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No 2 February 1981

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Social Welfare Research Centre

THE UNIVERSITY OF NEW SOUTH WALES

P.O. BOX 1 • KENSINGTON • NEW SOUTH WALES • AUSTRALIA • 2033

INTRODUCTION

The Social Welfare Research Centre, established under an agreement between the University of New South Wales and the Commonwealth Government, came into operation in January 1980. The Centre functions as a unit of the University and operates on funds provided to the University by the Commonwealth Government, in terms of their agreement. The agreement also specifies certain broad functions, roles and activities to be undertaken by the Centre.

These are :

- to undertake and sponsor research work on important aspects of social welfare in Australia;
- to provide opportunities for postgraduate study of social welfare;
- to arrange seminars and conferences to foster understanding of and to elucidate issues in the field of social welfare; and
- to arrange for the publication of the results of research and studies carried out in or under the aegis of the Centre.

The agreement lists six main areas of special reference for the Centre's research. These are :

- changes in society - for example changes in demographic and economic kinds, in ethnic composition, in occupational and spatial patterns and in personal and group life-styles - such as could affect future needs for social welfare services and the capacity of the community to finance them;
- alternative methods of providing and administering social welfare services, including service delivery arrangements;
- alternative methods of financing social welfare services;
- effectiveness of social welfare programs, including reviews in the light of changing needs, social and economic conditions and community attitudes and expectations;
- co-ordination of social welfare policies, services and activities; and
- social welfare aspects of the operation of other programs, whether undertaken by government or the non-government sector.

In its first year of operation the Centre has concentrated on developing a research agenda within this wide charter. The research projects currently being undertaken are reported later in this Newsletter (from p.19). As well as its own research, the Centre also contracts out research projects in accordance with its charter. Publications arising out of the research

undertaken by or contracted by the Centre will be reported in this and later Newsletters.

During 1980 the Centre held a number of seminars and supported conferences and seminars in co-operation with other bodies. These are summarised in the following pages. Arranging seminars and conferences is an important part of the Centre's charter, and the pattern established during 1980 will be continued in the coming year. We have been pleased to have the participation of visiting research and academics in the activities of the Centre. During 1980 these included Professor Martin Rein of the Massachusetts Institute of Technology, Professor Else Øyen of the University of Bergen in Norway, Professor Theodore Marmor of Yale University, and Professor Peter Self of the London School of Economics. Professor Wyatt C. Jones of Brandeis University and Professor Harry Specht of the University of California will visit the Centre during 1981, and take part in our seminar programme.

Postgraduate Study

The SWRC charter states that it should provide opportunities for postgraduate study of social welfare. During 1980 the University established a scholarship tenable at the SWRC, and its first recipient is David Wiles who has an Honours degree in History from Adelaide University and a Bachelor of Social Administration from Flinders University. He has now begun work on a Ph.D. in the area of recent Australian social policy.

Another scholarship will be offered at the end of 1981 and inquiries are invited from suitably qualified scholars interested in pursuing studies for a Ph.D. Scholarship details may be obtained from the Assistant Registrar (Student Employment and Scholarships Unit), University of N.S.W., P.O. Box 1, Kensington, N.S.W. 2033.

Contracted Research

The Centre, through the University, issues contracts for research which supplements work being undertaken at the Centre. This research is not private research but follows clear specifications determined by the Centre to fit in with its research program. Research contracted during 1980 include a review of policies relating to the elderly confused (published as SWRC Reports and Proceedings No. 4), a study of migrants and occupational health (SWRC Reports and Proceedings No. 3), a study of ethnicity and welfare, and a survey of the non-government welfare sector.

SWRC Advisory Committee

The SWRC Advisory Committee, established to assist the Director in planning the Centre's research, met three times in 1980. The Chairman of the Advisory Committee, Professor J.B. Thornton, Pro-Vice-Chancellor of the University of New South Wales, retired from the University in January 1981 after thirty years service.

As the Centre is not located with any of the Faculties of the University, Professor Thornton has acted in a capacity similar to that of a Dean of a Faculty in the development and administration of the Centre. His wise guiding advice and meticulous administrative leadership have been extremely valuable to the Centre in its formative stages, and the Centre wishes Professor Thornton well in his retirement.

The newly appointed Pro-Vice-Chancellor, Professor H.R. Vallentine, has become Chairman of the SWRC Advisory Committee. During 1980 Mr. Keith Maine, Director, Department for Community Welfare, Western Australia, was invited to join the Advisory Committee, and he attended his first meeting in October.

The full Committee consists of Professor Rupert Vallentine (Chairman), Professor E.R. Chamberlain (Social Work, University of Queensland), Mr. A.S. Colliver (Department of Social Security), Mr. W.C. Langshaw (Department of Youth & Community Services, N.S.W.), Professor R.J. Lawrence (Social Work, University of N.S.W.), Mr. K. Maine (Department for Community Welfare, W.A.), Mr. C.A. McAlister (Department of Social Security), Professor J.W. Nevile (Economics, University of N.S.W.), Mr. D. Scott (Brotherhood of St. Laurence), Professor I.W. Webster (Community Medicine, University of N.S.W.).

SWRC SEMINAR SERIES 1981

FOR YOUR DIARY

The following programme of seminars will be held at the Centre (corner of High Street and Eurimbla Avenue, Randwick) from 3 p.m. to 5 p.m. on Tuesdays. All welcome!

- | | |
|------------|---|
| 10th March | David Brown (Family and Children's Services Agency) :
"Policy and Planning Issues in Children's Welfare" |
| 24th March | Wyatt C. Jones (Professor of Social Welfare Research,
Brandeis University) :
"Value for Money in Social Research" |
| 7th April | Ian Yates (Visiting Fellow, Social Welfare Research Centre) :
"The Role of Interest Groups in Public Policy Formulation" |
| 21st April | Adam Graycar (Social Welfare Research Centre) :
"The Aged and the State" |
| 5th May | Connie Benn (Associate Director, Social Policy and Research,
Brotherhood of St. Laurence, Melbourne) :
"Uses of the Developmental Approach in Two New Demonstration
Projects : (i) SPAN (a community programme for older people)
(ii) a job-creation programme" |
| 19th May | Don Edgar (Director, Institute of Family Studies, Melbourne) :
"Family Formation in Australia" |

ONE-DAY SEMINAR

- | | |
|---------|---|
| 8th May | "Unemployment : Causes, Consequences, and Policy Implications".
Turn to page 11 for further details of this seminar. |
|---------|---|

SWRC SEMINAR SERIES 1980

The SWRC held a second series of weekly seminars at the Centre from September to early November 1980. There were eight seminars in the series, which provide a forum for presentation of work in progress by Centre staff as well as for researchers in related fields. A brief summary of each seminar follows, but please note that the papers are not available in written form. (The work in progress seminars are part of larger projects and will be available in the SWRC Reports and Proceedings series in due course).

Jerry Moller (SWRC) : Data for Decision or Decoration?

The title of this paper reflected the argument that data in its many forms can be used in different ways in the decision-making process, and that in Australia it is more often used for decoration than for decision. Data is too often used to decorate policy decisions made for reasons altogether different from those to which the data relates. The decision-making process in a Westminster style bureaucracy tends to encourage the use of data to reinforce the existing power structures and value systems. The development of an Australian data collection system must take account of the various ways in which data will be used in reaching policy decisions in a climate of competing values and interests, and requires a multi-value multi-disciplinary approach which enables value critical research.

Bill Ford (Organisational Behaviour, University of N.S.W.) :
Multiculturalism, work, change, and well-being

Professor Ford's paper examined some of the social and employment problems likely to be associated with the development of the Hunter Valley region and, more generally, with capital intensive industry. He emphasized that the Hunter Valley development would not provide great employment opportunities as mining is highly capital intensive and requires highly skilled workers, many of whom would have to be brought in from overseas. It specifically would not provide employment opportunities for women, would create problems associated with dual location families, and would not reduce youth unemployment. Professor Ford also discussed the "Gregory thesis" - that manufacturing industry in Australia would be partly displaced by the mining industry as exports from mining are counterbalanced by increased imports of manufactured goods - and suggested that this would have negative consequences for migrant workers, now concentrated in the manufacturing sector. Professor Ford

compared Australian employment policies unfavourably with those of other countries, such as Japan and Sweden, and argued for an increased investment in training of Australian workers in order to overcome the lack of skilled tradesmen and the problem of workers displaced by industrial change.

Sheila Shaver (Sociology, Macquarie University) : Sex and Money in the Welfare State

Despite the fact that they are a greater proportion of beneficiaries and a lesser proportion of contributors, women are not well served by the welfare state. Dr. Shaver analysed the social welfare system in modern capitalism to reveal its role as a key institution in the oppression of women. Women are treated by the state as individual tax payers when it comes to paying for the welfare state, but as somebody's wife or mother in establishing eligibility for virtually every benefit conferred by the welfare state. The basic nexus of women's oppression - the link between family and labour process - is replicated almost literally in the structures of the welfare state. In the transfer from tax payer to beneficiary the working class in general, and women in particular, effectively pay for their own oppression. Attempts to improve welfare provisions, which despite their limitations are important resources for women and give them a measure of autonomy they might not otherwise have, must take into account the role social policy plays in the institutional structure of modern capitalism.

Stuart Rees (Social Work, University of Sydney) : Power and Powerlessness in Welfare Work

Professor Rees' paper examined the concepts of power and powerlessness as they relate to welfare work. He argued that a greater awareness of these notions, especially in training courses for welfare work, could add to the potential of workers to effect an ideological commitment to social change. Strategies to effect change were suggested - to expose students to the power and politics of the agency and society, to change agency hierarchies which prevent questioning and change, and to make alliances through collective organization - but some dilemmas remain. A commitment to change is not usually matched by the power to effect change, and Professor Rees raised the proposition that an alliance with unions might bridge the gap. He also emphasized the need for a link between practical action and its ideological antecedents, and between academic solutions and the consciousness of the ordinary person.

Sol Encel (Sociology, University of N.S.W.) : Technology and Welfare

In this seminar Professor Encel discussed the connection between technology and social change, noting that while technology might be a necessary condition for social change it was not a sufficient condition. Taking a broad definition of welfare, Professor Encel illustrated the positive and negative effects that technology has had on welfare. In the health field, for example, while medical technology has enabled positive programmes like mass immunization, the value of modern high technology medicine is debatable. Similarly, while industrial technology has had a positive effect by reducing the need for people to be used for "beast of burden" work, it has also had many negative effects on both health and welfare. Professor Encel concluded by illustrating the potential of technology to enhance welfare, using the example of the telephone and suggesting that its role in reducing isolation and ameliorating crises proved its value as a positive contribution to welfare and explained its central role in many welfare programmes.

Robert Horn (SWRC) : Social Indicators for Welfare Measurement

Dr. Horn's talk concentrated on the application of social indicators to welfare measurement and policy formulation. Indicator statistics in general show up relative positions, differences between groups, changes over time, and the effect of alternative allocation schemes. A systematic indicator approach is an important feature in social welfare analysis, where the underlying paradigm and desired standards are often only vaguely defined at the outset, and where it is often a question of better or worse fare rather than welfare in an absolute sense. Dr. Horn suggested that research projects such as those at the SWRC could be fitted into a sequential indicator scheme that proceeds from the establishment of welfare parameters and desired standards to the consideration of the present position, reveals gaps and shortfalls, and leads on to the formulation of alternative policy proposals. Indicators of the demographic, social and economic type can provide a general framework to show where we stand and where we are going. A background paper dealing with the history, methodology, and applications of social indicators, and references to the literature, was distributed at the seminar and copies are available on application to Dr. Horn.

Tania Sweeney (SWRC) : Children's Welfare - Policy and Practice

The aim of this paper was to illustrate the nature of the values underlying children's services provision in N.S.W. and to examine the similarity

between the value base of full substitute care and that of day care. Taking a historical perspective, the paper explored the political and social context within which the debate about government intervention in child care has taken place. While the development of child care policy has been affected by the constitutional division of responsibility between the States and the Commonwealth, government policy at both levels tends to be one of intervention as a last resort. The policy debate centres around value-laden notions of the ideal family and responsibility for children, with custodial care seen as needed either to resocialize children to become good and useful citizens, or to substitute where the mother needs to work or where children are deprived or disadvantaged in some way. Tania concluded that despite pressures in the last decade for governments to be universal in their approach, the focus of actual provision was becoming more remedial and residual.

Kris Pedler, Margaret McAllister, Bettina Cass (SWRC) : Implicit and Explicit Family Policies - An Examination of Four Government Reports of the 1970's

The Reports examined were The First Main Report of the Poverty Commission (1975), The Human Relationships Commission Report (1977), in particular Volume 4 "The Family", the Family Services Committee Report (1978), and the National Population Inquiry Supplementary Report (1978). The analysis focused on the assumptions held in these Reports about the relationship between families, the labour market and the social welfare system, and examined the extent to which families were seen as the authors of their own poverty or misfortune. One of the aims of the paper was to show how the general tenor of the Reports (concern with the distribution and redistribution of economic resources and the effects of economic and social inequalities on domestic life) reflected some of the general political concerns of the early 1970's. The paper focused on the extent to which the assumed dependence of women and children was held up to scrutiny and affected the nature of the social policy recommendations which were made. The analysis reported in this seminar is being developed for publication in the SWRC Reports and Proceedings series.

OCCASIONAL SEMINARS

In addition to its weekly seminars during 1980, the SWRC also held occasional seminars with visiting speakers. In September we heard Dr. Brian Dickey of Flinders University in South Australia speak on the topic 150 Years of Government Social Welfare in South Australia. As its title indicates, the paper was an historical examination of the South Australian welfare system, a system which as Dr. Dickey illustrated, developed quite differently to that of the other States. Comparing it primarily with New South Wales, Dr. Dickey showed how South Australia differed in its approach to various welfare issues such as funding of voluntary agencies, state aid to churches, and the boarding-out of children. He speculated that the differences may reflect the fact that South Australia had no tradition as a penal colony, that people needing help there were somehow more "deserving" than ex-convicts and their progeny might be. Dr. Dickey brought his examination up to the Dunstan era and its redefinition of state welfare as a community-based, front-line model.

On 18th September, Professor Peter Self of the London School of Economics addressed a seminar on the subject Concepts of Welfare and their Political Relevance in the 1980s. Professor Self spoke on the relationship between public policy and social change, illustrating the ways that governments respond to change : facilitating it in times of economic growth and limiting it in recessions. He contrasted the market model of privatised welfare with a welfare society ideal, criticizing the economic cost-benefit analysis of individual preference which is ultimately the basis of public welfare provision. The debate in this model is about limits - of resources, skills, management. Professor Self argued for a debate about standards - that what is required is a theoretical articulation of positive welfare standards and a social policy which sets out these goals and the steps required to reach them.

Dr. Rhona Rapoport and Dr. Robert Rapoport, Co-directors of the Institute of Family and Environmental Research in London, addressed a seminar on 17th February 1981. They spoke on the topic New Perspectives on the Family and their Implications for Social Policy. Changes in traditional conceptions of the family have been well documented, making it more appropriate to speak of "families" than of "the family". They argued that social policies need to be adapted to take account of these changes.

ONE-DAY SEMINAR : Non-Government Welfare and the Welfare State

This seminar was held at the Centre on 24th November 1980 to examine issues in non-government welfare, with an emphasis on current and future directions of research. Papers were given by David Scott of the Brotherhood of St. Laurence in Melbourne, Dr. Allan Halladay of the Department of Social Work, University of Queensland, and Adam Graycar of the Social Welfare Research Centre.

Speaking on the topic Social and Political Issues in Non-Government Welfare, David Scott contrasted the attitudes towards non-government welfare from conservative and radical viewpoints and argued for the value and necessity of inevitably incremental reforms. He cited traditional and innovative roles that the sector has fulfilled and argued for its potential to be more effective, particularly in providing avenues for people to participate in social and political action. Martin Mowbray of the Social Work Department, University of N.S.W., opened the discussion following David Scott's paper. He took a less optimistic view, questioning the "myths" of the special roles attributed to the non-government sector and illustrating ways that the sector is used by the state in system maintenance and social control, and ways that the sector provides services and ideological support for the state.

Allan Halladay's paper on Financing the Non-Government Sector reported on his research into the funding arrangements between the State Government and non-government organisations in Queensland. He found that only a small proportion of the total budget expenditure of funding Departments were allocated to non-government organisations (e.g. Education 8.1%, Welfare 8.3%, Health 6%). There did not appear to be a completely satisfactory method of making funding allocation decisions, some decisions seeming to reflect the government's political philosophy and some based more on a cost-benefit analysis. Organisations are effectively competing against each other for limited funds, and those likely to be critical or too change-oriented are clearly outsiders.

Adam Graycar spoke on the topic Research Issues - Non-Government Welfare and the Welfare State and traced the steps and issues involved in the development of policy research, and the need to understand the wider politics of welfare within which non-government welfare operated. He presented a matrix based on the work of Ralph Kramer, which aimed to provide a method of classifying different types of voluntary agencies. He suggested that testing the application of such a matrix in the Australian context may help build

hypotheses about the roles and activities of the non-government sector. Five areas requiring exploration were proposed : the relationships between public and private sectors; the issues of accountability and autonomy; issues of organisational analysis; personnel issues; and future roles for the non-government sector. Examination of these issues will contribute to the ultimate aim of developing a theory of non-government welfare in the welfare state.

The concluding session was opened by Hayden Raysmith of the Victorian Council of Social Service, who drew together the major themes of the day's discussion. He suggested that the essence of the debate on the non-government welfare sector was the question of whether it did more harm than good. Despite the dispelling of many of the myths about the roles and values traditionally ascribed to non-government welfare, its potential for change and for empowering people was sufficiently in evidence for the question to be answered in the negative.

ONE-DAY SEMINAR : Unemployment : Causes, Consequences and Policy Implications

The SWRC is planning a one day seminar to be held on Friday 8th May 1981, at the University of New South Wales. Papers and discussion will examine the economic, social, and political implications of the changing market for labour in Australia.

Invited speakers include Peter Sheehan of the Institute of Applied Economic and Social Research, University of Melbourne, Adam Jamrozik of the Social Welfare Research Centre, and a representative from the Australian Council of Trade Unions.

Final details of the program and venue will be announced in the "On Campus at Kensington" column in the Sydney Morning Herald, and circulated by mail.

Further inquiries may be made by telephoning the Centre on (02) 662 3529.

CONFERENCE AND SEMINAR PRESENTATIONS BY SWRC STAFF

Public Policy and Social Welfare

On 1st October 1980 Adam Graycar gave a lecture with this title in the School of Social Sciences, Flinders University. The lecture examined the factors determining allocation through the public sector. Social welfare takes the largest bite out of Australian public allocation and yet an intolerably large number of people find themselves caught in the poverty trap. How the system allocates cash, services and power was discussed within the context of different value interpretations of the structure of social policy in the 1980's. With a worldwide attempt to cut the public sector, hard decisions must be made on which allocations can serve the people best by intervening in the free flow of market forces. This depends on whether social policy is seen as an active or passive process - a process which is innovative or reactive.

Contemporary Social Research : Scholarship or Entrepreneurship?

Adam Graycar gave this paper in the Psychology Department's Seminar Series at the University of Adelaide on 2nd October 1980. The paper examined methods and objectives of research conducted as an example of pure scholarship on the one hand and as some form of entrepreneurship on the other. The former tries to enhance learning and expand knowledge - it is value critical, rigorous and not always result oriented. The latter involves undertaking an enterprise on behalf of a commercial organisation or government and examples are often found in market research, data provision, and some evaluation. Whether one wants to learn for learning's sake, make money, or feed into the policy process, quality research involves scientific reasoning, theory construction, value assumptions, presuppositions, generalizations and hypotheses as a prelude to measurement.

Parent Needs and Government Health and Welfare Policy

On 8th October 1980 Tania Sweeney presented a paper at the Prince of Wales Continuing Education course. The paper broadly analysed studies of demographic trends and recent qualitative studies of Australian family life, and related these to current policies and programs for young children. Discussion of the research and policies was placed within one of a number of perspectives on the family in an attempt to illustrate how policies may reflect certain

stereotypic views of "the family", parenthood, childhood and children's needs.

Inequality in Australia

On 8th October 1980 Adam Graycar gave this paper in the School of Sociology seminar series. The purpose of the paper was not to demonstrate nor explain inequality, but to understand it within a social policy perspective. After describing inequalities in income, wealth, access to health care, access to jobs, educational opportunity, and taxation burdens, he argued that policy changes did not orient themselves to reductions in inequality, but rather towards considerations of equity. Policy decisions usually aim towards either vertical or horizontal equity. Consequently the structure of rights, shares and claims can only be determined by political processes. The key analytical question relates to the extent to which inequalities are regarded as insurmountable in industrial society and whether it is appropriate for sociologists to argue along equity and social action lines within a structure of inequality.

Child Welfare and Social Research

Adam Graycar presented this lecture at the Continuing Legal Education Programme at the University of New South Wales on 7th November 1980. He argued that social provisions are one of the factors affecting the well-being of young children, and that provisions based on rectifying crises were very different to provisions which are developmental. While the latter are more costly it is important to note that 3.8 million children under 15 constitute 27 per cent of the Australian population and should be assured of basic human rights. These rights can be ensured by providing an income maintenance system together with a range of developmental and support services. The bulk of the lecture focused on research approaches and techniques designed to maximize knowledge about social provision for children and to provide a knowledge base for community action and policy.

Housing and the Family

Bettina Cass presented a paper with this title to a seminar on Home Ownership in Australia, held in Canberra on 20th November 1980. The paper examined the downturn in government expenditure for housing purposes and the regressive nature of fiscal and monetary policies which favour owner-occupation at the expense of tenants. The ranks of owner-occupiers were disaggregated to

show the flows in housing benefits from the young to the old through the family life-cycle and the concentration of housing costs in the early years of family formation. Finally the paper argued that emphasis on the "family's" access to housing obscures the extremely disadvantaged housing situation of women-headed households and of young single people. Copies of this paper are available from Bettina Cass at the SWRC.

Health Problems of Women - In and Out of the Workforce

Diana Wyndham gave a paper at the conference, 'Work and Health : Future Issues in Occupational Health' in Canberra in November. She pointed out that an attempt to examine the health of women workers should consider why women work and the adverse effects of both paid and unpaid work, in the perspective of the complex mixture of cultural, political, legal and economic variables which all seem to make women's work a 'problem'. In heated but unsubstantiated statements, some see women's paid employment as causing youth unemployment, divorce, delinquency and other social ills and believe that women have only themselves to blame if they experience any job-related adverse effects. However, the current debate as to whether women should be given safe working conditions or equal opportunities should be unnecessary; governments and unions should insist that women workers have both safety and equality. A woman should not have to have herself sterilized to keep a hazardous job, neither should men or women have to risk their health or that of their unborn children working in toxic environments. The onus should be on the employer to provide a safe workplace. There is a lack of comprehensive data on the occupational health of women in Australia - the only large scale inquiry was carried out in 1928! Evidence given in the full paper shows that women do have special health problems. Many of these are related to the working women's dual role as worker and housekeeper/parent, which places a heavy strain on a woman's mental and physical health. Research is clearly necessary to determine the extent of the problems and that solutions be found for them.

International Gerontological Association

The Association held a five day Conference in Melbourne in early December 1980 with delegates from Australia, Asia, Europe and North America. Adam Graycar acted as convenor/resource person for a section of the Conference dealing with Public Policy. At this section a framework was developed for policy making in respect of aged persons. Four themes were taken -

a) should policies provide for specific categories of a population or the whole of that population; b) should allocation take place through the public sector or the non-government sector (both profit making and non-profit); c) of those policies in the public sector which level of government is the most appropriate; d) should allocations focus primarily on cash, services, or skills. These issues were then applied to the setting of priorities in six functional areas : health, housing and environment, social welfare, education, family policy, income maintenance.

Changing Patterns of Paid and Unpaid Work : The Social Impact

This is the title of a paper given by Bettina Cass at the Australian Institute of Political Science Summer School, held in Canberra in January. The paper traces changes in the market for labour in the post-war period, the consolidation of a dual labour market, the extent of unemployment since 1974, its unequal social impact and the concentration of unemployment in particular working class families. Social welfare responses to unemployment are also evaluated. The paper is being published in J. Wilkes (ed.) The Future of Work, George Allen and Unwin (forthcoming).

Research and the Policy Process

On 30th January 1981, Adam Graycar presented a segment in the Executive Development Scheme, Public Service Board, Canberra. Unlike pure social research, policy social science research does not end with the attainment of knowledge - it begins with it. The different uses of data often determine what information is fed into the policy process. Building on a theme developed by Jerry Moller in the SWRC he discussed the uses of data in decorating decisions rather than making decisions. He pointed out how data collection is not research. Policy research deals with values and seeks to clarify goals and the relationships among them. It operates with a system perspective, is focused on action, strives to be comprehensive, and is multidisciplinary and goal oriented.

CO-OPERATION WITH OTHER RESEARCH BODIES

Ageing and the Family Project

The SWRC is pleased to be able to work co-operatively with other research bodies. In November 1980 the SWRC held a joint seminar with the staff of the Ageing and the Family Project, located in the Australian National University. The seminar, which was the culmination of several months of discussion about sociological and policy research approaches, outlined means of developing a joint study of non-institutionalized aged persons.

The Ageing and the Family project, which was launched early in 1980, will be investigating the social consequences of ageing in Australia by focusing on two concurrent and interrelated themes. The first, which adopts a role theory perspective, concentrates on the concept of integration and its influence on quality of life. The second theme, dependency (and the related concepts of independence and inter-dependency), provides a more direct link to social problems and policy issues. In this part of the research, the needs and resources of individuals will be related to the supports and constraints provided by individuals and agencies. The project has a part-time co-ordinator, Dr. H.C. Kendig plus three full time and occasional visiting staff.

Institute of Family Studies

The Institute of Family Studies, located at 766 Elizabeth Street, Melbourne, was established in February 1980. Its functions are defined by the Family Law Act 1975 and include "to promote, by the encouragement and co-ordination of research and other appropriate means, the identification of and development of understanding of, the factors affecting marital and family stability in Australia ... and to advise and assist the Attorney-General in relation to the making of grants for purposes related to the functions of the Institute."

Current projects in the Institute of Family Studies include a Longitudinal Family Policy Impact project; a Family Formation project; and a Family Reformation project. The Director of the Institute is Dr. Don Edgar. (Dr. Edgar will be giving a seminar in the SWRC Seminar Series on 19th May 1981 on the topic "Family Formation in Australia").

During 1980 the SWRC and the Institute of Family Studies jointly sponsored a research colloquium on the welfare implications of family and demographic

change (discussion notes from this colloquium are available from the SWRC), and with other bodies, both Centres form the user committee for the Australian Bureau of Statistics' proposed family survey (see report below).

Another combined project involving both the SWRC and the Institute of Family Studies is the production of a regular Diary of Legislative and Administrative Events in Social Policy. The Institute of Applied Economic and Social Research, University of Melbourne, is the third institute in this joint effort. It is hoped to publish a Diary for 1980 in the early part of this year.

Australian Bureau of Statistics "User-Group" for Family Survey

Australian Bureau of Statistics officers organising a major sample survey of family and household groups scheduled for the first half of 1982 have established a "user-group" to involve representatives from various research organisations, Commonwealth and State government departments, and non-government groups in the planning of the project. SWRC representatives Jerry Moller and Bettina Cass, with members of the Institute of Family Studies and with Ray King and Brian English (who were involved in the 1975 Family Survey), have attempted to focus discussion on extending definitions of family and household to encompass the existing variety of domestic groupings, and to take account of kin relationships which extend beyond the household.

The SWRC's major interest in the Survey lies in the opportunity to help clarify some of the issues which are important for assessing the range of social and economic resources available to Australian households : labour-force situation, housing situation, level and source of income, household composition, expenditure on some major items, access to and usage of various formal and informal services.

There are real gaps in the Australian data available for research workers attempting to assess the welfare of families and household groups, which makes a national survey of this nature very welcome and very important, particularly since the data will allow for comparison with the findings of the 1975 survey.

The Australian Bureau of Statistics officers are to be commended for their initiative and efforts in including the research organisations and other potential "users" of their survey in the planning of the project. Further information on the proposed survey may be obtained from the A.B.S., phone A. Wood (062) 52 6316.

Centre for Multicultural Studies

Eucumenical Migration Centre

Both the Centre for Multicultural Studies, University of Wollongong and the Eucumenical Migration Centre, Melbourne have produced studies for the SWRC. The Centre for Multicultural Studies produced Migrants and Occupational Health (SWRC Reports & Proceedings, No. 3) and Michael Liffman of the E.M.C. has just completed a study of ethnicity as a factor in special welfare research and service delivery. This will be published in the Reports & Proceedings series in the near future.

Australian Council of Social Service

The SWRC is represented on two ACOSS committees related to the Centre's interest in research on the non-government welfare sector. Two staff members have attended and contributed to the Classification of Non-Government Welfare Organisations Project Steering Committee. This Committee has oversight of a project being undertaken by ACOSS under contract to the SWRC (see p. 32).

The second committee is the ANGST (Australian Non-Government Sector Tomorrow) National Steering Committee. The SWRC is represented on the Theory Group of the ANGST programme : the Theory Group prepares and commissions papers on various issues related to the role of non-government welfare for discussion by working parties involved in the programme. Further information on ANGST may be obtained from Michael Clohesy at ACOSS, 'phone (02) 264 8188.

RESEARCH PROJECTS

Introduction

Guideline proposals indicating the research intentions and priorities of the SWRC were outlined in our first Newsletter. In this Newsletter we provide a summary of the projects currently under way. These are in various stages of development but provide an indication of the present and future directions of research being undertaken at the Centre. We propose to feature one area of research in each Newsletter, to give a fuller exposition over time of the development of the projects and of their preliminary findings. The Unemployment and the Family project is featured in this Newsletter, beginning on page 33.

ANALYSIS OF FAMILY POLICIES

The aims of this project are to examine -

- (1) Changes in welfare, taxation and wage fixation policies which are directed towards the maintenance of women and children, in the period 1942-1980.
- (2) To assess the impact of these policies on the financial situation of women and children.
- (3) To ascertain the conditions under which specifically articulated "Family Policies" become the focus of political debate.

The following two projects will contribute to the work in this area.

1. Family Allowances : An Evaluation

Bettina Cass

Carol Keens

Jerry Moller

The objective of this project is to analyse the changing levels of Commonwealth government cash assistance to families with dependent children, and to place this within the overall context of the government's family policy. Analysis of the period 1975-76 to 1979-80 has been completed. Particular emphasis was placed on an examination of the costs and benefits (to both families and government) associated with the introduction of Family Allowances in June 1976.

Data obtained from the Annual Report of the Department of Social Security and the Report of the Commissioner of Taxation were used to look at :

- (1) the changes that have occurred in real per child expenditure over the period under consideration,
- (2) the costs to the government of restoring real per child expenditure to previous peak levels,
- (3) the cost of the family allowance scheme compared with the estimated cost of having retained a scheme of indexed child rebates plus child endowment.

The major findings of this research have been that:

- (a) In 1979/80, in real terms, the government was spending \$59 less per child than in 1975/76 and \$77 less per child than in 1976/77.
- (b) If in 1979/80 the government had wished to increase per child expenditure to its 1975/76 level it would have cost it \$250 million. To increase per child expenditure to its peak level of \$317 (1979 dollars) it would have cost \$325 million.
- (c) Since 1978 the operation of the Family Allowance Scheme has cost the government less than if it had retained the dual system of child endowment and tax concessions (concessions being indexed either in line with the consumer price index or in a similar fashion to other rebates in the tax system, e.g. dependent spouse rebate).

A paper entitled "Family Allowances - Trick or Treat?" will be published shortly.

2. The Costs of a Child

Dinana Wyndham

Bettina Cass

Carol Keens

Tania Sweeney

In an attempt to estimate the amount of money a family spends on raising children this study will examine the relationship between the actual costs of child-raising (both direct and indirect) and the provisions made by the government in supporting families caring for dependent children (both in the form of cash transfers and services). It can be hypothesized that unless government assistance takes account of rises in real costs, child poverty will increase in pensioner and beneficiary families and in the families of the 'working poor'.

While psychologists focus on identification of perceived satisfaction and dissatisfaction associated with having children, economists have largely concentrated on the direct cost of feeding, housing, transporting and educating children. The non financial or opportunity costs of time spent and work foregone (primarily by women) in raising children must also be considered in the calculations. The literature has largely viewed the costs of children in terms of being either a private consumption or a social investment. The "private consumption" approach describes children as "consumer durables" which parents freely choose to have because of the perceived benefits which they will derive from their children. Few people having this approach believe that governments should give assistance to families with children as the benefits are believed to flow primarily to each individual family. In contrast, a more recent approach is to see children as a form of social investment and identify them as a national resource, providing justification for devoting public money to their development, care and maintenance, both to reduce poverty and to make some compensation to parents for the contributions they make in time and money in raising children.

Given the debate over various forms of cash transfer or tax treatment in respect of dependent children which has continued since 1975, this research will illustrate the economic, political and social issues involved in the estimation of the costs of children both to parents and in government expenditure.

The first stage of the research is to review the literature, taking into the analysis factors such as basic assumptions, methodology, rationale - what is constituted as a problem, and why; the account taken of family lifecycles, class differences, and the role of women; and the policy implications of the arguments and conclusions. Literature sources will include that of psychologists, population analysts, economists and social policy analysts, as well as government documents and comparative analyses of overseas policies and services. The research will also involve a compilation of Australian provisions such as cash transfers, tax treatment and other subsidies and services provided to assist families with dependent children. The project will continue throughout 1981.

WELFARE OF YOUNG CHILDREN

Two major projects are under way in this area. The overall framework of the projects is the relationship between the demographic and situational/environmental characteristics of children and other factors which affect their access to various kinds of resources which have a bearing on the quality of children's lives.

1. Policies and Programs for Australia's Children - Implicit and Explicit Policies - an analysis of policy formulation and implementation

Tania Sweeney

Jon Marshall

The aim of this project is to analyse implicit and explicit policies in the areas of health, education and welfare as they affect young children and to determine their implication for present day and future policy formulation and implementation.

Specifically, the aims are:

- (1) to trace the development of health, education and welfare policies as they relate to young children (0-12, particularly 0-5) for each of the Australian states and the Commonwealth;
- (2) to determine the 'milestones' of this development and assess the significance of state differences and their implications for the Commonwealth;
- (3) to assess the implications of this historical development for present day policies in children's services;
- (4) to analyse for each state, Commonwealth and in total, the critical elements/issues in the formulation and implementation of past and current policies relating to children, and to make some assessment of the model and its usefulness for analysing children's policies;
- (5) to determine what changes are needed in policies for children.

To date, we have seen no comprehensive analysis of policies relating to children. Either the work has been historical or an analysis of a particular form of service or benefit. There is a need to draw material together to look at policies (implicit and explicit) for children to trace their development in Australia and to assess the critical issues which have arisen out of such development.

The project will discuss issues such as the significance of children and childhood per se and in relation to society's needs, responsibility for care,

the role of 'the family, 'the community' and government, how groups perceive the needs and rights of children vis-a-vis the needs and rights of parents and society.

Some questions of importance include:

- (1)(a) what are the perceptions of children and childhood implicit and explicit in health, education and welfare policies of the government and non-government sectors?
- (b) what is the significance of the children's rights movement in the light of this?
- (2) what are the range of other values present?
- (3) what have been the changes over time?
- (4) what contextual circumstances, for example the state of the economy, have led to this policy formulation and the changes noted?
- (5) on behalf of whom have there been government and non-government sector intervention?
- (6) which children have not received attention in terms of policy formulation and why?
- (7) what have been the constraints on policy formulation and particularly implementation?
- (8) what should policies for children encompass - can they ever hope to be 'comprehensive'?

The methodology being used in this project is a literature and document search and analysis, using policy formulation and implementation models as developed in the public policy literature. Sources of data will include publications and Annual Reports of state and Commonwealth departments, Reports of major Royal Commissions and other inquiries, Parliamentary debates and papers, Reports of voluntary organisations, advisory councils, and other archival material. as well as journals, conference papers, and other secondary materials. The expected completion date for the project is December 1981.

2. Longitudinal Study of Early Childhood

Tania Sweeney

Tony Messina

There has been comparatively little qualitative work done in Australia to examine the significance of changes in the nature and structure of the family and their implications for the form and level of resource allocation needed for young children. While health, welfare, and education services

are in various ways acknowledging the need for some provisions for pre-schoolers, the "needs" are not very clearly defined and programmes tend to be based on stereotypic views about family life.

This project aims to explore the experience of the pre-school years for parents and first-born children from different socio-economic groups. The research is based on the premise that the nature and level of access to a variety of resources needed, used, and valued for child-rearing over the infancy and early childhood period relates to socio-economic position rather than the inherent need of a particular child.

Specific questions to be examined are:

- (1) what are parent(s) perceptions of their skills, values, attitudes, and knowledge in relation to child-rearing tasks (care, socialisation, development)?
- (2) how do these perceptions vary over time, by socio-economic status, by family type, by ethnicity?
- (3) what resources do different groups of parents need, value, and use in carrying out their child-rearing roles?
- (4) what differences are apparent in the life style and "quality of life" of parents and children given access to various kinds of resources?

The data gathered will provide a basis on which to draw conclusions about the kind of resources needed for young children and those responsible for child-rearing.

The methodology of the project will involve a longitudinal study of 120 children and their parent(s), using semi-structured interviews conducted at 5 months and 5 weeks before the birth of the first child and then at 7 weeks, 6, 12 and 18 months, and 2, 3, and 4 years after the birth. The sample will be drawn from parent(s) of children born within a particular month at selected hospitals.

As the first stage of the project a review of the literature is proceeding, with the aim of identifying issues and questions critical to the periods of new parenthood, infancy, and early childhood. It is anticipated that a pilot study will be conducted in the near future and that the major interviews will begin in mid-1981.

WELFARE OF THE WORKFORCE

Following the preliminary work done in this area in 1980, the study of some of the current literature on the subject, and the exchange of information with a number of people and institutions interested in the welfare of the workforce, work on four projects is currently in progress.

1. Social Welfare Issues arising out of the Changes in the Structure of the Workforce in the 1970's.

Adam Jamrozik

Marilyn Hoey

The aim of this project is to develop a theoretical framework which would allow a more thorough and systematic examination of the implications for social policy and social welfare provisions arising out of the changes in the labour market. It will be a "discussion paper" attempting to draw out social significance of the issues examined, so far, mainly by economists.

Six areas have been identified for examination:

- (i) unemployment of youth;
- (ii) shift from full-time to part-time employment;
- (iii) women in the workforce;
- (iv) early withdrawal from the workforce;
- (v) the low-income earner and the Consumer Price Index;
- (vi) position of labour in capital-intensive economy.

Estimated time for completion is April 1981.

2. The Implications of Welfare Provisions in the Workforce for Public Social Welfare

Adam Jamrozik

Marilyn Hoey

The project aims to examine the kind, extent and distribution of welfare provisions in the workforce (usually referred to as fringe benefits).

Focus of study is on the following issues: who benefits and who does not; access to benefits in relation to occupation, sex, age, full-time and part-time employment; private and public cost of benefits, e.g. taxation concessions, "hidden" labour cost; fringe benefits in career and non-career occupations.

The first report on this project is due by July 1981.

3. Low-Wage Earners

Adam Jamrozik

Marilyn Hoey

A considerable amount of work has already been done on this topic and much information has been collected. The project aims to examine low-wage earnings in relation to wage and salary structure, wage determination mechanisms, movements in the Consumer Price Index, and individual and household expenditure which is necessary for adequate social functioning.

From the initial observations, indications are that with the rise in the cost and range of goods and services which are essential for adequate social functioning a question arises whether it is possible for low-income earners to obtain an adequate social wage.

Estimated time for completion is August-September 1981.

4. Evaluation of Work Co-operatives

Adam Jamrozik

Robin Beck

In Australia as well as overseas, work co-operatives have been established as a means for people who might otherwise be unemployed to help one another find and organize their own employment. The objective of work co-operatives is to create permanent jobs for members through the establishment of new markets for goods and services.

This project will aim to evaluate the following areas:

- (1) viability of work co-operatives as economic units;
- (2) viability of individual ventures as work co-operatives;
- (3) comparative usefulness of work co-operatives as a job-creation measure;
- (4) work values, work attitudes, and career planning within work co-operatives.

It is expected to complete the project in July 1981.

Future Research Projects

As social welfare issues do not arise in discrete categories, welfare of the workforce cannot be considered in isolation from the other areas of social welfare; e.g. pensions and benefits, household expenditure, taxation, etc. Future research projects in this area are therefore likely to be carried out together with other research projects of the Centre.

At present, information is being collected on two areas for future consideration:

(1) Life-Cycle Earnings and Life-Cycle Expectations

Technological innovation in business and industry raises important issues for the workforce. As some occupations disappear and others emerge, the established patterns of occupational career structures become severely disrupted. These disruptions pose questions about the kind of expectations the society holds of individuals and families regarding their social role; e.g. acquiring a house, raising the future generation, preparing for retirement. These issues will be the subject of this research project.

(2) Ethnic Minorities in the Workforce

As ethnic groups constitute a significant proportion of the workforce, their presence brings questions not only concerning the utilization of the knowledge, skills and talents of ethnic groups but also their well being in the organization of business and industry. Problems may arise from language difficulties but also from different attitudes and perceptions of work, authority structure in the workplace, and other cultural differences. Undoubtedly, some of these issues are studied in other places, and at this stage the Centre seeks to establish contacts with people working in this area. At the same time, some work has already been done in this field: Migrants and Occupational Health : A Report, by Michael Morrissey and Andrew Jakubowicz (SWRC Reports and Proceedings, No.3, November 1980) has been published, and another paper is currently in preparation.

WELFARE OF THE AGED

Although research in this area is still in the early stages of development, work on three projects is currently in progress. A study of policies for the elderly confused has been completed under contract to the Centre and is published as SWRC Reports and Proceedings No.4.

1. Ageing and the Social Services

Adam Graycar

David Kinnear

This study will focus on the issues involved in planning social services for an ageing population. Initially it will examine policy aspects of the social

service structure. The context in which the project will be conducted includes the issue of reaction to welfare expenditure, questions of overload, the claims which groups make upon the system, the legitimacy of these claims, forms of allocation to meet these claims and the efficiency of such allocations.

Specifically the study will investigate:

- (1) the appropriateness of both institutional and community care;
- (2) the role of family in providing care for older persons;
- (3) the appropriate levels for the provision of public support services;
- (4) whether services should be public or private or a mix of the two.

The study will seek to answer these questions through the avenue of small research projects that will examine the characteristics of the population, characteristics of the institutions with which that population interacts and which service that population, and the overall policies which affect that population.

The current status of the project is that a major overview paper is being written describing the framework in which the various projects are to be fitted. The paper will be presented at the 1981 ANZAAS Conference in Brisbane.

2. Ageing and Social Processes

Adam Graycar

David Kinnear

The Centre is commencing a longitudinal study of a small group of recent retirees. It is intended to trace the changes over time in income, access to housing, transportation and the use of social services. The study will also include small cross-sectional studies of this sample (plus additional participants) to determine the impact of particular changes in social policy on the older population.

A sample has not yet been selected. Currently an extensive exploration of methods in longitudinal analysis is being undertaken in order to understand the methodological implications of this form of research.

3. Home Help as a Service Strategy

Adam Graycar

Carol Keens

The project will study selected home help service organisations within New South Wales, and will focus on the following issues:

- (1) the pricing of social services;
- (2) the criteria for inclusion and exclusion established by the various service organisations;
- (3) the efficiency effectiveness of the service in maintaining users in the community;
- (4) the coordination which exists between public/private and voluntary service institutions.

INCOME TAX AND SOCIAL POLICY IN AUSTRALIA

Robert Horn

Carol Keens

The Australian income tax system, like that of other countries, has developed in response to political, financial, and social pressures rather than according to any coherent plan. The objective of this project is to try and summarise the complex and sometimes contradictory effect of changes to the personal income tax system that have occurred over the period 1973-74 to the present, emphasising the importance of these changes in terms of their social policy implications.

Some of the changes examined include:

- (1) the raising of the tax exemption limit;
- (2) the switch from a system of tax deductions to a rebate system;
- (3) the reduction in the number of income bands within the tax scale;
- (4) the introduction (and abolition) of tax indexation.

In the analysis particular emphasis will be placed on the impact of these changes on specific groups such as low income earners and families with dependent children.

The project, now nearing completion, analyses income tax statistics over the period under review and will summarise the analysis in a series of graphs depicting the impact of the various changes to the system.

QUANTITATIVE SERVICING AND EVALUATION

This area includes quantitative analysis and assistance for other projects as well as work on specific empirical and theoretical projects related to data and its uses. The following projects summarize some of the work done in this area.

1. Household Expenditure Survey

Jerry Moller

Carol Keens

Initial work has commenced on analysis of data from the 1975-76 Household Expenditure Survey and information on income and expenditure patterns of groups under study has been made available from this source to the Centre's other project areas. More specific studies are being considered in the following areas:

An examination of expenditure trade offs which are made by households of various compositions at various life-cycle stages across the income range. This is a study of who wins and who loses within the family as household incomes approach poverty levels. Further data is being sought to enable a detailed study not possible with the data in its present form;

A study of the impact of inflation on various groups through a comparative examination of purchasing patterns and the development of a series of group-specific consumer price indices. Aspects of this project are comparable to research done in Britain and reported in Why the Poor Pay More, edited by Frances Williams (Macmillan, 1977).

2. Data Issues

Jerry Moller

Issues raised in seminars on Data for Welfare Decisionmaking and Data for Decision or Decoration have been drawn together in a paper "Welfare Data: the whole truth, anything but the whole truth : some choices". The paper deals with recent moves to improve welfare data and some of the difficulties encountered in deciding what data is more important amid pressure from a variety of political interests and the perspectives of a wide range of disciplines. It will be available later in the year in the SWRC Reprint series.

Other areas covered include:

- (1) consideration of the adequacy of existing data collection and the terms and definitions used;
- (2) facilitating meaningful presentation of numerical data through a micro computer graphics package developed in the Centre;
- (3) developing a theoretical perspective on the links between fact and value and the role which each of these play in policy evaluation;
- (4) methodological problems of dealing with aggregated data and those caused by the inadequacy of national sample survey data to provide accurate information on small groups. (Lifting of restrictions on the release of de-identified unit record data is under consideration by the government in response to a combined approach from the SWRC, the Institute of Family Studies and ACOSS).

Assistance has also been given to several organisations to help them develop data collection systems for the monitoring and evaluation of particular services. The overall aim of the work in this area is the improvement of data collection procedures by service deliverers to assist with the documentation of the welfare status of minority groups and to enable assessment of the impact of policy changes on these various groups.

PUBLIC POLICY ANALYSIS

Projects in this area will deal with the broader theoretical issues in the current debate on the present and future structure and functioning of the welfare state. These issues include:

- value questions relating to equity, equality and efficiency; inclusion and exclusion processes; distribution and redistribution;
- the competing claims of different population groups and the conditions and situations which structure these claims;
- the nature of lobbying and evolving coalitions;
- options for change and the extent to which they are realistically attainable.

These topics are more generally concerned with the nature of welfare politics - what the welfare state is doing, and what it ought to be doing. Two current projects in this area aim to bring the non-government welfare sector into this analysis.

1. Federalism by Contract

Adam Graycar

Pauline Garde

This project will examine the dynamics of welfare decision-making with regard to the definition of needs and the mechanisms of service provision. Decision-making at both government and agency level will be considered.

Questions to be addressed include:

- who defines the problem or the need to be met?
- who decides the appropriate delivery mechanisms?
- what accountability provisions are there, both to funding source and to the target group?
- how are tasks to be performed by non-government agencies determined, and what role does government play in encouraging certain tasks to be performed by agencies rather than by government?
- how do principles such as equity, equality and efficiency fare in a system where different levels and sectors are responsible for different aspects of welfare provisions.

2. Study of the Politics and Economics of the Non-Government Welfare Sector

Adam Graycar

Margaret McAllister

The first stage of this project is a survey of the sector being carried out under contract to the SWRC by the Australian Council of Social Services. The project officer, Joan Levett, is undertaking a questionnaire survey of a sample of non-government organisations, the sample being drawn from lists of organisations in a number of Local Government Areas across Australia. The aim of the project is to provide an estimate of the number and type of non-government organisations in Australia, to develop a method of classifying organisations, and to provide case studies of a small number of organisations. The questionnaire will collect data on the structure, functions, finances, staffing and development of the various types of organisations.

This project will be part of a continuing examination and analysis of data regarding the roles and functions of the non-government welfare sector, its relationship to government, the issues of accountability and autonomy, contracting and targeting, and the effect of public policies on non-government organisations.

UNEMPLOYMENT AND THE FAMILY :

THE SOCIAL IMPACT OF THE RESTRUCTURING OF THE AUSTRALIAN LABOUR MARKET

Bettina Cass

Kris Pedler

This project is essentially an examination of the relationship between the labour market, the structure of the family, and the social welfare system. The aims are, firstly, to examine the changes in these areas since 1945 which have established the conditions in which the current economic downturn, high levels of unemployment and government responses must be understood. The second aim is to explore and explain the unequal distribution of unemployment amongst certain population groups, the social and financial effects of unemployment on household members, and the social policy responses which are predicated on certain assumptions about dependency in family relationships. The third aim is to discuss the social policy implications of these issues.

Stage 1 of the Research

Evaluation of Australian and overseas literature on employment and unemployment in advanced capitalist countries, an examination of social surveys of unemployment in Australia, and our own tabulations of official statistics collected by the Commonwealth Employment Service and the Australian Bureau of Statistics have been completed.

We are now in a position to summarise the major findings of this literature and of these official statistics. (Fuller expositions of these issues are given in the publications cited below).

1. The Australian labour market : 1945-1974

(i) The Consolidation of the Dual Labour Market

Major changes in patterns of paid work in the post war years in Australia until the early 1970's resulted from several interconnected processes : domestic and foreign tariff-protected capital investment in manufacturing, resulting in the restructuring of the economy around manufacturing, particularly heavy industry; private and public capital investment in large-scale construction; the expansion of the service industries, clerical work, the wholesale and retail trades, and particularly of the community "services"; the growing importance of state intervention in the labour market and the economy, particularly in the importation of migrant labour, and the provision of infrastructure for private development; rising proportions of home ownership; married women's increasing labour force participation and

men's decreasing labour force participation; increasing school retention rates for young people; and a general spirit of buoyancy based on high levels of capital accumulation, low levels of recorded unemployment, low levels of inflation - all of which acquired for the period the title of "the long boom".

But in this period a three-fold segmentation of the labour force was consolidated with divisions based on race, birth-place and sex. Large scale immigration was the means for ensuring a population and a workforce of the quantity and composition essential for post-war capital accumulation. Working class migrant men and women, particularly non-English speaking migrants, constituted a major proportion of the manufacturing labour force and their men constituted the bulk of the labour on construction sites. While non-English speaking migrant women were employed predominantly in labour intensive manufacturing industries, Australian-born and English speaking women were drawn into clerical and secretarial work, into the wholesale and retail trades, and into the community services. While men's participation rates decreased (because of longer periods of schooling and earlier retirement) and women's participation rates increased, particularly in the age-group 30-55 after early child-rearing commitments were completed, men and women continued to be employed in sex-demarcated industries and in sex-demarcated occupations within industries. Analysis of the sex composition of the Australian labour force since 1966 shows an intensification of the sex-segmented labour market.

(ii) The restructuring of the labour market towards part-time work:

In Australia, as in other similar O.E.C.D. countries, the major increase in women's employment has been in part-time jobs. In those industries showing an increase in women's participation (wholesale and retail trades; finance, insurance, real estate and business services; and the community services) the proportion of women working part-time has increased significantly, particularly in the 1970's. In the age-range 25 years and over, 42% of women were in part-time jobs in August 1980, compared with 4% of men. A major restructuring of the labour market has been taking place, resulting not only in the paid labour force activity of women, but also in the restructuring of employment towards part-time work predominantly for women. This has resulted in the utilisation of what the O.E.C.D. Observer (May 1980) calls a "relatively inexpensive workforce", and what a Bureau of Industry Economics Report (1979) and a Treasury Economic Paper (1979) describe as an employer policy for reducing the costs of labour. It might be argued that as unions have widened the wage and non-wage entitlements to labour, and as concerted

advocacy on the part of women's groups, the A.C.T.U. and the then Federal Labor Government advocate established the Equal Pay principle, the countervailing employer response has been to extend and increase the employment of part-time labour. That it is women, rather than men whose labour costs are thus cheapened, and that women are ten times more likely than men to work part-time is explained and legitimated by their continuing domestic and child-care obligations. The assumptions of women's dependency as child-rearer and men's financial responsibility for wife and children have been little challenged by women's increasing labour force participation, because it continues to be held that women are secondary income earners only, primarily reliant on their husband's income, despite the increasing proportions of women who are household heads and sole income earners. Such assumptions also neglect the increasing necessity for two adult incomes in a consumption-oriented economy characterised by high levels of private home-ownership, increasing length of children's economic dependency and high levels of indebtedness.

(iii) To conclude:

The conditions of the long boom produced low levels of inflation, low levels of recorded unemployment and slowly increasing levels of real income, but changes in the economy and the labour process also resulted in the consolidation of a segmented labour market divided into "primary" and "secondary" sectors and certain categories of labour came to be seen as the usual and legitimate occupants of jobs in each sector. Jobs in the primary labour market are characterised by security and stability, higher wages in an incremental salary scale, the provision of non-wage fringe benefits, the opportunity to use training and skills and to upgrade qualifications, and some level of control over the labour process. Jobs in the secondary labour market are characterised by insecurity, high turnover, a high incidence of part-time and casual employment, are relatively poorly paid, offer few fringe benefits, provide little chance to upgrade skills, and offer little or no control over the work process. As a result of these divisions, convergence of interests between workers in the different sectors is undermined.

Jobs in the secondary labour market have been filled by migrant men and women, aborigines, and among native-born white Australians, by women with family responsibilities, by young people and by older workers. One major reason is given to legitimate their unequal job opportunities: the lack of recognised and certified job qualifications. Job experience, even long-term job experience is not considered sufficient. In addition, migrant workers lack

proficiency in the language of the market place; aboriginal workers are considered unreliable; married women are seen as secondary income earners whose family responsibilities limit their job stability; older people are considered expendable, less productive, less amenable to retraining and more liable to illness; young people lack "experience" and in periods when the labour market was buoyant had a relatively high job turnover while they found a job to suit them for their adult life, thus earning the reputation of unreliability.

In the first place it must be noted that the lack of certified job qualifications is usually the outcome of social class disadvantage, compounded by the inequalities associated with sex and race, and does not result from individual "failure" to acquire training and skill in an open and equally accessible education system. Secondly, what appears to be a high level of voluntary job mobility on the part of secondary workers may actually be the result not of their own personal characteristics, but of the nature of the jobs to which they have access - offering little incentive for job stability, except in times of high unemployment when the experience or threat of joblessness exercises a "disciplinary" effect. Thirdly, most secondary workers have been the least well organised workers, and the least protected by the entitlements and safeguards won by the union movement. This division of the labour market, consolidated in the post-war period, extended and institutionalised income inequalities and the unequal right to job security and established the conditions for the particular distribution of unemployment which has prevailed since 1974.

2. The collapse of the long boom - the creation of unemployment

Since 1974, there has been a marked and deteriorating downturn in activity and employment in the private sector, particularly in manufacturing and construction. From June 1966 to June 1974, civilian employment in the non-farm sector grew by 3.1% per year but fell in the next five years by 1.0% per year. The bulk of the deterioration and loss of jobs was in manufacturing and in construction.

The causes of this economic downturn are the subject of heated debate, in which the prime explanatory contenders are:

- (1) The particular conditions of world-wide recession and reduced aggregate demand and rising inflation prevailing in 1974, exacerbated by
- (2) a particular domestic situation of an uncharacteristically rapid rise in real wages leading to employer strategies to reduce labour costs by the introduction of labour-displacing, highly advanced technology. In

manufacturing, telecommunications, in sales, and clerical work in the finance and business services, the major impact of new technology must be seen in relation to the pre-existing dual labour market. It is less skilled labour which is more likely to be displaced, while more highly skilled labour may have the opportunity to acquire new skills. The major process is that of "natural wastage" (whereby workers who leave are not replaced) markedly reducing the job opportunities for young people who might in the "normal" course of events have expected to enter these occupations and industries.

(3) The continuation of high levels of unemployment since 1976 are seen to result from governmental/administrative policies which have facilitated the substitution of capital for labour with explicit incentives and allowances to the extractive industries to speed on a "resources boom" and an investment-led recovery, and to facilitate the advanced mechanisation of certain manufacturing industries. In addition, the government's policy of "fighting inflation first" by wage restraint, restriction on the budget deficit, and by tight control of the money supply are seen by certain commentators (e.g. Sheehan) as worsening the unemployment situation.

(4) Other accounts locate these domestic economic and political processes in an international context, emphasising the constraints placed on domestic governments and competitive domestic capital by the increasing dominance of international corporate capital in the structuring of financial and production policies which reach beyond national boundaries. In this explanation, it is contended that a major restructuring of the Australian economy is taking place, with massive private investment (with governmental backing) in minerals and fuel extraction, primarily for export. In conjunction with the rapid industrialisation of the Pacific-rim countries, these developments are seen to pose a serious threat to the competitiveness of Australian-based manufacturing.

The unequal impact of unemployment

From 1970 to 1975, recorded unemployment rates increased from 1.4% to 4.5% and then rose to 6.2% in 1978 and stood at 5.9% in August 1980. The aggregate recorded levels of unemployment hide unrecorded unemployment which became particularly important after 1976 when certain categories of labour gave up the struggle to find jobs and withdrew from the labour force entirely: young people who returned to school; people over the age of 45 who were forced into "early retirement"; and married women who did not attempt to enter the labour market as they might have done under more buoyant and

favourable conditions. In each category, migrants constitute an over-representative proportion of the unrecorded employment.

The aggregate recorded levels of unemployment also hide the unequal impact of unemployment, which falls most heavily on those people who once filled the ranks of the "secondary" labour market or who might have entered it: young people aged 15-19; men and women over the age of 45; women employed as process workers in manufacturing and in service, sport and recreation jobs; men employed in manufacturing, construction, and in service, sport and recreation; people, especially women, born outside Australia; and more recently arrived migrants. People in all age groups without post-school qualifications are more disadvantaged in their access to jobs than those with qualifications, while women's unemployment rates are higher than men's at each educational level. The unequal social impact of the deterioration in the number of jobs available in the labour market is shown in the unemployment rates for August 1980. In drawing up a scale of decreasing labour market disadvantage where the most disadvantaged head the list, we begin with young people aged 15 to 19 born outside Australia, whose unemployment rate is 23% for men and 22% for women; then Australian born 15-19 year old men and women with unemployment rates of 13% and 18% respectively; people aged 20-24 born outside Australia whose unemployment rate is 11%, and Australian born young adults for whom the unemployment rate is approximately 8%; women over the age of 25 not born in Australia with an unemployment rate of 6% and men not born in Australia with an unemployment rate of 4%; and finally, Australian born men (3%) and women (4%) over the age of 25. We must also remember particularly high levels of recorded and unrecorded unemployment for aboriginal people, which the Department of Aboriginal Affairs estimated at 35% in 1979. Clearly, such evidence of increased labour market disadvantages is an exact reproduction of the inequalities embedded in the dual labour market. The impact of the deterioration in the labour market and the loss of jobs in particular industries and occupations since 1974 has fallen most heavily on the categories of labour already employed in or seeking entry to that sector of the labour force attracting least privilege and accumulated reward.

Duration of unemployment

While the proportion of the labour force experiencing unemployment at any time during the year has increased only slowly since 1972, the increase in the rate of unemployment has taken the form of a much more severe and prolonged unemployment experience for a fairly steady proportion of the labour force. The duration of unemployment has increased markedly since 1974. In 1980, the average duration of recorded unemployment was 35 weeks for people

25 years and over (an increase of 30 weeks since 1974); for people aged between 20 and 24 the average duration was 28 weeks (an increase of 23 weeks) and for those aged 15 to 19 the average duration was 27 weeks (an increase of 19 weeks). Department of Social Security figures on the characteristics of unemployment beneficiaries show that since 1970 the proportion of beneficiaries who have been receiving benefits for six months or longer has increased from 10% to approximately 45%, while from 1975 to 1979 by far the biggest increase in claims for unemployment benefit were made by people who had made a previous claim within the same year.

Concentration of unemployment in families

The available Australian data show a situation of the accumulation and concentration of labour market disadvantage in families. Figures for recorded unemployment in families in July 1979 show that the wives of unemployed men were more than four times as likely to be unemployed and less than half as likely to be employed as wives of employed men. Consideration of the high incidence of both youth and married female unemployment in similar areas in the Sydney metropolitan region (the Western and South-Western suburbs) and in the Gosford-Wyong, Newcastle and Wollongong districts suggests very strongly that parent/youth unemployment patterns are closely related as are husband/wife unemployment patterns. These data must lead to the conclusion that the intensification and prolongation of the experience of joblessness in Australian society since 1974 is a particularly intense example of the concentration and accumulation of disadvantage and inequality.

Stage 2 of the Research

Social survey of households containing at least one unemployed member

This survey is expected to commence in April 1981. We intend to conduct one or two in-depth interviews with each of 150 respondents, using a "snowball" sampling technique after identifying the "populations" of particular significance. The aim is not to collect "representative" data but to explore, in depth, the social experience and consequences of unemployment for particular population groups : young people, parents in the early years of family formation; people over the age of 45, and in each group, to interview both Australian-born and non-Australian born, non-English speaking migrants. We intend to conduct the survey initially in New South Wales, with the possibility of duplication in another State, in an inner-metropolitan and an outer-suburban area, and in a country town.

The main areas of investigation will be:

(1) The relationship between unemployment and previous employment history

For respondents, other household members and other close relatives outside the household.

Emphasis on education, job qualifications, occupation, industry. Nature of the work, hours worked and conditions, income, other entitlements, union membership opportunities for training, duration of unemployment, previous periods of unemployment, job aspirations.

(2) The financial impact of unemployment

Investigation of:

- current household income and assets
- depletion of savings
- debt accumulation
- housing situation
- patterns of expenditure

(3) The social and emotional impact on relationships inside and outside the household.

(4) The experience of job seeking :

- knowledge of, access to, and usage of formal and informal networks for finding jobs
- evaluation of the usefulness of formal services
- the experience of finding vacancies, making applications, attending interviews, job rejections and acceptances
- knowledge of and interest in training and retraining programs and entitlement to such programs
- interest in and attitude towards various employment innovations.

(5) Responses to unemployment :

- strategies for financial maintenance and social support
- registration as unemployed, reasons if not registered
- entitlement to government benefits
- access to and utilisation of assistance from relatives, friends and formal agencies
- evaluation of various forms of assistance and services
- membership of political and community organisations
- attitudes to causes of unemployment and the potential for change.

(6) Impact of social welfare and income maintenance policies :

- entitlements to benefit, adequacy of benefit
- impact of income-test and extra earnings regulations
- impact of work-test
- experience and evaluation of government sponsored training, retraining and subsidised employment schemes.

Stage 3 of the Research

Exploration and evaluation of the social policy implications in the areas of:

- (1) training and retraining programs
- (2) initiatives in job creation by direct government action, subsidies to the private sector, worker-based initiatives.
- (3) government and employer proposals for labour mobility to current areas of job activity.
- (4) income maintenance and social service provisions with particular emphasis on adequacy and equity, examining -
 - (i) the "work-test"
 - (ii) differential entitlements by age
 - (iii) income-aggregation requirement for spouses' entitlement to benefit
 - (iv) extra income regulations in assessing benefit
 - (v) the assumption that unemployment benefit is a short-term provision.

Project completion date

We expect to complete field work in October 1981 and to produce our Report of Stage 1 & 2 in mid-1982. Stage 3 will be completed at the end of 1982.

Publications prepared and forthcoming

Bettina Cass and Kris Pedler, "Where are they hiding the unemployed?"

Australian Social Welfare, Impact. Volume 10, Nos. 5 & 6, November 1980.

Bettina Cass, "Changing patterns of paid and unpaid work : the social impact".

Paper delivered at Australian Institute of Political Science Summer School, Canberra, 24th January 1981. To be published in J. Wilkes (ed) The Future of Work, George Allen and Unwin.

Bettina Cass, "The restructuring of the Australian labour market : the social impact". SWRC Reports and Proceedings, forthcoming March 1981.

Bettina Cass and Kris Pedler, "The concentration of unemployment : evidence of the accumulation of labour market disadvantage in families : an analysis of the existing literature and Australian official statistics". SWRC Reports and Proceedings, forthcoming April 1981.

STAFF

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Adam Jamrozik	Welfare of the Workforce	3556
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Robert Horn (P/T)	Income Tax and Social Policy	3552
Tania Sweeney	Welfare of Young Children	3554
<u>Research Officers</u>		
David Kinnear	Welfare of the Aged	3554
Margaret McAllister	Newsletter & Publications Editor Information Resources Non-Government Welfare	3529
Jerry Moller (until March)	Quantitative Servicing & Evaluation	3555
Diana Wyndham	Family Policies Women and the Welfare State	3555
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Pauline Garde	Public Policy Analysis Non-Government Welfare	3554
Marilyn Hoey (P/T)	Welfare of the Workforce	3552
Carol Keens	Economic issues & Family issues	3554
Jon Marshall (P/T)	Welfare of Young Children	3555
Tony Messina	Welfare of Young Children	3553
Kris Pedler	Unemployment and the Family Family Policies Women and the Welfare State	3553
Betsy Wearing (P/T)	Survey management for Unemployment and the Family project	3552

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Visiting Fellows 1981

Ian Yates	January, May, June	3553
(Secretary-General, ACOSS)		

Wyatt C. Jones	March-May	3553
(Professor of Social Welfare Research, Brandeis University, Mass. U.S.A.)		

Harry Specht	June-July	3553
(Dean, School of Social Welfare, University of California, Berkeley)		

*Add the prefix 662 for direct calls from outside the University.

Staff Changes

Jerry Moller will be leaving the Centre in March 1981 to return to the Department for Community Welfare in Adelaide. He had taken extended leave of absence to work as Research Officer in charge of all aspects of the quantitative and computer work of the Centre, as well as in evaluation and data needs assessment. He has provided a firm basis for continuing work in this area.

Jane Hyde, the editor of the first SWRC Newsletter and responsible for the early stages of establishing the information resources of the Centre, left her position as Research Officer - Information in September 1980 to work in the N.S.W. Ministry of Education.

Murray Geddes completed his contracted period of part-time employment at the Centre at the end of December, having worked on establishing the research agenda for the welfare of the workforce projects.

PUBLICATIONS

The publications of the Social Welfare Research Centre are issued under three series titles. These are :

SWRC Newsletter - published at approximately three monthly intervals to disseminate information about SWRC activities and research, and to present information and ideas on present, proposed or completed research by the SWRC and other research bodies. Readers are invited to contact the Editor with contributions and comments.

SWRC Reprints - consists of reprints of articles or papers published elsewhere by staff of the SWRC. The first two in the series will be available shortly.

No. 1 Adam Graycar, Experimentation and the Welfare State.

No. 2 Bettina Cass, Kris Pedler, Where are They Hiding the Unemployed?

SWRC Reports and Proceedings - titles in this series will present both work in progress and final reports on research undertaken at the Centre, reports of contracted research, and the proceedings and papers from some of the seminars and conferences held under the aegis of the Centre. Details of the four titles so far issued under this series are as follows :

No. 1 September 1980 : Data for Welfare Decision Making, Notes on a Workshop held 2-3 July 1980, edited by J. Moller.

As indicated, this is a Report on the proceedings of a workshop organised by Jerry Moller. It contains a summary of discussion, highlighting the main issues covered and including material circulated at the Workshop. The main issues include the impact of the current political system and the residual concept of welfare on the present collection of data; the need for data which will meet the various needs of policy makers, planners, and deliverers; and the need for data which is suitable for monitoring, evaluation, and research. Other issues covered include what are suitable forms and processes for data collection, privacy, secrecy, and resource constraints.

No. 2 October 1980 : The Poverty Line : Methodology and Measurement, Papers given at a seminar held on 12 June 1980, introduced by Peter Saunders.

This Report contains the papers given at a seminar organised by Peter Saunders, Lecturer in Economics at the University of Sydney, on behalf of the SWRC. The authors of the papers write from different disciplinary perspectives, so that the Report covers a wide range of issues and methods relating to the measuring of poverty in Australia. The papers are "Introduction : Poverty and the Poverty Line" by Peter Saunders, "The Poverty Line : Problems in Theory and Application" by Patricia Tulloch of the Department of Social Work and Administration at the University of Western Australia, "Issues in Measuring Poverty" by Nanak Kakwani of the School of Economics, University of N.S.W., and "Poverty Lines : The Social Welfare Policy Secretariat's Approach" by Jim Cox, of the SWPS, Canberra.

No. 3 November 1980 : Migrants and Occupational Health : A Report, by Michael Morrissey and Andrew Jakubowicz.

The authors of this Report are, respectively, Project Officer and Director of the Centre for Multicultural Studies at the University of Wollongong. The SWRC provided the financial support required for this research and also for the organization of a colloquium held in July 1980 in Wollongong. The Report contains a detailed and comprehensive review of the state of knowledge about migrant occupational health and safety in Australia, and is a valuable contribution to a field of knowledge hitherto confused and confusing. It provides a review of the existing literature, an annotated bibliography, and identifies some key areas for future research.

No. 4 January 1981 : States of Confusion : Australian Policies and the Elderly Confused, by Jan Carter.

As part of its research on the welfare of old people, the SWRC commissioned Jan Carter, while a Visiting Fellow in the Department of Social Work and Social Administration at the University of Western Australia, to undertake a review of federal and state government policies which relate to the care of those with brain failure. The Report identifies the resources which go into care of this population, elucidates why these resources exist, and uncovers some of the political and social policies which sustain these resources. The discussion covers a range of contemporary social policy questions : who ought to bear the responsibility - the family or the state? the public or private sectors? which level of government? Health or Welfare Departments? should services be specialised for that population or part of generalist, mixed care? The Report is an important contribution to the debate among

policy makers, administrators, and professionals. about services for the chronic dependent elderly.

Availability of Publications

Diminishing stocks of the SWRC Newsletter No. 1 and the four titles in the SWRC Reports and Proceedings series are available gratis from the Centre. Copies are also held in State, University, and Government Department libraries.

Requests for publications and for inclusion on the Newsletter mailing list should be made to the Information Officer by telephone, (02) 662 3529, or by mail addressed to :

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