

COMPETING VISIONS

**NATIONAL SOCIAL POLICY
CONFERENCE 4–6 JULY 2001**

University of New South Wales

*Program and
Abstracts*

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Welcome to the National Social Policy Conference 2001

Welcome to the 7th National Social Policy Conference sponsored by the Social Policy Research Centre at the University of New South Wales.

Over the years this biennial national conference has become a key event on the social policy calendar, providing a regular national forum for academia, government and non-governmental social policy agencies to meet and exchange research findings and ideas about the issues facing the nation, its policy makers and policy practitioners. Its interdisciplinary character and the broad range of topics discussed have encouraged informed, critical dialogue about the strengths, weaknesses and directions of social policy in Australia. We hope that this year's conference will continue the tradition.

This is the first conference held since the SPRC was restructured at the end of 2000, when its core funding from the Commonwealth Government ended and its original charter lapsed. The SPRC is now a University Centre with a more diverse funding base, but its aims still include fostering interdisciplinary debate on social policy. The decision to continue organising the National Social Policy Conference was a deliberate one aimed at achieving continuity and development in this debate outside the vicissitudes of organisational funding.

The change in our funding base has, however, meant that the conference has had to be run on a full cost recovery basis. This has, unfortunately, meant a steep increase in the price of registration. We will be monitoring attendance carefully to see whether this increase has had an impact on participation in the conference by any particular sector of our constituency.

The Keynote and Plenary Addresses take up the conference theme of *Competing Visions* in both theoretical and practical terms. Anne Yeatman considers how ideas of social citizenship that underlie contemporary welfare states can be reconciled with principles of freedom and individual self-determination. Don Weatherburn takes a new look at the old debate about the economic and social roots of crime. Our international guest speaker, David Ellwood, will discuss the vision that drove the recent US welfare reform program and the potential problems that lie ahead for it.

The conference program also includes six Forum sessions, which aim to generate lively debate among conference participants. The Forums each discuss an area of current policy controversy on which we encourage you to join in with comments and opinions from the floor. This year the Forum program begins with a debate with spokespeople from the three main political parties about policies to address the growing inequalities in Australian society. We are also particularly pleased this year to include a Forum on the important questions of autonomy and dependency in Indigenous communities, which will tie in with a strand of contributed papers on the same topic.

Contributed papers make up the main part of the conference and this year we had a particularly high response to our call for abstracts. As a result of views coming through strongly from the evaluation of the 1999 conference that there were too many streams and papers, we had decided this time to limit the numbers of sessions. This has meant that we have had to turn down an unusually large number of papers - many of which would undoubtedly be of high quality - and, inevitably, disappoint their authors. There are now 31 individual sessions, scheduled in six parallel streams. This year we have also introduced Poster sessions as one way of allowing for some extra contributions which could not be fitted into the main contributed paper streams.

One of the most important parts of any conference is the opportunity to meet colleagues and friends, old and new, informally. As usual we have made a special effort to make the social side of the conference - morning and afternoon teas, lunches, the Wednesday evening reception and the conference dinner - comfortable and congenial.

This year the practical business of laying on the conference has been ably undertaken by the Hotel Network, while staff of the SPRC have organised the intellectual content. All those involved deserve our thanks for the time, effort and good will they have put in to ensure that we can all get the best out of the next three days.

We hope that you will find the 2001 National Social Policy Conference stimulating and enjoyable.

PROFESSOR PETER SAUNDERS
Director

Conference Theme

The year when Australia is celebrating its centenary of federation is an appropriate time for public debate about what kind of a country has developed over those 100 years and where it is heading now. This debate extends into the social policy arena through current controversies surrounding issues such as welfare reform.

Underlying these controversies are competing visions of Australian identity and society. These competing visions are not just reflected in party political divisions - although 2001 is an election year and they will properly figure in electoral debate. Rather, they reflect a series of apparent fault lines in society, between the wealthy and those socially excluded, between cities and regions, between public and private in schooling and tertiary education, between victims of crime and disadvantaged perpetrators, between environmental protection and the demands of economic and population growth, between taxpayers and income support recipients, and between Indigenous and non-Indigenous communities.

The appearance of these social fault lines in a society with a historical self-image of unity and egalitarianism is leading to some soul-searching and a lively debate about future directions. Yet certain strategies seem to have achieved the status of common currency on both sides of the political divide without much detailed discussion. In particular, ideas of strengthening community capacity, participation, early intervention, partnership and social entrepreneurship are largely seen as politically uncontroversial but have yet to be subject to much serious analysis or scrutiny.

Mutual obligation, competition and the role of NGOs in public service delivery have been more controversial, but have yet to generate much empirical evidence on their outcomes. The conference theme of Competing Visions allows us to encourage debate amongst contending viewpoints about the role of social policy in Australian society, and the appropriateness and effectiveness of present ideas, policies and practices.

General Information

INFORMATION DESK

For general enquiries about the conference and any special needs, please contact the Hotel Network and SPRC staff at the Registration Desk in the foyer of the Clancy Auditorium. Centre staff can be recognised by their blue name tags.

LOCATION OF THEATRES AND ROOMS

The Keynote and Plenary Addresses will be held in the Clancy Auditorium. Concurrent sessions will be held in the Mathews Theatres A, B, C, D and the rooms 310, 312 and 309 on the third floor of the Mathews Building. Forums will be in the Clancy Auditorium and Mathews Theatres A and B. The locations are shown on the map opposite.

DISABILITY ACCESS

The Clancy Auditorium, Mathews Theatres A and B and the third-floor rooms are wheelchair accessible. A map of the University showing wheelchair routes and the location of accessible toilets is available from the Registration Desk.

The Clancy Auditorium has an audio loop for people with a hearing impairment and signing will also be provided for the main sessions

POSTER PAPER SESSIONS

A number of poster papers will be on display throughout the conference in the Pavillions. Please check there for notices of when the authors will be present to discuss their work

OPEN WORKSHOP SPACE

In addition to the scheduled conference sessions, Mathews Room 309 is available (except on Wednesday from 3.30-5.00 pm) for individuals and groups wishing to present workshops or organise discussions. A noticeboard is provided in the Clancy foyer for organisers to reserve this space and advertise topics for discussion.

SPECIAL EVENTS/MESSAGES

A board is located in the Clancy foyer for messages and information about special events.

MEDIA CONTACTS

Journalists may wish to contact paper contributors during the conference. Please check the Press Contacts section of the message board in the Clancy foyer. A press room, for media interviews, is located down the corridor to the right of the Clancy foyer.

RECEPTION

A reception will be held in the foyer of the Clancy Auditorium from 6.30 to 8.00pm on Wednesday 4 July, immediately after the Political Forum.

MORNING AND AFTERNOON TEAS/LUNCHES

Coffee/tea will be available during registration on Wednesday morning in the Clancy foyer. Other morning and afternoon teas/coffees and lunches will be served in the Pavilions.

CONFERENCE DINNER

The Conference Dinner will be held on Thursday 5 July at the Watersedge Restaurant, Pier One, Hickson Road, Walsh Bay. The restaurant offers spectacular views of Sydney Harbour and fine cuisine.

Pre-dinner drinks will begin at 7.00pm, with dinner served at 7.30pm. Complimentary buses will leave the University at 6.40pm from Gate 6, High Street, and will return to the campus at 11.00pm. There is ample parking available near the restaurant.

The dinner will cost \$75.00 per head and includes three courses, coffee and drinks.

AIRPORT BUS

A 42-seater complimentary bus will transport people to the airport at the conclusion of the conference. The bus will leave from Gate 9, High Street at 4.00pm, arriving at the Domestic Terminals at approximately 4.30pm. Please reserve your seat at the Registration Desk on registration. Seats are available on a first-come, first-served basis.

PARKING

Parking will be available at the University via Gate 11, located on Botany Street. The cost of parking is \$8.00 per day and is available on Levels 5 and 6 of the parking station, where a Pay 'n' Display system operates. Check with the gate attendant for directions. Please note that parking infringements may result in a fine by the NSW Police.

If disabled/aged parking is required and has not already been arranged, please contact the Hotel Network staff at the Registration Desk.

TELEPHONES

Public phones are available in the foyer of the Clancy Auditorium, the AGSM building behind the Samuels building, the Arcade beneath the Pavilions, Level 1 of the Library, outside the Mathews Theatres, and in the Mathews Building cafeteria.

MOBILE PHONES

If you have a mobile phone, please ensure that it is switched off while you are attending conference sessions.

PHOTOCOPYING

There are no facilities available for copying papers within the conference itself. Photocopying facilities are available in the Library nearby.

CONFERENCE EVALUATION

Please help us to make the next National Social Policy Conference even better by completing the Conference Evaluation Sheet provided in your conference satchel. Please drop the completed sheet in the box at the Registration desk before you leave.

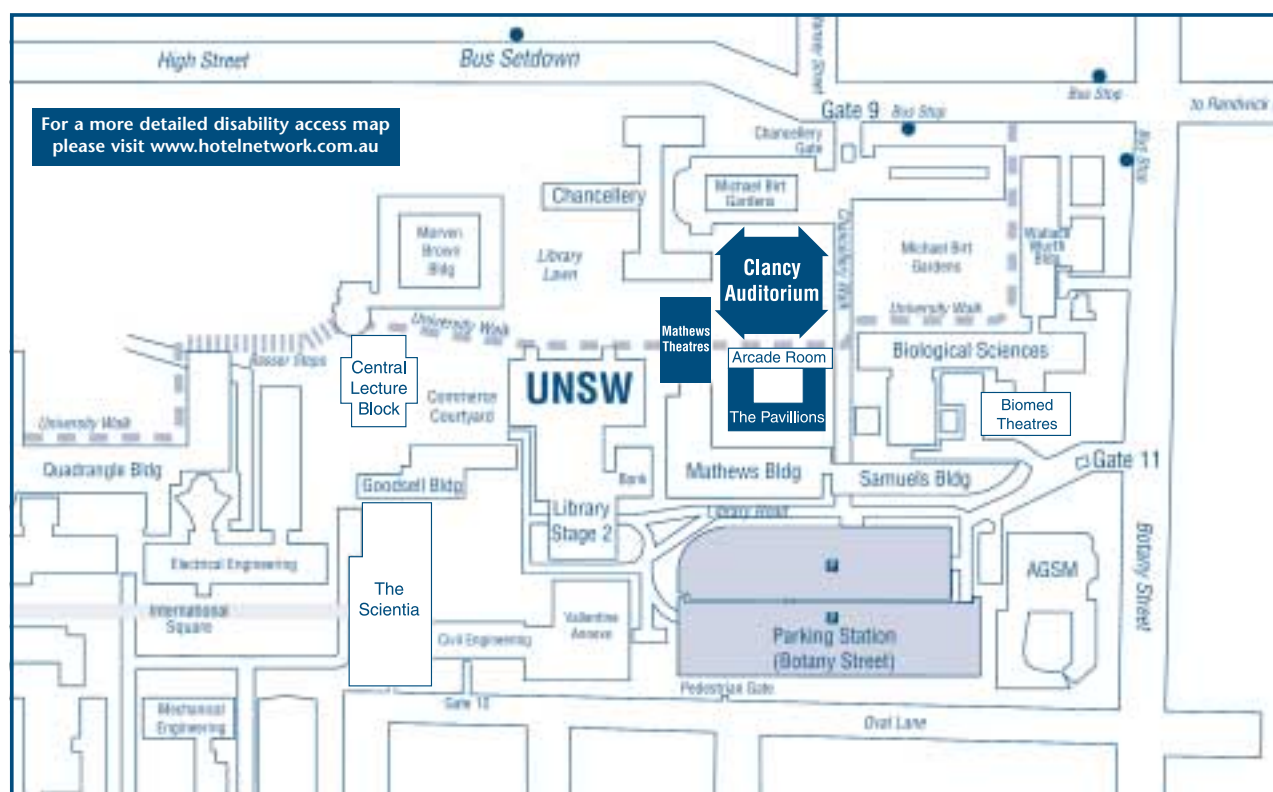
CONFERENCE PROCEEDINGS

Full papers that have been sent in before the conference are available on the conference web site. In addition, the SPRC will be publishing a collection of selected conference papers electronically on the Centre's web site. Selection will be based on the full written paper and a refereeing process, as required for DETYA recognition as an E1-category publication. The closing date for submission of papers to be considered for publication is 3 August 2001. Papers should be 2000-7000 words (including tables and references), and should use the author-date (Harvard) referencing system. Please submit papers as an email attachment to nspc2001@unsw.edu.au or on disk (we prefer a PC-compatible format). Please indicate what software is used and provide the data from which any graphics are generated.

CONFERENCE ORGANISING COMMITTEE

The practical management of this year's conference has been contracted out to the Hotel Network Ltd. Within the SPRC, it has been organised by Bruce Bradbury and Tony Eardley, with assistance from Rosita Lang, David Abello and Marilyn McHugh.

CONFERENCE VENUES



Program at a Glance

WEDNESDAY, 4 JULY

9:00 am	Registration	Clancy Auditorium
10:30 am	Morning Tea	Clancy Auditorium
11:00 am	OPENING AND PLENARY SESSION Opening: Professor Mark Wainwright, Deputy Vice-Chancellor (Research and International) Keynote Address: Professor Anna Yeatman	Clancy Auditorium
12:30 pm	Lunch	The Pavilions
1:30 pm	CONTRIBUTED PAPERS	Mathews A, B, C, D, 310 and 312
3:00 pm	Afternoon Tea	The Pavilions
3:30 pm	CONTRIBUTED PAPERS	Mathews A, B, C, D, 309, 310 and 312
5:00 pm	POLITICAL FORUM Senator Amanda Vanstone Wayne Swan MP Senator Andrew Bartlett	Clancy Auditorium
6:30 pm	Reception	Clancy Foyer

THURSDAY, 5 JULY

9:30 am	CONTRIBUTED PAPERS	Mathews A, B, C, D, 310 and 312
11:00 am	Morning Tea	The Pavilions
11:30 am	PLENARY SESSION Dr Don Weatherburn	Clancy Auditorium
12:30 pm	Lunch	The Pavilions
1:30 pm	FORUMS 'From Neurones to Neighbourhoods'? Social Entrepreneurialism The Spatial Distribution of Inequality	Clancy Auditorium Mathews A Mathews B The Pavilions
3:00 pm	Afternoon Tea	The Pavilions
3:30 pm	CONTRIBUTED PAPERS	Mathews A, B, C, D, 310 and 312
6:40 pm	Bus Leaves for Dinner	Gate 6, High Street
7:00 pm	Dinner	Watersedge Restaurant
11:00 pm	Buses Return to Campus and Hotels	

FRIDAY, 6 JULY

9:30 am	CONTRIBUTED PAPERS	Mathews A, B, C, D, 310 and 312
11:00 am	Morning Tea	The Pavilions
11:30 am	PLENARY SESSION Professor David Ellwood	Clancy Auditorium
12:30 pm	Lunch	The Pavilions
1:30 pm	FORUMS Welfare Poison or Welfare Autonomy? Friend or Foe? The Participation Concept in Welfare Reform	Clancy Auditorium Mathews A The Pavilions
3:00 pm	Afternoon Tea	The Pavilions
3:30 pm	Conference Close	
4:00 pm	Bus to Airport	Gate 9, outside Clancy

ALL DAYS

POSTER PAPERS

The Pavilions

ANNA YEATMAN

Professor of Sociology, Macquarie University, Sydney

Social Policy, Freedom and Individuality

WEDNESDAY 11.00 AM - 12.30 PM

The traditional rationale for social policy is the idea of 'social protection'. Marshall's idea of social citizenship offers a conception of equal citizenship that is central to freedom understood as the citizen's capacity for self-determination, but neither Marshall nor his followers have elaborated the connections between social citizenship and self-determination. It is arguable that Marshall conflated the ideas of social protection and citizenship in a way that makes it difficult to think about the relationship of social

policy to freedom, and the relation between individual and society. Contemporary values of human rights and non-discrimination require us to rethink the rationale for social policy. Is it protection? Or freedom understood as self-determination where the unit of self-determination is the individual? Or both? And can these two ideas be reconciled? Finally, what is the rationale for social policy if it is to function on behalf of self-determining citizens and the communities of action that they comprise?

DON WEATHERBURN

Director, NSW Bureau of Crime Statistics and Research

Crime Control for the New Millenium: Is There a Role for Economic and Social Policy?

THURSDAY 11.30 AM-12.30 PM

The once popular notion that economic and social policy have an important role to play in crime prevention has fallen on hard times. Crime prevention is now increasingly viewed by Government as best pursued by reducing the opportunities for offending. This state of affairs has come about for three main reasons. Firstly, despite massive Government investment in anti-poverty programs during the US War on Poverty during the 1960s, US crime rates during this period increased rapidly. Secondly, research has thrown up a number of findings which cannot be explained by conventional theories of the relationship between disadvantage and crime. Thirdly, a number of influential theorists have argued that crime can be reduced without altering the 'supply of motivated offenders'.

This paper argues that poverty and unemployment, over the long term, do exert an upward effect on crime. It contends, however, that the transmission mechanisms linking unemployment or poverty to crime are not those conventionally favoured by sociologists. It is argued that poverty and unemployment influence crime not because they motivate people to offend but because they exert disruptive effects on the parenting process. The effects of this disruption are further amplified by peer influence when low-income families are spatially concentrated. The paper concludes that economic and social policies do have an important role to play in crime prevention. They have to be carefully targeted, however, if they are to exert maximum crime prevention effect.

DAVID ELLWOOD

Professor of Political Economy, John F. Kennedy School of Government, Harvard University

The US Vision of Work-based Reform: Promise, Prospects and Pitfalls

FRIDAY 11.30 AM-12.30 PM

This paper explores the basic vision that drove the rather radical changes in social policy in the United States during the mid to late 1990s, summarises what is known about the impact of these policies, and finally explores the potential problems that loom ahead. It begins with a brief examination of the policies and politics that lead to the reforms. Next it shows just how dramatically the incentives

for work have changed in the US and makes a brief comparison of these changes to recent initiatives in the Australia and the UK. The paper then explores how work patterns and poverty have changed as a result of the policies. Finally it examines the risks for the future, particularly the risks associated with recession.

Forum Sessions

WEDNESDAY 4 JULY, 5.00 - 6.30PM

CLANCY AUDITORIUM

Special Political Forum: 'How do your Party's social policies and programs propose to address the growing inequalities in Australian society?'

Chair Professor Peter Saunders, SPRC

SENATOR THE HONOURABLE AMANDA VANSTONE
Minister For Family and Community Services

WAYNE SWAN MP
Opposition Spokesperson on Family and Community Services

SENATOR ANDREW BARTLETT
The Australian Democrats

THURSDAY 5 JULY 1.30-3.00PM

CLANCY AUDITORIUM

'From Neurones to Neighbourhoods'? The New Debate on Early Intervention and Child Development

Organiser Michael Bittman, SPRC

Chair Karen Fisher, SPRC

CARMEL NILAND
Director-General, NSW Department of Community Services

BETTINA ARNDT
Journalist

DR VICTOR NOSSAR
School of Paediatrics, UNSW

DR ROBYN DOLBY
Research Psychologist

Social Entrepreneurialism and the New Role of NGOs

MATHEWS A

Organiser and chair Dr Rose Melville,
University of Wollongong

DR ROB SYMONS
Research Director, The Smith Family

VERN HUGHES,
Executive Director, Social Entrepreneurs Network

DR CATHERINE MACDONALD
University of Queensland

PROFESSOR JULIAN DISNEY
Director, Social Justice Project, UNSW

The Spatial Distribution of Inequality: How To Address Regional Grievances?

MATHEWS B

Organiser and chair Professor Peter Saunders, SPRC

PROFESSOR RUTH FINCHER
Melbourne University

DR BOB BIRRELL
Monash University

WENDY FIELD
Department of Family and Community Services, NSW State Office

ASSOCIATE PROFESSOR MARGARET ALSTON
Director, Centre for Rural Social Research, Charles Sturt University

FRIDAY 6 JULY, 1.30 - 3.00PM

CLANCY AUDITORIUM

Welfare 'Poison' or Welfare Autonomy? Rethinking Indigenous Social Policy

Organiser and chair Professor Jon Altman,
Centre for Aboriginal Economic Policy Research, ANU

PATRICIA TURNER, AM
Executive Director, Indigenous Services, Centrelink, Canberra

DARREN J GODWELL MHK
Chief Executive Officer, Lumbu Indigenous Community Foundation, Sydney

SENATOR ADEN RIDGEWAY
Deputy Leader, Australian Democrats

DR WILLIAM JONAS, AM
Aboriginal and Torres Strait Islander and Social Justice Commissioner, Human Rights and Equal Opportunity Commission

Friend or Foe? The Participation Concept in Welfare Reform

MATHEWS B

Organiser and chair Professor Julian Disney,
School of Law, UNSW

DR PETER SHERGOLD
Secretary, Department of Employment, Workplace Relations and Small Business

PROFESSOR BETTINA CASS
Dean of Arts, University of Sydney

DR MARIE LEECH
Research Director, Mission Australia

SHA CORDINGLEY
CEO, Volunteering Australia

WEDNESDAY 1:30 PM TO 3:00 PM

Welfare Reform, Community Partnerships and the Third Sector

IDEOLOGY AND VALUES IN WELFARE REFORM

MATHEWS A

Chair: Sheila Shaver, Social Policy Research Centre

Unholy Alliance or Force for Social Good? The Prominence of Faith Based Discourses and the Growth of Church and Faith Based Organisations in Social Policy and Service Provision

Colin Penter and Bindi Other-Gee

Matrix Consulting Group (Abstract page A21)

The Social Contract Re-negotiated: Protecting Public Law Values in the Age of Contracting

David de Carvalho

(Abstract page A7)

The Communitarian Imaginary: Deconstructing the Concept of 'Community' in Australia's Welfare Reform Debate

Deborah Brennan and Bettina Cass

University of Sydney (Abstract page A4)

Families, Young People and Children

YOUTH POLICY

MATHEWS B

Chair: Jacqueline Tudball, Social Policy Research Centre

'Answering Back': Why Australia's Youth Policies Are Unjust

Judith Bessant

Australian Catholic University (Abstract page A2)

Young People, Transitions and Labour Market Power: Coping with Complexity

Jane Higgins

University of Canterbury, NZ (Abstract page A12)

The Unheard Injustice: Young People and Centrelink Breaches – Information Denied

Susan Lackner

RMIT City Campus (Abstract page A15)

Social and Economic Inequalities

POVERTY AND HOMELESSNESS

MATHEWS C

Chair: Helen MacDonald, Social Action and Research, Brotherhood of St Laurence

The Darebin Poverty Inquiry: A 'Whole of Community' Approach to Alleviating Poverty

Glenn Menner

City of Darebin (Abstract page A19)

Understanding Poverty: Developing Dialogue and Debate

Sally Jope and Stephen Gianni

Brotherhood of St Laurence (Abstract page A13)

Snakes and Ladders – Women's Pathways Into and Out of Homelessness

Sue Casey

University of Melbourne (Abstract page A5)

Retirement and Ageing

RETIREMENT INCOMES AND INFORMAL CARE

MATHEWS D

Chair: Natasha Posner, Social Policy Research Centre

Women, Superannuation and the SGC

Alison Preston

Curtin University of Technology-Women's Economic Policy Analysis Unit (Abstract page A22)

Women and Superannuation in the 21st Century: Poverty or Plenty?

Simon Kelly, Richard Percival and Ann Harding

NATSEM, University of Canberra (Abstract page A14)

Changing Conceptions of Informal Care in Australia

Merrin Thompson and Megan Mitchell

(Abstract page A28)

Housing and Social Policy

HOUSING

MATHEWS 310

Chair: Ian Winter, AHURI

Rethinking Relocatable Housing Estates as a Residential Strategy for Retirees

Dorothy Secomb and Frances Lovejoy

University of New South Wales (Abstract page A25)

The New Social Policy and the Digital Age:

A Case Study of a Wired High Rise Public Housing Estate

Scott Ewing, David Hayward, Julian Thomas and

Liza Hopkins

Swinburne University of Technology (Abstract page A8)

Do Housing Conditions Impact on Health Inequalities Between Australia's Rich and Poor?

Anne-Marie Waters and Richard Percival

AHURI Research Affiliate, National Centre for Social and Economic Modelling. (Abstract page A29)

Issues in Service Delivery

SOCIAL SERVICE FUNDING AND DELIVERY

MATHEWS 312

Chair: Karen Fisher, Social Policy Research Centre

Walking the Path with New Parents: Information Provider Interaction with Families to Foster Change

Jocelyn Williams*, Margie Comrie** and Frank Sligo**

*Unitec Institute of Technology, Auckland, New Zealand and

**Department of Communication and Journalism, Massey University, Palmerston North (Abstract page A31)

Training, Consultation & Information: Building Capacity in Dual Diagnosis

Steve Goldsmith

Dandenong Area Mental Health Service (Abstract page A10)

Individualised Funding in Disability Services

Carmel Laragy

Department of Human Services, Victoria (Abstract page A16)

WEDNESDAY 3:30 PM TO 5:00 PM

Open

POLICY THEORY

MATHEWS A

Chair: Sheila Shaver, Social Policy Research Centre

“Yes Virginia! There Are Alternatives” Social Policy and The Hawke-Keating Government 1983-96:

First Report on an Arc Discovery Project

Rob Watts, Judith Bessant, Tony Dalton and Paul Smyth
RMIT University (Abstract page A30)

Fashion, Fiction, Fertile Inquiry? Struggling with the Postmodern Challenge and Social Policy Analysis

Greg Marston

University of Queensland (Abstract page A18)

Limiting the Social Role of the State : The Catholic Social Principle of Subsidiarity in Three Different Countries

Paul Smyth

University of Queensland (Abstract page A27)

Indigenous Social Policy

INDIGENOUS CULTURE AND POLICY

MATHEWS B

Chair: Vicki Grieves, University of Newcastle

‘Policy is for the Policy Makers’: the Cultural Cost of Different Visions

Gaynor Macdonald

University of Sydney (Abstract page A17)

From Passive Welfare Dependence to Mutual Obligation and Participation?: Competing Visions of Indigenous Welfare Reform

Diane Smith

Centre for Aboriginal Economic Policy Research, ANU
(Abstract page A26)

Representing the Two Cultures of Indigenous Poverty: An Intellectual History

Tim Rowse

CAEPR, ANU (Abstract page A24)

Families, Young People and Children

CHILD PROTECTION AND CARE

MATHEWS C

Chair: Marilyn McHugh, Social Policy Research Centre

Is Child Abuse Prevention in the Front-Line Possible? A Qualitative Study of Family Support Work with Disadvantaged Families.

Robert Urquhart and Michael Wearing

UnitingCare Burnside and University of New South Wales
(Abstract page A28)

Substitute Care for Children and Young People – the National Picture from 1970 to 2000

Helen Johnstone

Australian Institute of Health and Welfare (Abstract page A13)

An Unacceptable Risk: A Report on Child Contact Arrangements Where There is Violence in the Family

Zoe Rathus, Angela Lynch and Kathryn Rendell

Women’s Legal Service Inc. (Abstract page A22)

Retirement and Ageing

AGEING AND EMPLOYMENT

MATHEWS D

Chair: Maureen Baker, University of Auckland

Active Ageing – the Social Policy Implications of Education in Mid and Later Life

Judith A.Davey

Victoria University of Wellington, NZ (Abstract page A6)

More or Less Active: Experiences of Older Workers and Early Retirees

John Landt and Ralph Nicholls

Department of Family and Community Services (Abstract page A16)

Older Men – Who Gets New Jobs?

Julia Perry

Social Policy Research Centre, UNSW (Abstract page A21)

Employment, Unemployment and Mutual Obligation

THE NEW LABOUR MARKET AND DEPENDENCY

MATHEWS 309

Chair: Jenny Chalmers, Social Policy Research Centre

Measuring the Performance of a Flexible Labour Market:

New Measures of Underemployment and Overwork

Richard Denniss

The Australia Institute (Abstract page A7)

Casual Employment – The End of the Career?

Priscilla Shorne

Murdoch University (Abstract page A25)

Australian Welfare Reform: Deconstructing Welfare Dependency

Paul Henman

Macquarie University (Abstract page A12)

Housing and Social Policy

REGIONAL DISADVANTAGE AND DEVELOPMENT

MATHEWS 310

Chair: Robert MacBeth, Queensland Department Of Housing

Housing Implications of Social, Spatial and Structural Change

Judy Yates

University of Sydney (Abstract page A32)

Responding to Regional Disadvantage: What Can Be Learned From Overseas Experience?

Brendan Gleeson and Chris Carmichael (presented by Bill Randolph)

AHURI Research Centre, University of NSW/University of Western Sydney (Abstract page A10)

Housing assistance and regional development

Bill Pritchard, John Lea and David Medhurst

AHURI research Centre, University of Sydney (Abstract page A22)

Social and Economic Inequalities

DISADVANTAGE, HEALTH AND GAMBLING

MATHEWS 312

Chair: Nick Turnbull, Social Policy Research Centre

Socioeconomic Banditry: Poker Machines and

Income Redistribution in Victoria

James Doughney

Victoria University (Abstract page A7)

The Inverse Care Law and Australian Aged Care Provision:

South Australian Case Study

Brian Fleming

Department of Health (Abstract page A9)

Socioeconomic Disadvantage and the Prevalence of Disability in Victoria

Bruce Bradbury and Kate Norris

Social Policy Research Centre, UNSW (Abstract page A4)

THURSDAY 9:30 AM TO 11:00 AM

Social and Economic Inequalities **CREATING UNEQUAL FUTURES?**

MATHEWS A

Three papers from “Creating Unequal Futures? Rethinking Poverty, Inequality and Disadvantage” Allen and Unwin, 2001

Chair: Peter Saunders, Social Policy Research Centre

Beyond Impoverished Visions of the Labour Market

Ian Watson and John Buchanan

ACIRRT, University of Sydney (Abstract page A30)

Moving In and Out of Disadvantage: Population Mobility and Australian Places

Ruth Fincher and Maryann Wulff

University of Melbourne (Abstract page A8)

Indigenous Poverty

Boyd Hunter

CAEPR, Australian National University (Abstract page A12)

Welfare Reform, Community Partnerships and the Third Sector **COMMUNITY ACTIVISM**

MATHEWS B

Chair: John Casey, Charles Sturt University

Community Activism and Change: the Cases of Sydney and Toronto

Ariadne Vromen

Government and International Relations University of Sydney

(Abstract page A29)

Passionate Partnerships

*Jackie Braw and **Alex Sosnov

*NSW Attorney General's Department and **Gay and Lesbian Rights Lobby (Abstract page A4)

Uneasy Bedfellows: What Role Now for Social Movements in the Policy Process?

Sarah Maddison

University of Sydney (Abstract page A18)

Families, Young People and Children **WELFARE AND FAMILIES**

MATHEWS C

Chair: Leonie Jacques, NSW Attorney General's Department

Parental Welfare Use and Children's Outcomes: Is There Evidence for a Welfare Culture Model?

Rachel Smithies

Ministry of Social Policy, New Zealand (Abstract page A27)

Welfare Provision and Family Division in Australia

Luisa Nocella and Allyson Mutch

University of Queensland (Abstract page A20)

Investigating Information Poverty and its Implications for Community Development

Frank Sligo and Jocelyn Williams

Department of Communication and Journalism, Massey University, Palmerston North, and School of Communication, Unitec Institute of Technology, Auckland, New Zealand (Abstract page A26)

Retirement and Ageing **AGEING, DISABILITY AND CARING**

MATHEWS D

Chair: Karen Fisher, Social Policy Research Centre

Invisible Even to Themselves? The Paradoxical Time Signature of Co-residential Carers

Toni Payne*, Michael Bittman** and Cathy Thomson**

*Carers NSW and **Social Policy Research Centre, UNSW (Abstract page A20)

Ageing and Disability: Australia Population Patterns and Implications

Xingyan Wen, Ros Madden and Nicola Fortune

Australian Institute of Health and Welfare (Abstract page A31)

Ageing in Place: Has Policy Implementation Been Effective?

Frieda Mason, Diane Gibson and Peter Braun

Australian Institute of Health and Welfare (Abstract page A19)

Housing and Social Policy **HOUSING AND DISADVANTAGE**

MATHEWS 310

Chair: Bill Randolph, University Of Western Sydney

Location and Housing Needs of Sole Parents

Bob Birrell and Virginia Rapson

AHURI Research Centre Swinburne University/Monash University (Abstract page A3)

From Asylum to Suburbia: Understanding Deinstitutionalisation in Australia

Lisa Bostock, Brendan Gleeson, Ailsa McPherson and Lillian Pang

University of Western Sydney (Abstract page A3)

Housing and Health Care for Younger and Older Adults with Disabilities

Catherine Bridge, Amanda Parsons, Susan Quine,

and Hal Kendig

AHURI Research Centre, University of Sydney (Abstract page A5)

Employment, Unemployment and Mutual Obligation **EMPLOYMENT ASSISTANCE**

MATHEWS 312

Chair: Karen Bevan, UnitingCare Burnside

Employment Assistance for Long-term Unemployed People: the Need for a Re-think

Peter Davidson

Australian Council of Social Service (Abstract page A6)

Mutual Obligation: A Reasonable Policy?

Pamela Kinnear

The Australia Institute (Abstract page A15)

Assessing the Impact of the Job Network on Community-Based Agencies

David Abello and Helen MacDonald

Social Policy Research Centre and Brotherhood of St Laurence (Abstract page A1)

THURSDAY 3:30 PM TO 5:00 PM

Families, Young People and Children **FAMILIES AND LABOUR MARKETS**

MATHEWS A

Chair: Jenny Chalmers, Social Policy Research Centre

A Reassessment of the Availability of Family Friendly Work Practices: Analysis Using the AWIRS

Matthew Gray and Jacqueline Tudball

Australian Institute of Family Studies (Abstract page A10)

The Impact of Marital Separation on Sole Mothers' Labour Market Participation

Maggie Walter

University of Tasmania (Abstract page A29)

Changes in the Gender Division of Household Labour in Australia

Janeen Baxter

University of Queensland (Abstract page A2)

Indigenous Social Policy **ABORIGINAL COMMUNITIES AND INDIGENOUS WELFARE REFORM**

MATHEWS B

Chair: Roberta Ryan, University of New South Wales

Indigenous Community Organisations and the Discourse of Managerialism

Peter Khoury

University of Newcastle (Abstract page A15)

Reforming the Welfare System in Remote Aboriginal Communities: an Assessment of Noel Pearson's Proposals

David F. Martin

Centre for Aboriginal Economic Policy Research, ANU

(Abstract page A18)

Indigenous Welfare Reform: Something New or More of the Same?

Sue Green

Aboriginal Research and Resource Centre, University of New South Wales

(Abstract page A11)

Social and Economic Inequalities **LIVING STANDARDS**

MATHEWS C

Chair: James Rice, Social Policy Research Centre

Worlds Apart: Postcodes with the Highest and Lowest Poverty Rates in Today's Australia

Rachel Lloyd, Ann Harding and Harry Greenwell

NATSEM, University of Canberra (Abstract page A17)

Exploring Indicators of Financial Stress

Leon Pietsch and Jan Gatenby

Australian Bureau of Statistics (Abstract page A21)

Sensitivity of Australian Income Distributions to Choice of Equivalence Scale: Exploring some Parameters of Indigenous Incomes

Boyd Hunter*, Steven Kennedy** and Daniel Smith**

*CAEPR, Australian National University, **RSSS, ANU, ***Australian

Bureau of Statistics (Abstract page A12)

Families, Young People and Children **WORK, FAMILY LIFE AND CHILD CARE**

MATHEWS D

Chair: Karen Fisher, Social Policy Research Centre

Work Hours, Family Life and Perceptions of Financial Wellbeing: Links with Happiness?

Ruth Weston, Lixia Qu and Grace Soriano

Australian Institute of Family Studies (Abstract page A31)

The Affordability of Child Care Services

Helen Moyle, Susan Kelly and Priscilla Dowling

Australian Institute of Health and Welfare, Canberra (Abstract page A20)

A Diabolical Trade-off? The Effects of Child Care Arrangements on the Quantity and Quality of Parenting

Michael Bittman*, Lyn Craig* and Nancy Folbre**

*Social Policy Research Centre, UNSW and

**University of Massachusetts (Abstract page A3)

Welfare Reform, Community Partnerships and the Third Sector **COMMUNITY PARTNERSHIPS**

MATHEWS 310

Chair: Amanda Steele, Prime Minister's Community Business Partnership

Social Enterprise: Partnership for Sustainable Change

Rob Simons

The Smith Family (Abstract page A26)

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Marie Leech

Mission Australia (Abstract page A16)

Volunteers and Community Legal Centres:

A Partnership Under Threat

Rose Melville

University of Wollongong (Abstract page A19)

Employment, Unemployment and Mutual Obligation **EMPLOYMENT SERVICES AND THE LABOUR MARKET**

MATHEWS 312

Chair: David Abello, Social Policy Research Centre

Net Impact of Job Network Services and WfD

Michael Cameron

Evaluation and Monitoring Branch, Department of Employment,

Workplace Relations and Small Business. (Abstract page A5)

Attitudinal Segmentation of Australian Job Seekers –

A Work in Progress

Joan ten Brummelaar and Angela Southwell

Labour Market Policy Group, DEWRSB (Abstract page A27)

FRIDAY 9:30 AM TO 11:00 AM

Indigenous Social Policy

NEW APPROACHES FOR INDIGENOUS SOCIAL POLICY

MATHEWS A

Chair: TBA

Indigenous Welfare: Individual rights or collective responsibility?

An Analysis of Noel Pearson's Critique of Welfare and Indigenous Communities

Vicki Grieves

Department of Aboriginal Studies, University of Newcastle
(Abstract page A11)

Indigenous Hunter-Gatherers in the 21st Century:

Beyond the Limits of Universalism in Australian Social Policy?

Jon Altman

Centre for Aboriginal Economic Policy Research (CAEPR), ANU
(Abstract page A1)

Welfare Dependency, Welfare Autonomy?

Bill Arthur

Centre for Aboriginal Economic Policy Research, ANU
(Abstract page A1)

Employment, Unemployment and Mutual Obligation

WELFARE AND EMPLOYMENT IN COMPARATIVE PERSPECTIVE

MATHEWS B

Chair: Michael Wearing, University of New South Wales

Australian Unemployment Protection:

Challenges and New Directions

Wayne Vroman

The Urban Institute, US (Abstract page A28)

Health, Beneficiaries and Welfare to Work:

Competing Visions of Employability

Maureen Baker and David Tippin

University of Auckland, NZ (Abstract page A2)

The Impact of Disability Rights Legislation on Employment in the United States

Elizabeth Lightfoot

University of Minnesota, US (Abstract page A17)

Social and Economic Inequalities

SOCIAL CAPITAL AND COMMUNITIES

MATHEWS C

Chair: Frances Lovejoy, University of New South Wales

Mapping Social Capital: An Empirical Investigation of the Distribution of Social Capital across Australian Families and Communities

Wendy Stone and Jody Hughes

Australian Institute of Family Studies (Abstract page A27)

Explaining Trust: Social Capital and Socio-economic Inequality

Toby Fattore, Nick Turnbull and Shaun Wilson

University of New South Wales (Abstract page A8)

Issues in Service Delivery

Jenny Bourne

Dept of Family & Community Services (Abstract page A3)

Open

LOCAL DEMOCRACY

MATHEWS D

Chair: Will Low, Auckland University of Technology

Participatory Democracy in Action – Managed Consultation or Grassroots Representation?

Susan Rudland, Roberta Ryan and Lucy Grieg

Brian Elton & Associates and School of Social Science and Policy, UNSW
(Abstract page A24)

Deliberative Democracy – Are Local Communities Up To It?

Robert Kenk

Sutherland Shire Council (Abstract page A14)

Community Indicators and the Specificity of Localities:

Articulating Local Government Partnerships

Roberta Ryan and Phillip Mar

University of New South Wales and Macquarie University
(Abstract page A25)

Issues in Service Delivery

FINANCIAL ACCOUNTABILITY AND COMPETITION IN SERVICE DELIVERY

MATHEWS 310

Chair: Kim Jamieson, Social Policy Research Centre

Limitations of a Cost Savings Framework for Funding Preventive Care

Karen Fisher

Social Policy Research Centre, UNSW (Abstract page A9)

Workplace Change in Local Government: the Impact of

Competition Policy and the New Public Management on Service Delivery to Communities

Lou Wilson, Barbara Pocock and Marg Sexton

University of Adelaide (Abstract page A32)

Community Organisations– Adapting to Change

Jenny Jakobs and Michelle Lunn

Massey University (Abstract page A13)

Families, Young People and Children

YOUTH AND DISADVANTAGE

MATHEWS 312

Chair: Kate Norris, Social Policy Research Centre

Factors Influencing the Educational Performance of Students from Disadvantaged Backgrounds

*Jill Considine and **Gianni Zappala

*ACIRRT, University of Sydney and **The Smith Family
(Abstract page A6)

Youth Allowance and Participation in Education, Training and

Work: Results from the Youth Allowance Longitudinal Survey

Phil Brown*, Anne McConnell*, Rebecca Muldoon*,

Stephen Lamb** and Lyn Robinson***

*FaCS, **University of Melbourne and ***ACER (Abstract page A5)

Young People, Drugs and Criminal Justice:

Implementation of the NSW Youth Drug Court Pilot Program

Mardi Flick and Tony Eardley

Social Policy Research Centre, UNSW (Abstract page A10)

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ALL DAYS

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PAVILIONS

Organiser: David Abello, Social Policy Research Centre

Triple Bottom Line and Community Services

Mark Henley

Adelaide Central Mission (Abstract page A11)

The Sound of One Hand Clapping: A Confidence Survey of Aotearoa/New Zealand's Voluntary Sector

Will Low and Eileen Davenport

Auckland University of Technology (Abstract page A17)

Bridging the Digital Divide: Conceptual Issues and Practical Approaches

Grant Fitzner

(Abstract page A9)

The Changing Role of the Voluntary Sector in Australia

Eli Ristevski

La Trobe University (Abstract page A23)

The Position of Women as head of the Family:

The Case of Iran

Alireza Kaldi

(Abstract page A14)

DAVID ABELLO AND HELEN MACDONALD

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Assessing the Impact of the Job Network on Community-Based Agencies

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS 312

The initial findings from a study of the impact of competition on community-based employment agencies and job seekers shows mixed results for participants. The joint study has been undertaken by the Social Policy Research Centre in partnership with the Brotherhood of St Laurence and JOB futures, a national network of community-based employment service agencies. It draws on analysis of in-depth interviews and consultation with agency Board members, managers and staff from 10 employment agencies in New South Wales and Victoria during the first contract period of the Job Network, as well as focus group discussions with more than 100 job seekers.

Among the questions considered in the research were:

- How are community-based agencies responding to providing employment services in a competitive, market-driven environment?
- To what extent are agencies moving away from holistic approaches to meeting job seeker needs in order to respond to specific employer requirements?

This paper will provide an overview of the findings from this study to reflect on how competition is fostering some innovative practices by agencies, but is also introducing some conflicts between the traditional community sector orientation towards information sharing and co-operation and the need to guard market knowledge and power.

JON ALTMAN

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Indigenous Hunter-Gatherers in the 21st Century: Beyond the Limits of Universalism in Australian Social Policy?

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS A

This paper explores the limits of universalism in Australian social policy by focusing on an extreme case: Indigenous Australians who reside in the most remote circumstances in small outstation communities that are arguably 'beyond the market' and who actively engage with the customary (non-market) economy.

In the last five years there has been a view articulated that the provision of land to Indigenous groups is facilitating the maintenance rather than amelioration of Indigenous economic marginality in such circumstances. This

'assimilationist' view argues that in the longer-term incorporation into the globalising market economy is the preferable option for the state and future generations of these communities. This revisionist view lacks rigorous historical, cultural or economic analysis of lived reality for Indigenous Australians in such remote regions.

As current social policy and the role of mutual obligation is publicly debated, there is a tendency to exclude the most difficult Indigenous issues as evident in scant reference in the McClure Report. An alternative is that Indigenous issues are debated with limited reference to Australian society in a region-specific manner as is evident in the writings of Noel Pearson.

This paper explores income support options that accord with stated policy aims of improving the socio-economic status of Indigenous Australians living in the remotest circumstances.

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Welfare Dependency, Welfare Autonomy?

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS A

Government policy and studies of welfare mostly propose that Indigenous people are highly welfare dependent. This because Indigenous people are very likely to derive their income from welfare-type payments. That is to say, they are dependent for their income on government rather than on the formal labour market, and this is seen negatively. This approach tends to preclude any consideration that, under some circumstances, there might be positive aspects attached to receiving a welfare income. This paper will argue that, when viewed in a certain way, there are substantial benefits from receiving a welfare income. Indeed, it will be proposed that far from representing a state of dependency, some forms of welfare can be seen to make Indigenous people relatively autonomous, so generating a form of welfare autonomy. This paper will investigate this proposition, particularly as it applies to the Community Development Employment Projects scheme and its operation in remote regions of the country.

Abstracts by Author

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Health, Beneficiaries and Welfare to Work: Competing Visions of Employability

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS B

In recent years, both Australia and New Zealand governments have reformed their social programmes to emphasise the importance of employment earnings for family support rather than entitlements to government benefits. Some of the constraints that make it difficult for beneficiaries to find and keep a paid job are becoming evident. Researchers have focused on such factors as lack of affordable childcare for lone mothers, pay that is too low to support a family, transportation costs, and tax abatement rates. In comparison, however, little is known in both policy and research fields about the importance of health-related issues as constraints. A strong correlation has been found between low income and poor health but few studies have investigated the health status of beneficiaries and their dependants, or how health issues affect their daily lives or their employability.

This paper, partly based on data derived from a current project funded by the New Zealand Health Research Council, examines the self-reported health status (using the international standard SF36) of sole mothers on the Domestic Purposes Benefit and their perceptions of how health constrains or facilitates their ability to engage in paid work. These data are then compared with welfare to work discourse as well as the perceptions of case managers, advocacy groups and policy makers. We conclude by conceptualising the relationship between health and employability.

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Changes in the Gender Division of Household Labour in Australia

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS A

Recent research in Australia and overseas has suggested that we are witnessing a convergence of men's and women's time on domestic labour activities. But there seems to be some disagreement about whether this is due to women reducing their time on housework or men increasing their time on housework. At the same time, we have no research in Australia that looks at how the factors affecting the gender division of labour in the home have changed over time. Australia has seen major changes in the labour force participation rates of married women and patterns of family formation and dissolution, and associated changes in women's levels of economic independence and men's

and women's attitudes to gender and family roles. But we know little about how these changes have impacted on the household division of labour. This paper addresses these issues using national survey data collected in Australia in 1986, 1993, and 1997. The aim is to identify major trends in the gender division of labour in Australia since the mid 1980s and to investigate whether there are changes in the factors sustaining the gender division of household labour.

JUDITH BESSANT

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'Answering Back': Why Australia's Youth Policies Are Unjust

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS B

An inordinate amount of energy is invested in policies devoted to young people. Given our self-image as a modern, democratic society we might expect such policies to draw on a well developed theory of justice. This we may think is especially so given that young people are also seen as important for our future development. In this paper I argue that a substantive conception of justice has been missing from Australian youth policy throughout the nineteenth and twentieth centuries. And, while the official rhetoric around welfare, family, labour market, education and criminal justice refers to issues such as participation, enterprise, transitions to independence, the national economy etc., liberal concerns for distributive justice or even fairness are rarely identified as a policy goal.

In this paper I identify the status of young people in Australia today in terms of personal safety, access to employment, levels of income, housing tenure, crime rates, and their capacity to exercise particular legal and moral rights. I argue that our treatment of young people is unjust which raises serious questions about the democratic status of our society.

I suggest that a key reason for the unsatisfactory situation of so many young Australians relates to their political exclusion and disenfranchisement. I argue that a solution to many youth problems lies with young peoples suffrage, outline how such a proposal can be operationalised and identify the social and political benefits of such an arrangement for a democratic nation.

BOB BIRRELL AND VIRGINIA RAPSON

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Location and Housing Needs of Sole Parents

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS 310

The rapid growth in families with dependent children headed by sole parents, most of whom are living on very low incomes, means that their access to affordable housing is an important factor in their residential location. A common view is that many sole parents have been forced to move to low housing cost areas such as the outer frontiers of the major cities. It is also often suggested that the availability of public housing is a factor in such movement. This project utilises Centrelink Family payment files, Child Support Agency client data and Census records to establish an up to date (to 1999) profile of the pattern of movement of sole parents in Australia. The Child Support Agency data set has not been previously utilised by scholars. The findings discussed in this paper should be of interest to Commonwealth and State housing authorities, and also be important to welfare authorities responsible for advice on the housing, welfare, educational and other needs of one of the most disadvantaged groups in Australia, yet one which is shouldering a major part of the burden of raising the next generation.

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A Diabolical Trade-off? The Effects of Child Care Arrangements on the Quantity and Quality of Parenting

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS D

Ever since Bowlby's publications on attachment, women in advanced industrial societies have had to struggle with what has been presented as a choice between autonomy (through paid work) or motherhood (involving dependence on men's earnings or on welfare). In other words they are faced with a choice between harming themselves or their children. This diabolical trade-off rests on the presumption that working parents must, unavoidably, substantially reduce their hours of contact with their own children, and diminish the quality of the parenting provided. However, this presumption has not been widely tested empirically. This paper uses time use data from Australian time use survey to put the presumption of the trade-off between the use of non-parental childcare and the quality of parental care to the test. The data from the 1997 Australian Time Use Survey contains detailed information on childcare arrangements

and time-diaries from all adult members of a household, providing a unique source of information on how parents' time-use is affected by the use non-parental substitutes.

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From Asylum to Suburbia: Understanding Deinstitutionalisation in Australia

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS 310

From the 1960s, the history of service delivery to disabled people has been largely a CHRONICLE of deinstitutionalisation. This policy has shifted the housing futures of disabled people from asylums to suburbia. At the centenary of Federation, this paper reports on the current state of deinstitutionalisation policy in Australia. It is based on research undertaken during 2000 on the housing futures of disabled people who have been, or who will be, deinstitutionalised. The study has examined institutional patterns across all Australian States and Territories. It has estimated the numbers of people who will be deinstitutionalised and in need of alternative accommodation during the next 10 years. The study reveals a complex pattern of institutional management, interagency coordination, and service redevelopment. This is set within the context of competing visions about how best to deliver accommodation and support services that will meet the housing aspirations of deinstitutionalised people. Managing these competing visions will be the main challenge for housing and disability agencies over the next ten years. The paper explores both differences and similarities in state/territory service delivery patterns and their implications for the housing futures of disabled people.

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Issues in Service Delivery

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS C

The Department of Family and Community Services (FaCS) provides integrated support for families and communities. This paper will discuss the work FaCS is doing to forge new ground in service delivery through working with the community in partnerships. It is the forming, storming and norming of these partnerships that will guide the strategic directions for fundamental change.

Since the formation of FaCS, positive progress has been made in making the partnership approach real, not just tokenistic rhetoric. Examples that will be explored include;

Abstracts by Author

the Centrelink and FaCS partnership (which is in its fourth year), specific programs that are bringing partnerships to the community such as the Stronger Families and Communities Strategy, the Reconnect Program Development Reference Group; and the formation of two new consumer Federations. In addition, welfare reform is gaining momentum with the release of the McClure Report and the Government's response. This new direction includes a whole of government approach, which will be imperative to achieving success. It will not only be partnerships with the community and private sectors but also collaboration between a number of departments.

As part of the partnership approach, FaCS' role is changing to include an emphasis on influencing key players and participants in the community. The solutions are out there, but they need to come from the ground up, be nurtured and developed - not simply dictated by department.

BRUCE BRADBURY AND KATE NORRIS

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Socioeconomic Disadvantage and the Prevalence of Disability in Victoria

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS 312

Governments are relying increasingly on needs-based funding mechanisms to administer funding for a wide range of services. The example considered in this paper is the funding of non-institutional services for people with severe or profound disabilities in the regions of Victoria. This paper is based on research undertaken for the Victorian Department of Human Services, DisAbility Services. In this case, as in many other policy areas, direct evidence of the prevalence of disability in small regions is unavailable. It is therefore necessary to indirectly estimate prevalence using other sources of information on the relation between the characteristic and its observable predictors. In addition to funding based upon demographic factors, higher disability service funding might be allocated to poorer regions based on the fact that poorer households tend to have a higher probability of disability. A key methodological problem in doing this is to correctly specify the causal model determining income, location and disability as mis-specified models can lead to biased estimates.

This paper presents evidence on the association between disability and socio-economic disadvantage and explores the implications of this association for service funding in Victoria. Data from the 1996 Australian Census are combined with data from the 1998 Survey of Disability Ageing and Carers to provide estimates of the relative prevalence of disability in each of the nine Victorian regions. Suggestions are made as to how this information

might be used to best target future allocations of growth funding to the different regions. The limitations of the modelling method used are explained in the context of the causal relationships between disability, disadvantage and location.

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Passionate Partnerships

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS B

Government and community working together in partnership is far more complex than the rhetoric suggests. Partnerships are rarely equal and who initiates the relationship, who pays for the initiative, who manages it and who is accountable for the planned outcomes are just some of the factors influencing a partnership approach. Acts of Passion is a gay and lesbian community legal education campaign, funded by the NSW Attorney Generals Department. Initiated by the Gay and Lesbian Rights Lobby, paid for mostly by the Department, managed by the Department but guided by a group of key stakeholders including the Lobby, NSW Young Lawyers, the AIDS Council of NSW and the Inner City Legal Centre, the campaign's products are five posters, a plain English handbook guide to the law in NSW for lesbians and gay men, and a website. Who is accountable for the outcomes of the campaign? Ultimately, all of the partners are accountable in one way or another. This paper will explore the partnership process which led to the development and ongoing implementation of the Acts of Passion campaign and will highlight some of the reasons why it has been so successful to date.

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The Communitarian Imaginary: Deconstructing the Concept of 'Community' in Australia's Welfare Reform Debate

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS A

The notion of 'community' looms large in contemporary Australian welfare debates. It is invoked in Commonwealth government strategies such as 'Strengthening Families and Communities' and the 'Community-Business' Initiative and has a central role in the interim and final reports of the Reference Group on Welfare Reform (McClure Report) and the government's response to the Report. Yet, unlike other concepts such as 'mutual obligation' and 'participation support,' its meanings are rarely interrogated. This paper

identifies and examines seven uses of 'community' in contemporary welfare debates. It argues that, while the term at one level draws on notions of consensus and identity of interest, the real political and policy usages of this term are frequently divisive, ideological and antithetical to the functioning of autonomous, civil institutions.

CATHERINE BRIDGE, AMANDA PARSONS, SUSAN QUINE, AND HAL KENDIG

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Housing and Health Care for Younger and Older Adults with Disabilities

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS 310

Australian governments are recognising the importance of enabling older and younger disabled people to remain in their own homes with good quality of life as an alternative to institutional care. The significance of these issues is accentuated by population ageing, rising expectations amongst consumer groups, and constraints on government expenditure. This project is designed to bring policymakers the best available knowledge to guide policy development and program implementation in this priority area. The paper will provide a national profile and analysis of the housing and care of older and younger adults with disabilities including identification of their present housing circumstances and assistance, use of community services, and met and unmet needs with dwelling maintenance, household responsibilities, and personal care. It also reviews and critically assesses policy and program approaches to better link housing and care programs.

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Youth Allowance and Participation in Education, Training and Work:

Results from the Youth Allowance Longitudinal Survey

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS 312

From July 1 1998 the array of income support schemes for young students and job seekers was replaced by a single, parental means tested, Youth Allowance (YA). One of the primary objectives of YA was to encourage young people to participate in full-time study and training, particularly those who historically have had low levels of participation.

Several measures were introduced to achieve this aim including the requirement that young people under 18 years generally be in full-time education or training to receive payment, the extension of rental assistance to students living away from home, the introduction of an income bank for full-time students, the extension of parental means testing to 18-20 year-old jobseekers and changes to YA eligibility criteria to broaden the coverage of payment among students. This study analyses data collected as part of the Youth Allowance Longitudinal Survey (YALS) and the Longitudinal Surveys of Australian Youth (LSAY) to help assess the success of Youth Allowance in achieving its aim. Results suggest that there have been improvements in rates of participation in education and training.

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Net Impact of Job Network Services and WfD

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS 312

This paper will examine the net impact of Work for the Dole and the Job Network programs, Intensive Assistance and Job Search Training. Net impact studies compare the outcomes (in this case the proportion of participants who leave income support) of participants with a matched group of non-participants.

SUE CASEY

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Snakes and Ladders – Women's Pathways Into and Out of Homelessness

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS C

Single homeless women are often described as the hidden homeless, whilst homelessness itself has been described as advanced marginality (Passaro, 1996) in a risk society (Beck, 1992, Winter & Stone, 1999). This research provides an analysis of the pathways into and out of homelessness of single women, aged 25-45 years without children in their care. The personal experiences of 11 women interviewed for this study are considered within a broader systemic framework. Within this context there is an investigation of the forms of oppression and disadvantage faced by homeless women that place some women at greater risk of homelessness. A reconceptualisation of the categories of homelessness in urban Australia is proposed, utilising three categories; situational, long term and chronic homelessness. These categories are used to examine different experiences of homelessness; pathways into and out of homelessness and potential points for early intervention.

***JILL CONSIDINE AND **GIANNI ZAPPALA**

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Factors Influencing the Educational Performance of Students from Disadvantaged Backgrounds

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS 312

The sociological research that investigates the relationship between family socioeconomic status (SES) and the academic performance of children predominantly focuses on comparisons across all SES backgrounds. A neglected dimension however, is an examination of factors that influence educational outcomes within particular SES bands. The aim of this paper was to estimate the extent of socioeconomic, family, individual and contextual factors on school performance. Data was drawn from over 3000 students from financially disadvantaged backgrounds who were participating in the The Smith Family's Learning for Life program. Consistent with previous research, the major findings revealed that parental education was a key predictor of student academic achievement. However, there was no indication of one-parent families having a negative effect on educational achievement or that one-parent households have a relatively more detrimental effect on boys than girls. The findings support the notion that the 'social' and the 'economic' components of the socioeconomic status equation may have distinct and separate influences on educational outcomes. While financial assistance to schools and families in need is important the results highlight the need for policies and programs that also assist low-income families in providing appropriate psychological and educational support for their children.

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Active Ageing - the Social Policy Implications of Education in Mid and Later Life

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS D

Demographic change means not only that there will be a larger number of very old people to provide for in the future, but also that the median age of the population is moving upwards. At the same time, technological, economic and political change has destabilised labour markets. Some commentators believe that the ageing and shrinking of the workforce are the key challenges posed by population ageing. These trends have significant implications for labour market and retirement policies.

In the face of growing unemployment, and influenced by early retirement policies in some countries, labour market attachment for people aged 45 to 65, especially men, has

been falling. Increasing costs of supporting "non-productive" mid-lifers and looming skill and labour shortages have now led to the promotion of Active Ageing policies. Education for people in mid and later life is central to this approach. A study of 1000 students aged 40 and over at Victoria University of Wellington reveals patterns of educational involvement, motives and outcomes, and illustrates the extent of upskilling which is taking place. This example illustrates prospects for and challenges to the role of education as part of an Active Ageing approach.

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Employment Assistance for Long-term Unemployed People: the Need for a Re-think

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS 312

In 1998, employment assistance for long-term unemployed people was restructured and funds were cut. The job compact - a guarantee of a temporary job after 18 months of joblessness, was replaced by "intensive assistance" - a more open-ended system of support provided through the newly-established Job Network.

The theory behind the Job Network funding model is appealing: employment assistance providers are best placed to judge what assistance each job-seeker requires, and appropriate, cost effective assistance will be offered if funding is tied to employment outcomes rather than "programs". However, the result was a reduction in the level of support provided to most long-term unemployed people, leading to poorer employment outcomes than the most effective (though not all) Job Compact programs. Competitive tendering was effective in driving costs down but it weakened service quality. Further, the system of outcome-based payments shifted the risk of investing in substantial employment assistance from Government to providers, who have been reluctant to risk their own funds on more costly interventions.

The solution is to shift some of the risk and political responsibility back to Government, which should guarantee substantial employment assistance to all long-term unemployed people. This could be implemented within the Job Network model by making a pool of funds available to providers to offer the assistance each long-term unemployed job-seeker needs, while retaining the system of outcome-based payments.

DAVID DE CARVALHO

The Social Contract Re-negotiated: Protecting Public Law Values in the Age of Contracting

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS A

In the United States, the Bush administration has established the Office of Faith-based and Community Initiatives, looking to extend the involvement of religious organisations in the delivery of government-funded social welfare programmes. In the United Kingdom, a Christian socialist Prime Minister has actively promoted “social enterprise” partnerships between government, the private sector and the non-profit sector, especially churches, as “the third way” to improve social outcomes. In Australia, churches have been awarded Job Network contracts following the dismantling of the Commonwealth Employment Service.

There has been concern for a number of years about the impact of contracting out on public law values. Contracting out effectively removes many services and decisions from the scrutiny of the administrative law package. With the increasing involvement of religious organizations in the delivery of “public” services, concerns have been raised about the impact of such contractual relationships on both the public accountability of church bodies and their effective independence from the state. The traditional dichotomy between public administrative law and private contract law has proved ineffective in balancing these concerns.

This paper suggests that the development of a new body “social law” could develop to regulate these partnerships, or “social contracts”, in a way that respects the concerns of all parties. Underpinning this new jurisprudence would be a notion of citizenship that promotes engagement and responsibility instead of unfettered rights and/or consumer power as the fundamental paradigm of citizenship.

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Measuring the Performance of a Flexible Labour Market: New Measures of Underemployment and Overwork

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS 309

Over the last 40 years the labour market has changed substantially. Participation by women, the rise in importance of part-time and casual work, multiple job holding and overwork have all placing increasing pressure on the capacity of the existing labour force data, and the summary statistics based upon them, to adequately describe the performance of the labour market.

This paper discusses the importance of the problems of underemployment and overwork and proposes the systematic collection of data on the desired hours of work for the entire labour force. Given that the objective of labour market deregulation is to facilitate the organisation of work arrangements that are mutually beneficial for employers and employees it is essential to have data on the preferred outcomes of employees if the matching efficiency of the labour market is to be effectively analysed.

The growth in underemployment also raises issues about the usefulness of the unemployment rate as a meaningful target for economic policy. The paper presents data on the extent of underemployment and overwork. It discusses the inadequacies of the current labour force data system and proposes additional questions that could be added to the labour force survey in order to overcome existing problems. The paper also considers the need to develop new summary indicators to provide more meaningful policy targets.

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Socioeconomic Banditry: Poker Machines and Income Redistribution in Victoria

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS 312

Poker machine gambling was introduced to Victoria in 1992. Losses have ballooned since then. In 1999-2000 \$2.2 billion was lost in Victoria, an 11 per cent increase in one year. Two issues have galvanised social policy debate since the election of a Labor government in 1999: (1) the size of the losses and (2) the disproportionately large numbers of machines in communities of lower than average socio-economic status. The government has responded to community concern by ‘capping’ the numbers of machines allowed in five of these areas. It has also legislated for local government to be heard in the poker planning process, which now demands social and economic impact assessments. This paper argues that the conceptual cast of the policy represents an advance but that its content manifestly will not ameliorate the social and economic harm, to individuals and communities, caused by this ‘industry’. Social, economic and various poker machine data, geographically coded to ABS collection district level, are analysed to support this view. The ethics of the policy framework, including the conflict of interest facing the state government as tax beneficiary and regulator, are also considered. The views of John Maynard Keynes provide an interesting contribution to the discussion presented in the paper.

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The New Social Policy and the Digital Age: A Case Study of a Wired High Rise Public Housing Estate

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS 310

This paper reports on the early stages of an ARC-funded research project into a major social policy innovation. During 2001, a social enterprise in conjunction with the Victorian Office of Housing will donate to all residents of a large high rise public housing estate powerful personal computers that have very fast connection speeds to an intranet and the internet. The initiative is based on a social partnerships model with a strong emphasis on community development and local participation. The project is centred around “community building”, with the residents being trained to run their own network. All this is to occur in an ethnically-diverse low-income population, concentrated in the one inner-city site in Melbourne.

The aim of the research is to analyse the impact on residents of ready access to computers and computer networks, subsequent patterns of use and skill formation. This paper sets out the genesis of the initiative, the organisations involved, their various motivations, the level of participation, and the project's goals. It outlines the progress of the project from concept stage through to the initial stages of training residents and wiring the estate, and compares this model with other evolving models in which government departments retain full control.

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Explaining Trust: Social Capital and Socio-economic Inequality

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS C

The absence of trust is now considered to be a major symptom and cause of declining cohesion in modern society. This paper compares two explanations for low trust in contemporary Australia using survey data. The first explanation is that low and falling trust is related to social disconnectedness reinforced by the absence of binding communities. The second explanation is that the problem of low trust reflects deeper economic disadvantage that shapes and distorts a range of social relationships.

We show that these two explanations depend on quite different assumptions about the way actors in contemporary society interact. The ‘social capital’

hypothesis locates the problem of low trust at the level of the exclusion of the social actor from a range of community-based relationships. The ‘socio-economic disadvantage’ hypothesis considers the problem of low trust to be reinforced by pre-existing relationships that are shaped by hardship, stress, risks and injustice.

Statistical evidence from the Middle Australia Project (1996 and 1999) sheds light on the explanatory power of both hypotheses. We suggest that there is stronger evidence to link the problem of low trust to widening socio-economic inequality than to the absence of social relationships (community participation).

‘Third Way’ policy advocates and political actors consider the essential defect in society to be the absence of community, justifying the development of the volunteer and charity sector in building communities to deal with problems such as unemployment, isolation and child abuse. We suggest that the problem is not, in the first instance, related to the absence of community but stems from the consequences of deep inequality for existing patterns of social interaction.

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Moving In and Out of Disadvantage: Population Mobility and Australian Places

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS A

Population mobility contributes to the creation of inequality and disadvantage in particular places. The movement of people between towns and regions in long-term internal migration is relevant in this process, and also shorter term mobilities. For example, people may move within the housing market at their place of destination, and their children may move between schools as a result. This paper examines the link between population mobility and the creation of disadvantage in two Australian towns, one large and one small. It considers: (1) how the in-migration of certain people and households and the out-migration of others is changing the characteristics of the towns’ labour and housing markets, and the use of community services there; (2) how population mobilities appear to be altering perceptions held by longstanding residents of their own town and its communities; and (3) the policy dilemmas posed by the situations described.

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Limitations of a Cost Savings Framework for Funding Preventive Care

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS 310

This paper discusses the apparent inappropriateness using prospective cost benefit analysis to justify funding preventive human service delivery programs, while expecting evaluations to show that such programs can be sustained through the financial savings they generate. It aims to illustrate an inappropriate interpretation of economic analysis in public policy decision making and evaluation. Financial and service usage data sets relating to a coordinated care trial, Linked Care, for older persons in Hornsby Ku-ring-gai (1997-99) will be analysed to reveal whether financial savings were experienced.

The trend toward prevention and early intervention in human service delivery is a significant shift in social policy delivery in Australia and internationally. The commitment of public funds for prevention programs with the promise of future savings offers political and economic attractiveness to policy makers. Cost benefit analysis of human services is vital for policy makers to make informed decisions on maximising return from limited government resources. Yet the wave of enthusiasm for such decision making will wane if expectations of budgetary savings are not met and the reason for failure remains unexplained by the evaluations. This paper will discuss that while it is possible that net benefits from a prevention program might be observed, it is unlikely that financial savings within a program will be evident, at least in the short term. The outcomes will inform Commonwealth and State resource decisions about preventive human services.

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Bridging the Digital Divide: Conceptual Issues and Practical Approaches

POSTER PAPER SESSION, PAVILIONS

The concept of a 'digital divide' has been used to describe inequalities in access to the internet across different regions, ages, income and education levels and social groups. We examine comparable data for a range of countries and develop a Digital Divide Index that enables broad national-level comparisons to be made.

Initiatives by governments, companies and agencies to narrow the digital divide have generally been ad hoc in nature, and mainly focussed on supply-side issues. Notions

of universal access or citizen rights to connectivity remain largely unexplored, but are the only medium-term approach likely to successfully bridge the digital divide.

However even a universalist approach, if it reduces the problem to internet access alone, addresses only one dimension of the problem. Genuine participation in the new economy encompasses a much wider range of issues, requiring a more holistic approach. For example, people need the knowledge and resources to effectively use the internet. They may also require access to content, to electronic delivery of government services, and to other new information and telecommunications services that emerge. These and other issues relating to the digital divide are outlined, and the implications for government policy explored.

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The Inverse Care Law and Australian Aged Care Provision: South Australian Case Study

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS 312

The inverse care law was devised in 1971 about medical services: "The availability of good medical care tends to vary inversely with the need for it in the population served. This ... operates more completely where medical care is most exposed to market forces, and less so where such exposure is reduced. The market distribution of medical care is a primitive and historically outdated social form, and any return to it would further exaggerate the maldistribution of medical resources." This paper tests aged care supply against the inverse care law, for non- medical health services. Governments have refrained from de-regulating the distribution of aged care. Nevertheless, the existing policy approach to planning services for older Australians contains a structural bias that delivers services disproportionately and inappropriately to areas with higher socioeconomic profiles. An understanding of the spatial distribution of health leads to consideration of different policy approaches. An alternative approach, based on life expectancy, would make for a fairer and more appropriate targeting of resources. Proxy data is used to estimate the effect on the regional distribution of aged care in South Australia.

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Young People, Drugs and Criminal Justice: Implementation of the NSW Youth Drug Court Pilot Program

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS 312

In Australia, there has been increasing interest in programs that divert offenders from the criminal justice system. The NSW Youth Drug Court pilot program arose from recommendations of the Drug Summit and began operation in August 2000. The Youth Drug Court program aims to reduce the level of criminal activity and other problematic behaviours associated with the misuse of drugs and alcohol. It combines intensive judicial supervision and case management for young offenders charged with serious criminal offences. Participants are provided with comprehensive assessment, support and cross-Departmental services from Juvenile Justice, Health, Community Services, and Education and Training.

A UNSW Consortium led by the Social Policy Research Centre is evaluating the YDC pilot program. This paper reports on the development of the YDC model as a therapeutic and criminal justice intervention, and on its relationship to other diversionary programs in NSW and broader social policy objectives around juvenile justice. The paper discusses issues arising in the early operations of the Youth Drug Court, drawn from a review of the implementation of the pilot program.

BRENDAN GLEESON AND CHRIS CARMICHAEL

(Presented by Bill Randolph)

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Responding to Regional Disadvantage: What Can Be Learned From Overseas Experience?

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS 310

In Australia, recent national debates about problems of regional disadvantage have sometimes echoed with calls for a shift in public policy emphasis from cities to regions. While there exists a groundswell of new support for regional assistance policies in Australia, the current debates make little reference to overseas policy experiences, which constitute a potentially rich resource for learning. This paper investigates and evaluates the housing-related regional assistance measures in the European Union, the United Kingdom and the United States and draws implications for Australian policy-makers.

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Training, Consultation & Information: Building Capacity in Dual Diagnosis

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS 312

Future demand for social services will be largely determined by changing patterns of social need and well being. Numerous indicators of rates of disability, and of factors underlying the receipt of social service benefits point to psychiatric disability and abuse of alcohol or other drugs being significant causes of a need for social service intervention. Further, the extensive incidence of comorbidity of these disabilities (dual diagnosis) presents major challenges, not only to the mental health and drug treatment service sectors, but to community services generally. This paper presents a model for sustainable community service developed by the Dual Diagnosis Resource Centre. The model has the capacity to allow for differences in budget allocations and characteristics of service providers, in designing coordinated responses to clients with dual diagnosis that effectively address their social problems.

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A Reassessment of the Availability of Family Friendly Work Practices: Analysis Using the AWIRS

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS A

The interaction between work and family has long been of concern to policy makers and researchers. This paper uses data from the Australian Workplace Industrial Relations Survey (AWIRS) 1995 a linked employee-employer data set. The linked nature of the data set is exploited to explore the degree of variation of family friendly work practices both within and between firms. It is found that the variation in access to family friendly work practices within firms is as great as the variation between firms. The implication of this finding is that in order for there to be an increase in the number of employees able to access family friendly work practices then increasing coverage within firms is as important as increasing the number of firms offering these work practices.

The paper then explores the extent to which there are systematic factors which determine, within firms, which employees are most likely to be able to access family friendly work practices. A range of factors is explored including level of income, tenure, occupation, sector of employment and age and number of children.

The paper raises questions about the likelihood of sole parents moving into the work force finding employment that has family friendly work practices - an issue which is likely to be of great importance to this group.

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Indigenous Welfare Reform: Something New or More of the Same?

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS B

In recent times there has been much discussion regarding the role that welfare plays in the socio-economic disadvantage experienced by Indigenous Australians. Various groups from government, to welfare organisations and community groups both within the Aboriginal and the non-Aboriginal sectors are raising concerns regarding the impact of welfare payments and services on Aboriginal people and communities. Hence we are asking questions such as “Welfare ‘Poison’ or Welfare Autonomy?”.

This paper will examine the links between early colonial discussions and present-day debates and ideologies regarding welfare and welfare recipients. The connections between the 19th Century ‘New Poor Laws’ and the policies and practices of segregation will be highlighted. The current rhetoric underpinning ‘mutual obligation’ and employment programs for Aboriginal communities will be included in the paper.

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Indigenous Welfare: Individual rights or collective responsibility? An Analysis of Noel Pearson's Critique of Welfare and Indigenous Communities

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS A

Noel Pearson's proposed plan for the Cape York Aboriginal communities "Our Right to take Responsibility" is a timely and heartfelt plea for change in the relationship between the people in these communities and the state. He has opened debate in an area that is badly in need of reform by identifying passive welfare to Aboriginal people as the root cause of social dislocation. This paper explores his understanding of the nature of welfare and Indigenous people as a starting point for discussion of the basis of the relationship between Indigenous people and the state. In doing this I suggest that the solutions to the problems within Aboriginal communities that Pearson outlines will

only be found within the communities themselves. Perhaps most surprisingly Noel Pearson can be seen to be arguing from within the colonial paradigm. The release of this document as a media event, rather than an Aboriginal social policy or even Aboriginal community event seems to underline this. He shows a scant regard for the reality and viability of Aboriginal culture and society and the possibility of a modernity that is intrinsically Aboriginal in nature. Similarly he down plays the impact of a colonial history on problems such as racism and substance misuse and sees economic development as the sole ingredient required for change. This paper argues that welfare is a minor player in the reality of the ongoing colonisation of Indigenous Australians.

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Triple Bottom Line and Community Services

POSTER PAPER SESSION, PAVILIONS

The “McClure” report recommends that the government and Community Service Organisations move to “triple bottom line” accountability and reporting arrangements. This paper argues that the implications of this recommendation are significant, if applied, with considerable potential to reinforce the paradigm shift that is currently under way. This paradigm shift is based on a rejection of Public Choice theory and the associated commitment of policy makers to the Rational Expectations School of economic and public policy thought.

Consideration is briefly given to the priorities for measurement in the “social” domain of the triple bottom line, with reference to emerging social and ethical auditing experiences and practice.

The major focus of the paper is consideration of the three interfaces implicit in triple bottom line accountability, with the following conclusions being drawn.

- The Social / Economic interface is the territory being actively mapped by the “Social Entrepreneur” movement.
- The Economic / Environment interface has been driven by large scale environmental disasters over the past decade, along with earth summits. Whilst still “early days”, there are positive signs.
- The Environment / Social interface is the least developed aspect of the triple bottom line, despite considerable common ground.
- The Environment / Social interface is of crucial importance to Social policy, in large part because of the high correlation between income and ecological disadvantage for many communities.

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Australian Welfare Reform: Deconstructing Welfare Dependency

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS 309

Minister Newman explained that increasing welfare dependency was the reason why Australia's welfare system needed reform. The McClure report said that the reason was that the welfare system was no longer appropriate for the changed social and economic realities. Through an analysis of

recipient statistics, this paper identifies that the growth in the number of recipients are due to structural changes in Australia's economy and society. The analysis then provides the basis for an assessment of the changes recommended by McClure and suggests an alternative approach to responding to poverty and disadvantage in contemporary Australia.

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Young People, Transitions and Labour Market Power: Coping with Complexity

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS B

Wyn and Dwyer have argued recently for an approach to youth policy that takes account of the ways in which young people manage a multiplicity of 'transitions' involving considerable overlap between education and employment, rather than negotiating the linear pathway from education to work on which transitions policies have hitherto been based. In New Zealand, this latter approach has been reinforced by fifteen years of neo-liberal reform in both education and the labour market, together with a flourishing 'knowledge economy' discourse. Both have drawn on human capital theory to foster policy that posits 'transition' in terms of a straightforward relationship between qualifications and employment. This paper argues that, rather than focusing narrowly on qualifications in conceptualising transition, policy makers should consider the wider notion of the labour market power that young people possess. In New Zealand, this means considering a deindustrialising context (not identical to a 'knowledge economy') in which both high and low waged economies operate, and through which young people manage involvement in work and education. The paper draws on two databases: one uses census data on the Christchurch labour market (1976-1996), the other longitudinal data on a cohort of 1265 young people born in Christchurch in 1977.

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Indigenous Poverty

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS A

The on-going high levels of indigenous poverty have historically been attributed to several factors: the lack of inherited wealth or a significant capital base, the persistent housing backlog reflected in the extremely low levels of home ownership, the lack of insurance policies or superannuation which reflects low levels of employment and, where indigenous people are employed, the type of jobs they are employed in. In assessing the extent of indigenous poverty, the diversity of indigenous circumstances and the dominance of alternative value systems, in many situations, must be recognised. A multi-dimensional approach to poverty is pursued in this paper by exploring health, housing, crime and land as well as the more usual income-based measures. Limited socio-economic data about the indigenous population mean that the analysis is largely confined to data from the 1994 National Aboriginal and Torres Strait Islander Survey (NATSIS). While income disadvantage is a major factor underpinning persistent indigenous poverty, the depth of poverty in other spheres of life has an important impact on indigenous well-being. Several case studies are also used to illustrate the Indigenous experience of poverty and highlight the likely problems that will be encountered if only the economic factors which underpin low levels of Indigenous income are addressed.

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Sensitivity of Australian Income Distributions to Choice of Equivalence Scale: Exploring some Parameters of Indigenous Incomes

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS C

Indigenous families experience substantial and multiple forms of economic burden arising from the size and structure of families and households. Indigenous households are more likely to have more than one family in residence than other Australian households and are more likely to be multi-generational with older Indigenous people more likely to be living with younger people in extended family households. Given that the various equivalent scales attempt to control for family size and composition and the relative costs of maintaining various

families, such differences are likely to be reflected in their income distributions - hence, it is important to consider whether these distributions are affected by using alternative scales. This paper seeks to characterise the economies of scale in Indigenous and other Australian households using both single and two parameter models of equivalence scales using 1995 National Health Survey data. Furthermore, the extent of re-ranking in income distribution when using the various scales provides an intuitive benchmark for the sensitivity of the respective distributions. The analysis will be conducted for both households and families to illustrate potential sensitivities of the results to the inclusion of extended kin networks in the official definition.

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Community Organisations- Adapting to Change

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS 310

Deinstitutionalisation, commodification of services, and the privatisation of community care have had a profound effect on the experiences of community service organisations in Aotearoa/New Zealand. As the ethos of the welfare state has given way to 'the market economy' the environment in which community services are provided has become one of increasing financial accountability. New Zealand community organisations have found themselves competing for Government funding in a market style environment.

In this paper we discuss the findings of a qualitative research project undertaken with leaders of 6 community organisations during 2000. We address factors such as the impact of the continuing drive for efficiency in the provision of community services and the issue of how funding criteria rather than organisational philosophy have the potential to become the driving force of the organisation.

Organisations have negotiated the contracting culture in different ways operating both inside and outside the funding system. Key findings of the research are that the changed environment has stimulated innovation, facilitated a more equal relationship between organisations and public service professionals and forced organisations to reflect upon and define their direction. The picture painted by the research participants was far more positive than might be expected considering the speed and extent of the imposition of a contracting regime.

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Substitute Care for Children and Young People - the National Picture from 1970 to 2000

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS C

This paper uses data from a number of different sources to examine national trends in substitute care between 1970 and 2000. While the data on substitute care are patchy, some clear trends emerge. Between 1970 and 1990 the number of children and young people in substitute care in Australia decreased substantially. In the 1990s, however, this trend was reversed and the number of children in substitute care increased by over one third from the early 1990s to the end of the decade.

There were major changes in the type of care in which children were placed over the thirty year period. There were large decreases in the number of children adopted and in the number placed in residential care and these trends continued throughout the 1990s. The number of children in foster care also decreased during the 1970s and 1980s, but increased in some jurisdictions in the 1990s. More recently there have been increases in the number of children placed in relative/kinship care. The paper examines some of the factors influencing the trends in substitute care, such as developments in psychology, changes in child welfare policies, changes in family structures and increased government support for families. The implications of the recent trends in substitute care also briefly discussed.

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Understanding Poverty: Developing Dialogue and Debate

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS C

In the past the Brotherhood of St Laurence has had a focus on research based interventions to reduce the impact of poverty. Its future focus is towards an Australia free of poverty, and to this end the Brotherhood aims to put poverty on the national agenda. Our commitment towards this aim is clear in the Understanding Poverty Project (1999-2001). In the first stage of the project the Brotherhood listened to community attitudes to poverty and to responses from decision-makers and journalists. This paper presents the findings of the second stage which involves the Brotherhood, informed by the findings of the first stage, identifying, exploring and trialing activities that will engage the community in dialogue about the causes of poverty and promote informed debate about levels of poverty in Australia. The outcome of this project will be a

'dialogue' strategy that will feed into a public awareness campaign based on a social marketing approach. This strategy will mediate the findings of the first phase with the social marketing project. The aim of all these pieces of work is to ensure that poverty in Australia becomes an issue of national concern and action is taken at a national level to eradicate it.

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The Position of Women as head of the Family : The Case of Iran

POSTER PAPER SESSION, PAVILIONS

From ancient times until now, women have had fundamental roles in the family. Women's roles in managing home economies, child rearing, looking after members of the family, especially husbands, have been mentioned throughout time. Cooperation of women in home economies has existed through history and has been seen in different ways in rural and urban communities. Although changes in the occupation of women, from traditional to modern forms, have effected the balance of power and decision making in family affairs, women are still the main victims among the social groups.

Women with children and without husbands, for whatever reason, are likely to be vulnerable to economic, social and cultural problems and obstacles. There needs to be a recognition of women as heads of the family in Iran, and their basic needs and social services should be provided for. Understanding of their problems is necessary in order to address them. The purpose of this study is to present a comprehensive picture of the problems and financial hardships faced by women as heads of families in Iranian society.

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Women and Superannuation in the 21st Century: Poverty or Plenty?

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS D

The ageing of the population and its consequences are widely recognised as one of the major public policy challenges facing Australia, with likely future retirement incomes emerging as a key policy issue. In such debates, the future fortunes of women loom large. Will compulsory employer contributions to superannuation make a difference to the financial position of women in retirement? Will increased labour force participation result in a better

retirement? What of the women who were relying on their partner's superannuation but whose marriage has ended in divorce?

Models established to date do not provide the best tools to answer questions such as those above. In particular, they are unable to cope with the impact of divorce. With this in mind, NATSEM, through an Australian Research Council grant, has added a superannuation module onto an existing

microsimulation model. This path-breaking new model allows detailed distributional analysis of future retirement incomes including analysis of a wide range of policy settings and of the impact on future superannuation of behavioural changes. This paper presents the first, preliminary results using this model.

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Deliberative Democracy - Are Local Communities Up To It?

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS D

Aim: The presentation will demonstrate the use of Citizen Panels as part of council's decision making processes on difficult issues. Randomly selected groups from the community are brought together to explore complex issues and exercise deliberative judgement. A wider cross section of the community is involved with very positive results.

Content: Sutherland Shire Council has been undertaking a comprehensive strategic planning process over the past 3 years involving thousands of residents. One of the key issues raised was how council makes decisions and who is involved in the process. As a result, the Strategic Plan Our Guide to Shaping the Shire to 2030 includes a direction - Ensure open, accountable and participatory decision making processes - which encompasses developing processes for ongoing communication and identification of emerging issues.

The terms public opinion, polls, consultation, research, referendums, participation and democracy are often not well understood within local government. Councillors and management often ask 'What does the community think', 'what interests are represented', 'is this a cross section of the community?'. As practitioners, we try to involve different groups of people, we look for new methods and we ask ourselves what does democracy mean in this context?

The process used in developing the strategic plan, was based on the concept of deliberative democracy. It recognises that a community is entitled to the breadth and depth of information available, and that given an appropriate setting, it is able to be involved in informed decision making processes. How can this ideal be

translated into the complex and sometimes contentious area of local governance?

Citizens panels are one method for Council to take into account the considered views of its citizens when making important decisions. They are a new tool for local government in Australia and have not been widely used. As part of the exploration of deliberative democracy, Council has made a decision to trial their use, using a variety of methodologies that will be evaluated at the end of the trial.

PETER KHOURY

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Indigenous Community Organisations and the Discourse of Managerialism

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS B

This paper explores the impact of managerialist procedures, as practised by funding bodies and government bureaucracies, on Indigenous community organisations such as Aboriginal Medical Services, Aboriginal Legal Services and other Indigenous community formed and operated organisations.

The discourse of managerialism is embodied in a set of technocratic procedures such as performance measurement, quantitative indexes of efficiency and effectiveness, and performance for results. These principles are derived from the corporate financial sector and imposed on what are essentially grass roots, non-bureaucratic, voluntary, social justice organisations. The paper also highlights the competing demands on Indigenous community organisations to respond simultaneously to the pressing needs of their local communities as well as the restricted performance and funding criteria imposed by a supervising bureaucracy.

PAMELA KINNEAR

The Australia Institute

Mutual Obligation: A Reasonable Policy?

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS 312

Despite disputes about how the idea should be implemented in policy terms, the concept of 'mutual obligation' has gained a 'motherhood' status and is now accepted largely uncritically as a reasonable basis for social security policy. Support has been voiced by Government, Opposition, the general public, the private sector - in particular the banks - and, to some extent, the community sector.

However, this paper argues that that the principle of mutual obligation is based on a loose and inaccurate appeal to foundational principles of liberal democracy as well a number of popular misconceptions about the nature of unemployment in Australia. This paper assesses a variety of propositions coming from within the Australian 'welfare reform' debate according to this critique.

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The Unheard Injustice: Young People and Centrelink Breaches - Information Denied.

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS B

Since the implementation of mutual obligation requirements, Centrelink breaches for unemployed people have increased by 250% over the past three years (ACOSS, 2000 pp1). Young people 18 to 24 years are the group most effected by Centrelink breaches, with 53% of all breaches occurring in this age range. While Centrelink breaches have increased dramatically, so have appeals with nearly 35% of all breaches implemented by Centrelink for 1999-2000 revoked through an appeals process. Young people however do not make these appeals even though they constitute over half of all breaches (ACOSS, pp7). It has been extremely difficult to obtain data relating to young people and breaches as Centrelink has refused my requests, including an FOI request stating the information is 'politically sensitive'. In a society celebrating its centenary of federation, it may be worth asking not only, where welfare policies such as mutual obligation are heading, but also why access to information related to welfare policies is denied.

Welfare reform can only be debated and analyzed in a forum where access to data is available. The data that is available indicates very high rates of breaching that suggests that there ought to be further questioning about the effectiveness and justice of such policies for young people. And more importantly, why material relating to the breaches is denied to independent researches.

Australian Council of Social Services 2000, Doling out the punishment; the rise and rise of social security penalties, ACOSS, Sydney.

Abstracts by Author

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More or Less Active: Experiences of Older Workers and Early Retirees

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS D

Large numbers of mature age workers continue to exit the workforce early. While for some early retirement is a desirous goal, for many a combination of health problems, outdated job skills, and poor education leads them to long-term dependence on income support payments well before Age Pension age.

This paper looks at the differences in the characteristics and experiences of older people. How different are those who have no involvement in the workforce, from those who continue to work as they grow older? What factors influence their work and retirement decisions? A particular focus is given to the experiences and circumstances of women. While women's workforce participation has increased over time and with age, significant numbers continue to be dependent on a range of income support payments prior to entering the Age Pension system.

The paper utilises a survey of the workforce circumstances and retirement intentions of people aged between 45 and 69, conducted by the Commonwealth Department of Family and Community Services between June and August 2000. The data from this survey allows a comparison between those receiving income support payments with those who rely on wages and other sources of income.

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Individualised Funding in Disability Services

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS 312

Individualised funding is emerging around the globe as a new means of delivering services and it constitutes a major welfare reform. This paper will present the findings of an evaluation of the 'Futures for Young Adult' program, based on individualised funding, that funds young people with all types of disabilities in Victoria as they move from school to adult activities. The types of placements chosen will be reviewed along with the findings from consultations with participants in the program, their families, the service providers and a range of other stakeholders.

The findings from this evaluation will contribute to clarifying the debates surrounding this controversial new service model. Has the introduction of this program really changed service provision? Are people empowered or are they struggling to cope with new responsibilities? Is

individualised funding giving people the opportunity to purchase services directly from a wide range of sources to meet their unique needs or is it leading to a reduction in the range and quality of services? This paper will consider the debates surrounding individualised funding in light of the findings of this evaluation.

MARIE LEECH

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Mission: Enterprise

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS 310

Non Government Organisations (NGOs) are approaching the 'new landscape for non-profits', with features as outlined by William Ryan (Harvard Business Review 1999):

- Government outsourcing and a business mind-set changing the landscape of social services
- Fundamental questions being raised about the mission and future of nonprofits.

Other features include a set of business/economic structures, transplanted into the new landscape with a 'social' label attached e.g. enterprises, partnerships, entrepreneurs and capital.

In Australia, NGOs are more or less embedded in a traditional landscape depending on historical development and degree of recent change. Some NGOs cannot yet glimpse the edges of the new landscape, while others are moving full-steam ahead, surveying the landscape and developing navigation strategies. In what ways are NGOs reconfiguring their operations to play in this new social marketplace? What funding mixes are useful? In an environment of increasing dominance of large NGOs, how do strategies for enterprising partnerships and community capacity building operate at the local level?

This paper presents a case study of a large national NGO (Mission Australia) and draws on internal research to illustrate:

- the tensions emerging as a result of organisational change
- the local 're-shaping and bending' of national programs
- divergence between national organisational strategies and local action
- and some aspects of the emerging 'big/small' debate within the NGO sector.

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The Impact of Disability Rights Legislation on Employment in the United States

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS B

National legislation banning discrimination against people with disabilities was adopted in the 1990s in many nations, including Australia, the United States, Great Britain, New Zealand, and Japan. While these laws have often been heralded as breakthroughs in removing barriers to employment, there has been limited empirical research measuring the impacts of these laws on individuals. In the United States, studies that have shown positive effects of the Americans with Disabilities Act (ADA) have typically not relied on national or longitudinal data sets (Blanck, 2000). Those that have relied on national, cross-sectional data sets have shown that the ADA has actually led to lower employment rates of people with disabilities (DeLeire, 2000; National Organization on Disability, 1998; Baldwin, 1997; Oi, 1996). This paper will describe a research project analyzing the impact of the ADA on employment of people with disabilities using a national, longitudinal data set, the Health and Retirement Survey (HRS). Using data from 1992, 1994, 1996, and 1998, this project examines the changes in workplace accommodations since the implementation of the ADA, and the extent that these workplace accommodations influence the likelihood that people with disabilities will work. Preliminary findings and their implications for anti-discrimination legislation will be presented.

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Worlds Apart: Postcodes with the Highest and Lowest Poverty Rates in Today's Australia

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS C

NATSEM has recently developed the capacity to estimate poverty at a detailed regional level. This paper describes the techniques and estimates the level of poverty and characteristics of people in poverty in the postcodes with the highest and lowest poverty rates in each state.

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The Sound of One Hand Clapping: A Confidence Survey of Aotearoa/New Zealand's Voluntary Sector

POSTER PAPER SESSION, PAVILIONS

This presentation reports on a unique survey of Aotearoa/New Zealand's Third Sector.

In September 2000, the Association of Non Governmental Associations of Aotearoa (ANGOA) conducted its survey for the first time. The survey is intended to parallel the well-known business confidence surveys which have been conducted around the world for many years. Business confidence surveys reveal the state of the economy, and their measures of future economic trends are widely reported in the press. The ANGOA survey collects equivalent information about social development. The key questions ask each organisation for its views of: general social conditions in the next few months; confidence about fulfilling its mission; and the direction of public policy most directly affecting it. Results from the first two surveys (conducted quarterly) indicate that Aotearoa/New Zealand's Third sector is strongly in favour of the direction the current government is taking in social policy and is confident about the direction of social development.

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'Policy is for the Policy Makers': the Cultural Cost of Different Visions

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS B

From the 1970s, members of Aboriginal communities throughout Australia have reported increasing levels of stress and conflict. The designers and implementers of beneficial policy seem to make few inroads into the problems. This paper uses an anthropological perspective based on two decades of working with Wiradjuri communities in central New South Wales to understand the impacts that various policy assumptions have had on cultural practice. It focuses on contradictions in expectations of indigenous citizenship under the policies of self-determination and self-management, viewed through the operations of the Aboriginal Land Rights Act (NSW) 1983. The disjunctures created by, for instance, differing notions of community, representation, accountability and expertise have significant impacts for the constitution of Aboriginal socialities, and the same principles impact in arenas of policy making and implementation.

Abstracts by Author

An analysis from a cultural perspective highlights the problems of articulation with which Aboriginal people must deal in their relations with the state and indicates that, while there is no going back, there is no clear way forward either.

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Uneasy Bedfellows: What Role Now for Social Movements in the Policy Process?

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS B

Over the last thirty years, social movement activists have engaged with state policy making processes in a range of policy terrains. This engagement has undoubtedly resulted in significant gains in terms of government delivery of policy, programs, legislation and services, but unresolved ideological tensions continue to flavour state/movement and movement/movement relationships. Using a social movement theoretical framework, with the Australian women's movement as a case study, this paper will revisit debates around resistance and cooption in the women's movement's relationship with the state. I will argue that, while state engagement has been a necessary tactic, insufficient attention has been paid to maintaining a strong external movement. Following from this are old questions about difference and inclusion in women's movement activism as well as recent questions posed by new generations of feminist activists. Given these dilemmas, how can feminist activists negotiate a way forward that allows women's machinery of government to remain an agent for change in the policy process?

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Fashion, Fiction, Fertile Inquiry? Struggling with the Postmodern Challenge and Social Policy Analysis

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS A

This paper evaluates emerging conceptual approaches that challenge the foundations of conventional social policy research, using an applied empirical case study of social policy change. Social policy research in Australia has traditionally been weak on the non-structural: behaviour, culture and the meanings people give to their lives. The term 'postmodernism', in all its variations, has recently entered the study of social policy, prompting debate about its usefulness for social policy analysis. This paper actively engages the conference theme, competing visions, in such a way as to evaluate this controversial debate from the perspective of seeing what postmodern insights offer the

future of social policy research and analysis. The papers asks the following question: Is it possible for social policy research to maintain a critical focus on the 'grand narratives' of emancipation and structural understandings of power, inequality and disadvantage, while also utilising research methods that focus on micro questions of subjectivity, discourse and resistance? In this paper I argue that it may be possible to overcome this either/or position and develop a 'welfare-adapted' postmodernism. Case study examples, from my recently completed PhD thesis, will be used to illustrate this possibility.

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Reforming the Welfare System in Remote Aboriginal Communities: an Assessment of Noel Pearson's Proposals

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS B

Noel Pearson has recently argued for a radical reform of welfare delivery to remote Aboriginal communities. He has put forward two core propositions. Firstly, successive governments' welfare policies have promoted passivity and dependence which are now deeply embedded within these communities. This can only be addressed by transforming the current 'gammon' welfare economy into a 'real' economy, in which the principles of reciprocity and responsibility are re-instituted to leach the 'poison' from welfare resources.

Secondly, this transformation can only be accomplished through a major reform of the existing institutional arrangements between government and Aboriginal people, in which decision-making and control over welfare (and other) resources is devolved to Aboriginal communities, and to local groups within them such as 'families'.

This paper broadly supports Pearson's call for radical reform. However, it argues on the basis of ethnographic evidence that certain of his underlying assumptions about contemporary Aboriginal societies pose difficulties for the practical implementation of his scheme. It further argues that the new forms of indigenous governance and leadership which Pearson advocates will require facilitation and support from external sources, particularly from government. However, involvement in social change by government necessarily carries with it its own inherent risks, since despite rhetorical support for indigenous self-determination, government is ultimately incapable of living up to this ideal.

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Ageing in Place: Has Policy Implementation Been Effective?

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS D

October 1st 1997 saw the introduction of a number of significant changes to the residential aged care system in Australia. A central structural change was the shift from a two tier residential care system – hostels and nursing homes – into a single residential care system. One of the main implications of the merging of the two tiers of residential care is that residents of low care facilities (formerly hostels) now have the opportunity to age-in-place if their dependency levels increase. Indeed, ageing-in-place is one of the specified objectives of the Aged Care Act. The policy was presented as having both individual and system level advantages. At the individual level, ageing-in-place removes the personal disruption associated with having to move from a hostel to a nursing home as dependency levels increase. At the system level, the shift to a one tier system removed anomalies in the re-imbursement system between hostels and nursing homes. This paper examines the impact of this policy on residents in low care facilities, focussing on factors such as changes in resident dependency profiles, length of stay and patterns of discharge.

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Volunteers and Community Legal Centres: A Partnership Under Threat

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS 310

Community Legal Centres have enjoyed a unique partnership with the legal profession, law schools and private law firms for thirty years. At the core of this successful partnership venture are legal and para-legal volunteers. A large number of volunteers have played a major role in service delivery, administrative and management functions in CLCs. The contribution of large amounts of voluntary specialist labour has enabled CLCs to become an integral part of the legal system in Australia. This partnership is now under severe strain because of the introduction of 'competitive tendering and contracting' in the sector. This paper reports on the findings of a study of NSW CLCs volunteers conducted during 2000 (n=208). This study reveals some important new insights into the motivations and philosophies of the context they work in. It also identifies key factors, which would lead people to withdraw their voluntary labour in a contracting funding regime. The Australian findings are consistent with British

studies conducted on the impact on volunteers of contracting and tendering. It has significant policy implications for the implementation of these kinds of policies in the Australian context.

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The Darebin Poverty Inquiry: A 'Whole of Community' Approach to Alleviating Poverty.

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS C

The increased incidence of poverty in an advanced capitalist society such as Australia at the beginning of the 21st century is in many ways the most pressing economic and social policy issue confronting all levels of government today. Whether described as disadvantage, inequality or inadequate standard of living, poverty has implications for the health and well being of the community as a whole. International and national socio-economic trends have left their mark on local communities; as have changing Federal and State government priorities. The City of Darebin, a municipality located in the inner north of Melbourne, Victoria, has in many ways, borne the brunt of the negative impacts arising from these trends and changes.

Darebin City Council, in conjunction with its community, is extremely concerned about the increased incidence of poverty. As a result, Council resolved in March 1999 to undertake an investigation into the causes and manifestations of poverty in Darebin, with a specific focus on unemployment, housing affordability and gambling. The aim of the Darebin Poverty Inquiry is to go beyond the statistics to get a better understanding of not only what it means to be living in poverty in Darebin at the end of the 20th century, but also the implications this has for the community as a whole in the future.

The Poverty Inquiry has been premised on extensive consultation with the Darebin community. A Poverty Reference Group was established to provide community input into the scope and direction of the research. A range of consultative mechanisms have occurred, including public forums, community forums, workshops, group and individual interviews.

The findings from the research indicate that the basic structural causes of poverty are still prevalent. That is, the lack of an income sufficient to provide for an adequate standard of living represents the biggest barrier to a person's ability to participate in community life. While financial or economic poverty tends to be the underlying cause of poverty, the social impacts of poverty in many ways represent the most important issues to be addressed.

While Darebin City Council neither has the resources or the power to solve poverty in its own right, a 'whole of community' approach is required. A range of strategies and actions have been identified to alleviate poverty in Darebin, involving partnerships with a range of stakeholders including all levels of government, business and community sectors. The strategies and actions are premised on Darebin City Council undertaking a leadership role in advocating on behalf of its community on structural issues such as unemployment, access to affordable housing and problem gambling. At the same time, many of the actions revolve around Council increasing opportunities for community participation at the local level to address the social impacts arising from financial poverty. The final report of the Darebin Poverty Inquiry is anticipated to be launched in May 2001 pending Council endorsement.

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The Affordability of Child Care Services

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS D

The costs of child care are an important factor that families take into account in decisions about workforce participation. For instance, the costs of child care are a consideration for low income families on income support who want to improve their employment prospects through education and training. Working women may also take child care costs into account in their decision to have a children. Fee subsidies are provided by the Commonwealth Government to improve the affordability of child care for families. In recent years there have been concerns about a decline in the affordability of child care services. As a consequence, Child Care Benefit was introduced in July 2001 as part of the Government's new tax system (ANTS) to improve affordability of care. This paper examines changes in child care affordability between August 1991 and July 2000 for different types of families at different incomes levels using long day care services. The paper looks at the extent to which fee subsidies assist these different types of families by examining the fees charged to parents, the amount of fee subsidy, and child care costs as a percentage of family disposable income.

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Welfare Provision and Family Division in Australia

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS C

The divide between sole parent and conventional nuclear families is firmly entrenched in Australian social welfare policy and has been the subject of considerable inquiry (eg. Baldock, 1996; Bryson, Ford & White, 2000; Eardley, 2000). In a recent report on the experiences of sole parents this division was clearly identified by one participant who asked;

How can they say to two-parent families that you've got a right to stay at home and bring up your children and yet say to sole parent families you've got to go out and work (Swinbourne, Esson & Cox, 2000, 57)

As Australia moves into yet another period of welfare reform following the release of the McClure report (2000) it seems that this distinction is set to continue with the application of the federal government's policy of mutual obligation to sole parents. This paper considers the ways in which the government's extension of mutual obligation will amplify the distinction between sole parent and conventional nuclear families. It examines the experiences of sole parents overseas, particularly in countries such as the US and the UK, where the welfare reform process has targeted sole parents. It then critically examines the changes in Australian family welfare policy over the last 15 years from policies of entitlement to contractual welfare provision (Forssen, 1999:84), and explores the way in which this family policy trend has effectively maintained and strengthened the distinction between sole parent families and other family forms.

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Invisible Even to Themselves? The Paradoxical Time Signature of Co-residential Carers

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS D

As a substantial body of research attests that caring for person with a severe or profound disability involves a great deal of work. According to the Australian Bureau of Statistics' (ABS) most recent Survey of Disability, Ageing and Carers, two thirds of carers estimated that they spent longer than 20 hours a week caring and three-quarters of this group thought they spent more than forty hours a week in caring activities. However the ABS Time Use Survey shows that principal carers of an adult in their own household spend less than five hours per week in caring

activities. Broadly there are two possible ways of marrying these apparently divergent pieces of information. One is to decide that one method is superior to the other. The second method is to accept the findings produced by each method and seek ways of reconciling apparent contradictions. This paper seeks to explain why respondents produce these apparently contradictory descriptions of their activities. Using a combination of focus groups and secondary data analysis, the paper explores more subtle forms of the time signature of caring, which help to identify those carers who do not self-identify as carers.

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Unholy Alliance or Force for Social Good? The Prominence of Faith Based Discourses and the Growth of Church and Faith Based Organisations in Social Policy and Service Provision.

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS A

In this paper we want to explore the growing prominence and power accorded to faith and church based organisations, and religious and faith based “discourses” in social policy debates and the provision of social welfare, education, community and human services. In particular, we will consider the implications of this trend for society and for the provision of services to a diverse community.

Consistent with the conference theme, we believe that the increasing prominence and power of church and faith based agencies points to a number of significant “fault lines”. In our view, it reflects a fundamental transition in the role of the so-called “independent sector” and of relationships within and across the industry. It also reflects a trend towards the recruitment of the independent sector as a “defacto” agent of the state. Whilst this is partly a consequence of government’s increasing reliance on market driven approaches to service provision, it does point to deeper social transitions.

In our view fundamental transitions are occurring in the relationship between church, the place of faith, and the role of government and the state. Whilst this occurs within a language of tolerance, social justice and concern for the disadvantaged it reflects the prominence accorded religious and faith “discourses” in public and social policy debates and political life in Australia.

As governments increasingly rely on market driven approaches to the provision of social welfare, community and human services why is it we ask, that many church based organisations have embraced these market driven approaches with considerable fervour and commitment? And what is the impact of the growing role and dominance

of faith based discourses and large church and faith based organisations in the independent, third sector? And why is it that church and faith based agencies are silent on some issues that most directly affect disadvantaged families such as increased public funding of private church schools? And why are governments privileging church based and faith based agencies in ways that are not available to other agencies. ? As long-standing and experienced practitioners in the third sector we are troubled by these trends. And we also concerned about the limited critical and public debate of these issues. We also view with concern the recruitment of the independent third sector into this agenda.

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Older Men - Who Gets New Jobs?

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS D

The low employment levels of men aged 50 and over seem to be partly due to early retirement and partly due to difficulties in finding new work for those who lose jobs. This paper uses the results of a survey of over 5000 men and women aged 45 to 69 to analyse the factors that might be associated with becoming re-employed for older men who lose or leave jobs. From the group of men who lost/left jobs less than ten years ago, it compares those who are now re-employed with those who are not.

The factors examined include age, attitudes to work, reasons for leaving their former job, job search activity and assistance, education and training, time between leaving one job and becoming re-employed, financial position, family circumstances and health.

LEON PIETSCH AND JAN GATENBY

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Exploring Indicators of Financial Stress

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS C

Not everyone on low incomes would be deemed to be financially stressed, while some people on higher incomes show signs of financial stress. This paper explores the relationships between income levels and indicators of financial stress as reported in the 1998-99 household expenditure survey. Financial stress is identified in various ways including asking households whether they usually spent more than they saved, whether they went without basics such as meals or home heating, whether they did not pay basic bills, and whether they could not afford certain activities. The paper first examines which indicators seem the most useful. It then compares low income households

that show significant financial stress with those that don't, in terms of household characteristics and expenditure patterns. The characteristics of higher income households reporting financial stress are also examined.

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Women, Superannuation and the SGC

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS D

Superannuation is the Commonwealth Government's preferred system for the provision of income in retirement. In 1992 the Government passed the Superannuation Guarantee Charge Act 1992 which legislates for compulsory employer contributions to superannuation (in the form of a deferred wage). The government's stated objective in introducing the SGC was to encourage the private provision of retirement incomes as a way of reducing reliance on the means-tested age pension.

While the SGC and provisions to encourage private saving for retirement offer the opportunity for many to achieve a modest retirement income in the future, it remains the case that the 'maximum labour force attachment model' underpinning this retirement income system is gender biased. Although the system does not directly discriminate against women, in as far as there are no provisions specifying that women may not access particular aspects of the retirement income framework, a woman's capacity to perform within the system is significantly constrained by their traditional roles as 'wife and mother', which may result in financial dependence on a partner; broken work patterns; and their concentration in low paying jobs, many of a part-time/casual nature.

Using lifetime micro-simulation models this paper examines the capacity for women to achieve an adequate income in retirement. The results suggest that even with significant changes in the current labour market attachment behaviour of woman, their ability to achieve a sufficient retirement income under the SGC will remain significantly constrained. Depending on the interactions between the age pension and the SGC, it is probable that the majority of Australian women will remain poor in retirement (assuming they have no other private savings).

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Housing assistance and regional development

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS 310

Extensive experience in managing rural housing assistance in Australia is found in the work of regional housing offices in most states and territories but is rarely accessible to a wider public. There is little evidence that such information is considered adequately in relation to other government measures designed to promote development in disadvantaged regions in the absence of coherent regional plans. This paper is based on a recognition that valuable experience and expertise has been accumulated by the regional offices of the NSW Department of Housing in the preparation of regularly updated regional housing assistance plans. The paper examines the successful features of these assistance plans. Policy integration considerations arising from the key findings will be discussed.

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An Unacceptable Risk: A Report on Child Contact Arrangements Where There is Violence in the Family

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS C

The report brings together the most up-to-date research in this area and provides an in-depth examination of how the 'family law system' fails to meet the needs of women and children affected by violence. A series of recommendations suggest ways of improving this situation.

The main purpose of the research was "to gather information on the way in which legal and welfare systems respond to women and children affected by violence and abuse after separation".

The research was conducted by consultants during 1999 and the methodology comprised the following five components:

1. A literature review.
2. Interviews with staff in key agencies
3. A survey of practitioners, including lawyers, social workers and domestic violence workers.
4. Focus groups and individual interviews with women;
5. Ongoing input from the reference group.

The practical experience of the reference group and

knowledge gained early in the research process led to the development of a research framework which spanned trends in both legal and social issues. Some of the major features were:

- a 'pro-contact' culture has emerged in family law practice since approximately 1996;
- domestic violence and child abuse are inter-related and often occur in the same families - although the research findings suggest that domestic violence is more commonly reported;
- child protection is no longer the exclusive province of the state welfare authorities and is often now exercised Family Court;
- it is difficult to establish child sexual abuse - whether to commence a police investigation, to trigger a child protection response or to 'prove' the allegations to the satisfaction of a Court;
- where there has been abuse of women and children during a relationship, this is likely to be continued, often in a different way, after separation; and
- the real impact of domestic violence on women is not reflected in official decision-making about families affected by violence.

The report identifies and categorises four agencies which play a role in child protection; Families, Youth and Community Care Queensland, the Queensland Police Service, Legal Aid Queensland (LAQ) and the Family Court. The former two described as 'investigatory' agencies with the power to gather evidence, take direct protective steps and prosecute (or be involved in the protection) offences. The latter two are described as the major 'family law system' agencies which are dependent upon evidence gathered by the investigatory agencies, the parties themselves or child representatives.

The report also examines experiences of focus group participants and practitioners with the investigatory agencies and then analyses the family law system in more detail. The research exposed significant concerns the application of the 'merits' test by Legal Aid Queensland (LAQ). It also demonstrates a number of apparent features of LAQ conferences which appears to have negative consequences for women survivors of domestic violence and their children. These include:

- the coercive nature of conferences;
- the permeation of the pro-contact culture into approach of key players;
- that little or no evidence is often available before initial conferences are conducted;
- the lack of relevance accorded domestic violence;

- the 'best interest of children' are not necessarily a paramount consideration; and
- unworkable and unsafe arrangements for children sometimes result.

Recommendations are made regarding LAQ processes and guidelines, the conduct of conferences and an evaluation methodology to assess the durability and appropriateness of 'consent' orders reached through the conferencing process.

The research findings pointed to the critical role played by child representatives and family report writers and identified the increasing reliance on these professionals as fewer parties have legal representation. Where those persons do not have a deep understanding of domestic violence, their contribution can be damaging for women and children. The extraordinary hurdles faced by many self-representing litigants is also examined, with emphasis on the specific challenges raised where there has been domestic violence. Recommendations for assisting self-representing litigants are made and there is an innovative recommendation regarding managing situations where a person faces cross-examination by a former partner whom it is alleged was abusive.

The findings of this research are important because they exposed a significant number of situations in which the legal/welfare system failed to protect children from on-going harm. Although the focus group participants were a limited, self-selected sample, they had real stories of both the violence and abuse they were exposed to and the welfare and legal processes they had encountered. Their stories were echoed in the information received from the practitioner surveys and the clinical experience of the reference group members.

ELI RISTEVSKI

La Trobe University

The Changing Role of the Voluntary Sector in Australia

POSTER PAPER SESSION, PAVILIONS

Stereotypical images of voluntary organisations are of fundraising activities and caring for the sick and destitute. Changes in social, economic and political contexts have drawn voluntary organisations into new roles. The abundance of terms used to describe organisations in the voluntary sector highlights an evolution in the nature of these organisations. Terms such as non-government organisation, not-for profit organisation, charitable organisation, community organisation, service provider, consumer organisation, and third sector organisation illustrate the move from a charitable, altruistic role to a highly developed professional organisation competing for

consumers and resources. Organisations consist of staff with professional qualifications and skills. Similarly, volunteer roles have developed into professional positions where volunteers work in positions of responsibility and autonomy, require education and training, and are often involved in areas of service delivery. This has led to a blurring between paid and unpaid roles in organisations.

Expert organisational management has become a necessity for these organisations to continue to exist. Not only are staff and volunteers working as professionals but activities such as fundraising and development have become essential activities of these organisations. Decreases in government funding have required these organisations to participate in activities which will generate sustainable income.

Employing professional marketing companies to aid in fundraising and competitive tendering for services is a common activity. The provision of services has also developed as an important function of these organisations. Services range from information, community education, social support and advocacy to specialising in areas such as clinical activity, research and expert knowledge. It has been argued that the provision of on-going support and services by voluntary organisations fill a necessary role in the health care system particularly for people living with a chronic illness.

Voluntary organisations provide services which focus on the individual, social, economic and clinical needs of people living with a long term illness. Services delivered by organisations in the public sector are largely targeted toward acute care, are less flexible and increasingly concerned with cost efficiency. With the shift towards decentralising services in the community and the increased participation of people with long term illness in their health care, the work of voluntary organisations will become more indispensable in Australia.

TIM ROWSE

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Representing the Two Cultures of Indigenous Poverty: An Intellectual History

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS B

This paper is based entirely on a study of writings produced by the Centre for Aboriginal Economic Policy Research (CAEPR). I begin by pointing out that the Miller Report (1985) proposed a solution to a policy problem: how to bring into the one framework of analysis and policy the notions of Indigenous 'self-determination' and Indigenous 'economic advancement'. The essence of the Miller solution was that 'livelihood' is a matter of 'lifestyle choice'. CAEPR (1991-) has been left with the task of

working out the implications, for research design and for policy, of this concept.

My paper will review three phases in CAEPR's efforts. The first proposes a notion of 'Indigenous economy' and is based largely on ethnographies of Aboriginal people. The second gives prominence to the notion of 'welfare dependency' and is based largely on regression analyses of Census data. The third focuses on 'poverty', and uses data from the 1994 National Aboriginal and Islander Survey (NATSIS) to flesh out a multi-dimensional picture of Indigenous deprivation. All three phases remain current, and each of them displays its characteristic disciplinary and political resonances. Their cumulative impact has been to reveal the relatively arbitrary nature of the options for the representation of 'Indigenous culture' in contemporary policy debate. The history I narrate in this paper gives an intellectual context in which to consider the rhetorical strategies of figures as diverse as Noel Pearson and Pauline Hanson.

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Participatory Democracy in Action - Managed Consultation or Grassroots Representation?

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS D

In recent years, it has become a truism to state that democracy operates as much to exclude, alienate and confuse, as it does to include, represent and inform. At the same time, local governments are increasingly emphasising notions of community, participation and consultation, alongside their more traditional focus on roads, rates and rubbish. Local governments have introduced a range of participatory mechanisms, yet their effectiveness is relatively untested. Nor is it clear what such mechanisms suggest about the role and function of local government itself.

A review of Precinct Committees in one local government area was carried out as part of the Community Indicators and Local Democracy Project, a 3 year ARC-funded study conducted by UNSW and Swinburne University in partnership with five local councils in NSW and Victoria. The aim was to review the effectiveness of the Precinct System as a vehicle for community participation in local government decision-making.

The review suggests that the Precinct System may not be the grass-roots, participatory mechanism it is often assumed to be, nor is it an extended arm of local government. The truth may lie somewhere in between, where traditional tensions are played out between local government and community, where issues may be individualised, where participation is unrepresentative, and where considerable

support, training and resources are required to shift Precinct Committees from a form of limited consultation and information-sharing, to an inclusive and valued expression of participatory democracy in action.

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Community Indicators and the Specificity of Localities: Articulating Local Government Partnerships

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS D

The Community Indicators and Local Democracy Project is a major collaborative research project in the field of democracy, local governance and community development funded by the ARC. The project aims to explore both potentials and limitations in further developing democratic processes at local government level. Taking the 'model' of community indicators developed from North American experience, the core strategy is to develop a series of indicators to measure the well being of the local community by using measuring systems devised, developed and researched by citizens.

The paper looks at progress in two partnership projects in the local government areas of Waverley and Queanbeyan. Extensive research in both areas included detailed surveys of how people construct their understandings of local area, local community and local government. There are certain 'structural' similarities in the way that these interlocking and overlapping entities are envisioned. On the other hand there are striking differences which arise from the specificities of local areas and economic and class relationships, the particular 'sense of place' people bear about their localities, and the history of local political configurations. These factors come together to create differing agendas and interests. We argue that sensitivity to these dynamics is crucial to developing a viable indicator project which can enhance democratic possibilities.

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Rethinking Relocatable Housing Estates as a Residential Strategy for Retirees

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS 310

This study considers relocatable homes as an alternative housing choice for male and female retirees fifty years of age and over. Homogeneous parks and estates planned for a specific type of relocatable home are compared with those

which evolved from tourist parks and retain sites for both permanent and short-term occupancy. Four relocatable home environments are considered: caravan parks, mobile homes in mixed parks, manufactured homes in mixed parks and manufactured housing estates. Residents of 34 parks/ estates on the North Coast of New South Wales completed 778 questionnaires. Residential satisfaction is most influenced by the interactions and perceptions of residents; psychological adjustment is influenced by a positive attitudes towards self and one's neighbours; integration in the community is affected by levels of network. Each of these relate strongly with having a sense of community in the neighbourhood. The present high levels of residential satisfaction would rise if it were not for the overwhelming uncertainty of tenure and unjustifiable rises in site rent. The study reviews government policy especially in relation to tenure.

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Casual Employment - The End of the Career?

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS 309

The increase in casual employment in Australia has moved beyond the traditional service areas to affect the professions. It has also moved beyond the expected categories of women with domestic responsibilities seeking a little pin money and students supporting themselves, to people of all ages who might otherwise have expected and wanted full time work.

This increase in casual work brings into question the notion of the traditional career. If work is becoming precarious and transitory for many, is it possible to maintain our concept of the hierarchical career which sees a logical, step by step, upwards progression in a particular company/institution or industry? On the other hand, perhaps the period of history in which the career was regarded as the norm was an aberration and thus working conditions are merely reverting to prior conditions.

This paper arises from a study of casual TAFE lecturers and their lives. It looks at who they are and how they came to be employed casually. It examines how they regard the notion of career and whether they see themselves as having a career despite their casual status.

ROB SIMONS

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Social Enterprise: Partnership for Sustainable Change

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS 310

Diverse experiences of social enterprise in Australia are providing innovative opportunities to harness capacities from all sectors - government, service providers, direct users and the community — to achieve positive social outcomes. In addition, a growing number of social entrepreneurs in Australia are willing to take significant risks to bring about societal change. In all cases risk management is a strategic necessity for the success of their enterprises. Building on the positions put forward in two previous workshop papers - Social Enterprise: An Opportunity to Harness Capacities, and Social Enterprise: Risks and Sustainability - this paper will address social enterprises as strategies for engaging community resources for sustainable change. In this context, the negotiation of indicators of change in communities and agreement on the indirect and cumulative signs of sustainable progress become critical components for effective risk management as well as for sustainable change. How do we arrive at agreement on change outcomes? How can we be assured that change can be sustained? The paper will look at how The Smith Family is addressing these questions as part of a risk management strategy for piloting a community based intervention targetted at indigenous high school students in WA.

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Investigating Information Poverty and its Implications for Community Development

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS C

The social implications of disparate access to information in communities are poorly understood, and the relationship between information poverty and other forms of social disadvantage is also unclear.

We attempted to determine dimensions of information poverty in extended interviews with 20 low socio-economic status (SES) persons in Auckland, New Zealand, in a test of Elfreda Chatman's six-proposition model. We found that the dimensions of information poverty take different shapes depending on the community in which they appear. We argue that information richness is an easier concept to define than information poverty, because definitions of the former usually focus on characteristics of the individual rather than the characteristics of community. In contrast,

information poverty is to us more a description of an "individual in community" than of an individual alone. Our research supported US findings that information poor people engaged in self-protective behaviour by avoiding exposing their true problems and that they practised selective introduction of new knowledge. Others of our findings were at odds with recent US research in that the New Zealand respondents did not perceive themselves as devoid of social support; class distinction and privileged access to information were less salient; and secrecy and deception largely did not feature in respondents' behaviour. We explore some social policy implications of these findings.

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From Passive Welfare Dependence to Mutual Obligation and Participation?: Competing Visions of Indigenous Welfare Reform

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS B

By all current demographic and socioeconomic indicators, Indigenous Australians are likely to stay overwhelmingly dependent on the social security system unless radical action is taken. In an 'aside' commonly used for brushing over Indigenous policy issues, the McClure Final Report on Welfare Reform notes that its Reference Group has been 'mindful' of the structural barriers to participation including discrimination, facing Indigenous Australians, suggesting that 'some complementary strategies' will be required to address them (McClure 2000: 5). The five pillars of reform advocated by McClure - of individualised service delivery, a simpler income support structure, incentives and financial assistance, mutual obligation, and social partnerships - are posed as progressive and politically uncontroversial policy. For Indigenous Australians, they may not be.

This paper argues there is a basic incommensurability of meaning - a competing vision - between Indigenous and government objectives of welfare reform. Case study research in Indigenous communities is used to highlight the competing visions of preferred process and outcomes. Essential questions are raised and considered: To whom are Indigenous obligations owed? Who will be obliged? Which system will Indigenous Australians be required to participate in? Whose vision of welfare reform will have primacy?

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Parental Welfare Use and Children's Outcomes: Is There Evidence for a Welfare Culture Model?

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS C

This paper uses a meta-analysis of the literature (particularly from the United Kingdom, the United States of America, and New Zealand), on a range of child outcomes (including education, future labour market outcomes, and future welfare use) to shed some light on the question of whether, and how, parental welfare use affects child outcomes. In so doing, it aims to add to the debate, common in many Western nations in the process of (re)considering the role of the welfare state, about 'cycles of dependency', or, to draw on a different language, the 'perpetuation of disadvantage'.

Two key models drawn upon are the 'economic model', which postulates that the low incomes and resources of those using welfare leads to poorer outcomes for their children, and the 'welfare model', which argues that those using welfare have different values and attitudes towards themselves and labour markets and pass these on to their children, leading to poorer outcomes. Whilst considerable evidence of inter-generational mobility of income is found, there is also high correlation between the use of welfare by parents and negative outcomes for children. The paper concludes in favour of the explanations of the links between parental welfare use and child outcomes offered by the economic model.

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Limiting the Social Role of the State : The Catholic Social Principle of Subsidiarity in Three Different Countries.

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS A

The importance of the Catholic social principle of subsidiarity in defining state-civil society relation in European social policy is well known. The principle is largely about ensuring the autonomy of civil society organisations such as the Church while retaining the legitimate oversight of the state in the interests of social justice. Unremarked has been the importance of this principle in the formation of what I call Australia's 'wage earner welfare society'; as well as its significance in defining US thinking about state- civil society relations in welfare. This paper looks at the way this shared Catholic social principle has been adapted to three very different national contexts: the Netherlands, the United States and Australia. These adaptations are explored first for what they tell us

about the different 'social origins' and historical pathways of the third sector in each country; and second for what they might tell us about current attempts to reorient the state –civil society relationships in the delivery of social services..

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Mapping Social Capital: An Empirical Investigation of the Distribution of Social Capital across Australian Families and Communities

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS C

There is much policy and academic interest in the capacity of the concept social capital to generate both micro level outcomes such as family wellbeing as well as macro level outcomes such as efficient economies, democratic polities and active communities. In Australia social capital features in the Stronger Families and Communities Strategy and welfare reform agenda as an aspect of an early intervention and prevention strategy aimed at achieving family and community self-reliance.

However, while much has been hypothesised about the potential of social capital to achieve a range of outcomes, little is known about how social capital operates empirically.

This paper presents the first findings from a national random survey of 1,500 Australian households undertaken by the Australian Institute of Family Studies in 2001. Using these data, the paper tests and describes the way the key dimensions of social capital - social relationships characterised by norms of trust and reciprocity - operate empirically. The paper then maps the stock and distribution of social capital across Australian families in urban and regional communities and from a range of circumstances. This allows us to comment on the likely success of social capital to achieve the policy expectations of it.

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Attitudinal Segmentation of Australian Job Seekers - A Work in Progress

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS 312

The Department of Employment, Workplace Relations and Small Business has commenced a program of research which attempts to identify and quantify attitudinal segments in the job seeker population. The paper discusses the method used to develop the segments, the model and

the results from the first applications of this segmentation. The segments will be discussed in terms of the relationship between segment and perceptions of service quality, types of assistance received and outcomes. Discussion will also focus on future applications of the model in targeting assistance and early identification of relative disadvantage.

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Changing Conceptions of Informal Care in Australia

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS D

Informal care has always been a feature of family and social life, however it gained attention in social policy from the 1970s and 80s, influenced by the feminist critique as well as growing government recognition of the social and economic benefits of supporting community-based care. State support for community care and carers has grown in size and complexity since that period. At the same time, the way that government and others conceive caring has evolved. Carers are no longer seen as 'invisible' or 'burdened' but as having legitimate support needs of their own. More recently, new conceptions of caring have emerged which position government and family as 'partners' in care. This paper argues that government supports for community care and conceptions of that care have been influenced in parallel ways by the forces of advocacy and research as well as economic and ideological imperatives. It critically evaluates these new and emerging conceptions, with a particular focus on the implications of the frameworks of mutual obligation and community capacity building for informal care.

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Is Child Abuse Prevention in the Front-Line Possible? A Qualitative Study of Family Support Work with Disadvantaged Families.

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS C

The aim of this paper is to demonstrate how family support workers engage with disadvantaged families in service practice. It reports on preliminary findings of a study conducted in services run by UnitingCare Burnside in South West Sydney. The specific purpose of the study were twofold: to explore how workers' understandings of child abuse risk and protection factors are used in front-line practice; and, to address implications for practice and

policy. An overview of literature on case assessment, social disadvantage and risk and protection in family support services is provided. Several critical case examples are used to highlight the complexities of and some important dimension of practice. Data is based primarily on focus groups conducted with four family support teams.

A significant child abuse prevention and policy question is raised in the paper as to whether these family support services develop and help build community capacity in disadvantaged areas. Or, are these services increasingly restricted to a social policy scenario of providing a highly targeted service to the most extreme cases? The paper concludes with arguments for state and non-state resourcing of prevention strategies that will benefit disadvantaged communities in the longer term.

WAYNE VROMAN

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Australian Unemployment Protection: Challenges and New Directions

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS B

Providing unemployment protection is a continuing challenge in Australia. Despite several policy initiatives of the 1980s and 1990s intended to improve services to the unemployed and speed reemployment, the unemployment rate and unemployment duration have both remained high. Even after major changes of the mid 1990s that modified the basis of entitlement towards greater individual entitlement, family income remains important in decisions to grant or withhold unemployment assistance (UA) benefits.

This paper will undertake a comparative analysis of Australia's system of unemployment protection. Most countries operate unemployment insurance (UI) programs that provide partial wage loss benefits to unemployed persons as a matter of right. Australia provides assistance payments to the unemployed who satisfy a means test. Part I of the paper will briefly review the main aspects of UI and UA as systems of social protection for the unemployed.

Part II will examine the costs of unemployment protection. It uses a general framework to characterize costs for a given country. Payments to the unemployed are expressed as a percent of the total wage bill and determined by three factors: the unemployment rate, the share of the unemployed who are compensated and the replacement rate (average benefit payments as a ratio to average wage payments). The framework is then applied to cost data for Australia and other countries. The other countries include two with UA systems (New Zealand and Hong Kong) and several OECD countries with UI systems such as Canada, the U.S., Japan and Germany.

From a comparative perspective the Australian system is rather expensive, averaging two percent of wages for most years in the 1980s and 1990s. The most important factor in Australia's high costs is the high share of the unemployed who are compensated. Despite use of a means test to limit eligibility, the ratio of UA beneficiaries to unemployment (from the labor force survey) has been 0.75 or higher in every year since 1979.

The puzzle of high reciprocity will be examined in Part III. This will briefly summarize analyses of labor market disincentive effects, both in UA systems such as Australia's and in UI systems. The evolution of means testing in Australia will be traced.

Part IV will assess four broad policy initiatives. 1) The current approach to mutual obligation will be discussed. 2) The change to individualization of the mid 1990s will be described and assessed. 3) The potential usefulness of an Earned Income Tax Credit will be discussed. 4) The use of "profiling" to target reemployment services will be described. The latter two initiatives have been in force in the United States for some years. Based on this analysis some final comments about useful directions for future policy will be offered.

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Community Activism and Change: the Cases of Sydney and Toronto

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS B

This paper uses a notion of participatory citizenship to assist in understanding the political processes apparent in community development work. It engages, particularly, with recent uses of communitarianism in depictions of the non-government, or 'third', sector. It will be argued that we can only understand the everyday practice of citizenship through an examination of political actors' conceptualisations of the utility of, and agency apparent in, community development.

It will be shown that community development activists conceptualise community development in a complex way: it is simultaneously a form of grassroots politics that mobilises local political actors while engaging with broader debates about the changing role of the state. These activists rarely advocate the realisation of a third sector that will act beyond, or in replacement of, the state. Instead they recognise shifting relationships between community and the state, seeing community as a location characterised often by gendered practices and as a place to foster the creation of social and political change.

The empirical work for this paper is based on case studies carried out with two community development organisations, one based in Sydney, Australia and the other in Toronto, Canada. The main source of analytical material is in-depth interviews conducted with 40 activists.

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The Impact of Marital Separation on Sole Mothers' Labour Market Participation

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS A

Upcoming Australian welfare reform will see the extension of mutual obligation principles to sole parents. The rationale for this includes the lower labour market participation of sole mothers compared to married mothers. Differing employment rates are seen as a negative reflection on the work efforts of sole parents. However, most Australian sole mothers (70%) were previously married mothers. The impact of the transition from partnered to sole parent appears unconsidered in this comparison. Qualitative research suggests women commonly respond to marital breakdown by reducing or giving up paid work in order to 'put the children first'.

This paper, using data from the Negotiating the Life Course Survey (1996/97) examines the impact of marital separation on mothers' labour market participation. The work history patterns of previously married sole mothers were compared for the periods immediately before and after their marriage ended. The results demonstrate a significant negative effect on the mothers' labour force participation commencing in the year of marital separation. This suggests that parental status transition effects might explain at least a portion of the differential between sole and married mothers workforce rates.

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Do Housing Conditions Impact on Health Inequalities Between Australia's Rich and Poor?

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS 310

Evidence of the links between socio-economic disadvantage and health is overwhelming and developed countries, including Australia, have introduced policy initiatives to reduce these health inequalities. Given that housing is a key factor in poverty, greater understanding of how housing contributes to health inequalities is of interest to policy

analysts and policy makers not only in the health and housing areas but also in the general welfare and support area. This paper examines the relationship between various indicators of health status and housing tenure and overcrowding in Australia using data from the ABS 1995 National Health Survey. The implications of the key results for the development of housing and urban policy will also be discussed.

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Beyond Impoverished Visions of the Labour Market

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS A

A conventional wisdom is emerging amongst some economists that Australia can only 'solve' its unemployment problem if it creates more low paid jobs. This chapter argues that such a vision of the future is impoverished for two reasons. At the heart of the vision is the desire to create a large low wage sector in Australia. This is regarded as a sign of a 'flexible' labour market. We argue that this is not only undesirable, but it is unnecessary. Secondly, the economics behind this vision is impoverished analytically.

The paper has three sections. Section 1 examines the labour market dynamics which are creating inequality. We highlight the connections between market based competition, unemployment, non-standard work and low paid jobs. Section 2 examines the nature of inequality in the labour market in contemporary Australia. We analyse how inequalities arising from the labour market affect the distribution of income across households and we argue that further inequality of this kind is not necessary to reduce unemployment. Section 3 considers possible futures. The most likely scenario, if current tendencies continue, is an increase in labour market inequality and inefficiency of the kind currently evident in the United States. Such an outcome is not, however, inevitable. If we reject approaches based on impoverished visions of the future, we are then well placed to consider new ways of integrating social and industrial rights that simultaneously enhance both equality and efficiency.

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"Yes Virginia! There Are Alternatives" Social Policy and The Hawke-Keating Government 1983-96: First Report on an Arc Discovery Project

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS A

The dominant tendency in accounts of the Hawke-Keating Labor governments (1983-1996) policy-making has emphasised the impact of the changing international context represented as 'globalisation'. It is frequently claimed that 'globalisation' was an irresistible process that forced governments everywhere to restructure. A related argument emphasises 'ideas' as the key driver of policy change. Pusey (1991) in his influential sociological account of the Canberra policy community of officials in the 1980s offers a no-less determinist account of policy processes. He focuses on the role of key actors (ie. The civil servants), and their 'economic rationalist' ideas ie. 'economic liberalism' to explain the restructuring process as a consequence of a shift in ideas. (Others like Castles & Mitchell (1995)) have argued that the Hawke-Keating governments acted as a bulwark against the worst excesses of the economic liberal agenda being propounded).

In this paper we report on our research designed to test the adequacy of these determinist views of policy-making by providing the first in-depth account of the Labor governments' social policy-making in this period. Our research has been framed in the light of the emphasis on indeterminacy found in the policy process literature. The Australian literature as well as the international policy-process literature emphasise that there is a very considerable degree of indeterminacy, choice and negotiation involved in making policy. This has informed an emergent view about the role of discursive processes in the policy-making process.

Our research seeks to establish how much choice policy makers had, how they chose between competing definitions of problems and how, within a context of opportunities and constraints, they came to adopt certain courses of action. We want to explore the extent to which social policy-making processes after 1983 were about people using ideas and representations of 'issues' that constituted both the problem they were addressing, as well as possible solutions. The hypothesis we wish to test suggests that the policy process involves attempts by policy makers to produce policy solutions and manage problems, constituted as such, within problem-setting narratives in which choices and decisions are made, like any other political and policy actions, within fields of power which constitute both the problem and the range of possible solutions in a context

where 'reality' itself is subject to contest, negotiation definition and interpretation. To test this general proposition we will research four areas of social policy namely (i) social security, (ii) employment and youth affairs, (iii) education, and (iv) national superannuation.

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Ageing and Disability: Australia Population Patterns and Implications

THURSDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS D

This paper explores the likely impact of the ageing of Australia population on disability prevalence, informal care and services for people with a disability.

Two particular aspects of population ageing are likely to impact on disability prevalence and need for services and assistance: the rapid pace of ageing of the working-age population and the ageing of the aged population. The number of people with a severe disability in 1998 was more than twice the numbers in 1981.

Demographic decomposition analysis of data from four consecutive ABS population disability surveys (1981, 1988, 1993 and 1998) shows that population changes has contributed strongly to the growth in the number of people with a severe disability. During the most recent 10 years (1988–1998), the effect of population ageing has contributed much more than growth in population size to the increase in the number of people with a severe disability. The projected demographic trends, especially population ageing, indicated a significant future growth in the estimated number of people with a severe disability. As a result of general population ageing, the population with a severe disability is also ageing. These patterns are creating challenges for the disability and aged care services systems.

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Work Hours, Family Life and Perceptions of Financial Wellbeing: Links with Happiness?

THURSDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS D

This paper focuses on the subjective wellbeing of men and women who have partners and who are in paid work. Of particular concern is the extent to which subjective wellbeing is affected by work hours, home life and perceived financial wellbeing. Because the meaning of long work hours may vary according to gender and income

level, path analysis was applied to the data of four groups taken separately: men and women with higher incomes, and men and women with lower incomes. The results highlight the importance of relationship quality, time stress and perceptions of financial difficulties to the happiness of respondents in all four groups, and the differential effects across the groups of extended work hours.

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Walking the Path with New Parents: Information Provider Interaction with Families to Foster Change

WEDNESDAY 1:30 PM TO 3:00 PM SESSION, MATHEWS 312

New Zealand's high rate of child mortality and family child abuse compared to nations such as Norway has recently caused public concern (Stirling, 2001). Government ministers and the media are asking how government and other agencies can work effectively with communities to address family dysfunction. Potential answers are presented in this paper exploring the significance of interpersonal interaction for knowledge acquisition in a programme delivering early intervention in families at risk.

Twenty-two in-depth interviews were conducted with participants in Parents as First Teachers, an information programme featuring monthly hour-long home visits by a "parent educator" for three years. The project aimed to record the experience of information poverty through in-depth inductive methods and assess the part played by trust within a client-provider relationship, especially in light of Chatman's outsider/insider framework (1996).

Key findings support Chatman's model of information poverty, in the tendency towards self-imposed isolation. A one-to-one relationship with a trusted consultant was therefore a helpful mechanism for change. The data also present a rich picture of the needs of the information poor in their own words, revealing strong motivation to acquire knowledge. The study presents a good case for provider agencies to use an interactive, personal approach to assist at-risk families.

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Workplace Change in Local Government: the Impact of Competition Policy and the New Public Management on Service Delivery to Communities

FRIDAY 9:30 AM TO 11:00 AM SESSION, MATHEWS 310

This study offers empirical evidence on the impact of competition policy and workplace change on service delivery by South Australian local councils. The SA Government has shifted many of its responsibilities for community services to local government. Local councils are expected to fund community services by amalgamation, contracting out, and embracing New Public Management (NPM). The study reviews the literature, and evaluates interviews, focus groups and a survey of 649 employees in seven local councils. New international literature suggests job insecurity arising from competition policy and the NPM is associated with poor health and distrust of management. 'Flexible' workplaces advocated by NPM serve communities poorly. Productivity falls, labour turnover is high and administrative costs increase. This study found job insecurity has risen for SA council employees since 'reforms' began. 56% of council workers surveyed reported working additional hours of unpaid labour. Stress levels were rising. Contracting out had brought poorer quality outcomes, higher costs and extra use of council equipment. Cut backs in outdoor staff numbers were reducing service to the communities. NPM work programs based on receiving complaints and requests from residents were creating re-active council services. This study recommends dispensing with NPM for a new, critical model of service delivery, which asks 'how can local government best serve the community'?

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Housing Implications of Social, Spatial and Structural Change

WEDNESDAY 3:30 PM TO 5:00 PM SESSION, MATHEWS 310

Over the last few decades Australia, like a number of other countries, has experienced a significant polarisation of household incomes as a result of social, demographic and economic changes. This paper provides an empirical assessment of the impact of these changes on housing choices and housing outcomes. In particular, it focuses on the change in tenure structure for different households and on the spatial and economic factors affecting these outcomes. The interaction of economic, socio-demographic and geographic factors is likely to become increasingly important as moves towards labour market flexibility increase the importance of spatial mobility and as the economic uncertainty associated with such flexibility decreases the willingness or ability of households to make long term economic commitments.

Whilst Australia has enjoyed a high and stable home ownership rate for four decades years or more, recent research has identified a number of signals which introduce a sense of disquiet. The most aggregated of these signals is the steady decline in the overall home purchase rate which, for the present at least, has been largely offset by an increase in outright ownership rates. Further signals arise from more disaggregated analyses undertaken either in relation to socio-economic and demographic characteristics of households or in relation to the spatial outcomes of change. Socio-demographic analyses highlight a dramatic decline in home purchase rates amongst young households with no offsetting increase in outright ownership rates. These trends are most pronounced for couples with or without children; overall home ownership rates for young, single person households have been maintained or even increased. Spatially disaggregate data, on the other hand, suggest significant differences in home ownership rates both between and within metropolitan areas and between urban and rural areas. These differences can, in part, be attributed to differences in the characteristics of metropolitan population and non-metropolitan regions. The paper uses micro data from the 1986 and 1996 censuses to explore some of the spatial and socio-economic implications of the changes in housing outcomes which took place from the mid 1980s to mid 1990s.

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Our main topics of inquiry are: economic and social inequality; poverty, social exclusion and income support; employment, unemployment and labour market policies and programs; evaluation of health and community service policies and programs; and comparative social policy and welfare state studies.

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Notes

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