

## SWRC Newsletter No 33 - May 1989

**Author:**

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**Publication details:**

Working Paper No. No 33  
SWRC Newsletter

**Publication Date:**

1989

**DOI:**

<https://doi.org/10.26190/unsworks/1082>

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# SWRC Newsletter

No 33 May 1989

Editor: Jennifer Young

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**Social Welfare Research Centre**

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

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

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 SWRC 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.

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## FROM THE DIRECTOR ....

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The Federal Government must be concerned about the somewhat negative response to the tax cuts and other measures announced in the April Statement. A more measured judgement will, however, need to wait until the tax cuts actually start to feed into higher pay packets from July. The package represents a major achievement in that it extends the incomes policy accord with the ACTU which has been central to the government's economic strategy. The accord has allowed the government to pursue a more expansionary policy without creating undue inflationary pressure and has thus lead to an impressive growth in employment in the last six years. The tax cuts are a consequence of what is primarily a political decision that the adjustments required to bring public sector finance into balance should operate through expenditure restraint rather than tax increases. The merits of this approach in the minds of the electorate will be revealed at the polling booth in due course. It has certainly placed enormous pressures on the possibilities for the development of coherent social policies, and there are clear signs that this is widely recognised and resented in many quarters. Increased targeting of social policies has been perceived as depriving many workers of the social wage benefits they anticipated in exchange for wage restraint in recent years.

Others have argued that the tax cuts are completely illusionary, since they have been financed from the 1988-89 budget surplus and were therefore already the taxpayers by right. This is a completely fallacious argument. For if this year's budget surplus already belonged to taxpayers, then the same logic implies that the deficits of early years should have resulted in tax increases (or lower spending). In fact, as indicated in the 1988-89 Budget Statements, the Federal budget has been in deficit in every year between 1977-78 and 1986-87; the accumulation of deficits over this period (ignoring the deficits prior to 1977-78) amounts to no less than \$37.6 billion (in current prices), almost eight times the cost of the tax cuts in 1989-90. Thus the logic of the argument that the government is simply 'giving back what is already ours' is that tax levels in 1987-88 would have been significantly higher than they already were, by \$37.6 billion, or almost 43 per cent of actual revenue of \$87.5 billion in 1988-89.

What is in any case more likely to determine the government's fate at the next election is the course of the economy over the rest of this year. Here the April package represents a very fine judgement about the timing of future economic developments, particularly the response to the tightening of monetary policy and its consequences for interest rates and investment spending. In this context, the measures in the April

statement represent a classic case of Keynesian countercyclical demand management policy. What is interesting about this is just how far the macroeconomic policy debate has come in recent years. It was only a decade ago that 'conventional economic wisdom' was pointing to the irrelevance of fiscal policy (because of crowding out effects) and the great dangers of countercyclical policies. Monetary policy rules were the order of the day, and fiscal stabilisation policies were to be avoided at all costs. Now that monetarism has been found to be completely lacking, fiscal policy has re-emerged in its familiar Keynesian guise as a major economic policy instrument. And the potential contribution of supply-side economics - which always had far less theoretical and empirical support than monetarism - is fast being exposed as virtually non-existent. All of which augers well for social policy, which took a definite back-seat to monetarist and supply-side economic policies. The challenge now is for social policy to fill the void and to become an integral part of the new Keynesian approach to economic management. The on-going dialogue between the government and the ACTU over the accord provides a framework within which better integration of economic and social, as well as industry, policies can be realigned to the benefit of all Australians.

The need for an integrated approach to economic, social and industry policies has been the theme of a series of seminars presented at the Centre in recent weeks by Ian Gough, Honorary Visiting Fellow from the University of Manchester. As well as speaking on this theme at the Centre, Ian has spoken on the topic at seminars in Brisbane, Melbourne and Canberra, as well as in New Zealand. His visit has been a great success and we have benefited from the opportunity to listen to his views and debate the issues with him. The encouragement of overseas visitors is a facet of our operation that we accord a high priority because of the fresh insights and new ideas for Australian social policies that are provided by the experiences of other countries.

Finally, and of relevance in this general context, may I remind readers of the Social Policy Conference that we are sponsoring in July this year (see centre pages for further details). The main themes of the Conference and the impressive array of papers to be presented should provide a stimulating debate on where social policy in Australia is heading. Don't miss it!

Peter Saunders  
Director

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# SWRC RESEARCH AGENDA: 1989-1991

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The broad priorities for the research of the Social Welfare Research Centre are specified in the Agreement that established the Centre. Article 4 of this Agreement specifies the following six main areas as requiring special attention in our research:

- a) changes in society which could affect the future need for social welfare services and the capacity of the community to finance them;
- 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 programmes; and
- f) social welfare aspects of the operation of other government or non-government programmes.

In formulating a research agenda to cover these issues, the Director relies on the advice and input of the SWRC Advisory and Research Management Committees. A major role of the Advisory Committee is to advise the Director on the medium term (two to three year) research strategy of the Centre. The Research Management Committee has the task of approving this indicative medium term research plan and considering recommendations for specific research projects and associated resource allocations.

During the course of the last year, the Director and other senior staff of the Centre have been developing the Centre's proposed research agenda for the current triennium. The proposed agenda was approved by the Advisory Committee in March 1989 and subsequently endorsed by the Research Management Committee. This article outlines the broad features of that research agenda. It is proposed that a fuller description of the new research agenda will be published in the coming months in the SWRC Discussion Paper series.

The starting point for development of our new agenda was the research currently in train in the Centre. The broad directions of our research agenda for the period 1986-89 were approved in 1986 and were outlined on pages 23-30 of issue no. 21 of the SWRC Newsletter (May 1986). Current research projects are a necessary starting point for the development of future research directions, in part to maintain a longer-run coherence in

the Centre's work, but also because our on-going research embodies the expertise presently available at the Centre. This does not mean, of course, that new avenues of research cannot be identified and developed. Indeed, the 1987 Review of the Centre, chaired by Emeritus Professor F. H. Gruen from the Australian National University, identified two areas that should be given priority in designing the future research agenda. These two areas were firstly Social Security, Taxation and the Labour Market and secondly The Provision of Community Services.

The process of developing the new research agenda thus involved identifying priorities within the current research programme for further development, and the recruitment of staff with the expertise to undertake research in new areas. This process has been underway since my arrival at the Centre early in 1987. But there are other important considerations to take into account. Given the limited resources of the Centre, it is simply not possible to cover all of the areas of social welfare research that fall within our charter. To attempt to do so runs the risk of producing research of insufficient depth and quality to be of enduring value to the community. Difficult choices had to be made to ensure a comprehensive programme of research that could be undertaken at the requisite academic level given existing resources.

In making these choices, several balances in the overall research agenda had to be achieved. These included the appropriate balance between theoretical, conceptual research and empirical, applied research. Between research on income support issues and research on community services. Between research of immediate policy relevance and that with a longer frame of reference in mind. Between quantitative data analysis, data generation and hypothesis testing, and research of a more qualitative nature. Between research that emphasised the role of the Commonwealth government, that which focused on the role of State/Territory governments and that emphasising the non-government and voluntary sectors. Finally, between research that, overall, reflected the multi-disciplinary training and skills of the staff of the Centre.

Given that the existing research of the Centre was the starting point for development of our new agenda, it is useful to list the research projects currently in progress in the Centre. These include research into the following issues:

- The Life Cycle of Families
- The Costs of Children

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# SWRC RESEARCH AGENDA: 1989-1991

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- Poverty Traps
- Taxation and Low Income Groups
- The Consensual Approach to Poverty Measurement
- The Social Wage
- The Labour Market, Income Distribution and the Social Wage
- Cash and Non-Cash Income Inequality: International Comparisons
- International Comparisons of Poverty, the Labour Market and Income Support Policies
- Trends in Family Disposable Income
- The Cost of Compensation
- Provision and Utilisation of Human Resources in Community Services
- The Scope and Impact of Occupational Welfare
- Use of Community Services by One Parent Families
- Analysis of Social Expenditure Trends
- Family Background and Youth Labour Market Attainment
- Employment and Unemployment Patterns of Aborigines in New South Wales.
- Analysis of Unemployment and Under-employment
- Conceptual Overview of Research on Disability
- Attitudes and Policies Toward the Aged
- The Organisation and Use of Domiciliary Services

In addition, the Centre currently has two research projects commissioned to outside researchers. The first is A Study of Attitudes to State and Private Welfare, being undertaken by Dr Elim Papadakis of the University of New England. The second is the Centre's funding (in conjunction with the Australian Bureau of Statistics) of the Luxembourg Income Study, an

international research project investigating the magnitude and causes of poverty and income inequality in a range of modern economies (including Australia). Finally, the Centre is becoming increasingly active in competing for contract research funds from outside bodies and organisations. Within the last twelve months, contract research has been (or is being) undertaken on behalf of the Department of Social Security, the Department of Community Services and Health, the Office of the Economic Planning Advisory Council, the Australian Tax Research Foundation, the Youth Bureau of the Department of Employment, Education and Training, and the Office of Multicultural Affairs. The projects undertaken through contract research all fall within the approved research agenda of the Centre, while supplementing financial resources available.

Since its inception in 1980, the Centre has adopted a life cycle framework in order to characterise the main research programme areas that constitute its research agenda. These programme areas thus included the Welfare of Children, of Families, of the Workforce, of the Aged, and so on. Research projects are then developed within each programme area, with research teams in each area undertaking the work. It has become clear, however, that the life cycle framework is overly restrictive as a basis for categorising the research agenda. Many of the major current social welfare concerns cut across life cycle categories, for example, issues of poverty and inequality, of cash transfers versus service provisions, of fiscal and occupational welfare, of access, equity and administration of community services, and broader labour market issues.

The new research agenda thus adopts a subject orientated classification to establish the main research programme areas. The life cycle framework will, however, be used where appropriate to undertake specific research projects within each programme area. The following four main programme areas have been developed as the basic building blocks of the new research agenda:

1. **Poverty, Inequality and Standards of Living**
2. **Social Security, Taxation and the Labour Market**
3. **The Welfare State**
4. **Community Support Services**

Although there is, on the face of it, considerable overlap between these four areas - something that is virtually

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# SWRC RESEARCH AGENDA: 1989-1991

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inevitable at this level of generality - the four areas are distinguished primarily in terms of the research methodologies they will adopt and the specific research issues to be investigated.

Briefly, Research Area 1 will be data intensive, empirical and quantitative in its approach to issues of poverty, inequality and redistribution. It will also place results for Australia in the international comparative context that the Centre's involvement in the Luxembourg Income Study will permit. Research Area 2, will also be primarily quantitative, but directed more to issues of contemporary policy relevance by undertaking income support policy analysis within a broader labour market context. Research Area 3 will utilise a historical-political-economic framework to analyse broader debates surrounding the Welfare State as an expression of political and ideological commitment. It will use the key concept of human resources to guide its work on such issues as the social division of welfare, the health/welfare interface and the roles of the government (Commonwealth, State and local) and non-government sectors. Research Area 4 represents a major new direction for the Centre. Its emphasis will be on support services in the community for the frail elderly and younger people with disabilities. It will adopt an empirical, policy relevant stance to analysing the relationships between service agencies, providers and users.

The research projects currently proposed in each of the four research areas are listed and briefly summarised below:

## 1. POVERTY, INEQUALITY AND STANDARDS OF LIVING

- i) **Poverty Before and After Housing Costs in 1986:** This project will update earlier work undertaken at the Centre and investigate the sensitivity of results to alternative measures of poverty.
- ii) **The Consensual Approach to Poverty Measurement:** Sample survey data will be used to attempt to establish a poverty line based on community views on minimum income levels required for different family types.
- iii) **Income Distribution and Redistribution in Australia:** A detailed analysis of changes in income inequality in the 1980s, emphasising inequality between, as well as among, different

demographic groups, and the redistributive role of taxes and cash transfers.

- iv) **Living Standards of Rich and Poor Households:** The 1984 Household Expenditure Survey will be used to draw out the main contrasts in the circumstances and life styles of those at both extremes of the income distribution.
- v) **International Comparisons of Inequality and Redistribution:** Comparative data on inequality from the Luxembourg Income Study will be used to place Australian developments in an international context. The project will focus on the role of earnings in income inequality and be extended to social wage aspects.
- vi) **The Social Wage and Family Living Standards:** An analysis of how social wage changes, when combined with income support and income tax changes, are affecting the relative positions of different families in Australia.

## 2. SOCIAL SECURITY, TAXATION AND THE LABOUR MARKET

- i) **Poverty Traps in the Australian Social Security System:** An analysis of the factors that give rise to the existence of poverty traps, and an investigation of whether social security recipients change their work behaviour in response to policies that ease the poverty trap.
- ii) **Compensation for Indirect Tax Changes:** What does compensation mean and can it be achieved in practice? Which groups are most likely to receive inadequate compensation and how will they be affected?
- iii) **Equivalence Scales and the Costs of Children:** Use of data from the Household Expenditure Survey to derive a new set of equivalence scales based on the expenditure patterns of Australian households.
- iv) **Universalism and Selectivity in Income Support:** A review of the arguments for universal income support provisions and the use of current data to explore their relevance in an Australian and international context.
- v) **Employment, Underemployment and Poverty Among Aborigines:** Use of survey and census data to investigate the circumstances of

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# SWRC RESEARCH AGENDA: 1989-1991

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Aborigines, in regard to their labour market status and income levels.

- vi) **Measuring Unemployment and the Implications for Labour Market Policy:** An evaluation of the reliability and comprehensiveness of official measures of unemployment and investigation of the implication of alternative indicators for labour market policies.

- v) **The Role of Labour Market Programmes in Social Policy:** The social policy implications of past Commonwealth and State labour market programmes, and a consideration of directions for the future.

### 3. THE WELFARE STATE

- i) **The Social Wage: The Concept and Its Dimensions:** Analysis of the various meanings and boundaries given to the concept of the social wage and of the variables that intervene between aggregate allocations and individual benefits.

- ii) **Provision and Utilisation of Human Resources in Community Services: A Conceptual and Empirical Overview:** What is meant by 'human resources' and 'community services'? How are they used, and where, and with what outcomes?

- iii) **The Scope and Impact of Occupational Welfare in Australia:** An update of earlier work in the Centre, within the context of increasing privatisation of social welfare provisions. What is the extent, impact and cost of these changes?

- v) **Use of Community Services by One Parent Families:** Which services do sole parent families use and what factors facilitate or inhibit their use? Survey data will be used to explore these issues.

### 4. COMMUNITY SUPPORT SERVICES

- i) **A Community Study:** What domiciliary services are available to the frail elderly and people with disabilities in a particular locality, and what factors influence the use made of these services. What has been the impact of the Home and Community Care (HACC) programme?

- ii) **Services and Their Users:** Examines the organisation of domiciliary services and the

adoption of an 'administrative anthropological' approach to investigate the relationship between services and their users on the basis of information generated from fieldwork surveys and observation.

- iii) **Moving Out: Long Stay Residential Care:** A study of the major factors leading to institutionalisation and investigation of ways in which such moves might have been prevented.

This, then, is our plan for the next three years as we currently perceive it. One can never be precise about the details of the agenda, indeed to be so would run the risk of building in undesirable inflexibility into our work. We might wish to develop new projects in response to new trends or emerging issues not currently apparent. But the general directions of our research, as indicated in the four main research areas, will not change, and many of the projects listed above are already underway and will be concluded during the next three years.

The final agenda has benefited from the comments and advice received from members of our Advisory and Research Management Committees, and I would like to thank them for all the work they have put in over the last six months. We believe that the proposed agenda will fulfil our charter and produce social welfare research that is of value to other researchers, to government, to welfare agencies and to the community at large. I would, however, welcome any comments from readers on the content of the agenda and the directions in which the Centre is moving.

Peter Saunders  
Director



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# NEW SWRC PUBLICATIONS

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## REPORTS AND PROCEEDINGS NO. 76

### Support and Services for People With Disabilities

Sara Graham & Peter Whiteford (Eds)

February 1989, 55 pp, \$5.00

This report contains the proceedings of a conference on disability organised by the Social Welfare Research Centre and held in Sydney on 23 September 1988. The report contains the opening address, five papers on differing aspects of support for people with disabilities, an overview of the issues raised in the papers and in discussions and a summary of the open discussion that concluded the conference.

The conference was attended by nearly 120 people, including representatives of user, lobby and advocacy groups, people responsible for the planning, organisation and delivery of services as well as a range of professionals working in relevant settings. Representatives of the various levels of government and of the research community also attended. The Conference provided the opportunity to highlight issues of current policy concern and draw together policy and research interest. From the Social Welfare Research Centre's point of view, the Conference was timely since it addressed issues central to the Centre's new program of research on community support services for people with disabilities and elderly people.

The five papers presented at the Conference and included in this volume are:

1. Trends in Disability Services in New South Wales, by David Richmond.
2. The Transition of People with Developmental Disabilities to Community Care, by Sara Graham.
3. Deinstitutionalisation of People with Developmental Disabilities - A New South Wales Evaluation, by Helen Molony.
4. Families and Community Care, by Garth Nowland-Foreman.
5. Short and Long Term Perspectives in Policy Developments, by Anna Howe.

Mr Richmond's paper highlighted past trends, current philosophies and future issues of service provision. He

emphasised the importance of judging services by whether or not they meet the needs of clients. He also spoke of the role of employment and income policies.

Dr Graham's paper provided an overview of recent research in the UK concerned with policies of disinstitutionalisation and community care for people with developmental disabilities. A lesson from the UK experience, she noted, was that the process of relocating hospital residents in the community must take into account the particular needs of the people for whom services are provided and that these services must be carefully planned and adequately resourced.

Dr Molony spoke of the advantages, even for people with profound disabilities, of living in a community-based environment rather than an institution. She hoped that future planning of services for people with developmental disabilities would take this into account.

Mr Nowland-Foreman emphasised that the role of families in caring for people with disabilities should be recognised and appreciated. He noted that families both needed and wanted support in the caring role. He evaluated the role of HACC in giving support to the families of people with disabilities.

Dr Howe presented the final paper, in which she discussed both long and short term policy perspectives and change.

Ms Jane Woodruff, of the Disability Council of NSW, gave an overview of the Conference, stressing the need to empower people with disabilities and their families and to enable people with disabilities to make choices equal to their non-disabled counterparts.

An important part of the Conference was the discussion and open forum held at the end of the day. Participants raised issues such as the inappropriateness of institutions as places to live and the fact that people with disabilities are individuals first, who want to be able to make choices freely. Other issues raised in the discussion are detailed in the summary at the end of this volume.

The papers and discussion in this report give a variety of views on support and services for people with disabilities. It includes historical and current views on policy developments and issues as well as case studies and evaluation. It is both interesting and informative and will no doubt prove to be useful to a wide range of people.

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# NEW SWRC PUBLICATIONS

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**REPORTS AND PROCEEDINGS NO. 77**  
**Of Good Character and Deserving of a Pension**

Alan Jordan

March 1989, 64 pp, \$5.00

On 18 November 1971 the invalid pension of an Aboriginal man living in a country town was cancelled on the ground that he was not deserving of a pension. He was, apparently, the last person to suffer adverse action under the moral provisions that had been included in the Invalid and Old-age Pensions Act of 1908 and had survived in attenuated form into the Social Services Act of 1947.

Under the 1908 legislation pension claims might be rejected or pensions suspended or cancelled if the claimant or pensioner had deserted his family, was not of good character, was undeserving of a pension, misspent the payments or was convicted of drunkenness or other offences. In addition, a catch-all provision empowered the Minister or a senior official to cancel, suspend or reduce a pension 'if he considers it expedient to do so'. There was no right of appeal beyond the Minister.

The Act's racial provisions were just as characteristic of the period. Pensions were not payable to aliens or to 'Asiatics (except those born in Australia), or aboriginal natives of Australia, Africa, the Islands of the Pacific, or New Zealand'. However, while the moral provisions had an easy passage through the parliament, the racial exclusions were bitterly contested, George Reid referring to them as 'despicable'. When the Act came up for amendment in 1909 another attempt was made to remove them but was defeated in the Senate.

The provisions were open to widely differing interpretations. Their actual application can be studied in documents dating from the inception of the pension scheme to their eventual repeal. Authoritative decisions on difficult and unusual cases were recorded as precedents to be followed in future, and opinions were sought from the Attorney-General's Department. Could a 'turf commissioner and professional tipster' be regarded as of good character? Yes. Could pension be granted to a man once convicted of murder? Yes, it was long ago and he had served his time. And was a woman with a European mother and Chinese father an Asiatic? No, because the Asian ancestry did not

predominate.

The moral provisions were applied in something of a paternalistic spirit, rather more leniently than the legislation would have allowed. 'A man's misdeeds should not be forever maintained against him', James Collins, the Commissioner of Pensions, ruled in 1922, approving grant to a former habitual criminal. The racial provisions, on the other hand, were comparatively precise and, inhumane by their nature, hardly capable of humane application. They were also ridiculous, as when the claim of an Armenian - the archetypal Caucasian - was rejected on the ground that his ancestral homeland was indubitably in the continent of Asia, and a Turk's eligibility depended on whether he had been born on the Asiatic or European shore of the Bosphorus.

Except for some restrictions on the eligibility of Aborigines the racial provisions were virtually abolished in 1942. Meanwhile, the moral provisions had gradually come to be restricted to two questionable applications. Although specific penalties were provided for supplying false information in support of claims it was sometimes hard to secure convictions and the administrators sometimes considered the courts too lenient. Accordingly, they got into the habit of cancelling or suspending pensions as a penalty for misrepresentation on the stated ground that the offender was 'not deserving'. The other persistent use, despite instructions to the contrary issued in 1942, was against white and Aboriginal habitual drunkards.

When the 1971 cancellation became known the local office was instructed to regrant, and the last victim of the moral provisions remains on pension to this day. With one exception, they were repealed in 1974. The exception, overlooked because it had been so long disused that its purpose had been forgotten, was the prohibition of claimants who had deserted their families. That prohibition, originating in the New Zealand Old-age Pensions Act of 1898, was at last repealed in 1984.

The moral and racial provisions are dead and buried but prejudice lives on. We have no reason to think ourselves morally superior to our predecessors. It might be argued that the old provisions were abandoned partly because they were technically inefficient, calling for judgements of individual's merits impossible to make consistently. However, in our attempts to provide active assistance to people dependent on social security payments, we are again using the method of individual assessment in programs for sole parents and the long-term unemployed.



## **SOCIAL WELFARE RESEARCH CENTRE THE UNIVERSITY OF NEW SOUTH WALES**

### **POSTGRADUATE RESEARCH SCHOLARSHIP**

Applications are invited from graduates or those who are about to graduate with a Bachelors Degree with at least Honours Class II Division I in the Social Sciences or a related discipline and who wish to undertake research for a higher degree at the University of New South Wales. The scholar will be located in the University's Social Welfare Research Centre and will pursue postgraduate research into an aspect of Australian social welfare.

The Award provides a living allowance of \$9 000 per annum plus \$2 000 per annum for a dependent spouse. Special allowances may be paid to assist with travel, setting up residence and the preparation of a thesis. These allowances are not subject to income tax.

The opportunity exists to undertake a small amount of paid research work in the Centre, up to the limits specified under the scholarship.

Further information may be obtained from the Director of the Centre, Dr Peter Saunders on (02) 697 5151.

Application forms are available from the Secretary, Social Welfare Research Centre, who can be contacted on the above number.

Applications should be submitted in writing to: The Registrar, University of New South Wales, P O Box 1, Kensington, New South Wales 2033.

# **NATIONAL YOUTH AFFAIRS RESEARCH SCHEME**

## **1989 RESEARCH PROJECTS**

The National Youth Affairs Research Scheme (NYARS) was established in 1985 as a co-operative funding arrangement between the Commonwealth and States to facilitate nationally based research into current social, political and economic factors affecting young people.

NYARS is seeking tenders from suitably experienced and qualified individuals or organisations to conduct research projects in one or more of the areas specified below:

### **1. YOUNG PEOPLE AND CONSUMER CREDIT**

- Purpose:** - To provide a comprehensive overview of the factors, circumstances and social issues involved in the use of credit facilities by young people (15-25 years).
- Objectives:** - To examine the availability, terms and conditions of youth credit.  
- To provide a profile of young people using credit facilities.  
- To provide information on the patterns, motivations and problems relating to credit usage amongst young people.  
- To provide conclusions about problems and (if applicable) recommendations for alternatives to existing credit arrangements for youth.

### **2. RURAL YOUNG PEOPLE**

- Purpose:** - To provide information and a detailed analysis of service provision to rural young people (12-25 years).
- Objectives:** - To document the nature and availability of targeted youth programs and services available in the rural districts of Western Australia, Tasmania and Queensland.  
- To identify potential strategies for improving young people's access to programs and services.  
- To identify and document effective models of practice which assist rural young people's participation in the services available for them. (To be published as a handbook for rural areas.)

### **3. YOUNG ABORIGINAL PEOPLE AND HEALTH**

- Purpose:** - To provide an overview of the current health issues affecting young Aboriginal people (12-25 years).
- Objectives:** - To identify and document major health issues affecting young Aboriginal people across various groups.  
- To analyse current strategies addressing these issues.  
- To recommend strategies to improve the health of young Aboriginal people.

For detailed project briefs and application forms please contact:

Ms Marion Taubman  
Commonwealth Youth Bureau  
Department of Employment, Education and Training  
P O Box 9880  
CANBERRA ACT 2600

Phone: (062) 76 8477

The closing date for applications is 30 June 1989.

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# CONFERENCES/SEMINARS

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## **THE NEW FRENCH 'MINIMUM INSERTION INCOME' LAW**

**Presented by  
Dr Dan Ferrand-Bechmann  
Associate Professor,  
University of Grenoble**

**28 February 1989**

Dr Ferrand-Bechmann is currently the Chief Advisor to Mr Bernard Kouchner, Minister for L'Action Humanitaire, Government of France. At an internal seminar at the SWRC on 28 February 1989, she presented us with the details of the new French law on 'Minimum Insertion Income'. The topic certainly sounds interesting, because the concept of 'social insertion' is rather foreign to this country where we prefer to talk about poverty lines and alleviation of poverty, or, at best, re-entry into the labour market, but 'social' insertion? What does it mean, anyway?

The new French law has a dual purpose: to ensure a minimum income for those who cannot obtain it through the labour market; and to reintegrate these people with society. It is thus not simply an economic measure to prevent poverty but a social measure which aims to prevent social divisions in an economy which cannot absorb all the population into the labour market.

The 'surplus population' is a growing problem in the advanced industrial societies, and governments respond to it in a variety of ways. Some do nothing or not much, others have abolished the minimum wage, thus creating new 'working poor'. Clearly, French Government intends to do more than that, and it will be interesting to see how successful the new law will be.

Dr Ferrand-Bechmann is optimistic about the law and the program of its implementation. The law received a unanimous support in the National Assembly (only two deputies abstained and no vote against); it has a universal character; and the social integration aspect of the law will not only prevent extreme poverty but avoid the stigma of 'charity'. It is estimated that 1,600,000 persons will benefit from the law; 1,000,000 of these live in family settings, and the remaining 600,000 live alone. It is also expected that 20 to 30 per cent of

recipients will find employment, not necessarily in the 'formal' or 'primary' labour market but through local government and neighbourhood initiatives.

The implementation of the program of 'insertion' will call for new theoretical orientation and new skills from social workers and related professionals who will work in the program. The concept entails the notions of reciprocity and exchange of skills and knowledge. 'Insertion' does not mean only participation in society through employment but also through consumption; the provision of a minimum income aims to ensure this.

How successful the new program is going to be remains to be seen. However, irrespective of its outcome, the most interesting feature of the new law is the social philosophy which seems to consider how people function in society and not simply how they survive.



## **THE INCREMENT IN THE FAMILY PACKAGE - WHAT IS THE COST OF CHILDREN?**

**Presented by  
Bruce Bradbury,  
Social Welfare Research Centre**

**at the Conference on Child Poverty**

**4 April 1989**

In 1987 the Prime Minister of Australia pledged that 'by 1990 no child will need to live in poverty' (Hawke, 1987). A major means towards that end was a 'Family Package' which would provide additional income support to low income families with children to compensate them for their additional costs.

On 4 April Bruce Bradbury presented a paper to the **Conference on Child Poverty** organised by A Fair Share at Loreto Convent, Kirribilli. This paper assessed the level and structure of the family package

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# CONFERENCES/SEMINARS

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child supplement in the context of the extensive literature on the costs of children.

Aspects considered included the average cost of each child, the changing costs of children with age, economies of scale and the distinction between income and expenditure patterns.

It was concluded that despite the significant increases in relative payments to families with children further increases are still warranted, both to the basic rates of

child payment and to the relative value of Mothers-Guardians' Allowance. Other features of the package such as the constant per child increment, whilst in conflict with the results of research on the costs of children, can be justified as compensation for the additional demands on savings and other resources faced by larger families.

A revised version of this conference paper (with an abbreviated title) appears as No. 10 in the SWRC Discussion Papers series.

## **THE CASE FOR HOMEBIRTHS: A CRITICAL REVIEW OF THE LITERATURE AND A COMPARATIVE STUDY OF HOME AND HOSPITAL BIRTHS, 1984**

Australian Studies in Health Service Administration, No 65, School of Health Administration,  
University of New South Wales.

by  
**Cathy Boland**

This book is a review of birthing services: it is a critical review, using a computerised summary of patient medical records, obtained from the NSW Maternal/Perinatal Statistics Collection.

Two main findings have emerged from this study. The first is that significantly fewer complications are experienced by women giving birth for the first time at home (46.1%) rather than in hospital (68.3% - 74.5%). The second finding is that complication rates vary markedly between hospitals for women of the same low-risk status giving birth for the first time (37.3% - 84.6%).

A major problem for birth services is that commonly used interventions were not evaluated prior to their use, and this study has been written to explore this dilemma via the history of birth services. The actual patient records for low-risk women giving birth for the first time in nine NSW hospitals are listed in the Appendices, so that readers can see for themselves what happens to these women.

This data base has facilitated access to morbidity (complications), a relatively common event, rather than mortality (deaths) - a rare event, which in the past has been seen as the main assessment of birth outcomes.

There is a data limitation in this study. A comparison of the coding of the computerised records and the actual medical records has yet to be done to ascertain the accuracy of the information in the data base. Nevertheless, the study has identified a wealth of data, which, if systematically examined further, are likely to be of significant value for the methods of delivery of birth services.

Available from School of Health Administration, University of New South Wales, PO Box 1, Kensington, NSW 2033. Price \$15.00 (includes postage).

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# READERS' CONTRIBUTIONS

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## SOCIAL WELFARE = OMNIPOTENCE?

The first thing I must say is that I am not sure about the meaning this short article may have for readers outside Spain.

Aside from the strong economic sense of the concept of Social Welfare in my country, - we are 'just arrived' members of the EEC, and this is of great influence - I am realising something I have also seen in other countries. This is the specificity that this concept is acquiring by itself in front of the other 'historical' topics, such as Urbanism, Health, Education, Culture or even Social Services.

Many times I have been wondering about, on one hand the different meanings we all know of social welfare, and on the other what we understand for human being.

If we are to consider social welfare as a science, as one of the social sciences like it appears to be, then I think we may lose the point of view of human being in 'strictu sensu'.

While developing, sciences build themselves up with theories, methodologies, etc. This is what seems to happen here, mixing social work, sociology, demography, economy and several more subjects. On the other side, human being is emotions, fantasy, feelings, intelligence, etc.

Through social welfare as a science, we pretend to improve people's quality of life, but the question is: Are we really improving it, or are we creating just another social science? Do we need this other science?

Of course, we may not forget that we must work towards social welfare, but this does not mean that a new science is needed, or else we ought to consider human being as an indivisible whole.

Man for his individual development needs culture, education, health, etc., each one in a different level of intensity; therefore we should personalise the exercise of everyone of those topics so this would become the real chance for social welfare also for every citizen in particular.

If it exists a true co-ordination between scientists and professionals, if all of them are allowed to design good programmes according to the real needs observed, then 'personal social welfare' could be possible, that is, the balance between individual life-experience and resources that society provides for improving it, might

be a lesser fantasy. This of course, in terms of gathering several different points of view - as I said - of human being.

We, social workers, are probably losing, through the concept of social welfare, the sense of individuality. Social welfare is all, man is diverse. Social welfare rises speedily to become a science, man does not. I suggest we should stop for a while and see where man is placed for it may soon appear a distance between what field workers do, hear and feel, and the scientists with their theories and methodologies. This is aside from the increasing difficult relationships between man and science in general that often gives scientists a superior position and lets them feel a little bit omnipotent.

Toni Lloret i Grau  
Psychologist  
Igualada, Spain



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The SWRC is currently preparing bibliographies on Unemployment and Income Inequality in Australia.

Researchers who would like reference to their published work to be included in these bibliographies are invited to submit details, together with an abstract to:

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at the

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**University of New South Wales  
5 - 7 July 1989**

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**Wednesday 5 July**

7.00 pm	-	8.00 pm	<b>REGISTRATION</b>
8.00 pm	-	9.00 pm	<b>WELCOME AND OPENING ADDRESS</b> Dr Peter Saunders, Director, SWRC The Hon Brian Howe, MP, Minister for Social Security
9.00 pm	-		<b>RECEPTION</b>

**Thursday 6 July**

8.30 am	-	9.15 am	<b>REGISTRATION</b>
9.15 am	-	10.30 am	<b>KEYNOTE ADDRESS</b> Professor David Donnison Centre for Housing Research University of Glasgow <i>'Are There Any Principles of Social Policy?'</i>
10.30 am	-	11.00 am	Morning Coffee/Tea
11.00 am	-	11.45 am	<b>PLENARY SESSION - THEME 1</b> <b>Ideology, Philosophy and Political Environment of Social Policy</b> Professor Sol Encel University of New South Wales <i>'Colder than Charity: Welfare and the Politics of Economic Rationalism'</i>
11.45 am	-	12.30 pm	<b>PLENARY SESSION - THEME 2</b> <b>Economic Environment of Social Policy</b> Professor Fred Gruen Australian National University <i>'Australia's Welfare State - Rearguard or Avant Garde?'</i>
12.30 pm	-	1.30 pm	Lunch
1.30 pm	-	3.30 pm	<b>CONCURRENT SESSIONS - THEMES 1 AND 2</b>
3.30 pm	-	4.00 pm	Afternoon Coffee/Tea
4.00 pm	-	5.00 pm	<b>CONCURRENT SESSIONS - THEMES 1 AND 2</b>
7.30 pm	-		Conference Dinner Speaker: The Hon Neal Blewett, MP Minister for Community Services and Health



## CONFERENCE PROGRAM

(CONT'D)

### Friday 7 July

9.00 am	-	9.45 am	<b>PLENARY SESSION - THEME 3</b> <b>Income Maintenance/Income Security</b> Associate Professor Bettina Cass, Sydney University and Ms Alison McClelland, Melbourne <i>'Redefining the Purpose and Structure of the Australian Social Security System'</i>
9.45 am	-	10.30 am	<b>PLENARY SESSION - THEME 4</b> <b>Community Resources and Services</b> Dr Adam Jamrozik, SWRC <i>'Human Resources in Community Services: Conflicts of Aims, Values and Interests'</i>
10.30 am	-	11.00 am	Morning Coffee/Tea
11.00 am	-	11.45 am	<b>PLENARY SESSION - THEME 5</b> <b>From Policy to Practice</b> Dr Adam Graycar Commissioner for the Ageing, South Australia <i>'From Policy to Practice: Policy Prescriptions and Practice Outcomes'</i>
11.45 am	-	12.45 pm	<b>CONCURRENT SESSIONS - THEMES 3, 4 AND 5</b>
12.45 pm	-	1.45 pm	Lunch
1.45 pm	-	3.45 pm	<b>CONCURRENT SESSIONS - THEMES 3, 4 AND 5</b>
3.45 pm	-	4.15 pm	Afternoon Coffee/Tea
4.15 pm	-	5.00 pm	<b>FINAL PLENARY SESSION - FORUM</b>

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Full details of the conference, including topics and authors of papers presented in concurrent sessions, abstracts of all papers and location of sessions, etc will be published in the Conference brochure and issued to all participants at registration.

# FOR YOUR INFORMATION

## REGISTRATION

All intending participants in the Conference (including those who will present papers) need to register (see Registration Form). The registration fee of \$100.00 (\$50.00 for students/pensioners) covers admission to all sessions, refreshments at the reception on Wednesday 5 July, and lunches and morning/afternoon teas on Thursday and Friday, 6-7 July. The Conference Dinner on Thursday, 6 July (\$30.00) is optional. It will be very helpful to us if all registrations were received not later than Wednesday, 28 June. The fee for late registrations will be \$110.00 (\$55.00 for students/pensioners). All registrations will be acknowledged by a receipt and information about the location of the Conference registration office, plenary and concurrent sessions, and the location of the University Colleges, as well as other relevant details about the Conference.

## PLENARY AND CONCURRENT SESSIONS

As may be ascertained from the program (opposite), there will be five Major Themes to be explored at the Conference (in addition to the Keynote Address by Professor David Donnison). Each Major Theme will be introduced at a Plenary Session and will be followed by a number of Concurrent Sessions.

The response to our call for papers has been very gratifying indeed, and there will be a number of Concurrent Sessions in each Major Theme. As mentioned in the previous Newsletter (February 1989), we intend to publish all papers presented at the Plenary Sessions, and most papers presented at the Concurrent Sessions.

The list of accepted papers for Concurrent Sessions was published in the program inserted in the previous issue of the Newsletter. Abstracts of all papers, time tables and location of the Concurrent Sessions will be issued to all participants at the registration times before the Conference, published in a Conference brochure.

The topics and abstracts of papers to be presented at the Plenary Sessions for each Major Theme are printed below and on the next page.

## ABSTRACTS OF PLENARY SESSIONS

### THEME 1: IDEOLOGY, PHILOSOPHY AND POLITICAL ENVIRONMENT OF SOCIAL POLICY

#### *Colder Than Charity: Welfare and the Politics of Economic Rationalism*

Professor Sol Ensel, University of New South Wales

The development of the 'welfare state' is part of the history of modern capitalism. The combined impact of world depression, global war, and economic and social reconstruction after 1945 produced the rapid growth of welfare services between 1950 and 1970.

This growth was also supported by a shift in moral and political values concerning state responsibility for welfare and living standards. Since 1970, the capitalist system has changed in a number of ways which, in turn, have undermined established assumptions about the proper role of the state.

Fashionable notions about 'privatisation' and 'economic rationalism' obscure the fact that the aggregate level of state intervention has not fallen in this period (and in many countries has continued to rise). More important have been the qualitative changes in state activity, including welfare, which discriminate against the poorest and most vulnerable sections of the population.

### THEME 2: ECONOMIC ENVIRONMENT OF SOCIAL POLICY

#### *Australia's Welfare State - Rearguard or Avant Garde?*

Professor Fred Gruen, Australian National University

It is part of the accepted wisdom in welfare circles that the Australian welfare system is both mean and undeveloped. Unfavourable comparisons abound regarding the small amount Australian governments spend on welfare and the much higher levels of poverty prevalent in Australia than in more advanced European welfare states. This is supported with statistics showing that the incidence of poverty in Australia has greatly increased in the last decade and a half.

The paper will make an attempt to correct this one-sided view of the world.

### THEME 3: INCOME MAINTENANCE/INCOME SECURITY

#### *Redefining the Purpose and Structure of the Australian Social Security System*

Associate Professor Bettina Cass, Sydney University  
and Ms Allison McClelland, Melbourne

This paper will outline the key principles and objectives for redefining the central purposes of the Australian social security system. It will ask the key questions

1. Is the historical conception of a 'safety net' an adequate, appropriate and effective way to ensure the economic welfare and autonomy of vulnerable groups?
2. What are the possibilities for a better combination of life cycle and cross-class redistribution through the tax/transfer system? Has targeting gone too far?
3. Should the concept of a 'basic income' replace the current categorical system of support?
4. How might the current complex system of eligibility criteria be simplified so as to provide greater equity and certainty?
5. What may be defined as socially accepted reasons for receiving support: low income alone; or willingness to engage in market work but unable to do so because of unemployment or ill-health; reduced workforce capacity because of disability; participation in caring work; older age? Who is left out? What are the major activities of adult life which people pursue when they are unable to derive income from market activity?
6. To what extent should integration into market work be seen as the most desirable outcome of income support programs and for which groups? How would income test and tax arrangements need to be changed to support re-integration into employment? What are the possibilities for: support for caring work; support for a range of activities combining education, training and part-time employment and income support at different stages of the life cycle, taking into account family responsibilities?
7. What major linkages must be made between income support arrangements, labour market programs, child care and housing policies to ensure adequate and equitable redistribution of income, resources and opportunities for social and workforce participation?
8. What are the most equitable ways to combine occupational superannuation and public pension sources of income on retirement?
9. What is an adequate payment? How can the most vulnerable groups be sufficiently protected: families with children; people in private rental housing; those with disabilities; the elderly with no or very little non-pension income?

Finally we will put forward for debate a 'modest agenda' for social security reform and associated tax reform into the 1990s, coupled with the public policy imperative of full employment, with the purpose of ensuring a more equitable distribution of income through the life cycle and across socio-economic groups.

### THEME 4: COMMUNITY RESOURCES AND SERVICES

#### *Human Resources in Community Services: Conflicts of Aims, Values and Interests*

Dr Adam Jamrozik, Social Welfare Research Centre

Community services - health, education, welfare and related services - are social provisions whose manifest aim is to facilitate the recipients' social functioning. As such, these services constitute an important part of the social wage. The services are intangible in nature, providing human resources in the form of knowledge and skills developed and delivered through the medium of social institutions. The provision of community services is thus mediated by the aims, values and interests of those who develop these human resources as well as those who administer and provide the services. These aims, values and interests are not necessarily compatible with those of the potential or actual recipients of services; often, there are conflicts of aims, values and interests among the service providers themselves. As a result, as evidence shows, while the services are ostensibly universally available, in practice the access to them tends to be qualitatively and often quantitatively selective, leading to inequalities in use and outcome and reproducing the inequalities of the market economy, thus negating the manifest aims of social policy.

### THEME 5: FROM POLICY TO PRACTICE

#### *From Policy to Practice: Policy Prescriptions and Practice Outcomes*

Dr Adam Graycar, Commissioner for the Ageing, South Australia

Our policy and practice skills are continually becoming more refined. The advertised social policy products come about often after copious research and planning, extensive consultation with interested parties, and an assessment of the financial and political feasibility. There are many links in the chain from policy to practice, in particular resources, skills, expectations, and management. Any weak link affects the whole chain.

All too often, however, there are gaps between policy prescriptions and practice outcomes. We do not always have answers to questions like what works? What doesn't? Who wins and who loses? How and why? What do we know and what don't we know?

This paper argues that the translation of policy into practice requires

- a scientific and rigorous knowledge base
- a commitment to quality assurance
- a statement of realistic outcomes and a retreat from unattainable objectives.



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## Publications List (continued)

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No.16	Adam Jamrozik, 'Evaluation in Welfare: Specific Means for Uncertain Ends' from: <b>Developments in Australian Evaluation Research and Practice</b> , Proceedings of the first National Evaluation Conference, August 1982, 43 pp.	\$1 <input type="checkbox"/>
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No.27	Adam Graycar, 'Accommodation Options for the Elderly' from: <b>Planning for Care in an Ageing Australia</b> , Proceedings of Anglican Retirement Villages Jubilee Seminar, October 1984, 17 pp.	\$1 <input type="checkbox"/>
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# Publications List (continued)

## 4. OTHER PUBLICATIONS

- **1984 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). Free ☐
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- Denise Young and Adam Jamrozik, **Community Groups in Action for Change**. Free ☐
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- Adam Jamrozik and Tania Sweeney, **SWRC Papers given at Sixth International Congress on Child Abuse and Neglect**, Sydney, August 1986. Free ☐
- Adam Jamrozik, **The Viability of the Welfare State**, presented at the Conference on The Distribution of Income and Wealth in New Zealand, The New Zealand Planning Council, Wellington, 27-28 July 1987. Free ☐
- Adam Jamrozik, **Evaluation of Research in Social Policy/Social Welfare: Is It Needed? Is It Feasible?**, presented at the National Evaluation Conference, Australasian Evaluation Society, Canberra, 29-30 July 1987. Free ☐
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# BOOK REVIEWS

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## GIVE AND TAKE: THE LOSING PARTNERSHIP IN ABORIGINAL POVERTY

by David Pollard

Hale & Iremonger, Sydney, 1988, pp 159  
\$17.95 (paperback), \$35.00 (hardcover)

Reviewed by Adam Jamrozik

This book is an analysis of the failures of policies aimed at the welfare of Aborigines in Australia and more specifically in New South Wales. It is a courageous analysis, for the author's interpretations of policies, events and attitudes, as well as his suggestions for future policies, are unlikely to meet with unreserved endorsement either by the progressive or by the conservative forces among the policy makers and the non-Aboriginal population. It is equally unlikely that an unreserved approval would be coming from the Aborigines themselves, especially from their leaders.

The book has been written in seven chapters, logically arranged in a sequence, from stating the nature of the issues and problems, going through the history of the Aboriginal experience from the time of European invasion to the present day, examining critically past and current policies and their outcomes, and looking to the future. There is no idle writing or filling the pages with trivia - it is all solid, analytical, and well-documented stuff.

Pollard is concerned with the seemingly intractable and insoluble problems of Aboriginal poverty and welfare dependency. He argues that the prerequisite for economic and social autonomy, that is, for full citizenship, will have to be successful solution to (or abandonment of) welfare dependency. His view is that,

*... welfare can be a disempowering experience, engendering passivity and an unwillingness on the part of the individual to take responsibility for his/her actions. If welfare payments of all types are not to produce and perpetuate a subclass of disaffected poor hived off into welfare housing suburbs, then welfare must be a process of human development, moving beyond the safety net possibilities for empowering people to take control of their own lives. (p. 15)*

The problem of dependency in welfare is certainly not new; it is one of the perennial, some would say inherent, problems of welfare. Pollard argues that in the policies towards Aborigines there is a need for a working partnership which must be based on an honest recognition and acknowledgement of the mistakes of the past and the inadequacies of current policies as well as of Aboriginal responses, and not on the perpetuation of certain myths. What is needed, Pollard says, is a 'new consensus' in Canberra and in the States, and the 'basis for an approach is that Aborigines must be allowed to take responsibility of solving their own problems' (p. 9).

The history of white colonisation and the policies followed by governments certainly do not give a picture of which we can be proud. Pollard points out that, beginning with James Cook, the views of colonising invaders was that the Aborigines were quasi-animals and, at best, only quasi-humans. These attitudes made it morally legitimate for the pastoralists to eliminate them as a 'hostile fauna. Their elimination was equivalent to ringbarking trees or burning scrub - an element in the preparation of land for cultivation or pasturage' (p. 22).

So, the Aborigines lost their land and with it their way of life, their economic viability as well as the basis of their spiritual life and self-understanding.

The policies that followed were not much more constructive. First, there was the isolation of Aborigines 'for their own protection', herding them into reserves which became virtual prisons, with reserve managers exercising almost absolute power over their movements and lifestyle. It was an attempt at a 'total welfare solution', a part of which was also the removal of children from their parents - a standard practice in all States.

Policies of isolation were followed by policies of assimilation and then - in 1972 - by policies of self-determination. The policy of land rights became another single policy approach, a 'blanket solution' - certainly so in New South Wales with the Land Rights Act 1983. Pollard gives extensive explanations why the policy has not achieved, and is unlikely to achieve, its stated objectives. Briefly, there is hardly any land in the State for acquisition; a mere possession of some land does not give economic independence; and do the Aborigines who are predominately urbanised want it? Studies of Aborigines' views indicate that their aims are not that much different from those of the non-Aboriginal population: employment, housing,

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# BOOK REVIEWS

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education - a decent standard of living, not continuing in poverty.

Pollard argues that 'continuing Aboriginal poverty remains one of the most perplexing and deep-seated difficulties in Australian welfare today' (p. 12). He is certainly not against policies of assistance, but he argues that recent and current policies have been ineffective because they have been based on myths. What are these myths? He lists three: first, that Aborigines constitute a 'community'; second, that there is a community self-awareness and an agreement on goals and strategies; and third, that there is a large degree of political development among black leadership. None of these, he says, is supported by evidence. In regard to the third, he says,

*In New South Wales the inability of black leadership to advance much beyond the politics of confrontation, indicates a lack of political acumen more than its possession. (p. 118)*

Some people would certainly disagree with this statement. However, Pollard undoubtedly draws on his experience as Senior Assistant Secretary to the late Ministry of Aboriginal Affairs (NSW) in the early 1980s, and his views must have been formed in an extensive experience of working with Aboriginal leaders.

What about the future? Pollard draws on various theories of social justice and considers how these could be applied to the policies toward the Aborigines. He concludes that the basic needs of Aborigines have to be met first, and then proceed towards ensuring their political and citizenship rights, share in power and access to resources. A single policy 'blanket solution' approach will not work. As for the white people's guilt and the questions of the settlement of debt? How can one settle the debt of that nature, one may ask. Whatever the outcome of current and future policies, the debt will probably never be settled and we have to live with the guilt. At least, I would say, we should freely acknowledge the deeds of the past and the current shortcomings.

Pollard's analysis and conclusions will not meet with agreement by all but the book is certainly worth reading because it is so thought-provoking. Clearly, an honest analysis of issues which are painful and not always faced by policy makers. A good and timely book.



## **'I'M STILL AN INDIVIDUAL'**

### **A Blueprint for the Rights of Residents in Nursing Homes and Hostels**

**by Chris Ronalds**

Department of Community Services  
and Health, Canberra, 1989,  
Issues Paper

Reviewed by Michael Fine

The issues paper 'I'm Still an Individual' A Blueprint for the Rights of Residents in Nursing Homes and Hostels was released with considerable media fanfare in February this year, by Mr Peter Staples, the Minister for Aged Care and Housing, for the (Commonwealth) Department of Community Services and Health. Although it is the sort of critical document that many would consider unlikely to be published by government, it appears that, with a little pressure from consumer organisations, someone at the top has at last had the integrity to publicly expose the routine violations of personal rights that for so long have been taken for granted in Australia's nursing homes and aged care hostels.

The issues paper, which details the results of research into the rights of residents in Australian nursing homes and hostels, is intended as a discussion document and interim report. It was prepared as part of a Department of Community Services and Health (DCSH) consultancy by Chris Ronalds, a lawyer noted for her work in the field of equal opportunity for women, with the assistance of Jeff Fiebig of DCSH and Philippa Godwin and Robyn Green from the Office of the Aged. A final report on the subject is to be prepared following consideration of written submissions on the topic and the outcome of a series of public meetings organised in all Australian states.

The report presents the results of the extensive consultation process carried out to elicit the views of residents, staff and proprietors from a number of nursing homes and hostels, as well as making a series of wide ranging recommendations for the implementation of residents' rights in these facilities. Discussions were held on the subject with 667 residents of nursing homes and hostels and with 83 proprietors and management

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representatives, and with an undisclosed number of staff members. The views of other residential care staff, and the public were also sought by way of questionnaires and two public phone-ins, held in Western Australia and Tasmania.

The report concludes that the conditions under which residents of these institutions live are routinely sub-standard. It may have been expected that government appointed researchers interviewing residents identified by management would lead to very tame, perhaps ineffectual criticisms. Yet the consultations with residents uncovered a mass of complaints, most of which referred to the standard daily regime to which they were subjected following their admission, rather than to a few isolated acts of abuse carried out by specific members of staff. Lack of choice at the time of admission, and the necessity to adjust to impersonal living conditions once admitted appeared to be common. Loss of control over personal finances, no freedom of movement within or outside the facility, lack of cultural or religious freedom, the absence of security of tenure, problems of personal abuse and harassment, and the fear of crime, especially the theft of the few remaining valued personal items that residents of nursing homes and hostels had left, were all significant. The absence of privacy, loss of personal dignity and respect, denial of power and control and the creation of dependency within institutional settings were also reported as being frequently raised by residents in the consultations.

In a report which is chock-a-block full of chilling and disturbing comments, perhaps most alarming was the report's identification of a climate of fear in nursing homes and hostels which effectively precluded the expression of dissatisfaction by residents, concerned that if they complained things would only get worse. These concerns were well illustrated in the following two quotes from residents presented in the issues paper:

*People are frightened to complain here. They just won't say anything.*

*... The residents wouldn't complain because they were too frightened to talk and afraid of being chucked out. If you complain they'll chuck you out. They don't want you.*

It is also unnerving to read just how much many of the staff in nursing homes and hostels appear to confirm the views put forward by the residents. For instance, in describing the residents' fear of retribution should they complain one staff member claimed:

*Residents are too frightened of being victimised. [We] have witnessed such victimisation of residents - covert rather than overt - and included mental harassment of residents by other staff.*

The conflict between tending to the needs of individual patients and those of the larger residential population was another area of apparent agreement. What the report calls 'the lowest common denominator' approach is well illustrated in the following quote, again drawn from the issues paper.

*Residents' rights have to be balanced against the routines of the home. The home couldn't run if everybody got out of bed at different times.*

It is difficult to read this report and not to be disturbed by such evidence, almost all of which has the ring of truth about it. Yet, without wishing to dispute the data presented, it is regrettable that the report does not attempt in any way to disclose the analytic procedures used. Not only are the percentages of respondents agreeing or disagreeing with a particular question asked in the interview not disclosed, but the techniques used to isolate and identify particular themes remain a mystery. Did residents actually say that nursing home care actually increased their dependency levels, or that hostel treatment led to a loss of personal power and control? One learns also that 'sexism and ageism' are problems confronting residents of nursing homes and hostels. The problem is that it is not made clear just what distinction, if any, is drawn between data and analysis. Which are the issues raised in the report that were identified by the residents, staff and management representatives consulted, and which are the analytic constructs imposed on the data by the consultants?

The lack of distinction between data and analysis may seem very inconsequential, but research questions such as these and the fact that no specific literature on the subject of residential institutions appears as a reference to the report can subsequently lead to problems. One of the most serious is that the conclusions drawn from such research can easily be portrayed as considerable oversimplifications of what are essentially quite complex issues.

A great many of the problems identified in the issues paper are indeed seen in a very straightforward light as aspects of interpersonal behaviour requiring legal solutions. The remedies proposed to overcome them are, by and large, of a legalistic nature. For example, the proposal that best caught media attention was that for a Charter of Residents' Rights and Responsibilities. Other recommendations of a similar nature were for the

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introduction of advocacy and brokerage services, for the implementation of Guardianship Legislation, for the development of internal and external complaints procedures, and for tighter and more effective use of the standards monitoring procedures. Certainly the proposed mechanisms to underwrite the human rights of nursing home residents are long overdue. But if implemented on their own, without a range of other, more fundamental reforms, they are likely to remain platitudinous and largely unenforceable.

At present nursing homes are funded and staffed in a way which can only be said to encourage the exploitation of both those who work and those who live in them. The pay, working conditions and training of all nursing home staff need to be upgraded considerably for any improvement in either the rights or living conditions of residents to be achieved. A change in the purpose, design and operation of nursing homes is also required - so that they can become both more home like and centres for health maintenance and rehabilitation, rather than simply a final storage place for those deemed to be so old and disabled as to be obsolescent.

Some of these issues have also been dealt with by recommendations in the issues paper. For example increased staff training is strongly advocated, and a community education campaign to overcome problems such as ageism and sexism is also recommended. The introduction of these measures would almost certainly be welcomed, but the question of whether they are likely to be beneficial remains unanswered. In contrast, other matters, such as the size, ownership and location of facilities, which might also be seen as important determinants of the quality of life of residents, have not even been discussed.

Clearly no changes in nursing home care and hostels are likely to be effective unless the gross public neglect of the range of complex issues concerned with caring for disabled aged people is overcome. These institutions have long functioned to keep their residents out of sight and out of the public mind - a situation that the occasional sensational story of abuse has done little to alleviate. A continuing, mature, in-depth public discussion of all the issues is long overdue. It is important that this report, and the publication of a final report from the consultants, is not allowed to become the final word on the subject of user rights in nursing homes and hostels.



## AUSTRALIAN PUBLIC POLICY AND ECONOMIC VULNERABILITY: A COMPARATIVE AND HISTORICAL PERSPECTIVE

by Francis G. Castles

Allen & Unwin, Sydney, 1988, pp 184,  
\$19.95 (paperback)

Reviewed by Adam Jamrozik

For anyone who is interested in the study of social policy development in Australia this is a very interesting book. The theory that Castles explores might be speculative but is nevertheless plausible, and the book gives the reader much to think about and reflect on earlier and recent developments. One does not have to agree with the author's interpretation of issues and events to find the book interesting. This is Castles' second book on the Australian welfare state - a sequel to *The Working Class and Welfare* (Allen and Unwin, Sydney, 1985) which was reviewed in the SWRC Newsletter No. 19, November 1985. Castles pursues broadly the same question as in the earlier book, namely, how has Australia developed a welfare system which is so different from the systems developed in other industrial countries. In his earlier study Castles examined also the welfare system in New Zealand. Here he looks at Australia but compares it with 17 other countries of the OECD. In this context it is not simply an empirical study of developments in one country but an attempt to test some hypotheses and generate some new ones. As he says,

*... this book represents a broader continuity in my work on the nature of public policy outcomes in democratic capitalist states. (p. xi)*

In his comparative approach Castles poses a question whether Australia can indeed be counted as an advanced capitalist industrial state. He notes that because of its reliance on income from primary products Australia has some similarity with less developed countries. Some Marxist analysts have defined it as a 'semi-peripheral state' which is 'highly dependent on the imperatives of international capital and, hence, particularly vulnerable to economic conditions from beyond their borders' (p. 39). An alternative explanation may also be put forward,

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namely, that for a long time Australia was tied to the apron strings of Britain and has not been able to entirely free itself from them.

Castles does not accept either of these views, at least, not without considerable reservations. He argues that social policies on income security in the capitalist states have had one of two functions: either compensation for the inequalities and uncertainties of the market; or protection of standards and conditions from potential or real threats. In Australia, the second of these - protection - appears to have been the case. Castles looks to the late 19th Century when Australia had arguably the highest standard of living in the world, when measured by per capita income. Ever since then Australia has been losing its position in the international comparison stakes - there goes the myth of the 'lucky country'!

Two other myths of conventional wisdom are also dispelled in the analysis. First, the argument that Australia is one of the 'great trading nations'. Castles demonstrates by comparative statistics that Australia was in the sixteenth place of the 18 OECD countries in terms of its value of exports plus imports as percentages of the GDP. In fact during the 'long boom' in economic expansion, other countries of similar or smaller size expanded their external trade while an opposite direction took place in Australia, with declining exports and imports, in relation to the GDP.

*In the process, Australia became, in terms of the extent of trade, the third most closed economy in the OECD after the United States and Japan, the countries with by far the largest domestic economies in the advanced capitalist world. (p. 43)*

Castles suggests that the structure of trade might be important as the extent but the extent cannot be overlooked.

The second myth is the 'small size' of the population. Castles points out, there are 10 smaller countries in the OECD in terms of their population, many of which have well-developed systems of social security: the Netherlands, Belgium, Sweden, Austria, Switzerland, Denmark, Finland, Norway, Ireland, New Zealand. He also notes that, by and large, the small countries had weathered the crisis of the 1970s much better than the large economies, when counting economic growth rate per capita, unemployment and inflation.

Why, then, is Australia so vulnerable to the vagaries of the global market? Castles argues that during the

period of economic growth Australia looked inwards and for this reason the 1970s provided a shock - a rude awakening - or a realisation that the country had to come to terms with the changing world. The process of awakening has not been easy because Australian social policy has been burdened by the 'ghosts from the past', from the late 19th Century in fact, when Australia was regarded as something of a social laboratory.

How do the current policies measure up in this analysis? Castles acknowledges that the Accord with the ACTU and some related measures have had some positive effects on the economy. However, the reliance on residual social policy is a retrograde step which is unlikely to produce the effect the government claims, or hopes, to achieve. He argues that protection of the vulnerable and a guarantee of equitable share of the national product cannot be achieved by such a policy.

*For a country like Australia, with levels of public and welfare expenditure markedly below those of most other Western capitalist economies, that cannot be achieved by further cutting public expenditure, even with all the targeting in the world. (p. 161)*

Castles argues that more notice should be taken of the arguments and proposals in *Australia Reconstructed*, produced by the ACTU. This is a logical conclusion from his analysis but will it be heeded by the policy makers?

As I said from the outset, an interesting book and a welcome addition to the debate on social policy which, in this country, has become rather narrow in the orthodoxy of its theories of economic determinism.

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## HOW AUSTRALIANS LIVE

### Social Policy in Theory and Practice

by Adam Graycar and Adam Jamrozik

Macmillan, Sydney, 1989, pp 320,  
\$24.95 (paperback), \$45.95 (hardback)

Reviewed by Michael Wearing

In what form will the Australian welfare state survive into the 1990s? If you've been waiting for a critical yet sympathetic analysis of the theory and practice of the Australian welfare state, wait no longer. As such a book on the state of Australians' welfare is a rare occurrence, I believe a detailed review is in order. In a broad context, this book is part of a growing body of critical literature on the current and possible future workings of advanced welfare states. Its specific target is Australia. The conceptual frame and empirical data in the book gives a fresh analytic approach to Australian welfare state activity with an even-handed appraisal of the effects of this activity.

The political and intellectual commitment of the authors is made apparent early on in the book:

*If social policy is to succeed in the 1990s as a relevant, credible and humane activity, it must provide a theoretical and empirical basis for social intervention, and interventionist activities must be geared to three things. These are: the creation of a social and economic environment which is conducive to redistribution and which provides substantial investments in human capital, and public goods and services; an equitable income support system; a set of personal social services available to all who need them.*

Put simply, this is a complex strategy of equality that advocates the pursuit of interventionist policies by the state to decrease the degree of social inequality in Australian society.

As a normative principle by which to critically assess Australia's current welfare measures - their form, structure and programmes - the book lives up to the tasks set by this commitment to a progressive welfare state. Furthermore, in making the social democratic

ideal of equality an explicit vision and method the two authors grasp an analytic position that I believe will find significant application in undergraduate and post-graduate courses on social policy, amongst academics and practitioners and, within the general community of those interested in issues of societal well-being in Australia and abroad. Despite the wide coverage of issues this is more than an introductory text. This book is an innovative and analytically strong survey and exploration into Australian social policy at various levels of government, across population groups and in terms of the formal and informal labour market. Welfare is taken in its broadest sense as the distributions of assets and power across the Australian population. The scope of the book includes analysis of the shaping of policy in political and administrative processes and the recent history of policy.

Not only do the authors use the term social policy in a broad sense, they also connect the workings of the welfare state with often truncated perceptions of the 'public' policy. In doing this, the difference between the rhetoric of public or governmental policy and the outcomes in terms of social policy are grasped and evaluated. In evaluating why social inequalities exist this broad conception of social policy allows, in the words of the authors, 'the identification of some real beneficiaries of the welfare state who are not seen and do not regard themselves as such'. The real outcomes of social policy are then played off against the narrowly conceived concept of 'welfare' in public policy. In this, both occupational and fiscal sources of welfare form the boundaries of analysis. Both state and market programmes supposed to enhance people's welfare are assessed or, at least, included in the broad framework of the book: these programmes include policies of income distribution and redistribution; tax avoidance and evasion; beneficiaries of capital gain, educational opportunities and selective health services. Obviously, for the authors these welfare processes and the inequalities they maintain are 'how Australians live'; Australians' lifestyles, their income and indirect or hidden incomes and, the mix of policy that privilege, both materially and socially, certain groups over others. With substantial statistical detail, brief historical sketches and reference to current policies the effects of 'welfare' policy on these groups are discussed in the eleven chapters.

The third chapter argues for a strategy of social justice in pursuit of social equality. Within this argument, a central evaluative device emerges focused around the concept of the social wage. In answer to the question 'who benefits?' from the welfare state the authors conceive the social wage as providing 'benefits, either

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in cash or kind, to individuals and families'. Of course, the distribution of these benefits does not fall equally in society. Different social classes and social groups benefit from the social and economic biases of policy outcomes. The socio-economic differences between these groups have expanded over the last twenty years and inequality is on the increase. Within this context, universal benefits in education, health, child care and employment policies have become increasingly selective towards the top half or top two-thirds of the income distribution scale. In framing an argument about universal services in the context of inequality the issues are not concerned with the intent or failure of these provisions but about their effects in terms of outcome on the socio-economic environment. Obviously, it is the effects of the market that have brought about greater inequality in combination with government's inability to combat these effects with adequate policies of redistribution.

A second theme that runs parallel to that on the social wage is an explicit political analysis of the policy process; the planning, formulation, implementation and evaluation of policy. While value questions precede the operational phase of policy making, the later phase has central importance to how policies actually get made and who makes them. According to the arguments of Chapter 4, a need for policy arises where there are circumstances requiring action. An explicit policy programme can convert a hypothetical solution into the alleviation of need into action. Action over a policy is secured within a political process where interest group representatives of the state, the family, employers and the local community make claims on or articulate an interest in the allocation of benefits. In this chapter several models of policy planning are discussed. This discussion should prove useful along with the author's own conceptions of planning for those wishing to unravel the various elements and phases of action that shape policy in the welfare state.

From this discussion the policy process is grasped as both a political process - one that shapes policy with status, influence and authority - and a social activity - only certain privileged groups help shape and benefit from the often implicit value assumptions and bias in such policy. In these socio-political acts only certain classes and groups can articulate their claims on the resources to be distributed. The author's note, in particular, that middle class support can be blended into the policies of party political platforms to privilege certain welfare policies over others. These questions of bias in the policy making process are also extended to consider the effects of social research and the possibility of social reform of inequality. Whilst this

analysis is, I believe, justifiably skeptical and critical of how policies are shaped it also instils a certain modesty about changes to policy. We are also told that policy related research towards action 'can be and is used as a means of social reform'. Thus, the authors frame the doing of policy within a skeptical position on the possible effects of that policy.

Other chapters in the book deal with the role of government and non-government services, employment, children and families, young people and the elderly in relation to the welfare state. The chapters on government and non-government services outline both spheres' respective roles and responsibilities for welfare. The Federal level is seen to have done too little, since the post-war consensus over welfare policy, about the indirect beneficiaries of government social policies. Despite their push in recent years towards universalism, state government welfare departments still fulfil a residual role in targeting and controlling certain low-income recipients in child welfare and, criminal justice. The authors believe that local government has a role to play in welfare provision as long as more resources and services are made available at this level. In relation to non-government services the interplay with public welfare is acknowledged and their relative autonomy from state welfare addressed. The political orientation however, of these organisations tend to be conservative and their potentially decentralised position compromised by government accountability.

A third theme of the book is that the role of the Australian state in terms of welfare is primarily 'the allocation of resources through the management of the economy'. Paid work, for example, is a scarce resource to which only certain groups have access either directly or indirectly sanctioned by state policy. In many cases the providers of services, administrators and professionals, have benefited from the changing nature of work in Australia over the last twenty years. Expansion of certain welfare services, drawing on the labour power of women in particular, has created a two-tiered system of dis-welfare; less for the working class and more for the middle class. This is a strong egalitarian challenge to conventional wisdom on the supposed equity value of such work in welfare services. That is, employment in community service industries has enhanced social inequality in Australia. Through paid income the educated middle class get more and the enhancement of life chances for the working class is stifled in 'cut-backs' on universal provisions.

As we have seen this critique is a challenge to the assumed universal access to welfare. The middle class

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has benefited, both directly and indirectly, from education, health, housing, family and employment policy in Australia over the last twenty years. Some gains have been made for the working class but in more recent years there have also been substantial setbacks in terms of a 'universal welfare state' strategy. One example is the difference between users of child care and users of child welfare. Today the middle class user of child care illustrates that the service has entered the realm of occupational welfare. The working class user of child welfare suggests that the stigma and control has been exercised by these administrators on poor and working class families. In another way, this division can be characterised as the split between avowedly 'universal' services and 'selective' services. In terms of class, the divisions of social consumption patterns of welfare services replicate the social inequalities of production.

Employment and education policies for young people express a similar duality. Simply put, this means workforce discipline through training schemes and adjustments to unemployment benefits for working class youth and education and knowledge through higher and more specialised training for middle class youth. The emphasis in policy is still on behaviour rather than the structure of labour market opportunities for youth. In a slightly different way, the elderly or older persons face multiple problems of economic security especially in socio-economic terms. The older persons use of retirement funds, tax evasion and non-declaration of assets reflect their economic insecurity and marginalisation from the labour force. Economic security at this stage in life becomes a primary concern. Access to resources such as nursing home accommodation or health care is not uniform across social classes or division within these classes. Given the degree of economic capital invested into the aged care industry and based as it is primarily on the labour of women, the authors' claim that major changes in policy as are currently occurring make the industry and the general care of the elderly a political 'hot potato'.

The final chapter is perhaps the most speculative and revealing as to the future direction of Australian welfare. The authors assert that while the welfare state has constrained inequalities it has not eliminated them. Social policy in recent years has taken on a residual form - targeting those most in need - and this strategy, they argue, has legitimated the gap between the poor and the affluent.

For anyone interested in research and evaluation of welfare services, the comments on policy-related research should prove particularly illuminating,

especially those concerning those questions of inequality which are not on current government research agendas. Too much effort has been spent on counting those in poverty and not enough on inequality. On this topic of welfare research the authors say:

*It is necessary not only to collect and study the data on poverty and disadvantage but to seek explanations on how social inequalities are created and maintained.*

There are many other insights in the book on the role of administrators, welfare practitioners and consumers that should prove valuable for clarifying the constitution of the welfare state in Australia.

To conclude, *How Australians Live* is a substantial contribution and highly recommended analysis of the welfare state for the late 1980s and beyond. In short, it is a well-rounded, insightful and critical analysis of the multi-dimensional nature of Australian social policy. In a complex way, the outcomes of social policy are located in the social and the political context of Australian capitalism. At these levels of analysis we begin to discover those processes that orchestrate well-being. This also proves that a societal concept of welfare as a product of critical social democratic thinking remains a powerful analytical device in social policy research. For instance, it allows welfare to be defined and operationalised as

*The well-being of the people - not only determined by the extent of a country's wealth but also the way that wealth is distributed in terms of income, capital goods and services, all of which are necessary for people to live and to achieve and maintain an adequate level of social functioning.*

In the best analytic tradition of social administration, Graycar and Jamrozik carefully detail the form and content of that slippery concept 'the Australian welfare state' and those Australians who benefit from this welfare state.

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# NEWS FROM OVERSEAS

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## NEWS RELEASE

Family Policy Studies Centre  
incorporating Family Forum  
231 Baker Street,  
London NW1 6XE  
Telephone 01-486 8211

### 'WORKING AND CARING: ISSUES FOR THE 1990s'

'Working and caring: issues for the 1990s' was a one day conference, organised by the FPSC at the City University Business School on 26 April 1989. Speakers included: Judith Byrne Whyte, Equal Opportunities Commission; Liz Bargh, The Industrial Society; and Rodney Bickerstaffe, NUPE.

### THREE MILLION WORKER-CARERS

#### Conference Highlights Family Care/Job Tensions as More Women Go Out to Work in the 1990s

Today one in seven adults look after elderly or disabled people. Many of these are trying to balance the conflicting demands of home and work.

#### Worker-Carers:

- One in nine of all full time workers and one in six of those working part time are carers.
- In Britain overall more than three million people are combining caring with paid employment.
- Even many of those who are heavily committed are also in paid employment. 40% of carers devoting at least twenty hours a week to caring are also working - more than half a million people.
- Married women are more likely than other groups to be worker-carers. This is true of one in eight working full time, and one in five of all part timers.

#### Future Trends:

Worker-carer issues are likely to become increasingly important. The need for care is expected to rise, at the same time that women are more likely to be in paid employment.

- Between 1981 and 2001 the numbers of people aged 85 and over are expected to more than double, from 552,000 to 1,146,000.
- Women's economic activity rates are becoming increasingly similar to men's. While in 1971 the percentage difference was 30 points, currently it is 18, and expected to narrow to 13 by the end of the century when women will comprise 44% of the labour force.



## NEWS RELEASE

Centre for Policy on Ageing  
25-31 Ironmonger Row,  
London EC1V 3QP  
Telephone 01-253 1787

### CARING BY DAY: A STUDY OF DAY CARE SERVICES FOR OLDER PEOPLE

This is a new and important study from the Centre for Policy and Ageing by Susan Tester (Policy Studies in Ageing No. 8), funded by the Department of Health and Social Security.

'The present ad hoc development cannot be allowed to continue', argues Susan Tester, 'as resources are not used effectively when services do not reach those who need them most'.

This in-depth study of day care services in England and Wales highlights the way in which the growth of such services over the last quarter of a century has outpaced the debate and any decisions about aims, value and effectiveness. With attention now focused on all

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aspects of community care, this examination of day care is timely as well as valuable.

Susan Tester has scrutinised the current provision offered by day care centres and hospitals, and considers the key questions. What does day care consist of? What is its overall purpose? How does it fit in with other agencies into the whole context of community care?

The study establishes an operational definition which rigorously distinguishes between day care services and day facilities; it faces up to the knotty problems of co-ordination and of transport; and it clarifies the need for proper evaluation.

This new and opportune study ends with a series of recommendations, the chief and most central of which is the urgent call for a national forum specialising in day care issues. 'The profile of day care services must be raised so that they can take their due place in policy debates and planning for care in the community', says author Susan Tester. 'Lack of attention to day care services can no longer be an option'.

Further information can be obtained from the Press Office at the above address.



## TWO ONE-DAY SEMINARS

To be Held at  
The King's Fund Centre  
126 Albert Street,  
London NW1 7NF  
on 21 and 22 June 1989

### EVALUATING CARE IN THE COMMUNITY

#### Outcome, Cost and Process Findings from the Care in the Community Demonstration Programme

The PSSRU has completed a five year monitoring and evaluation of the 28 pilot projects funded under the 1983 Care in the Community Initiative. The projects

helped people with mental illness, learning difficulties, or age-related needs to move from long-stay hospital residence to the community. These seminars will report the research findings covering the inter-relationships between resources, organisation process, costs and outcomes in the production of community services. They will focus on the following key areas:

- the movement of people and resources from hospital
- resettlement and service models in the community
- staffing, personnel and training issues
- case management
- service management and joint working
- service packages and costs
- social security benefits
- development issues
- client outcomes

The seminars will be of interest to planners, managers and practitioners from the public and voluntary agencies working in the areas of hospital reprovision and community care. The policy and practice implications of the PSSRU findings will be covered.

The cost is £45.00 per delegate and includes all documentation, coffee, tea and lunch.

Further details and application forms can be obtained from:

Anne Walker  
Personal Social Services Research Unit  
Cornwallis Building  
University of Kent  
Canterbury  
Kent  
CT2 7NF

Tel: 0227 764000 ext. 7672

**AUSTRALIAN ASSOCIATION FOR GERONTOLOGY  
NSW Division**

**1989 ANNUAL RURAL CONFERENCE**

**Broken Hill**

**Friday evening 26 to Sunday, 28 May**

**Theme: 'The Broken Hill Crisis - Planning to meet the needs of an ageing population in remote areas.'**

**Cost:** Full weekend, including all meals and accommodation - Members of AAG and residents of Broken Hill and surrounding areas, \$50 (Non-members \$60). Attendance and meals only, \$30 (Non-members \$35). Day registration, \$20.

Accommodation has been arranged by Broken Hill Base Hospital in clean and comfortable staff quarters. As this is limited it will be available on a first-come, first-served basis. Alternative accommodation is available in a number of first class and budget motels nearby.

An exciting and comprehensive conference programme has been prepared, focusing on the problems of planning and developing community services and the relationship of community services with other existing services including hospitals, nursing homes, hostels, medical services and informal and family care. Because there is a rapidly ageing population in Broken Hill, with the out-migration of many younger families due to mine closures, and because Broken Hill has, for many decades had a closely knit, although ethnically diverse community, this conference promises to be very special. In addition to a number of speakers from the Far Western region and from Metropolitan areas, it is hoped to have a number of participants from South Australia, who will also be discussing the rather unique development of community services in that state. The Federal Minister for Aged Care and Housing has also been invited to participate in the conference.

A wide range of sightseeing tours and tours of professional interest are also available in conjunction with the conference, so don't miss the chance to discover the real outback at the same time as participating in a unique and very valuable conference on aged care issues.



**Registration.**

**NAME:** .....

**OCCUPATION:** ..... **ORGANISATION and POSITION:** .....

**CONTACT ADDRESS:** .....

**POSTCODE:** ..... **TELEPHONE:** .....

I wish to register for Annual Rural Conference of the Australian Association for Gerontology (NSW) to be held in Broken Hill 26-28 May, 1989. Please find enclosed a cheque/mail order for \$..... for Full registration/conference attendance with meals/day registration for Saturday/ Sunday. (Please strike out what does not apply.)

**Please send registrations and payments to:**

**Mr Carl Holzberger, c/- Broken Hill City Council, PO Box 448, Broken Hill. Tel: 080 4910**

1. The first part of the document is a letter from the President of the United States to the Congress, dated January 3, 1862. It is a very important document, as it contains the President's message to Congress for the first time since the beginning of the Civil War.

2. The second part of the document is a report from the Secretary of the War Department, dated January 3, 1862. It contains a detailed account of the military operations of the Union Army during the year 1861.

3. The third part of the document is a report from the Secretary of the Navy Department, dated January 3, 1862. It contains a detailed account of the naval operations of the Union Navy during the year 1861.

4. The fourth part of the document is a report from the Secretary of the Treasury Department, dated January 3, 1862. It contains a detailed account of the financial operations of the Union Government during the year 1861.

# SOCIAL WELFARE RESEARCH CENTRE

## DISCUSSION PAPERS

This series is primarily intended as a forum for SWRC staff to publish selected research papers for discussion and comment in the research community and/or welfare sector prior to submission to academic journals for more formal publication. **Social Welfare Research Centre Discussion Papers** will also serve as an outlet for research reports that may be too short for the **SWRC Reports and Proceedings Series** and for preliminary research results which may eventually be explored more fully in that series.

Limited numbers of each Discussion Paper are printed. There will be a small core distribution list and the remaining copies will be available free on a first-come, first-served basis from the SWRC's Publications and Information Officer, Jennifer Young, by completing Section 5 of the Order Form (page 22) marked OTHER PUBLICATIONS, with your forwarding details on the reverse side. Eleven **Social Welfare Research Centre Discussion Papers** are listed below. Further Papers will be released as they become available and their titles will be advertised in the **SWRC Newsletter**.

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