

## SPRC Newsletter No 43 - December 1991

**Author:**

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**Publication details:**

Working Paper No. No 43

SPRC Newsletter

1324-4639 (ISSN)

**Publication Date:**

1991

**DOI:**

<https://doi.org/10.26190/unsworks/1071>

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# SPRC Newsletter

SOCIAL POLICY RESEARCH CENTRE

No. 43 DECEMBER 1991 FREE. EDITOR: JENNIFER YOUNG

## HOME AND COMMUNITY CARE: A NEW DEAL FOR OLDER PEOPLE?

BY MICHAEL FINE  
& SARA GRAHAM

A major review of policies concerning the care of aged people, undertaken by the Commonwealth Government has just been completed. The Aged Care Reform Strategy, Mid-Term Review, 1990-91, as it became known, involved the publication of eight separate discussion papers followed by a series of consultations held in each State.

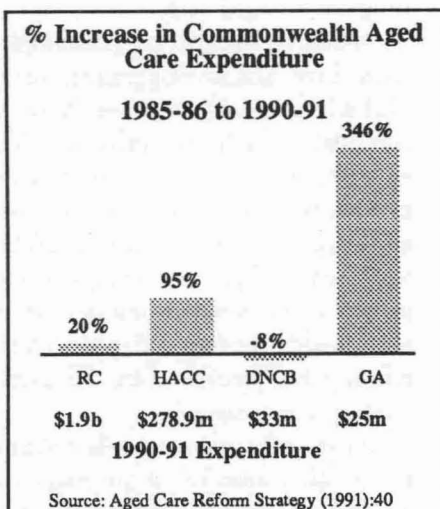
The final report, which provides something of a blueprint for the next decade, and perhaps beyond, was published in September (DHHCS, 1991a and 1991b). Here we discuss some of its main conclusions and recommendations concerning the provision of community support services.

**reforms in the field of  
aged care have been  
some of the most  
significant  
achievements in social  
policy in the 1980s**

Reforms in the field of aged care have undoubtedly been one of the most significant achievements in social policy for the Australian Government in the 1980s. There has been a shift away from an almost exclusive reliance on nursing home services to a much more sophisticated system which emphasises the rights of people to choose to remain in their own homes as long as possible.

As a result, Commonwealth

expenditure on community support services through the Home and Community Care Program (HACC) has grown quite substantially in the last six



years. This has been part of a deliberate strategy to restrict the growth of nursing home services and utilise other provisions in their place, notably specialised Assessment Services, residential hostels and community services (see Figure).

The growth in spending on the HACC program in particular stands out against the cuts which have affected most other areas of government expenditure over the last decade. If the Commonwealth gets its way, this growth looks likely to continue.

The main conclusion of the Mid-Term Review, in its most simple form, is that there needs to be continued growth in community support services. As the report emphasises, it is

*an explicit objective of Commonwealth policy to shift expenditure from residential care ... to home and community care.*  
(DHHCS, 1991a: 13)

Yet the details of some of the changes proposed for the emergent system of services are unlikely to be welcomed by all concerned. In many cases these are likely to have an impact far wider than simply in the field of aged care.

### FINANCIAL ISSUES

At the moment the funding of residential care is a Commonwealth responsibility whereas the funding of community support services is shared jointly between the Commonwealth and the States. A further shift of expenditure towards home and community care is therefore likely to have implications for Commonwealth and State relations.

In 1985, a commitment was made by both Commonwealth and State governments to a growth in funds for the HACC program of 20 per cent per annum. This has not been met in recent years because the States have been at best reluctant, and many might argue, simply

*Continued Page 2 ►*

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unable to match this figure.

Not only has the growth rate of HACC been slower. The funding balance seems to have shifted inexorably towards the Commonwealth, from a ratio of 50:50, to one which, in 1991-92 will be closer to 60:40 in favour of the Commonwealth to the States.

In recognition of these trends and the need to bolster community support to restrict Commonwealth expenditure on nursing homes, the Review recommends that

*consideration be given to a single budget structure for aged care (DHHCS, 1991a:14)*

and that

*one level of government take overall responsibility ... for the planning and financing of residential and community care (DHHCS, 1991a:18)*

A year ago it was widely claimed that it was inevitable that HACC would become a State responsibility. Such an arrangement, it was argued, was logical because the States already had responsibility for hospitals and most other health care services.

Now the argument has swung full circle. If the States wanted to take over the HACC program they would also have to be prepared to accept the costs of nursing homes, hostels and geriatric assessment currently borne by the Commonwealth.

Given the recent financial experience of State governments, it would require an exceptionally brave group of State premiers to become the 'one level of government' pointed to in the Review.

The question of funding has also been expressed in other ways throughout the Review. Significantly, the introduction of a fees policy for users of HACC services is raised as a major recommendation.

Currently different services determine their own fees. Some require no payment whatsoever, others have fixed charges regardless of the user's income. A number of services employ an explicit means test, while discretionary fees, whereby the fees charged are determined by the service providers' notion of what a particular individual is able to pay, are not uncommon.

Fees for HACC services seem chaotic

and somewhat arbitrary. What people pay at present largely depends on where they live and who provides any service they receive.

A fees policy, it could be argued, presents an opportunity to bring order and fairness to a haphazard and inequitable field. But there could be few people who would not suspect that it would also mean fee rises for clients who, by definition, are not able to earn further income to offset their increased costs.

An issue with even greater political implications than the issue of fees, is the recommendation of the Review to explore the possibility of relating the funding of all aged care services to retirement income. This would effectively amount to the introduction of a national insurance program for aged care.

National insurance programs for long term care already operating in the Netherlands and Israel have shown the potential of such arrangements. They have provided the extra funds necessary to expand and improve service provisions and ensured that money cannot easily be siphoned off to pay for other government programs. National insurance programs also provide services with a prospect of longer term security than the present funding arrangements.

It may at first seem unlikely that a new social policy initiative of this magnitude would be possible in the austere economic climate of the 90s. It is, however, just these conditions which are likely to make such a scheme politically and economically attractive.

## TARGETING STRATEGIES

As well as questions of finance, the Review gives extensive attention to the planning and allocation of services. Three themes which received repeated attention are the **targeting** of community services, an increased emphasis on **assessment and case management**, and the use of a system of **benchmarks** for community services.

Targeting strategies have been one of the most notable features of recent developments in Australian social policy and an increasingly pervasive use has been made of this method of resource allocation for social security benefits (Saunders, 1991). By directing resources

towards a select, 'high needs' group, targeting typically involves a trade-off in which resources are transferred from a larger group of people who would otherwise have been eligible for assistance.

## targeting is increasingly spoken of as a solution to the problem of limited resources

In the field of community services, targeting is increasingly spoken of as a solution to the problem of limited resources in the face of growing needs. It involves a shift in emphasis in the provision of assistance from an **extensive** to an **intensive** basis.

Such a strategy has been employed in New South Wales by the Home Care Service, amongst others. Instead of providing a small amount of assistance with housekeeping to a large number of people with varying degrees of need, there has been a move to concentrate resources on a smaller group of people identified as having high needs.

This approach has been a matter of concern to service co-ordinators forced to make often invidious decisions between people who all have varying degrees of need. It has also been one of the few issues to force a debate on community services into the public arena.

## one solution to the dilemmas of targeting may be a two tier system

One solution to the dilemmas of targeting may be a two tier system which would ensure that those who receive the benefit of the specially targeted assistance do not do so at the cost of others who also require assistance at a lower level of intensity. This would mean that resources for the specially targeted groups would be specially earmarked.

It would also be essential to be certain that those who are receiving privileged

treatment are genuinely those with the highest needs and not just an arbitrary selection of potential clients. Assessment, it is often argued, provides just such a mechanism: a means of ensuring that people are able to get the sorts of assistance they need and are diverted away from using other inappropriate services which they may not need.

At present, however, assessment tends to be a means for determining the suitability of a particular applicant for a particular service. Associated with this is the practice of so-called 'multiple assessment', where each service agency sends a representative to assess the applicant for their own service. Instead of being concerned with determining the needs of a particular client, assessment readily becomes a means of rationing services, an administrative procedure most concerned with the management of an organisation's limited resources.

## services are reluctant to give up their right to make an independent assessment

Our experience with recent research projects suggests that services are extraordinarily reluctant to give up what they see as their right to make an independent assessment. They feel they need to control access to their service.

Being accountable for an effective administration of only a limited amount of resources, community service providers resist an arrangement under which they would be made responsible for the implementation of decisions made by others. A new assessment procedure is therefore likely to require a very significant reorganisation of service provision in every local community.

## BENCHMARKS AND PLANNING

Community services have developed in Australia in a fairly unsystematic

manner. Provision has tended to result from government responses to ad hoc applications for funding from service-providing organisations. This in turn has led to patchy provision, often unrelated to the actual needs of the population.

In reaction to this 'submission-based' method of funding, an alternative method, 'needs-based funding' has gained favour. This essentially distributes funds in proportion to demographic indicators of need, such as the number of people aged over 70 in each region.

One difficulty associated with this approach is that in the absence of good information about need and the effectiveness of services it can do little more than distribute available resources according to demographic formulae. Any matching of service provision to actual need would therefore be, at best, a happy co-incidence!

The Mid Term Review argues strongly for benchmarks to overcome this situation. It recommends that:

*a benchmark be set for the total level of resources allocated to community care and that this benchmark be linked to benchmarks already established for nursing home and hostel care and be used as a basis for establishing equity across geographic regions. (DHHCS, 1991a:21)*

At present the benchmark for nursing home provision is set at 40 beds per 1000 people aged 70 or over. The new benchmark for hostels recommended in the review is 55 places per 1000 people aged 70 or over.

We interpret the recommended benchmark for community services as implying that the residual proportion of the total existing level of resources for aged care should be reserved for community services.

This approach essentially continues the existing arrangements of funding, which is supply rather than demand or need led. In other words, the amount of services to be provided is determined by the amount of funds made available. Considering the existing funds available this can appear to make sense.

## we suggested trial funding based on more direct linkages with need

Our review of international experience in the planning of community services, published earlier this year (Fine, Graham and Webb, 1991), has led us to be wary of centralised planning in which resources are allocated simply as block grants. This is because it implies a separation of service provision from need. It also introduces rigidities into the system which in many countries has been seen as leading to an unresponsive approach to consumer needs.

The approach that we have suggested as an alternative is at least to trial a system of funding which is based on more direct linkages with need. Such a system might benefit from the use of eligibility criteria which would help to set out the conditions whereby people could gain access to services.

In effect such eligibility criteria constitute a form of benchmark which would distribute resources equitably in terms of an assessed need for assistance. In this way services would be funded for each individual eligible and paid for on the basis of a service linked payment thereby enabling services to develop in ways that are sensitive to need rather than being confined by the rigidities of a pre-determined block grant.

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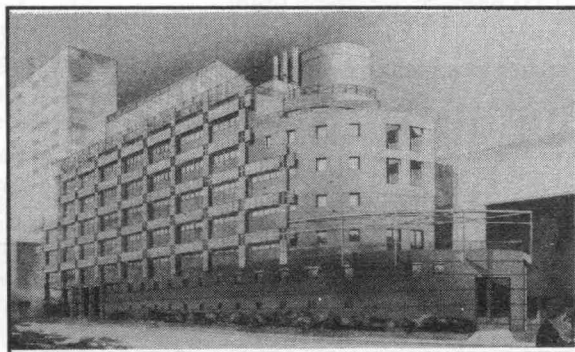


The Social Policy Research Centre (originally the Social Welfare Research Centre) was established in January 1980 under an agreement between the University of New South Wales and the Commonwealth Government.

The Centre is operated by the University as an independent unit of the University. The Director of the Centre is responsible to the Vice-Chancellor. The Director receives assistance in formulating the Centre's research agenda from a Board of Management, and in periodic consultation with the community.

The Centre undertakes and sponsors research on important aspects of social policy and social welfare; it arranges seminars and conferences, publishes the results of its research in reports, journal articles and books, and provides opportunities for postgraduate studies in social policy. Current research areas cover poverty, inequality, and standards of living; social security, taxation and the labour market; the welfare state; and community support services for the frail elderly and younger people with disabilities.

The views expressed in this Newsletter, as in any of the Centre's publications, do not represent any official position of the Centre. The Newsletter and all other SPRC publications present the views and research findings of the individual authors with the aim of promoting the development of ideas and discussion about major concerns in social policy and social welfare.



The Social Policy Research Centre is now located on Level Three of the University's New Research Building which can be found just inside Gate 11, off Botany Street, opposite the Australian Graduate School of Management and the University Parking Station.

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# FROM THE DIRECTOR

S O C I A L P O L I C Y R E S E A R C H C E N T R E

However one looks at it, 1991 has been an extremely busy year for the Centre. The two events which dominated our calendar both occurred in the middle of the year. In June we moved into the new University Research Building on campus. Just weeks after that, we hosted our Second National Social Policy Conference. All who attended the Conference have acknowledged the admirable job performed by the Organising Committee, although few probably realised at the time that the Committee members themselves were also busy trying to re-organise their own working environment in our new premises. The Social Policy Conference has established itself as an important event in the social policy calendar in this country. We see a need for such conferences and their organisation as being central to our overall mission.

## NEW RESEARCH DIRECTIONS

One aspect of the Centre's research program which has developed significantly over the last year is that involving the analysis of primary data collected via field work surveys. This year, we have been undertaking no less than eight separate pieces of research involving the collection of primary data, either through mailed questionnaires or direct survey. Topics range from the tracking of the circumstances and use of domiciliary services by frail elderly people, to social perceptions of income adequacy, to a survey of the employment conditions of casual staff employed at the University of New South Wales.

This general direction in the Centre's research is of considerable significance. In recent years, much of our research has focused on the analysis of secondary data. While important, an undue emphasis on such research can distance us from the issues confronting those 'at the coalface' delivering or receiving welfare provisions (including income support). To go into the field as researchers is thus to try to re-establish and maintain these extremely important links.

## SPRC PUBLICATIONS

I have referred previously in these columns to the great importance we attach to the dissemination of our research findings to as broad a range of audiences as possible. Insufficient effort put into dissemination of research findings places at risk the value of the research effort itself.

The main publications vehicle of the Centre remains our **Reports and Proceedings (R&P)** series. We have been aware for some time that the existing R&P format is not particularly 'user friendly'. We do, of course, make every effort to ensure that the content of our reports is of the highest quality and that technical material is generally contained in appendices.

We have been working for some time on a new and improved R&P format. I am pleased to report that this effort has resulted in the introduction of a new format which will begin with our next Report (No. 96), to be released early next year. I hope that readers will find the new format an improvement and that, as a result, our work will become even more readily accessible.

## STAFF

Adam Jamrozik retired from the Centre at the end of November. Adam has had a long and productive association with the Centre, having joined the staff in 1980. Between 1985 and 1987 he was the Centre's Acting Director. Paul Smyth completed his doctoral thesis in November. The thesis, titled *T-bones and Television. Social Policy and Australian Economic Thought 1945-1960* has been submitted for examination

to the School of History at UNSW. On behalf of everyone associated with the Centre, I would like to wish both Adam and Paul the very best for the future.

I am delighted to welcome Dr Mohan Singh, who will be taking up his position as Research Fellow in December. Mohan has a PhD in Demography and will be involved initially in our research into the Changing Economic and Social Circumstances of the Elderly.

## VISITORS

■ The number of overseas researchers visiting the Centre continues to increase. Currently, Dr Sheila Neysmith from the University of Toronto and Dr Knut Halvorsen from the Norwegian State College of Local Government Administration and Social Work in Oslo are both with us. For Knut this is his third visit to the Centre, so he clearly enjoys being here.

■ Other recent visitors include Professor Sally Baldwin, Director of the Social Policy Research Unit (SPRU) at the University of York, Brenda Morginstin, Director of the Department of Research and Long Term Benefits in the National Insurance Institute in Israel, Dr Herman Schwartz from the Department of Government at the University of Virginia and Dr Wim van der Heuvel from the Department of Medical Sociology at the University of Groningen in the Netherlands.

## SEASONS GREETINGS

Busy years always pass quickly. It seems only weeks ago that I last expressed Seasons Greeting to Newsletter readers. I do hope that you all have a relaxing and enjoyable break over the Christmas period. Merry Christmas and a Happy New Year to all of you.

Peter Saunders  
Director

# FROM THE PROJECTS

S O C I A L P O L I C Y R E S E A R C H C E N T R E

## THE SOCIAL WAGE IN INTERNATIONAL PERSPECTIVE

PETER SAUNDERS

Interest in the social wage has grown enormously in Australia in the last decade, as it has in many other countries. Two specific features have been the focus of attention. First, what benefits do citizens receive from social wage spending by governments and how do these affect living standards. Second, how do social wage benefits change our understanding of patterns of inequality, between different groups within a national population, as well as between different countries and over time. These questions are being considered in the SPRC project *The Distribution of Cash and Noncash Income in Seven Countries*.

This project, part of the on-going research agenda of the Luxembourg Income Study (LIS) began as a collaborative endeavour in 1987. The research team comprises one member from each of the seven countries participating in the project and a computing team attached to the LIS project in Luxembourg. In addition to Australia, the project includes Canada, the Netherlands, Sweden, the United Kingdom, the United States and West Germany.

The aim of the research has been three-fold: to estimate noncash education and health benefits using similar data sources and methodologies in each country and to impute these benefits as noncash income to each individual on the comparative LIS database; to use these estimates to derive a measure of final income (equal to the sum of disposable cash income and imputed noncash income) and to compare the distributions of cash and final income within and between countries; and to make the enlarged LIS database available to the research community at large so that others can explore issues of specific interest more thoroughly. (For five of the seven countries, the scope of the project also includes noncash housing benefits for

owner-occupiers, although data limitations prevented this in the case of Australia and the United Kingdom.)

**the research reflects an attempt to incorporate elements of noncash income emanating from all three dimensions of Titmuss' social division of welfare framework**

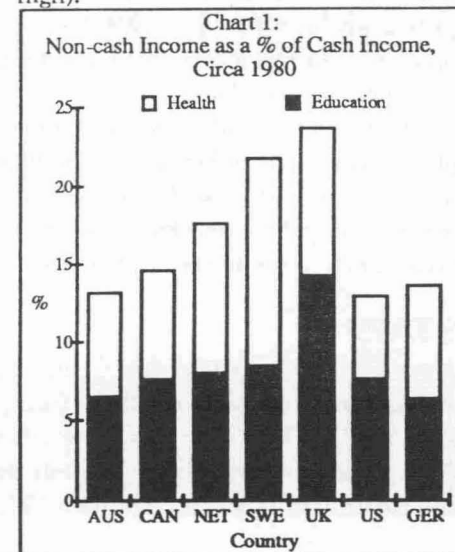
The scope of the study included noncash benefits provided in the form of either free or subsidised public education and health services, through various forms of tax concession or other public subsidies to private services, or subsidised noncash benefits provided by employers. In this sense, the research reflects an attempt to incorporate elements of noncash income emanating from all three dimensions of Titmuss' social division of welfare framework—public, fiscal and occupational. Noncash income was defined to be equal in aggregate to the cost of providing education and health services minus the revenue from any user charges. In the case of free provision of schooling, aggregate benefits thus equal aggregate costs, while if there exist health charges on patients/users the revenue from these was deducted in order to arrive at the aggregate net subsidy. Where users pay the full (market) cost of services, there is no subsidy and hence noncash benefits are zero.

These aggregate noncash incomes were then allocated to those individuals identified as benefiting directly from the underlying subsidies. This meant that, in the case of education, noncash benefits were attributed to those attending school, while for health care, a risk-related insurance premium approach was

adopted. Health care benefits were thus allocated to equal risk categories in the population, these categories being defined according to the usage of the main health care services (hospital, medical and pharmaceuticals) by age-sex groups in the population.

These methods are essentially identical to those used by the Australian Bureau of Statistics (ABS) in its report *The Effects of Government and Taxes on Household Income* (Catalogue No. 6537.0) and by EPAC in its Council Paper *Aspects of the Social Wage: A Review of Social Expenditures and Redistribution*. A vote of thanks to ABS is in order for providing unpublished data to the project which allowed the Australian noncash imputation to be undertaken.

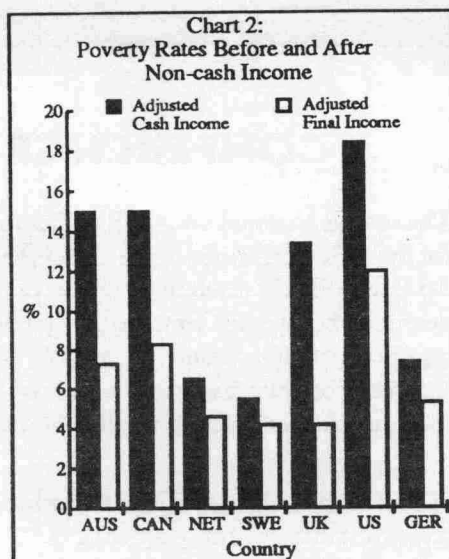
What, then, of the results? Chart 1 shows the importance of cash and noncash income in each country, standardised so that disposable income is set equal to 100. Noncash income ranges from around 13 per cent of disposable income in Australia, the US and West Germany, to almost 24 per cent of disposable income in the UK. Citizens in most countries tend to receive broadly equal benefits from education and health, the exceptions being Sweden (where health benefits are very high) and the UK (where education benefits are very high).



Two points about these results need to be emphasised. First the pattern of noncash incomes across countries does not conform to the pattern of social expenditures, because noncash incomes reflect only the net subsidies and include tax expenditures and employer subsidies. Second, and despite this, Australia appears well below average in both the education and health areas. What is clear, however, is that noncash income is both sufficiently important in total in all countries yet significantly different between countries as to have the potential to change conventional accounts of inequality and redistribution based on cash income measures.

Chart 2 explores one aspect of this, by showing estimates of relative poverty in each country derived using cash and final

income, respectively. The poverty line has been set equal to 50 per cent of median



cash income in each country, after this has been adjusted for different needs using an

equivalence scale which sets a value of 1.0 for the first adult, 0.4 for each additional adult and 0.3 for each child in the family. Such a relative poverty line thus means that our poverty estimates are independent of differences in (cash) income levels across countries, but depend upon the distribution of (cash) income within each country. By definition, poverty will decline in each country once noncash income is included, but by how much will depend upon the overall level of noncash income and its distribution across different groups in the population. The biggest absolute impact occurs in the UK, where noncash income causes the poverty rate to decline from 13.5 per cent to 4.3 per cent. Not surprisingly, the smallest absolute reductions occur in those countries where

Continued Page 10 ►

## COMMUNITY SUPPORT SERVICES RESEARCH TEAM

### SARA GRAHAM

In 1986, the Commonwealth Government announced its intention of making funds available to encourage the development of a new service called Community Options.

Community Options projects have now been introduced all over Australia, including New South Wales. Between 1987 and 1989 eighteen such projects were, in fact, established in New South Wales. All the projects were set up on a pilot or experimental basis and the Social Policy Research Centre was commissioned late last year by the, then, New South Wales Department of Family and Community Services to evaluate fourteen of the projects.

Community Options has been modelled on arrangements developed in Kent (UK) and Wisconsin (USA). As a method of service delivery it starts with the recognition that there are some people who, because of the level and nature of their disabilities and the inadequacy of their social supports, are at high risk of institutionalisation even though they could remain in the community with some basic support at home.

Community Options uses a brokerage model in which a service co-ordinator or

case manager negotiates a set of appropriate support arrangements on behalf of, and in full consultation with, the client or the client's carer. Community Options has two distinguishing features. First it provides the capacity to design, access and co-ordinate an appropriate comprehensive service package on behalf of a client and/or a carer. Secondly it provides additional resources to buy those services not available from government sources which clients cannot afford to purchase for themselves.

Our evaluation, which began in November 1990 and is nearing its completion, will provide:

- a description of some of the characteristics of the clients served by Community Options, including their need for personal support, an account of the way these clients are selected, and a discussion of some of the issues associated with their selection;
- a description of the service packages which clients receive and some of the factors determining service needs and service provision and delivery;
- a description of the costs of service to Community Options clients and of the factors influencing variations in costs;
- an account of some factors that aid and impede the achievement of the

objectives of Community Options; ■ an account of client reactions to Community Options; and ■ an account of the reactions of other local service providers to Community Options.

As in other states, Community Options projects are found all over New South Wales: in metropolitan areas, small towns and rural and remote areas. In the course of our evaluation we have visited all the projects, interviewed the case managers and many other local service providers as well as over a hundred and fifty clients of Community Options and their carers. In addition we have undertaken a detailed statistical analysis of the records kept by the projects themselves.

We hope that our evaluation will highlight some of the main achievements and difficulties of the Community Options Program and will provide the basis for an informed discussion of this form of service delivery. So far, the evaluation suggests that Community Options is a promising form of service delivery with wide acceptability amongst service providers, clients and their carers.

The principal researchers involved in the evaluation have been Sara Graham, Russell Ross and Toni Payne.

# NEW PUBLICATIONS

S O C I A L P O L I C Y R E S E A R C H C E N T R E

## The Costs of Sole Parenthood

SPRC Reports and Proceedings No.95

BY PETER WHITEFORD

The financial circumstances of sole parent families make them among the most disadvantaged groups in Australian society. While this is not true of all sole parents, and while it is the case that many such parents will eventually re-partner and/or gain full-time work, many sole parents and their children suffer extreme hardship in the meantime.

The majority of sole parents are reliant on the social security system for their main, in many cases their only, source of income. This Report focuses on the adequacy of the payments they receive, particularly relative to the support payable to other categories receiving social security assistance.

The Report begins with a review of evidence on poverty among sole parent families in Australia and a number of other nations, using evidence from the Luxembourg Income Study. Forms of financial assistance for sole parents in New Zealand and the United Kingdom are then compared in greater detail with those available in Australia. After a discussion of conceptual issues, the Report considers housing arrangements and costs, expenditure patterns and living standards. Finally the available evidence on equivalence scales is reviewed and what these imply for relative needs is discussed.

The Report does not reach any firm conclusions but attempts to draw out some broad implications suggested by the body of evidence presented. It highlights the value and importance of well-conceptualised and empirically-based applied research in providing a critical assessment of the existing system as well as a guide for those who wish to improve it.

## CONFERENCE PUBLICATIONS

The second National Social Policy Conference, *Social Policy in Australia: Options for the 1990s*, organised by the Centre, held at the University of New South Wales from 3-5 July 1991 will result in a number of publications. In addition to the publications described below, the Centre will be publishing two further Reports and Proceedings, together including twenty five papers. One will be devoted to papers dealing with income/economic issues, the other will include papers on a variety of social issues including service delivery, funding and adequacy.

### The Australian Quarterly Spring, 1991, Volume 63, No. 3

EDITED BY PETER SAUNDERS AND  
DIANA ENCEL

A selection of the papers has been published in a special issue of *The Australian Quarterly*. The collection covers many of the main issues in contemporary Australian social policy, including living standards, poverty, community services, housing, income support and feminism. The special issue carries the title of the Conference, *Social Policy in Australia: Options for the 1990s*. The papers included are:

*Social Policy in Australia: Options for the 1990s*

Peter Saunders

*Proxy Indicators and the Real World*

Peter Travers and Sue Richardson

*Poverty Measurement in Australia: Towards a New Consensus*

Anthony King

*Community Services and Their Users*

Sara Graham, Michael Fine, Marilyn

McHugh and Cathy Thompson

*The Commonwealth-State Disability Agreement*

John Butcher

*Welfare and Citizenship in Australia After*

*World War Two: A Parting of Ways*

Peter Beilharz

*The Tax-Transfer System in Australia*

Michael Keating and Kathleen Mackie

*The National Housing Strategy*

Meredith Edwards

*Policy Frameworks for Women's Policy*

Mary Draper

*Social Policy and the Green Movement*

Jim Ife

This issue of *The Australian Quarterly*

is available from the Social Policy Research Centre.

### Social Policy in Australia: Options for the 1990s

SPRC Reports and Proceedings  
No. 96

EDITED BY PETER SAUNDERS AND  
DIANA ENCEL

The papers delivered at the Plenary Sessions of the Conference have been published in our Reports and Proceedings series as No. 96. The five papers included in this Report address issues at the heart of the contemporary social policy debate, including the relationships between the welfare state and the labour market, between economic and social policy, between broader international forces and national developments, and between the balance of forces impinging on the future of social policy.

The papers included are:

*The Welfare State in the Reorganisation of Working Life*

Gøsta Esping-Andersen

*Economic Rationalism and the Welfare State: Implications for Theory and Practice*

Lois Bryson

*Do Welfare States Come in Types?*

Stein Ringen

*Community Care: Social or Economic Policy?*

Linda Rosenman

*Social Policy: Beyond the Welfare State*

Ian Shirley

## 1990 Diary of Social Legislation and Policy

National Institute of Economic and Industry Research, Australian Institute of Family Studies, and Social Policy Research Centre, 1991

This is the latest edition of the Diary of Social Legislation and Policy which is compiled by staff from the three sponsoring research institutes and the Bureau of Immigration Research. It has been edited by Deborah Whithear of the Australian Institute of Family Studies.

The Diary summarises legislative and administrative changes made in the social policy area by the Commonwealth government during the calendar year 1990. The chief sources of information for the entries are departmental press releases, annual reports, Budget Papers and Budget Related Papers.

The sections covered are as before: Social Security; Community Services; Health; Education; Employment and Training; Family Law; Immigration; Housing; and, for the first time, with this edition, a section on Superannuation, including an historical overview tracing the development of superannuation policy from the Accord in 1983.

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## WORKSHOP REPORT

S O C I A L P O L I C Y R E S E A R C H C E N T R E

### The Allocation and Funding of Long-term Support in the Community: Australian and International Perspectives

**T**he Social Policy Research Centre in conjunction with the Australian Association for Gerontology (AAG) held a one day workshop on 29 October 1991, in the Centre's Conference Room. The workshop focused on the provision of community support services for older people in Israel, Canada, the United Kingdom and Australia.

The opportunity for this international seminar arose because of the fortuitous presence in Sydney of a number of authorities in the area of community care. Brenda Morginstin was the guest of the AAG and had recently participated in their national Conference; Professor Sally Baldwin and Professor Sheila Neysmith were Visiting Fellows at the Centre from Britain and Canada respectively.

The workshop, opened by the Honourable Peter Staples, MHR, the Commonwealth Minister for the Aged, Family and Health Services, was attended by about eighty people. Those attending represented a wide range of organisations and interests and included providers of community services, representatives of Federal and State government and of a number of interest groups.

During the day four papers were

presented and commented on by discussants. These were:

■ **Assessment of long-term care needs and the provision of home support services to the elderly in Israel. The impact of long-term care insurance.** Given by Ms Brenda Morginstin, Director, Department of Research and Long Term Benefits, National Insurance Institute, Israel. Discussant: Ms Jane Halton, Assistant Secretary, Home and Community Care Branch, Aged and Community Care Division, Department of Health, Housing and Community Services.

■ **Canada's home care dilemma: How to balance competing claims on formal resources.** Given by Professor Sheila Neysmith, University of Toronto. Discussant: Mr Robert Burgess, Acting Manager Aged, Disability and Rehabilitation Unit, NSW Department of Health.

■ **Community service developments post-Griffiths: Recent reforms to community care in Britain.** Given by Professor Sally Baldwin, Director, Social Policy Research Unit, York University. Discussant: Mr Alan Owen, Board Member, NSW Community Health Association; Senior Planner, Health Services Development Unit, East Sydney Area Health Service.

■ **Problems faced in the planning and**

**provision of community support services in Australia.** Given by Dr Michael Fine and Dr Sara Graham, Social Policy Research Centre. Discussant: Ms Beryl Jamieson, General Manager, Home Care Service of NSW.

Dr Anna Howe, Director, Office for the Aged summarised the papers of the day and discussed their relevance and contributions to social policy. As well as highlighting a number of recent achievements of the Home and Community Care (HACC) Program in Australia, Dr Howe also spoke of plans for the future, including the introduction of benchmarks, or national planning norms, for HACC services.

The workshop provided a unique opportunity for the participants to gain an international perspective of the issues and problems associated with the provision of long term community support for older people and offered the occasion for a lively discussion from the floor. The proceedings of the workshop will be published early in 1992.

◀ Continued from Page 7

### THE SOCIAL WAGE IN INTERNATIONAL PERSPECTIVE

poverty is already lowest, although the proportional decline also tends to be smaller in these countries.

With the exception of the UK, noncash income does not markedly change the ranking of countries according to their poverty rate. What is perhaps most interesting about Chart 2 is the clear distinction between poverty rates in Europe and in the non-European countries. On the basis of the final income, poverty in Europe is very uniform at between 4 and

5 per cent of all families, while outside of Europe it is far higher than this, and more diverse. Most significantly, poverty on a final income basis outside of Europe is higher than it is within Europe on a cash income basis, further highlighting these continental differences.

The results in Charts 1 and 2 give no more than a flavour of the kinds of results which have emerged from this project. The researchers plan to release a book documenting the national education and health systems in

each country, and explaining and analysing, the data sources, methodology and comparative results in far greater detail than is possible here. Some of these results, particularly those relating to Australia, will be released by the Centre next year. Overall, the study places Australian concerns about the size and impact of the social wage in an interesting comparative context.

## POSTGRADUATE STUDY AT THE SPRC

The Social Policy Research Centre has a scholarship available to support Ph.D. study in the Centre. The SPRC Scholarship provides \$14,260 p.a. to support full-time postgraduate study in any field of social policy.

Over the years SPRC students have done research on a remarkable range of social policy topics. Theses submitted in recent years will give an idea of the breadth of interests of past scholarship holders.

- David Wiles, *Age Pensioners: Life Chances and Social Policy in Australia* (1985).
- Loucas Nicolaou, *Australian Unions and Immigrant Workers* (1986). Loucas won the Jean Martin Prize for the best Ph.D. thesis in Sociology for this work.
- Michael Wearing, *The Documentation of the Poor: Surveillance and Control in Welfare Agencies* (1989).
- Paul Smyth, *T-Bones and Television: Social Policy and Australian Economic Thought 1945-1960*. Paul has just submitted his thesis for examination.
- Roselyn Melville is currently working on a study provisionally titled *Feminists,*

*Collectivity and the State*. It is a study of the management structures of women's refuges and the relation between organisational ideology, management structure and government funding.

Morag Macarthur is about to take up scholarship study on the issues associated with privatisation. Her research will include case studies of the outcome of different forms of privatisation in selected areas of social policy.

The SPRC scholarship is available to students working in any of the disciplines relevant to social policy. Staff in the Centre have backgrounds in a range of academic disciplines including anthropology, demography, economics, geography, health administration, history, political science, social work and sociology.

Students studying in the Centre are enrolled in a relevant teaching Department of the University, but are located at the Centre. They study under the joint supervision of a member of the University Department and a senior member of the Centre's research staff.

Students are full members of the Centre and its working research community. They have generous access to Centre facilities including its library, computers and social policy data sets. The opportunity exists to undertake a small amount of paid research work at the Centre, up to the limits specified under the Scholarship.

We would like to hear from suitably qualified graduates interested in full-time Ph.D study in social policy. Applicants should have a Bachelors Degree with at least Honours Class II Division I in any of the social policy disciplines.

The Social Policy Research Centre Scholarship is equivalent in amount and conditions to the Commonwealth Postgraduate Research Award.

Application forms and further information are available from the Director, Peter Saunders, or the Deputy Director, Sheila Shaver. This round of applications will close on 15 February 1992.

## J Social Security JOURNAL

The Social Security Journal is a vehicle for presenting refereed papers and articles on income security and related matters. It is prepared by the Department of Social Security and includes contributions by academics and others from outside the Department. The Journal aims to keep readers informed about important developments throughout Australia and to reflect some of the thinking and events happening overseas, thereby fostering a greater public participation in the formulation of policy and better understanding of social security and related issues and programs.

The Social Security Journal is published twice a year, in Autumn and Spring. The Editorial Board welcomes papers which contribute to the debate about social security issues. Papers are refereed by the Editorial Board and external referees.

Intending contributors are asked to contact the Editor for details about preferred length and style requirements.

Contributions should be addressed to:

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# BOOK REVIEW

S O C I A L P O L I C Y R E S E A R C H C E N T R E

## THE GIFT HORSE

### A CRITICAL LOOK AT EQUAL EMPLOYMENT OPPORTUNITY IN AUSTRALIA

GRETCHEN POINER  
SUE WILLS

Allen & Unwin, Sydney, 1991, 132pp.  
RRP \$16.95 Paperback.  
Reviewed by Roselyn Melville

There is little doubt that the enactment of Equal Employment Opportunity legislation is one of the most important social policy initiatives aimed at redressing systemic forms of discrimination in the Australian work force.

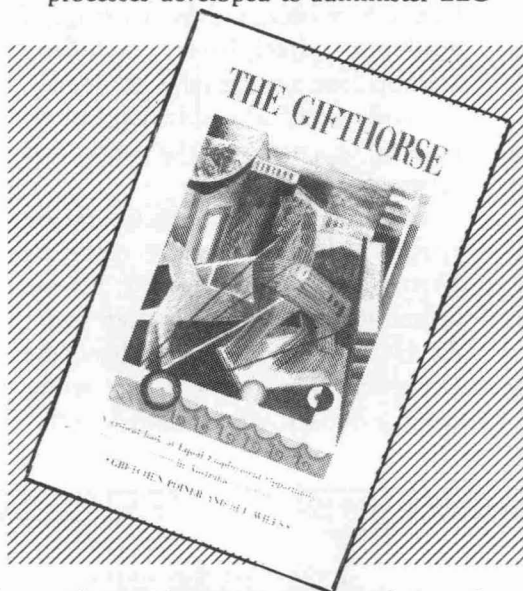
This book marks an important departure from much of the literature on this topic in that it analyzes EEO from a 'critical perspective' rather than simply addressing the 'pragmatics' or 'operationalisation' of the principles and practices of it. The authors do this by not only questioning the fundamental assumptions underlying the Australian version of EEO but critically appraising it from outside the framework in which it is currently located.

In the early chapters the authors strip away a lot of the 'mythology' surrounding EEO by setting out the principles upon which it is based and the anticipated outcomes flowing from these. As they point out, in Australia EEO is aimed at 'correcting not compensating for systemic bias but in doing so it only treats the symptoms of discrimination and not the social processes producing it' (p.18).

One of the most helpful chapters compares and contrasts the American and Australian experiences of EEO and Affirmative Action. Needless to say they argue that the American legislation (and in particular the practices associated with affirmative action) is more problematic than the Australian approach. They support this point by showing the way American EEO has been subsumed within

the legal and bureaucratic apparatuses. The authors maintain that American EEO is 'results oriented' but does little to challenge the fundamental structure and composition of the work force.

Chapter Three covers the evolution and implementation of the bureaucratic processes developed to administer EEO



with specific attention directed towards an overview of the New South Wales and Commonwealth experience. The authors highlight some of the limitations inherent in both of these jurisdictions as well as raise questions about the role of bureaucracies (both public and private) in reconstituting and subverting the reform process. Many of these questions have and continue to challenge disadvantaged groups who have looked to the state for social change.

The next chapter takes a close look at some of the varied forms of resistance constructed by individuals and institutions grappling with the implementation of EEO practices.

The authors then turn to the thorny question of 'who' are the major benefactors of EEO. In Australia EEO is currently available only to those in legally protected

workplaces. It also relies on 'individual-rights oriented strategies' which inherently limits the range of potential beneficiaries to those who have can conform to the dominant norms already existing in the workplace. Therefore it should be hardly surprising that the major beneficiaries thus far are 'middle class elites of the

groups covered, including women and men from ethnic backgrounds' (p.98). Their research also shows that public and not private sector employees have gained a lot more from EEO measures.

One of the major themes developed throughout the book is the analysis relating to the differential outcomes for the various groups of disadvantaged people lumped together under EEO - such as women, Aboriginals, immigrants and disabled people. They argue that one of the significant weaknesses of EEO, is the lack of discrete attention directed at analysing and redressing the specificity of social processes which reproduce disadvantage

for each of these separate groups (p.100-1). This has particular implications for Aboriginals and people with disabilities and thus demands a different set of responses than currently available to them.

So where to from here? Such questions are left to the reader to grapple with but far from suggesting that EEO is a dismal failure, the authors argue quite convincingly that central to any analysis of EEO must be an examination of the way social and economic inequality is constructed and maintained in society otherwise a whole range of groups will remain marginalised in the process (p.119). The issues they raise about the impact of 'disadvantaging processes' on different groups is one of the main strengths of their work.