs, including reviews in the light of changing needs, social and economic conditions and community attitudes and expectations; and

(f) social welfare aspects of the operation of other programs, whether undertaken by government or by the non-government sector.

4.2 (1) In pursuance of its functions under Article 3 and in relation to the areas set out in clause 4.1 the Centre, subject to the approval of the Research Management Committee may -

(a) undertake research through its staff, visiting fellows or staff seconded from other authorities and agencies;

(b) contract out research projects to individuals and groups in the University or in other universities or research organisations, subject to the consent of the Vice-Chancellor

From the Director . . . (continued)

- and Principal to any contract;
- (c) undertake research commissioned by other bodies.
- 4.2 (2) In pursuance of its functions under Article 3 and in relation to the areas set out in clause 4.1 the Centre may -
- (a) convene small working study groups and hold seminars to consider and report on special problems;
- (b) establish a working group within the University to facilitate co-operation with schools and departments in the University;
- (c) publish or arrange for the publication of books and articles and of monographs and reports presenting the results of research; and
- (d) organise conferences.
- 4.3 Subject to this agreement the Centre shall have responsibility for the performance of its functions and shall not in the exercise of that responsibility be subject to any form of outside direction or control.
- 8.1 The University will set up a committee known as the Social Welfare Research Centre Advisory Committee.
- 8.2 The Advisory Committee shall comprise a Chairman and not more than eleven other members who shall be appointed for specified terms by the Vice-Chancellor and Principal in accordance with the following:
- (a) four members shall be persons nominated by the Minister;
- (b) two members shall be persons who are members of the academic staff of the University; and
- (c) other members shall be drawn from persons concerned with social welfare in State Government and non-government sectors, from other universities, from the trade union movement and from industry.
- 8.3 The Chairman shall be a member appointed by the Vice-Chancellor and Principal.
- 8.4 The role of the Advisory Committee will be to advise the Director on the medium term (two to three years) research strategy which is to be followed by the Centre in pursing its functions under Article 3 and on the proposed research program for the ensuing year. In formulating its advice to the Director, the Advisory Committee may suggest additional research topics for inclusion in the program.
- 8.5 The Advisory Committee shall meet as decided by the Chairman but not less frequently than two times in each calendar year.
- 10.1 A committee known as the Social Welfare Research Management Committee will be established by the Vice-Chancellor and Principal after consultation with the Minister.
- 10.2 The Research Management Committee shall comprise not more than four members.
- 10.3 The role of the Research Management Committee will be to consider the broad general research strategy proposed for the medium term by the Advisory Committee, and the detailed research programs brought to it by the Director. Having taken into account any additional advice on the Director's proposals provided by the Advisory Committee, and matters raised on the initiative of its own members, the Research Management Committee will -
- (a) approve the indicative medium research plan;
- (b) approve the program of research proposed for the ensuing year;

From the Director . . . (continued)

- (c) consider recommendations from the Director about the allocation of resources for the conduct of the proposed annual research program and,
- (d) in the light of that consideration, approve a specific research program and the resources necessary for its conduct, taking note of any necessary statement of priorities demanded by resource constraints.
- 10.4 The Research Management Committee shall meet not less frequently than four times in each calendar year.
- 11.2 Members of the staff of the Centre and persons undertaking work on its behalf will, as individuals, be free to express opinions on policy issues in the same way as other members of the academic community, but as an integral part of the University the Centre as such will be precluded from issuing policy statements.
- 11.3 The Advisory Committee will not issue policy statements.
- 12.1 The Centre and its staff will co-operate with other bodies working in the fields of social welfare such as government departments, instrumentalities and agencies (Federal, State and local) and non-government bodies and the Centre will seek to plan its work in such a way as not to duplicate or overlap other research activities.
- It is with some considerable enthusiasm that we are now orienting ourselves towards our new research agenda. The final composition of the research agenda and the specific projects therein will be announced in the next Newsletter. By the time the next Newsletter is published a number of new research projects will be well in train and I shall have commenced a twelve month period of Special Studies Program (sabbatical leave). In my absence Adam Jamrozik will be Acting Director of the SWRC.
- * * *



International Youth Year '85

SEMINARS , SESSION 1 , 1985.

Information about this new series of seminars will be available shortly and will appear in the March 1985 edition of the SWRC Newsletter.

SWRC SEMINAR REPORTS

In this section we provide summaries of seminars conducted by the Social Welfare Research Centre. The final 2 seminars of 1984 are reported in this issue.

They are:

2. ACCOMMODATION POLICIES FOR ELDERLY PEOPLE 21st September
 - (i) *Chris Rossiter and Adam Graycar (SWRC)*
Policy Issues
 - (ii) *Marie Coleman (Social Welfare Policy Secretariat, Canberra)*
Policy Responses
3. COMPARATIVE SOCIAL POLICY 19th October
 - (i) *John Lawrence (Professor of Social Work, University of NSW)*
Comparative Study of Social Policy : Conceptual and Methodological Issues
 - (ii) *Bob Dapre (Research & Statistics Branch, Development Division, DSS, Canberra)*
Approaches to Income Security in the OECD Countries

Please note that seminar papers are not available unless specified.

2. ACCOMMODATION POLICIES FOR ELDERLY PEOPLE.

During the first half of this seminar, Chris Rossiter and Adam Graycar of the Social Welfare Research Centre presented data on the accommodation circumstances of elderly people in Australia and the implications of these data for policy makers. After the break, Marie Coleman, Special Adviser to the Social Welfare Policy Secretariat in Canberra, presented a paper on the policy responses to the issue of accommodation for aged people.

The first presentation explained the importance of the issue: not only for elderly people themselves who tend to spend a large part of their time 'at home' and who rely upon their homes for physical and financial security, but also for government, given the level of public expenditure on various types of aged persons' accommodation.

Elderly people do not have identical housing experiences and the elderly population is housed in a wide range of accommodation types. However, given that old age is often associated with increased incidence of poverty and of ill health and/or disability, it is crucial to understand how these factors relate to housing circumstances.

To clarify the issue and to assist understanding of this relationship, Chris Rossiter presented national data on the current accommodation circumstances of elderly people. These data covered a number of objective aspects of housing and included the following points:

. Nearly all elderly people live 'in private dwellings in the community',

SWRC SEMINAR REPORTS

with only about 6% of those aged 65 or over living in institutions at any time. This is true even for elderly people with handicaps, of whom only 19% live in institutions. The vast majority of elderly people wish to live in their own homes, even if they have difficulties in looking after themselves (or the home). This is also relevant in the light of policy initiatives promoting 'community care' for disabled or frail elderly people.

. Amongst elderly people living in private dwellings, nearly three quarters are owner-occupiers, most of whom have paid off their mortgages. This proportion decreases somewhat with age and amongst elderly women. Of households with heads aged 65 or more, 6% are tenants of housing commissions and other government agencies, and 9% are private tenants. Elderly household heads are less likely to be renters than the population as a whole (15% c.f. one quarter of all households) and, accordingly, they are more likely to own their own homes. Although this pattern suggests more housing 'security' amongst elderly people, the problems experienced by private tenants in general are often worse for those older tenants who have fixed and small incomes. Private renting in old age is often associated with poverty and other disadvantages early in life.

. A majority of elderly people live in houses as distinct from other types of dwellings. However, there is a tendency for them to 'trade-down' their housing with increasing age; many of those aged 75 or more live in flats or units and a diminished proportion in separate houses. Many elderly people living in houses require some degree of maintenance and repair, as well as gardening, which are difficult for those with physical limitations or for lone women who are not used to managing such tasks.

. The importance of minimal housing

costs for low income households was discussed. Although elderly households pay a smaller than average proportion of their income on housing costs, there are particular problems for elderly people who are not protected by either home-ownership or well-maintained housing and whose expenditure on housing is thus unpredictable and often high.

. Australia's elderly population tends to be fairly well-housed and the major problems are associated not with lack of amenity, but with housing costs (as a proportion of income) and with its unsuitability for those with physical disabilities. However, a 1974 survey found that one tenth of the dwellings with elderly occupants were not in a satisfactory condition.

. Access to a car diminishes with age, making location a vital element for elderly people's housing.

. The vast majority of elderly people are satisfied with their housing.

Clearly this summary gives a very generalised view of elderly people's housing. More detail was given on housing circumstances of different groups of elderly people. In particular, the problems of older women were highlighted, given their greater likelihood of being very elderly, disabled and/or widowed, as well as having lower incomes than either younger people or elderly men. They are more likely to be living alone and to be private renters, both of which can present particular difficulties.

There was little emphasis in this part of the seminar on the small proportion of elderly people in institutions or other 'special' housing. Rather it was intended to give a broad overview of housing trends, in order to understand current patterns and point to possible future needs.

SWRC SEMINAR REPORTS

Following the presentation of housing data, Adam Graycar discussed the distinction between housing and accommodation conditions and housing and accommodation problems. Housing and accommodation he argued is concerned, not only with physical structures, but also with issues of dependency, functional ability, choice, affordability and access. Many of the problems confronting elderly people are environmentally conditioned and consequently the nature of the roof over one's head and the location of the residence require careful analysis. Policy issues relate, then, to closed care policies, open care policies, and composite policies which mix open and closed care.

Having identified appropriate targets for policy intervention, and having distinguished conditions and problems, the seminar then turned to four policy issues: issues in housing people independently; issues in accommodating people in residential care; income support issues which allow people to pay rent, or to pay regular or unexpected housing costs; issues in keeping people appropriately housed in their own homes. Each of these areas was discussed in terms of intervention issues, reasons for intervention, and interests to be served. The key lies in the ability to relate resources and skills to needs and problems.

The final paper in the morning's seminar was presented by Marie Coleman, who spoke about some recent Commonwealth initiatives in relation to accommodation for elderly people. She reiterated the point made earlier that most elderly people do not have housing problems and noted that some of the recent debate on public expenditure on aged people has tended to be alarmist. The majority of elderly people (like the majority of all people) do not depend on govern-

ment for their living arrangements. Similarly, most elderly people do not rely on government for personal assistance and care: those who do need such help are more likely to receive it from relatives and paid services.

In general terms, Commonwealth housing policies have had three main aspects: support for public housing, the promotion of private home-ownership and the payment of supplementary benefit or allowance to low income private renters receiving pensions and benefits. These measures are complemented by State housing policies and various pensioner fringe benefits. Eligibility for some of the housing-related fringe benefits is widespread amongst the elderly population. (Marie Coleman drew attention to the recently published report on Pensioner Fringe Benefits: their range, cost and value, Social Welfare Policy Secretariat, June 1984. This indicates the range of Commonwealth, State and non-Commonwealth benefits available to pensioners including those on Age and Service pensions. The majority of State and Territory government expenditure goes on housing-related benefits: rate rebates and public housing rent rebates. Commonwealth outlays on fringe benefits include \$335.8 m on Supplementary Assistance and Mortgage and Rent Relief.)

The paper then traced the post-war development of Commonwealth policies relating to elderly persons' accommodation, including funding the capital cost of nursing homes, hostels and homes for healthy elderly people, the development of subsidies and benefits for residents in nursing homes and hostels, and various policies to facilitate home care and maintain frail elderly people independently in the community. Amongst these is the recently announced Home and Community Care package, aimed at expanding and consolidating domiciliary services to aged people as well as other target groups.

SESSION 2 , 1984

Despite the range of policies covering the accommodation of frail or confused elderly people, other areas have not yet been addressed. These include:

- . the needs of elderly residents of private boarding houses, who currently benefit from income support programmes only and yet whose needs are often major.

- . elderly home-owners of modest means who wish to move to smaller, more easily maintained housing, but who are either constrained by the costs of such a move or daunted by the prospect of assessing the alternatives.

- . the effects of assets-related policies on individual decisions about rehousing.

- . the housing needs of today's female lone parents who are unlikely to be home owners as they reach retirement age and who are thus likely to need some assistance at that time.

- . methods to distinguish between those who can be cost-efficiently supported in their own homes from those who could be gently encouraged to consider rehousing.

- . the need to distinguish between 'need for service' and 'need for subsidy in respect of that service' and, thus to develop a consistent subsidy policy.

In conclusion, Marie Coleman outlined the following priorities in terms of housing policy for elderly people:

- (i) assistance to the pensioner in privately rented accommodation;
- (ii) advice services to facilitate more appropriate rehousing of home-owning pensioners; and
- (iii) expansion of sheltered accommodation for those aged and disabled persons requiring it, and

of the range of such accommodation that is available, but not necessarily on a basis providing an accommodation subsidy to persons with substantial income or assets.

- (iv) Consistent with this would be an approach to the financing of care and support within sheltered accommodation which took account both of the economic situation of residents and the extent of disability or need for care.

3. COMPARATIVE SOCIAL POLICY.

Professor John Lawrence of the School of Social Work, University of New South Wales, presented a paper on Comparative Study of Social Policy : Conceptual and Methodological Issues. Professor Lawrence presented an argument that all study was comparative; as a field of study became more theoretically explicit and sophisticated, it had to be based on important comparisons. The term 'comparative social policy' indicated a growing awareness of the need for such important comparisons in that field. As this field of study developed further, the 'comparative' aspect was likely to disappear as a separately designated aspect of 'the study of social policy'.

The progress in the study of social policy depended on the quality of the study itself. It was important to note that 'study' meant a process of intensive activity aimed to acquire knowledge and understanding. It called for sustained application, the capacity to formulate concepts, to use concepts appropriately, to follow an argument and to make an argument, to see the point of things. The quest for knowledge started and ended in theory. It implied theorizing, or making assumptions, comparing and gaining understanding.

SWRC SEMINAR REPORTS

Social policy could be interpreted as 'collective action for social welfare', which meant that it was action for a certain purpose, that is, it meant explicitly certain ends and the manner in which these ends were to be pursued. Initially, studies of social policy concentrated on 'the social services' or 'social welfare services'. More recently, studies had become more theoretical and analytical in character, attempting to relate social policy to social theory. More cross-national studies were also taking place. Professor Lawrence referred especially to studies by Joan Higgins, Barbara Rodgers, and David Donnison.

The framework for social policy analysis that Professor Lawrence proposed included five components: first, the people, that is, the demographic data of those whose well-being was being assessed; second, their living standards in relation to common social goals, e.g., income and wealth, health, education, housing, employment, civil and political rights, family well-being, recreation, mobility; third, the goal attainment mechanisms, i.e. the economic market, the formal non-market mechanisms (e.g. government, non-government), and the informal non-market mechanisms, such as the family, friendships, neighbourhood groups and work groups; fourth, values, ideologies and theories, that is, the criteria for choosing social welfare means and ends; and fifth, policy alternatives in the components 1 to 4.

These components needed to be considerably refined and systematically developed so as to provide an adequate conceptual base for the description, comparison, measurement, theory-formulation, and theory-testing. Such endeavours, if pursued systematically, would eventually overcome the present situation in which the language for social policy description and analysis lacked precision and for this reason it was often used as the language of political rhetoric rather than for proper analysis and understanding of social policy.

Mr Bob Dapre then spoke on Approaches to Income Security in the OECD countries.

The term 'income security' as used in his paper was intended essentially to cover social security pensions, benefits and allowances, including employment injury (workers' compensation) benefits which some may not think of as a social security benefit. Brief reference was made to non-government provisions such as occupational superannuation and life assurance.

Pensions, benefits and allowances paid to veterans in connection with service in the armed forces and education benefits (although falling within the general definition of income security) fell outside the scope of the paper. Non-cash welfare services were also excluded. The intention in principle was to exclude health benefits - however, there was some overlap between income security and health benefits in many countries as cash sickness benefits paid to persons unable to work due to sickness frequently fell within the ambit of the health system.

The paper was restricted to the OECD countries. These countries tend to have economic and social conditions similar to those of Australia and to have highly developed income security systems. In addition information is most readily available on these countries.

The Australian income security system is generally different from those of other OECD countries.

The OECD countries tend to have social insurance systems under which most or all pensions and benefits are financed via specific contributions levied on employers and employees, frequently with an element of subsidy from the general revenue of the government. Payments are usually related, at least in part, to a person's previous earnings and period of contributory employment and are not generally income or

SESSION 2 , 1984

means tested (although a test on earned income may apply and they are frequently taxable). In the case of benefits designed to cover essentially short-term contingencies (principally unemployment and sickness benefits) the duration of entitlement is usually limited. There is generally some type of means tested social assistance payment available to those not covered by the insurance provisions or whose insurance benefits have been exhausted.

In Australia, by contrast, social security pensions and benefits (other than workers' compensation) are financed entirely from the general revenue of the Government and rates of payment are not related to previous earnings or employment. Most payments are subject to an income test under which the pension or benefit is reduced once income from other sources exceeds certain levels, and are taxable. Employment injury benefits are, of course, by their nature employment related. These are provided in Australia, as in other countries, under social insurance principles.

Mr Dapre then examined certain common and individualistic features of the income security arrangements in other countries using the classifications of:

- . social insurance schemes;
- . family benefits;
- . social assistance;
- . provisions for sole parents; and
- . non-government provisions.

During his discussion of this, the following examples were noted:

. In Finland, Norway and Sweden, benefits under the maternity insurance scheme are payable to working men who stay home to care for a new born child while the mother returns to work.

. Governments in a number of OECD countries have recognised social and economic advantages in providing in-

crements above normal benefits to those who wish to postpone retirement beyond the normal retirement age. To date, only the United States has introduced legislation to enable this.

. Most OECD countries (USA excepted) have family allowance programs which pay an allowance uniformly for each child, regardless of number. The next most common arrangement is for the size of payment to increase for each additional child, up to a point.

. For countries with well-developed earnings-related social insurance schemes, social assistance (or payments of last resort) are generally a minor provision to 'plug gaps' in the system. The United Kingdom is a special case in which the supplementary benefit scheme is a very large social assistance scheme on which around 12% of the population depend, but these days in a way which effectively 'tops up' the insurance benefit for many people.

. In France, there is a lone parent allowance, which guarantees a minimum income to sole parents up to one year from the date of eligibility, or until the youngest child reaches the age of three, by making up the difference between the recipients' total income (which includes some family benefits) and a guaranteed, legislated minimum income.

. Among OECD countries there exists a variety of non-government provisions regarding occupational superannuation, life insurance, etc. In some countries there is a three-tiered system of income provision for the aged - the general social security age pension, a complementary industry-based system covering virtually all employees (as in France) and separate private schemes. Other countries (such as the United Kingdom) allow contracting-out of the state insurance scheme, provided that at a minimum they are not less generous than those of the state. Governments generally provide tax con-

SESSION 2 , 1984

cessions in respect of occupational superannuation.

Mr Dapre continued by tracing developments in social security in the OECD countries, from post-war expansion where social expenditure grew at almost twice the rate of Gross Domestic Product through to the financing problems being felt in the low-growth 1970s and 1980s, while social expenditure continued to rise in response to economic and demographic conditions. This raises the question of whether there is a current or pending financial crisis in social security, and in a political area such as this, Mr Dapre maintained it was difficult to assess the situation.

Finally, he spoke of the policy implications for Australia of international comparisons. The main difference which emerges is that the Australian income security system pays flat rate, income tested benefits from general revenue, reflecting its primary objective of poverty alleviation. The other OECD countries generally pay earnings related benefits, reflecting as a primary objective the maintenance of living standards.

He concluded the paper with a discussion of the issues involved in consideration of the government-proposed notion of a national superannuation scheme.

* * *



INTERNATIONAL YOUTH YEAR, 1985 (IYY)

The United Nations has declared 1985 International Youth Year (IYY). The year will focus on young people between the ages of 12 - 25.

Under the themes of 'Participation', 'Development' and 'Peace', the goals of the year are:

- . to create ways of making sure youth are being heard
- . to ensure that issues of importance to youth are talked about and acted upon
- . for better understanding by the community of current needs of youth
- . for all levels of Government to become more responsible to and involving of youth in decision making
- . to enable youth to actively participate in the management of all institutions which affect them.

In Australia, responsibility for the year is a joint effort between the Federal Ministry of Education and Youth Affairs, State/Territory Governments, Confederation of Australian Industry, Australian Council of Local Government Associations, ACTU and the Youth Affairs Council of Australia.

On a day to day basis the National IYY Co-ordinating Committee will be co-ordinating IYY planning in conjunction with State Steering Committees. Already some initiatives, such as pamphlets and posters, an Action Kit on 'How to do IYY' - a guide to young people's involvement in IYY, are in production.

The Youth Affairs Council, the peak non-government youth affairs body in Australia, will be co-ordinating projects on behalf of the broader youth field and non-government sector.

The office of the Youth Affairs Council in each State or Territory may be contacted for information about involvement at a local level, as may the State Steering Committees of IYY through GPO Box 1185 in each State capital.

EXTERNAL SEMINAR PRESENTATIONS

CONFERENCE OF HEALTH ECONOMISTS

Jill Hardwick presented a Work-in-Progress paper on Standardization of the Hospital's Caseload for Diagnostic Mix and Resource Use : A Comparison of Two Approaches to the 6th Australian Conference of Health Economists, Australian National University, Canberra, on September 21, 1984

NATIONAL CONFERENCE ON WORK, INCOME AND LEISURE IN THE YEARS AHEAD

The Conference, held at the University of Wollongong on 28-29 September 1984, was organised by the Centre for Technology and Social Change of the University. It attracted large participation and speakers from Australia and overseas. The opening address was given by the Honourable Barry Jones, MP, Minister for Science and Technology.

Adam Jamrozik presented a paper on the topic of Leisure as Social Consumption : Some Equity Considerations for Social Policy. The abstract of the paper reads:

With the scarcity of paid employment in the labour market likely to continue into the foreseeable future, the issue of leisure will call for increasing consideration as an issue for social policy. Brought into the public sphere, leisure activities can be an important component of social consumption, and can be provided (and consumed) under the rubric of health, education, culture or recreation, or even under the rubric of 'work'.

Depending on the perception of 'what is leisure?' and on corresponding allocation of resources, leisure activities have thus a potential of

becoming a 'social equalizer' or a new source of social inequality. For this reason alone, the issue of leisure warrants attention in social policy, not only in considering leisure as a possible alternative to work but also as a determinant of people's life styles and life chances.

The paper examines the issue of leisure by reviewing some literature on the subject and then relating leisure consumption to four areas of socio-economic activity in Australia: participation in the labour market; income distribution; consumption patterns; and the organization of the leisure industry. It concludes with an observation that the issue of equity in leisure consumption lies in that the more such consumption becomes economically important the more it becomes another source of social inequality. If this is to be prevented, social policy would need to aim at a more equitable distribution of resources and social provisions which act as determinants of leisure consumption.

Russell Ross also gave a paper at the National Conference. Entitled A New Proposal for Measuring Underutilisation of Labour, the paper presumes wide acknowledgement that the official unemployment rate is not a reliable indicator of the state of the labour market. The paper proposes a method for measuring the rate of underutilisation of the labour force which takes into account all aspects of under-utilisation, e.g. all types of under-employment as well as unemployment. In the process a somewhat broader definition of the labour force is used, with some attention focussed on the impacts on the size of the labour force of welfare benefits, early retirement

EXTERNAL SEMINAR PRESENTATIONS

schemes, and job creation/maintenance programs.

MEALS ON WHEELS CONFERENCE

On October 4 Jill Hardwick presented a paper on Volunteerism in Australia to the First National Meals on Wheels Conference. Only recently has there been some attempt to assess the extent and nature of volunteer activity in Australia. This paper drew on material from two major surveys. A national survey of non government welfare organisations (NGWOs) was conducted by the SWRC in 1981 which showed that 85 per cent of such organisations have volunteers. In 1982 the Australian Bureau of Statistics undertook a household survey to estimate the extent of volunteer activity in Victoria and Queensland. Using these data, the paper explored a number of issues: the total number of volunteers; differences between men and women volunteers both in service areas as well as specific tasks performed and in their employment status. Women's volunteer work was then compared with other forms of women's work, both paid and unpaid. As women are concentrated in specific jobs within the paid labour market, which often have close parallels to domestic work, so too is voluntary work differentiated on the basis of gender. Volunteer work, however, involves a substantial paradox. Given that there is discrimination in all forms of work along gender lines, volunteer work has provided many opportunities for women in terms of personal development and job experience. Moreover, the original philanthropic work by women in the nineteenth century constituted the basis upon which the suffragette movement was formed. More recently, women's movements were created on the basis of volunteer work. These groups have been responsible for initiating social change in areas which include child care, equal pay,

women's health rights, women's refugees and nuclear disarmament.

The paper concluded by noting that recent awareness of inequalities between men and women in the paid labour market has led to moves towards equal pay and the introduction of legislation relating to Equal Employment Opportunity and Anti Discrimination. In the light of the similarities between paid and unpaid work, it is desirable that the sphere of unpaid work (domestic work and volunteer work) should be the focus of similar political pressure.

THE POLISH IMMIGRANTS IN AUSTRALIA

A Seminar on Polish Settlement in Australia 1947-1984, organized by the Polish Welfare and Information Bureau, Ashfield, NSW, was held on 12 October, 1984. While focussing on the experience of Polish immigrants, the seminar discussed wider issues of ethnic minorities in Australia. The Polish immigrants constituted the largest non-English speaking group of immigrants in the early post-war period, and their experience over nearly forty years in this country has many implications for other minority groups which arrived in Australia in subsequent years. The ageing process of ethnic minority groups is of particular relevance to social welfare services.

The SWRC contribution to the seminar was a paper presented by Adam Jamrozik on the topic of Polish Immigrants in Australia : A Quiet Presence and an Uncertain Future. The abstract of the paper reads:

Polish immigration to Australia dates from the early Colonial days, but the first large scale immigration took place only in the post-war years, from 1948 to 1951. In those four years, nearly 70,000 Poles arrived here, constituting at the time the largest non-

BY SWRC STAFF

British group entering the country. Since then, the inflow slowed down to a trickle until the late 1970s. From then until 1983 about 13,000 'new' Polish immigrants have arrived in Australia. There are now approximately 80,000 first generation Poles in Australia and with the second and third generation their numbers have been estimated at 180,000, or 1.2 per cent of total population.

The 'quiet presence' of the Polish community in the Australian society has been due to many factors apart from its relatively small size: the early assimilationist policies of the Government and public attitudes towards the newcomers; the social and economic conditions under which the settlement took place; the socio-economic characteristics of the early immigrants; and the endeavour of Polish community organisations to preserve the language and cultural heritage of their members rather than seek their economic advancement in the host country.

The 'new' Polish immigrants represent a 'rejuvenation' of the Polish community as well as an important inflow of 'human capital' into Australian society. However, the future of the Polish identity in Australia warrants some concern because of the low biological renewal, the tendency to out-marriage among the Poles and geographical dispersion rather than congregation in specific localities. At the same time, the future may be looked upon with cautious optimism because the policies and attitudes towards ethnic minorities in Australia have now changed and, furthermore, the Poles have demonstrated throughout history and in the last three decades in Australia that they can preserve their identity and cultural heritage even under adverse conditions.

SOCIAL POLICY AND LEISURE

At the request of the Department of Youth, Sport and Recreation, Victoria, Adam Jamrozik gave the opening address to the State and Local Government Recreation Officers Conference, at Lorne, Victoria, on 16 October, 1984. The title of the address was Social Policy in Australia : Its Relevance to Social Needs and Social Consumption. The aim of the address was to relate issues of social policy to the growing field of recreational activities that are now provided under the auspices of health, education, tourism, recreation, or culture.

In tracing the evolution of social policy in Australia, the address pointed out that the term 'social policy' had a range of meanings and interpretations, and there was no universal agreement on what social policy was or on what purpose it was to serve in the contemporary society. In common usage, social policy was related to social welfare and social security. In a wider sense, social policy was seen as an instrument for allocation and re-allocation of resources in the society according to certain principles such as fairness, equity, equality and social justice. Social policy was closely related to economic policy and, in some views, the two could not be separated because one entailed the other.

In Australia, social policy has evolved in stages, with a period of innovation followed by a period of inactivity and then by a period of gradual but rather piecemeal progress. In recent years, since 1972, there have been significant changes in social policy following each change of government, and the current situation is one of uncertainty. However, it is clear that social policy plays an important role not only

EXTERNAL SEMINAR PRESENTATIONS

in providing income security for certain social groups but also in providing services such as education, health, welfare and, to a certain extent, housing. Increasingly important now are services that may be defined as leisure provisions, such as recreation, tourism, and culture. The consumption of these services acquires a significant economic importance as well as an importance in determining people's life styles and life chances. For this reason the issue of leisure consumption becomes an important issue for social policy consideration.

NEW ENGLAND REGIONAL MEETING

On 19 October, Chris Rossiter attended a meeting at Armidale Hospital of all Social Workers employed by the Health Department in the New England region. During the morning she addressed the meeting on Current Trends in Australia's Ageing Population and Policy Responses to these Developments.

As with social workers and other practitioners elsewhere, participants at the meeting were very much aware that an increasing proportion of their case load is aged 65 or more. After the presentation of demographic trends, discussion followed on the changing nature of the elderly population and the impact of the particular sex-ratios, marital status, ethnicity and accommodation circumstances of elderly people today and in future. The need for widespread and varying services in response to recent social trends was then canvassed, with particular emphasis on the problems of service provision in non-metropolitan settings. During the afternoon, the meeting was addressed by a Welfare Officer for the Aged who described her work in Tamworth, the major town in the region, and gave details of her employment under the States Grants (Home Care) Act. This was followed by a broader discussion of issues relating to ageing and

the different options for caring for frail elderly people. Much of the discussion drew on SWRC research in these areas.

PLANNING FOR CARE IN AN AGEING AUSTRALIA

To commemorate the 25th anniversary of the founding of the Anglican Retirement Villages a national seminar entitled Planning for Care in an Ageing Australia was held in Sydney on October 25 and 26, 1984. Several hundred people from all parts of Australia attended and heard a range of speakers cover a wide array of issues. The principal speaker was Professor Tom Arie, Foundation Professor of Health Care of The Elderly, University of Nottingham, England. Professor Arie is recognised as a world authority on dementia and has written widely on the organisation of services for the elderly. Professor Arie presented three papers in all, one on the planning of services for the elderly and two on clinical and psychogeriatric aspects of treatment and care in dementia and other areas. Other papers included 'Reform of Institutional Care for the Elderly Person', Mike Rungie; 'The Future of the Voluntary Sector in Aged Care', Vernon Harrison; 'Future Role of Government in Aged Care', Marie Coleman; 'Demography and Ageing Trends', George Myers; 'The Emotional Aspects of Dementia', Barbara Squires.

The SWRC was represented by Adam Graycar and Chris Rossiter, and Adam Graycar presented a paper, based on their joint work, entitled Accommodation Options for Elderly People. The paper presented a great deal of data on demographic and housing matters, especially population projections; place of residence of elderly people by age, sex, disability, marital status; living arrangements by age, sex; nature of occupancy; dwelling type and structure. The data provided

BY SWRC STAFF

a backdrop to arguments about planning and provision in the future and about the types of interventions most suitable for governments, voluntary agencies, and commercial developers. Both open care and closed care systems were discussed and one area which gets little attention was discussed briefly, namely residents' rights. The paper concluded with an examination of considerations of equity, implications for allocating people to different care arrangements, and conflict of goals in our public/private, federal/state and formal/informal mix.

The Seminar organisers plan to publish the papers which were presented, and further information can be obtained from

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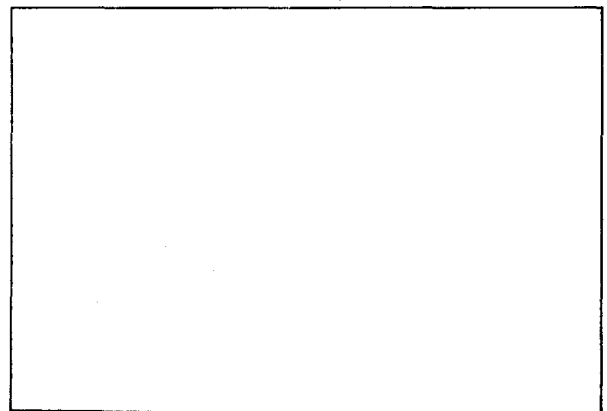
SWRC Director, Adam Graycar was invited by the Australian Association of Gerontology to present the 1984 Ofner Memorial Oration. His address which was presented on November 16 was entitled The Politics of Ageing, and in it he discussed general allocative principles, the politics of allocation and the structure of interest group activity in the process of determining, for elderly people, who gets what, when and how.

Social policy, he argued, is basically about choices between conflicting political objectives and goals, and how they are formulated. Welfare in the eighties involved perennial disagreements about the permissible degree of income and resource inequality. The search for a consensus which ensures the protection of the weak, the vul-

nerable and the disadvantaged, must begin with an understanding of social structure and political life, for these are the determinants of our welfare structures. Welfare politics is the conflict between citizen and group demands for inclusion in the face of institutional and group policies which promote exclusion. Who goes on the scrap-heap and who doesn't? Many elderly people find themselves in situations of actual and potential exclusion from a broad range of social allocations.

He then went on to outline the various types of lobbies evident in the politics of age care. First, there is the 'direct interest' type. Claims are made by those who are the potential recipients and who thus have a direct interest. The 'direct interest' lobby can be divided into two parts - a recipient section, the old people themselves, and a provider section. Second, there is an 'executive lobby', where expansion and increases in benefits come from the authorities, politicians and bureaucrats. Third, there is the lobby of 'conscience', comprising those who have nothing to gain directly, other than the satisfaction of their humanitarian aspirations by positive social pay-off.

The speech went on to examine the relationship between research in ageing and political action, and the way in which the identification of need among elderly people fits into research and political agendas.



UNEMPLOYMENT AND INCOME • SWRC Project

Joan Vipond, Pauline Garde, Bruce Bradbury.

This project uses the recently released ABS 1% sample file from the 1981 Census of Population and Housing to examine three main areas: first, the extent of concentration of unemployment in families and households; second, the association of unemployment concentration with family and household income levels; and, third, the impact of family background upon unemployment probabilities. In the first two parts of the analysis, no model of causation has been used as the aim is simply to discover what concentrations and associations exist. We shall measure the numbers who are unemployed within families and households and compare high and low concentrations of unemployment with the incomes of the households. We knew from other research that the unemployed are drawn disproportionately from groups that in work earn low incomes. We wish to know the extent to which they currently live with other workers who earn low incomes and the extent to which they live in households with low incomes relative to need.

The aim is to explore the association of unemployment and poverty. The third part of the research aims to explore causal mechanisms by examining whether the concentration of unemployment shows any impact of family background. This task is most appropriately addressed by analysing the family effects on the unemployment rates of young people who live at home. (There is only limited information available on the family backgrounds of adults or of young people living away from their families.)

The 1% sample file provides the first data set that allows analysis of these issues. The sample is large, containing 3,748 unemployed individuals in private households and 240 unemployed individuals in non-private dwellings. Although much of these data will be superseded by the more detailed Income and Housing Survey when it is released, the latter survey boasts only 15,000 households compared to 46,688 private households and 6,579 persons in non-private dwellings in the 1% file.

SWRC HOUSEKEEPING NEWS

MORE CHANGES AT SWRC:

There has been a reorganisation of work teams and office space in preparation for the new research program. The corresponding new phone numbers are listed on the outside back cover of this Newsletter.

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SEASONS GREETINGS:

The staff of the SWRC would like to wish Newsletter readers a happy Christmas and New Year. With the agreement for the continuation of the SWRC now complete, we look forward to 1985 and a further 5 years of research support for you.





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Substitute Care for Children :

Proceedings of Child Welfare Seminar

Comments on Substitute Care for Children : Emerging Issues edited by Laksiri Jayasuriya and Joe Callega - Proceedings of a Seminar on Child Welfare Issues in Australia - 25-26 May, 1984.

In recent times a number of reviews in child welfare and changes to legislation have taken place in most States in Australia. A major investigation into child welfare took place in Western Australia in 1982 with the results published in McCotter, D., *Children in Limbo* (Department of Community Welfare, Western Australia). The current publication reports proceedings of a seminar designed with two objectives in mind. The first was to 'generate a better understanding of the area of substitute care policy in particular the critical questions facing policy analysts currently engaged in determining new child welfare policies in Western Australia. The second was to encourage and develop the adoption of a comparative standpoint - national and international - in examining issues of welfare policy and practice' (p.1). The relationship between policy and practice was a particular area of concern to participants.

A range of papers were presented covering policy issues in child care, alternatives to 'traditional adoption', values and approaches of child welfare in Victoria and issues in child and youth welfare practice. As Professor Parker, Professor of Social Policy, Cambridge University notes in his summary of the proceedings, the papers deal, in different ways, with four themes -

- . policy and practice
- . the State and the family
- . the individual and social networks
- . settlement and change, particularly in relation to separated children.

Professor Parker points out that these

concern concepts are often seen as being at opposite ends of the spectrum. He concludes (p.107) that these four relationships

represent important dimensions within the child-care field. It is important to recognise, and to keep on recognising, the tensions which are inherent in them. Policies which fail to do so are in considerable danger of being oversimplified, inappropriate or quickly overtaken by the march of events.

The report is available from:

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NEDLANDS WA 6009



Visiting Fellow

Dr Russell Ross, from the Department of Economics at the University of Sydney, is visiting the Social Welfare Research Centre for five months. He is working on several labour market oriented projects. As part of his ongoing research on the market work patterns of married women, he is investigating the impact of the growth in two-earner families (i.e. married couples who both are in the labour force) on the Australian economy. Particular attention will be focussed on household expenditure patterns, distribution of incomes, and demand for welfare services.

SUBJECT GUIDE TO SWRC PUBLICATIONS

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.

FAMILY STUDIES

R&Ps

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

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.
-

SUBJECT GUIDE

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

CHILD WELFARE / CHILD CARE

R&Ps

- No. 19 Tania Sweeney and Adam Jamrozik, Services for Young Children : Welfare Service or Social Parenthood?, March 1982, 144 pp.
- No. 22 Tania Sweeney, An Analysis of Federal Funding of Children's Services - A Sourcebook, May 1982, 62 pp.
- No. 29 Jan Carter, Protection to Prevention : Child Welfare Policies, January 1983, 76 pp.
- No. 32 Andrew Jones, Selectivity in Children's Services Policy, June 1983, 68 pp.
- No. 34 Jo Jarrah (ed.), Child Welfare : Current Issues and Future Directions, July 1983, 89 pp.
- No. 37 Stuart Rees and Anneke Emerson, Disabled Children, Disabling Practices, January 1984, 129 pp.
- No. 44 Tania Sweeney and Adam Jamrozik, Perspectives in Child Care : Experience of Parents and Service Providers, April 1984, 201 pp.

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. 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.
-

TO SWRC PUBLICATIONS

AGEING

R&Ps

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

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. 23 Adam Graycar and Jo Harrison, "Ageing Populations and Social Care : Policy Issues" from Australian Journal of Ageing, Vol.3, No.2, May 1984, 7 pp.

Other Publications

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

SUBJECT GUIDE

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.

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, 72 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.
- 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.

Reprints

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

TO SWRC PUBLICATIONS

TAXATION / FISCAL POLICY

R&Ps

- No. 9 Robert V. Horn, Fiscal Welfare Effects of Changes in Australian Income Tax, 1972-73 to 1980-81, May 1981, 59 pp.
- No. 24 Carol Keens and Bettina Cass, Fiscal Welfare : Some Aspects of Australian Tax Policy. Class and Gender Considerations, September 1982, 55 pp.
- No. 33 Ian Scott and Adam Graycar, Aspects of Fiscal Federalism and Social Welfare, July 1983, 80 pp.
- No. 42 Linda Rosenman and Marilyn Leeds, Women and the Australian Retirement Age Income System, April 1984, 102 pp.
- No. 45 Ann Harding, Who Benefits? : The Australian Welfare State and Redistribution, April 1984, 147 pp.

Reprints

- No. 8 Bettina Cass, "Wages, Women and Children" from : R.F. Henderson (ed.) The Welfare Stakes, IAESR 1981, 38 pp.
- No. 14 Bettina Cass, "Taxation and Social Policy from : Taxation Reform, UNSW Occasional Papers No.8, 1983, 17 pp.
- No. 20 Bettina Cass, "Poverty and Children : the effects of the recession" from : Social Alternatives, Australian Social Welfare : Impact and New Doctor, Joint Issue September/October 1983, 5 pp.

NON-GOVERNMENT WELFARE

R&Ps

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

Reprints

- No. 10 Adam Graycar and Wendy Silver, "Funding Agencies" from : Australian Social Welfare - Impact, March 1982, 4 pp.
 - No. 13 Adam Graycar and Wendy Silver, "Agencies, Services and Government Funding" from : Australian Rehabilitation Review, Vol.6, No.3, 1982, 5 pp.
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SUBJECT GUIDE

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

Other Publications

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

SOCIAL POLICY

R&Ps

- No. 2 Peter Saunders (ed.), The Poverty Line : Methodology and Measurement, October 1980, 54 pp.
- No. 10 Concetta Benn, The Developmental Approach : Demonstration Programs in the Brotherhood of St Laurence, May 1981, 20 pp.
- No. 13 Robert V. Horn, Extra Costs of Disablement : Background for an Australian Study, September 1981, 25 pp.
- No. 16 Linda Rosenman, Widowhood and Social Welfare Policy in Australia, January 1982, 75 pp.
- No. 18 Vivienne Milligan and Margaret McAllister, Housing and Local Government : An Evaluation of the Waverley Community Housing Officer Project, February 1982, 109 pp.
- No. 26 Robert Pinker, Theory, Ideology and Social Policy, October 1982, 23 pp.
- No. 31 Jo Jarrah (ed.), 53rd ANZAAS Congress : SWRC Papers, June 1983, 118 pp.
- No. 43 Ian Manning, Measuring the Costs of Living of Australian Families, April 1984, 70 pp.
- No. 45 Ann Harding, Who Benefits? : The Australian Welfare State and Redistribution, April 1984, 147 pp.
- No. 47 Rosemary Hooke (ed.), 54th ANZAAS Congress : SWRC Papers, June 1984, 231 pp.
- No. 49 Ugo Ascoli, Analysis of the Italian Welfare State : Some Implications for Current Australian Issues, August 1984, 58 pp.

Reprints

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

TO SWRC PUBLICATIONS

- No. 11 Adam Graycar, "Health and Social Policy", Ian Webster, "What are the Needs of the Community?" from : Priorities in Health Care, UNSW Occasional Papers No.7, 1982, 6 pp.
- No. 18 Adam Graycar, Informal, Voluntary and Statutory Services : The Complex Relationship" from : The British Journal of Social Work, Vol.13, No.4, August 1983, 15 pp.

Other Publications

- . 1980, 1981 and 1982 Diary of Social Legislation and Policy (Institute of Applied Economic and Social Research, University of Melbourne; Institute of Family Studies, Melbourne; Social Welfare Research Centre, UNSW).

DATA & EVALUATION ISSUES

R&Ps

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

Reprints

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

SWPS ANALYTICAL STUDIES

The role of the Social Welfare Policy Secretariat of the Department of Social Security is to advise on, and promote the co-ordinated development and review, of policies and programs in the broad field of health and welfare.

The SWPS has the additional task of promoting research that would assist in this development and review function. It therefore undertakes or assists with applied analytical and statistical projects that are relevant to current policy issues.

Below we have summarised two of these project reports, published in 1984.

INCOME SUPPORT FOR YOUNG PEOPLE

This discussion paper was prepared by the SWPS, in co-operation with the Office of Youth Affairs (OYA) as a contribution to the debate on the direction to be taken, over the longer term, in the income support arrangements for young people aged 15 to 24 years. The paper gives details of 37 existing Commonwealth programs.

The paper also examines the principles which could provide a basis for assessing possible changes. These are reflected in greater detail in the discussion of several issues - complexity, adequacy, equity, incentives and dependency. Financing, administrative and legislative aspects are also examined.

A deal of public debate in this area has favoured the introduction of a single youth allowance for young people in education, training or unemployment. A less complex system would be easier to understand and might be effective in encouraging a higher participation in education. But the outstanding difficulty which

would be involved in removing complexity is the high cost, unless some entitlements could be reduced. In many cases the reduced entitlements would be those of groups which have been judged in the past to be in particular need.

The OYA and the SWPS analysed 16 illustrative options, divided into four packages. The packages comprise specific changes which could be made in stages to the existing arrangements to pursue the general aims of the youth allowance proposals at much less cost. Scope to vary the amount of assistance where special needs warrant this would be retained.

INCOME SUPPORT POLICY

IN AUSTRALIA

IN THE CONTEXT OF

SLOW ECONOMIC GROWTH

This paper was presented to the 54th ANZAAS Congress in May 1984.

It has commonly been observed that, despite the great increase in social security spending since the beginning of the 1970s, poverty and disadvantage have not been eliminated.

The paper presents factual information that shows the extent to which persons of working age rely on pensions and benefits as a source of income.

Growth over the past 10 years in the numbers receiving the principal pensions and benefits is also illustrated.

The paper notes that, at present, some benefits are inadequate and that those people who are unable to work during the prime earning (and asset acquisition) stages of the life cycle are particularly disadvantaged. This is a matter of considerable significance

DATA BANKS FOR SOCIO-ECONOMIC STATISTICS AND ANALYSIS

because some 20% of children live in social security families. The majority of these (in excess of 80%) are the children of sole parents and the unemployed.

The paper provides a brief review of some major economic and social developments over the past 10 years. Particular attention is paid to the slow-down in economic growth, to the growth in unemployment, and the increasing concentration of unemployment on the most disadvantaged section of society.

Finally, the paper reviews the arrangements that presently exist which in effect provide early retirement pensions for certain groups of people. It shows the extent to which these arrangements provide a financial incentive for people to leave the labour force rather than continue to look for work, and questions whether this is appropriate in view of concerns about an ageing population. A number of alternative approaches that could be considered in the medium term are suggested.

Information about availability of papers may be obtained by telephoning Lyn Lardelli, Principal Executive Officer, on (062) 89 3442, or by writing to:

Principal Executive Officer
Social Welfare Policy Secretariat
PO Box 1
WODEN ACT 2606

* * *

In January 1984 the Australian National Commission for UNESCO convened the UNESCO Regional Workshop on Databanks for Socio-Economic Statistics and Analysis, at the University of Melbourne.

A Summary Report of that workshop is now available from the Institute of Applied Economic and Social Research at the University of Melbourne.

The Report includes opening speeches and summaries of papers which were organised in 3 categories:

- (i) Machine-Readable Socio-Economic Data
- (ii) Socio-Economic Modelling and Studies, and
- (iii) Data Software and Hardware.

A very important outcome of the final session was a set of proposals to establish an information network throughout the Asia-Pacific region. This has been achieved, and SEDNAP (Socio-Economic Databanks Network for Asia and the Pacific) is now establishing a regular newsletter to maintain liaison between members.

Enquiries about SEDNAP in Australia may be directed to:

Dr Duncan Ironmonger
C/- Institute of Applied Economic
and Social Research
University of Melbourne
PARKVILLE Vic 3052





INSTITUTE OF FAMILY STUDIES

The Institute, a Commonwealth Statutory Authority established under the Family Law Act, commenced operation in February 1980. It is a research organisation whose primary task is to conduct and foster research into factors affecting marital and family stability in Australia. Included in its charter is a commitment to disseminate information about families and family life in Australia. To achieve this, the Institute's Family Information Centre (FIC) was set up.

FAMILY INFORMATION CENTRE

The FIC maintains the Institute's research library and provides an information service to researchers, secondary and tertiary teachers, students, practitioners in the helping professions, members of government and non-government organisations and interested members of the public. The FIC is responsible also for the editing and publishing of Institute publications.

WHAT IS FAMILY?

FAMILY database (Australian Family Studies Database) is a computer-based bibliographic reference system which has been developed in the Family Information Centre. Work on a pilot database was begun in 1983 and FAMILY became operational in September 1984. The database contains references from 1980 onwards to Australian material or to material written by Australians in overseas publications. Books, journal articles, conference papers, government publications, theses and unpublished papers are included.

SUBJECT COVERAGE

Trends and change in marriage and the family
Family and society
Family law
Organisations and services to families
Economics and the family
Family types, relations and dynamics
Mate selection and marriage

Issues related to sexuality and fertility

Minority groups and special families
Counselling and education for marriage and parenthood
Research and methodology

ACCESS TO FAMILY

Online search and retrieval is available through AUSINET, the computer network of ACI Computer Services. Access to AUSINET can be arranged through your library or by contacting ACI Information Retrieval Group, PO Box 43, Clayton, Victoria 3168. Telephone (03) 544 8433. In Print: The first hard copy volume of entries in FAMILY database will be published in December 1984. Thereafter a quarterly update will be printed.

OBTAINING DOCUMENTS

While all documents listed in FAMILY database are held in the Institute's Family Information Centre, a large percentage of the references in FAMILY comes from books and journals held in academic libraries and thus is available through the inter-library loan system. Price and availability are listed for many documents. Most Institute of Family Studies publications are available for sale and thus will not be available for loan, unless the publication is out of print. Out of print works will be available for inter library loan.

HELP NEEDED

The aim of IFS is to make FAMILY a national information resource. In 1985 they plan to add a new section to FAMILY database on 'Research in Progress'. If you know of current research projects in the subject areas listed above, or have published books, journal articles, conference papers or theses which are not in FAMILY database, the IFS would be pleased to hear from you at:

Editor: FAMILY
Institute of Family Studies
766 Elizabeth Street
MELBOURNE Vic 3000

Telephone: (03) 342 9100

FIRST NATIONAL WOMEN'S HOUSING CONFERENCE

Women's Housing Action Group

The SA Women's Housing Action Group invites input to and attendance at the first national women's housing conference, which is being held in Adelaide, 1-3 March 1985.

The SA Women's Housing Action Group (WHAG) has been in existence for 18 months. The group began as an informal coalition of women who have an interest in the housing issues and problems facing women, and who wanted to make submissions to the SA Government's review of home purchase assistance programs, conducted in 1983.

In the group's subsequent discussions, members identified not only the problems faced by women in gaining access to home ownership, but also the difficulties experienced particularly by women in other areas of housing including the private rental market and public housing. It also became apparent how minimally women were involved in decision-making concerning housing issues at government, industry and community levels. The Women's Housing Action Group was convened as a non-partisan group to work towards encouraging policies and practices which addressed the needs of women across the whole housing spectrum.

In early 1984 WHAG successfully applied for Community Employment Program funds to undertake research and consultation at State and national levels aimed at further identifying the current housing situation facing women. The project is being sponsored by the SA Office of Housing, which is a housing policy and advisory unit within the SA Public Service.

A major focus of WHAG's program is to convene the first national conference on women's housing, in March 1985. It is proposed that the conference will commence with an analysis of why women in particular face constraints in the

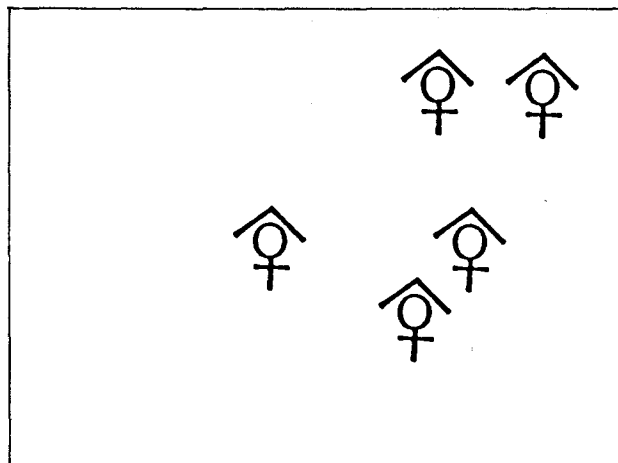
housing sector, by examining the social, economic and legal status of Australian women. The needs of women in four housing tenures - home ownership, private rental market, public housing and crisis accommodation - and also the needs of particular groups of women, will then be examined by means of papers and other presentations in a series of workshops and national forums. The process of needs identification will be followed by further forums and workshops aimed at canvassing and proposing options and innovations to assist women in areas including housing finance, design, planning, construction and management. The conference will also include sessions looking at strategies which could be employed to encourage greater participation by women in the planning, provision and management of housing.

WHAG now invites conference papers and other involvement in the program, as well as suggestions as to issues which should be addressed at the conference.

Further information from:

Margie Hill
Women's Housing Action Group (SA)
GPO Box 1072
ADELAIDE SA 5001

Phone: (08) 227 4822



QUANTITATIVE SOCIAL SCIENCE METHODS

ACSPRI Summer Training Program, 1985

Between 2 - 15 February, 1985, the Australian Consortium for Social and Political Research Inc. (ACSPRI), will be offering a Summer Training Program for teachers, researchers and others using, or contemplating the use of, quantitative data and analytic techniques. The Program will be held at Monash University in Melbourne, drawing on outstanding teachers of these methods from around Australia and overseas.

The ACSPRI Program is supported by the Academy of the Social Sciences, and is the first of its kind offered in Australia. It aims to provide for Australian teachers, researchers and others the kind of training courses previously most readily available in the United States or Britain. The diffusion of data-analytic skills is important in

enabling Australia to take advantage of the growing data-bases available to scholars and policy makers, as well as being personally satisfying to those with an interest in this kind of work.

ACSPRI believes that most departments concerned with social research will have at least one person - a staff member, or graduate student - who would benefit from - and may well be seeking - the opportunity to acquire or expand skills in data-based teaching or research.

The live-in program provides intensive training over a relatively short time in state-of-the-art techniques. Two different levels of course - introductory and advanced - cater for variations in previous acquaintance with data-based analysis.

Enrolment fees will be :

	<u>Applicants from Institutions which are:</u>	
	<u>ACSPRI</u> <u>Members</u>	<u>Non-ACSPRI</u> <u>Members</u>
<u>Introductory Stream</u> (two weeks) 2-15 February 1985	\$300	\$350
DATA ANALYSIS WITH SPSS (and supporting units)		
<u>Advanced Streams</u> (one week each course) 2-8, or 9-15 February, 1985	\$150	\$200

Accommodation for the two weeks will be provided at Mannix College, Monash University, at a cost of \$30 per person per day (full board).

Further information about the ACSPRI Summer Program is available from:

Prof D A Kemp, Dept of Politics, Monash University, Clayton, Vic 3168
Dr T W Beed, Director, Sample Survey Centre, University of Sydney,
NSW 2006
Dr R Jones, Social Science Data Archives, ANU, GPO Box 4, Canberra,
ACT 2601



SSDA Data Catalogue

New edition

The Social Science Data Archives (SSDA) at the Australian National University wishes to announce that an updated edition of the SSDA Data Catalogue is available, as from October, 1984. The catalogue is a guide to data sets deposited with SSDA which are available to researchers for the purpose of secondary analysis. Coverage now includes 330 Australian data sets from academic, government and private organisations, plus Australian Census and overseas data sets.

A detailed abstract of each data set includes information on the personnel involved in the study, the research topic and a summary of variables, the sample population, sampling procedures, data collection, size of the data set, and publications resulting from the study. Subject and investigator indexes are also included to aid users of the catalogue.

Data sets cover a wide range of topics in the fields of political science, sociology, economics, finance, education, psychology, law, labour and employment, demography, human environment, culture and humanities, communication and information, life sciences, physical and environmental sciences and technology.

Copies of the catalogue are distributed in a looseleaf (A4) binder. The entire updated edition is available from the SSDA at \$37 (plus postage and packing). Those who already have the first edition will only require a set of looseleaf additions to the previous binder, costing \$17 (plus postage and packing).

Further details can be obtained from:

Social Science Data Archives
Australian National University
GPO Box 4
CANBERRA ACT 2601
Phone: (062) 494400

5th Federalism Project • Conference Notice

Date : Thursday 14th and Friday 15th
February, 1985

Place: ANU, Canberra : Coombs Building
Seminar Room A

Theme: 'The State of the States'

Major papers on each of the six States and the Northern Territory and supplementary papers on key aspects of comparative state politics and federalism will be presented.

Accommodation: A limited number of rooms have been reserved at University House for the nights of 13th and 14th February. Those interested should make their own bookings direct with University House. Address: GPO Box 1535, Canberra, ACT 2601, Phone: (062) 49 5211.

Dinner: An informal Conference dinner is arranged for Thursday evening, when payment will be collected. Those intending to attend should indicate on the Registration form.

Conference Papers: Those who attend the Conference will receive copies of papers. Others may obtain sets of papers by indicating this on the Registration form and returning it with a \$10 fee.

Registration: Details may be obtained by contacting:

Federalism Project Conference
Department of Political Science,
RSSS
Australian National University
GPO Box 4
CANBERRA ACT 2601
Phone: (062) 49 3049

"Community Welfare Services in the Australian States"

AUSTRALASIAN SOCIAL POLICY AND ADMINISTRATION ASSOCIATION INC. NOTICE OF CONFERENCE AND CALL FOR PAPERS

A conference on community welfare services in the Australian States and Territories will be convened by ASPAA in Melbourne from 15th to 17th August 1985. The theme will be a comparative perspective upon the role of State governments in community welfare services. The conference will bring together people from tertiary institutions, the public service and the welfare sector.

Papers that represent a comparative analysis of State services are especially sought. Topics might include:

- . inter-governmental relations, relations between State governments and non-government organisations
- . policy and planning structures and processes
- . State financing and service delivery issues.

The service fields might include:

- . child and family welfare
- . foster care and adoption
- . youth services
- . women's services
- . handicapped persons
- . aged care
- . housing programs for groups with special needs
- . the criminal justice system
- . mental health services.

Case studies of particular programs or States should raise issues of national concern.

Abstracts of up to 500 words are invited. All submissions will be read by members of the conference committee and will be evaluated on the basis of significance, originality and overall quality. It is important that the ab-

stract (1) conveys the proposed paper's novel ideas; (2) contains sufficient information to enable the conference committee to determine the scope of the work; and (3) includes comparisons with and references to the relevant literature. Abstracts should be sent, by 22nd February 1985, to:

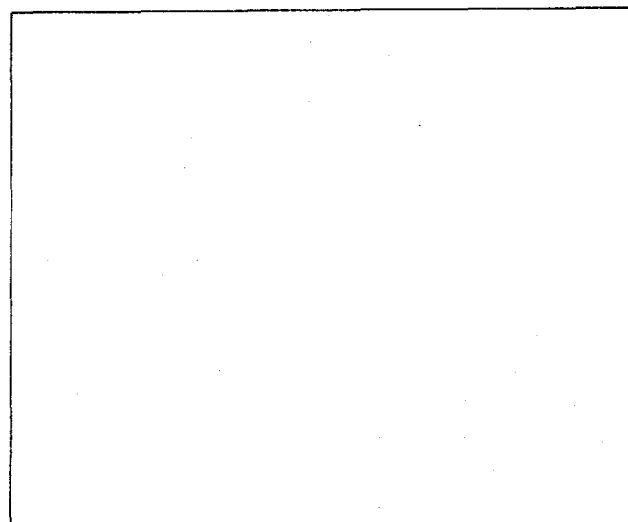
Mr Andrew Jones
Department of Social Work
University of Queensland
ST LUCIA Qld 4067

Completed papers or a three page summary are required by 12th July 1985, for distribution in advance to conference participants.

ASPAA intends to arrange the publications of papers that contribute significantly to the conference theme.

Requests for registration forms or enquiries about ASPAA membership can be made to:

ASPAA Conference Secretariat
The Management and Policy Studies
Centre
Canberra College of Advanced Education
PO Box 2
BELCONNEN ACT 2616



SURVEY OF EPILEPSY SELF HELP GROUPS

The National Epilepsy Association of Australia would like to locate all Epilepsy Self Help groups in Australia, before commencing a survey on the needs of Epilepsy Self Help groups.

The objectives of the project include:

1. Locating all existing groups throughout Australia;
2. Researching their needs in order to provide resources for them;
3. Determining how to involve Epilepsy Self Help groups in national policy;
4. Developing ways in which the Epilepsy Self Help movement can be promoted as a cohesive force;
5. Identifying the role of such groups in the wider Community Self Help movement.

So if you are, or know of anybody, associated with unaffiliated groups in Australia, the Association would be pleased to hear from you via the Project Officer, Jan Cooke, at:

National Epilepsy Association
of Australia
PO Box 554
LILYDALE Vic 3140

Phone: (03) 735 0211



SWRC

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