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SWRC Newsletter

No 22 August 1986

Editor: Rosemary Hooke

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FREE



Social Welfare Research Centre

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



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

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

The views expressed in this Newsletter, as in any of the Centre's publications, do not necessarily represent any official position of the Centre. The Newsletter and Reports and Proceedings are published to make available the views and research findings of the individual authors, and thus to promote the development of ideas and discussion about major concerns in social policy and social welfare.

From the Acting Director . . .

SWRC Seminars: As the readers will see (p.2) we have arranged an interesting programme of monthly seminars for Session 2, 1986. The first of these was held on 15th August, and the quality of the presented papers and the discussion that followed augur well for the remaining three. We are indeed fortunate this Session to have at the Centre a number of Visiting Fellows from Australia and overseas who are participating in the seminar programme and bring their knowledge and expertise to the discussion. The summaries of Seminars will be published in the next issue of the Newsletter, in November.

The one-day seminar on **Social Security and Family Welfare : Directions and Options Ahead**, held in Adelaide on 4th July, attracted participation of close to 100 persons. The proceedings of this seminar (complete papers and summary of discussion forum) have now been published as SWRC Reports and Proceedings No.61 (see summary p.10). All papers presented at this seminar deal with currently debated issues on family welfare and we hope that the report will be read by the people concerned with this field of social policy. I want to thank here all participants for their contributions, and especially Dr John Cornwall, South Australian Minister for Health and Community Welfare, and Dr Adam Graycar and Professor Rodney Oxenberry for chairing the proceedings.

SWRC Reports and Proceedings: In addition to the Report No.61, two other SWRC Reports are now available: No.60, **Provision of Welfare Services to Immigrants** (Proceedings of a seminar held at the University of New South Wales on 26 May): and No.61, **In Debt and Out of Work** (an exploratory pilot study of indebtedness among unemployed persons) by Jan Carter (see p.13).

Staff Changes at the SWRC: We have again had some staff changes over the past two months. Sarah Drury who worked at the Centre as Research Assistant for over two years decided to seek new

fields, and she is now working as an Administrative Assistant at Sydney University. Norma Bailey, Director's Secretary, has also changed for a similar position at the new Drug and Alcohol Research Centre, University of New South Wales. We wish them both well in their new ventures. Sarah's place has been taken by Vincenza (Enza) Santangelo. Enza is an Honours Graduate in Psychology from the University of Wollongong. She is working with Tania Sweeney in the research on the Child and Family Welfare System. Norma's chair is still vacant.

Our Accommodation: The visitors to the Centre must have noticed that we are rather crowded in our working environment. We have been promised small extensions (and have even seen the plans) but we are still waiting. Perhaps someone in the right place will read this?

The Federal Budget: We now know what's in store for all of us for the next 12 months, and we at the Centre will, no doubt, study the issues carefully. Listening to some comments from the experts (especially those from the business sector) one can't help wondering about the insatiability of demands coming from the representatives of that sector, showing signs of a serious affliction of one-dimensional thinking. With the Budget deficit cut beyond everyone's expectations and social expenditure reduced, the demands rapidly turn to further cuts in real wages. Is this a solution? Perhaps, if wages were cut by half, and the working week increased to 60 hours (and tax abolished for the 200 'poor' people listed recently in the Business Review Weekly) the country would be on the road to economic recovery. Should we consider a research project along these lines?

Adam Jamrozik
Acting Director



Social Welfare Research Centre

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SEMINARS 1986

SESSION 2, AUGUST to NOVEMBER

Morven Brown Seminar Room 212
9.15am to 12.30pm

Friday, 15 August:

FAMILIES WITH DISABLED CHILDREN : PROBLEMS POSED BY 'COMMUNITY CARE'

Ms Rosemary Cant,
Lecturer in Sociology, Cumberland College of Health Sciences, Lidcombe, NSW
Social Aspects of Care

Dr Sara Graham,
Principal Research Officer, Department of Health and Social Security, London, UK
Economic and Related Issues

Friday, 19 September:

SOCIAL POLICY AND THE WELFARE STATE

Dr Staffan Marklund,
Reader in Sociology, University of Umea, Sweden
Is the Welfare State Irreversible? Some Comments on Scandinavia 1973-1986

Mr Francis Castles,
Senior Research Fellow,
The Research School of Social Sciences, Australian National University
**Thirty Wasted Years : Australian Social Security Development, 1950-80
in Comparative Perspective**

Friday, 10 October:

SOCIAL WELFARE AND ETHNIC MINORITIES

Dr Andrew Jakubowicz,
Reader in Sociology, The University of Wollongong, NSW
Managing Ethnic Minorities : Central Issues on the State, Welfare and Social Control

Ms Ursula Schappi,
Ethnic Health Worker, Specialty Services, South Metropolitan Health Region, NSW
Mental Health and Ageing in Ethnic Groups

Friday, 7 November:

TAXATION, SOCIAL SECURITY AND THE LIFE CYCLE

Dr David Collins,
Senior Lecturer in Economics, Macquarie University
Direct and Indirect Taxation and Compensation

Mr Peter Whiteford,
Senior Research Fellow, Social Welfare Research Centre, University of New South Wales
Dependency, Income Support and the Life Cycle



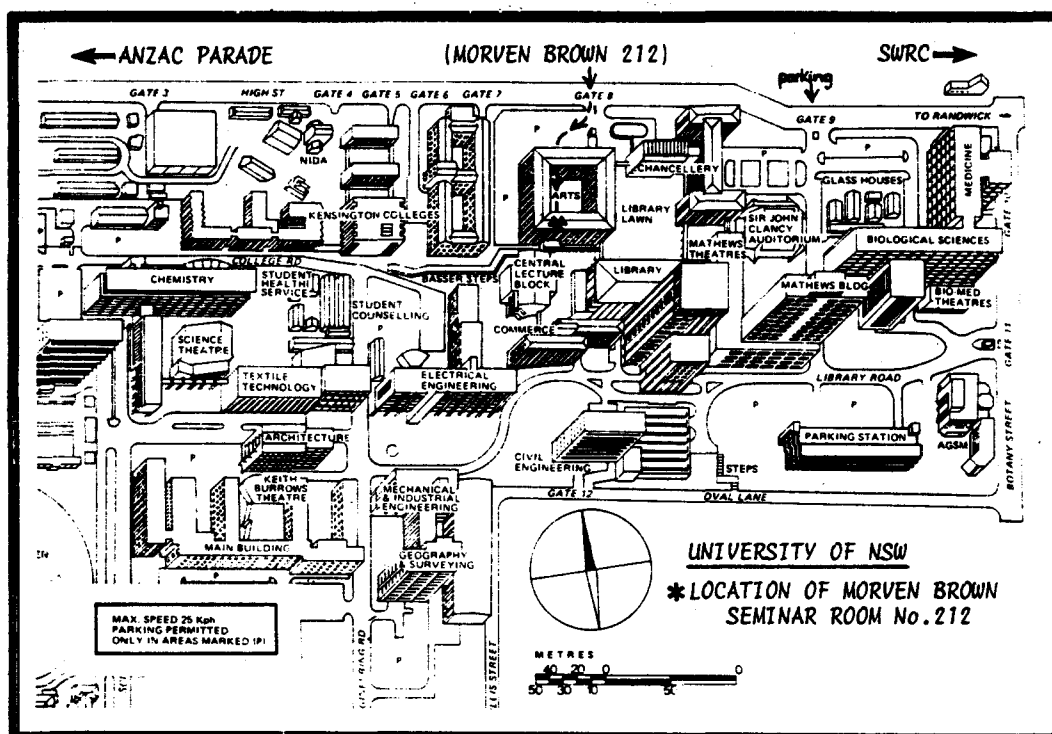
SWRC Seminars, Session 2, 1986

During the Second Session of 1986 (August - November) the Social Welfare Research Centre will hold **Four Public Seminars**, on the dates and times listed on the programme opposite.

The topics to be discussed at the seminars will be concerned with issues which are currently in the forefront of public debate on social policy and social welfare. The Centre has been very fortunate in obtaining participation of speakers from Australia and overseas whose work in the areas of social policy and social welfare which they will discuss at the seminars is well known and highly respected. Five of the speakers are associated with the Centre as Visiting Research Fellows (Ms Cant, Dr Collins, Dr Graham, Dr Jakubowicz and Dr Marklund). Mr Castles is a Senior Research Fellow at the Australian National University, Ms Schappi is well known in Sydney for her work in the area of social welfare services for ethnic groups, and Mr Whiteford works at the Social Welfare Research Centre.

There will be two papers presented at each seminar, and time will be available for questions and comments from the participants. All interested persons are invited to participate. **Attendance is free**, and morning tea will be provided.

Further information may be obtained from the Publications and Information Officer, Rosemary Hooke (telephone [02] 697 5150).



Visiting Fellow

Sara Graham has been appointed a Visiting Fellow at the Social Welfare Research Centre for a year. During her time with the Centre she plans to carry out a small explorative study of the costs to families of caring for a disabled child at home. Her proposed study will look at the extra financial costs of caring for a physically and intellectually disabled child as well as some of the hidden costs; for example at the effect of the child's disablement on the mother's employment outside the home and on the father's employment opportunities and earning capacity. The extent to which the financial costs are offset by financial allowances and support services will also be considered in the research.

Before coming to the Social Welfare Research Centre Sara Graham was a Principal Research Officer with the UK Department of Health and Social Security. There she worked in the Research Management Division and was responsible, in collaboration with policy makers, for the development, management and dissemination of the Department's \$1,500,000 research programme in the field of intellectual disability; a programme intended to be directly relevant to service planners and providers and to professionals working in the field. Much of this research programme was concerned with investigating various issues that arise in the implementation of the Department's twin policies of de-institutionalisation and community care, and in this context a good deal of emphasis is placed in the programme on the most severely intellectually disabled population who also have additional handicaps and thereby needs.

It is hoped that the study which Sara proposes to undertake whilst she is at the Centre will both contribute to the Centre's new programme of research on disability and complement another study on the social aspects of caring for a disabled child at home in which another Visiting Fellow, Rosemary Cant, is currently engaged.

SWRC Seminar Report, Session 1

On the 6th June, the SWRC presented the final seminar of Session 1, **The New Child Welfare : Old Issues Re-defined**. Two papers were given, the first by Tania Sweeney, entitled 'Child Welfare Policies and Practice : Balancing Needs for Social Justice and Social Order' and the second by Elizabeth Fernandez, entitled 'Separated Children and Family Poverty'. Tania is Principal Research Officer at the SWRC and Elizabeth is from the School of Social Work at the University of New South Wales.

The papers had a common theme, relating to the question of stability and change in child welfare policy and practice. Tania's paper considered, in particular, the constant dilemma faced by the state in assisting young children (namely, young children from poor and/or Aboriginal families); that is, the dilemma between achieving social justice for children and social order for society.

Tania's paper examined changing policy and practice responses to this issue, by drawing on both recent child welfare policy analysis ('Innovation and Change in Child and Family Welfare' R & P No.57) and preliminary observations from a field study of child care, child welfare and family support agencies. The full report of the findings of this study will be published later this year.

Elizabeth's paper reported the results of a study of a sample of separated children who have been involved with the NSW Department of Youth and Community Services. The findings seem to indicate that, in practice, little in child welfare has changed. The children coming into the welfare system are still from poor and often single parent families. In addition, multiple placements are still a feature of substitute care. It is anticipated that Elizabeth's study will be published by the SWRC through the Reports and Proceedings series.

International Congress on Child Abuse

Sydney, August 1986

The theme of the Congress was **The Abused Child : Prevention and Protection**. The Congress attracted a large number of participants from all over the world, and the programme consisted of Keynote Symposia, presentation of papers, workshops and discussion groups.

The Social Welfare Research Centre contributed two papers to the Congress. Tania Sweeney presented a paper on **Workers' Perceptions and Definitions of Child Abuse : Implications for Policy**.

Her paper reported some findings of a survey of child welfare, family support and child care agencies (voluntary and government) conducted by the Social Welfare Research centre, University of New South Wales, in 1985-86. The paper was concerned with how front-line workers and agency policy makers defined child abuse, and how these definitions and perceptions identified which families were assisted and the way in which that assistance was provided. Two themes emerged from the analysis. First, child abuse was now defined in terms that would have been attributed to neglect in past decades, and the reasons for this change were examined. Second, like many arguments about neglect, child abuse was still seen, at the level of practice, as reflecting principally family pathology rather than the social structuring of our society. The paper finally considered implications of these findings for social welfare policy.

Adam Jamrozik presented one of the keynote addresses on the topic of **Cross-Cultural Issues in Child Abuse and Neglect : Implications for Methods of Intervention**.

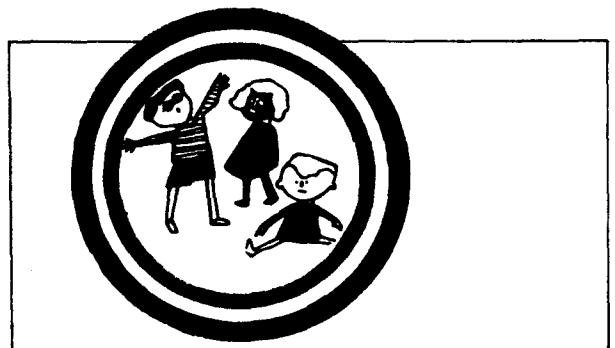
The argument of the paper was that in a society which contained a multitude of ethnic communities and diverse cultures, the attitudes towards children and child-rearing practices were expected to differ. The definition of what may constitute child abuse or neglect thus became highly problematic, especially

if socialisation practices, the meaning of discipline, and expressions of love or anger were taken into consideration. Any generalisation in this area of concern was difficult and often inappropriate.

Understanding and appreciation of cultural norms among ethnic minorities was an essential first step towards prevention and lessening of the probability of child abuse and neglect. Intervention in individual situations needed to take these norms into account as well as the socio-economic position of families. Interventions of a legal nature called for particular care, as a threat of legal sanctions may exacerbate the often-present distrust of authorities and the perceived threat of the dominant culture of the host society.

The paper examined these issues in the context of the contemporary situation in Australia. It was noted that in comparison with some other cultures, Australia could not be regarded as a particularly child-oriented society. The concern with the problem of child abuse and neglect had been mainly related to individual adults and families, with less attention given to organisational and structural-environmental issues. The perceptions and interpretations of the problem had also changed over time, but the understanding of cross-cultural issues had lagged behind and was yet to receive better attention.

These papers are available on request from the Publications Section, SWRC.



Public Opinion & the Australian Welfare State

On July 11, Michael Wearing (SWRC) and Rodney Smith (Department of Government, University of Sydney) addressed the 1986 SAANZ (Sociological Association of Australia and New Zealand) Conference held at the University of New England, Armidale, on **Public Opinion and the Australian Welfare State 1940-1985**.

The paper questioned some of the claims made about the development of the Australian welfare state from 1940-1985. Specifically, the notion that failures of the Australian welfare state derive in large part from the conservatism of the Australian public.

To date, no research has been undertaken on the dimensions of Australian public opinion about welfare, and the impact of this opinion on the development of the Australian welfare state. The authors initiated a comprehensive search of opinion polls taken since polling began in Australia in 1941. In all, 322 polls relating to welfare were located; where welfare was defined by the availability and meaning given in the polls, to exclude most fiscal or occupational provisions.

There were four major findings from this search. First, while Australians are prepared to have government revenue spent on welfare, hostility has developed towards the inequitable tax system generating that revenue. Second, since 1940, Australians have strongly favoured universal and generous welfare benefits, while opinion has divided over 'free' health schemes. Third, Government implementation of welfare programmes appears to generate public support, rather than public support generating welfare schemes. Fourth, governments can maintain welfare measures against majority opinion for decades. The latter two points undermine often implicit arguments in the literature that 'public demand' in some way maintains or initiates welfare provisions.

The paper argued that despite the generosity indicated in specific income transfer areas such as the aged and invalid pensions and child endowment, the public located welfare needs in general as a comparatively minor concern within the framework of the Australian economy. The major conclusion drawn from this is that an important disjuncture exists between the public's consent to the expansion of individual income-transfer programmes as a whole diverting government priorities away from maintaining economic stability and growth.

The paper suggested that perhaps this explains why support for unemployment benefits is lower than support for other income transfers: the more easily a group in need can be subsumed into the categories of economic problems, the less easily will the public support expand welfare provisions for that group. The unemployed can clearly be more easily subsumed into categories of economic problems (restoring full employment) than can the aged, invalids and children.

The paper's second major conclusion was that the conservatism of the Australian welfare state cannot be explained by government responsiveness to public demand. Rather than demonstrating the power of public opinion over governments, governments have ignored public demand for welfare, sometimes for decades. Moreover, the evidence suggests that political parties and government create support for welfare by promoting and implementing programmes. Finally, the authors argued that adequate explanations for the conservatism of the Australian welfare state lie elsewhere.

SAANZ 86

Local Employment Initiatives

The New South Wales-based Workers Enterprise Corporation and the New South Wales Ministry for Employment re-recently co-hosted an information and discussion seminar on local industry, worker co-operatives, and common ownership enterprises.* The seminar was related to a recent national conference convened in Canberra which had the development of local employment initiatives as its theme.

Two guest speakers: Ms Anna Whyatt, Chairperson of the Industrial Common Ownership Movement in Britain and Ms Maria Zableta, Director of Public Relations for the Mondragon Worker Co-operatives in the Basque region of Spain, gave informative accounts of local employment initiatives in Leeds, UK and in Spain respectively.

Anna Whyatt outlined the current **Leeds** industry development programme, which includes development of co-operative industry in its brief, and which has been developed primarily to counter the declining employment trends in the Midlands area. Maria Zableta provided an interesting account of the growth and development of co-operative ownership in the Basque, and of the subsequent diversification of co-operatives in that area into financing, research and development and the social welfare sectors.

The employment development programme in Leeds, administered by the **Department of Industries and Estates**, is designed to increase the social and economic independence of individuals by creating employment opportunities and by developing personal employment skills. The immediate aim of the scheme being to decrease the present trend towards long-term welfare dependence in the Leeds area through the development of new and redevelopment of existing local industries.

In order to achieve this goal the Leeds programme provides opportunities for the redevelopment of existing ailing manufacturing concerns in association with

developing new industries oriented to the 'new technology' markets and the service sector. The Department offers an efficient advice, co-ordination and funding service to individuals and groups who intend setting up their own businesses - company or co-operatively based. The programme is intended to offer a systematic approach to employment generation rather than fostering opportunities for 'ad hoc' development of industry.

This 'strategic development' of industry is designed to present individuals, local government authorities, other instrumentalities, and interested parties with opportunities for better targetting of potential markets and product development and thereby to improve the prospects of new industry, rather than to facilitate random entrepreneurial development. To this end the Department uses its influence to control and regulate any secondary development which may flow on from successful ventures.

As a demonstration of an employment generating strategy the experiment in Leeds appears to be fairly successful. Redevelopment of existing enterprises, new businesses and worker co-operatives has been both consistent and sustained. Ms Whyatt mentioned that the cost of creating each job was estimated at approximately £4,000 p.a. and that only about 12.5% of enterprises failed to last an initial period of two years compared to about 75% for the establishment of enterprise on traditional entrepreneurial principles.

Maria Zableta complemented the first speaker by describing the co-operative initiative which has developed at **Mondragon**, Spain, in the last 30 years or so.¹ In this time the Mondragon co-operatives have developed from being just an idea into a diversified and highly integrated economic and social network.

Some 19,000 people were employed in a

Local Employment

total of 172 small and medium sized self-owned-and-managed co-operatives in Mondragon in 1984. There has been a sustained increase in the value of sales, exports and investments.

In general the major features which differentiate worker co-operatives and companies are as follows:²

- Co-operatives are democratically controlled by their members voting equally - one person one vote, regardless of number of shares held;
- Company ownership and control is unequal - based on the number of shares held;
- Co-operatives pay a limited return on capital and exist to further the interests of their members;
- A company's major purpose is to secure a profit for the contributors of capital (shareholders).

Co-operative principles are still largely based on the 'blueprint' principles codified by the Rochdale Pioneers' co-operative established in Midlands Britain in 1844. These were:³

- (i) That capital should be of their own providing and bear a fixed rate of interest.
- (ii) That only the purest provisions procurable should be supplied to members.
- (iii) That full weight and measure should be given.
- (iv) That market prices should be charged and no credit given nor asked.
- (v) That 'profits' should be divided **pro rata** upon the amount of purchases made by each member.
- (vi) That the principle of 'one member one vote' should obtain in government and the equality of the sexes in membership.
- (vii) That the management should be in the hands of officers and

committees elected periodically.

- (viii) That a definite percentage of profits should be allotted to education.
- (ix) That frequent statements and balance sheets should be presented to members.

In the 1980s there are many different co-operatives or societies, and the range includes:

- (a) **Consumer co-operatives or societies:** retail outlets for consumer goods, e.g. groceries, books, footwear.
- (b) **Rural/agricultural co-operatives:** produce, process and market primary food products, e.g. meat, milk, cheese, butter.
- (c) **Credit societies:** handling credit and investment, e.g. credit unions and building societies.
- (d) **Housing co-operatives:** building of individual houses and/or estates.
- (e) **Small and medium manufacturing industry:** including research and development.
- (f) **Social Service infrastructure co-operatives:** providing education and other services.

More information on Worker Co-operatives in New South Wales and other states is available from the NSW Worker Co-operative Programme, the objectives of which are broadly defined as:

- To create new employment opportunities or preserve jobs which are threatened, and to ensure, through technical training, and advisory support services, that those jobs are stable, satisfying and safe; and
- To provide democratic self-management in enterprises which receive support, together with protection of employment for union involvement.

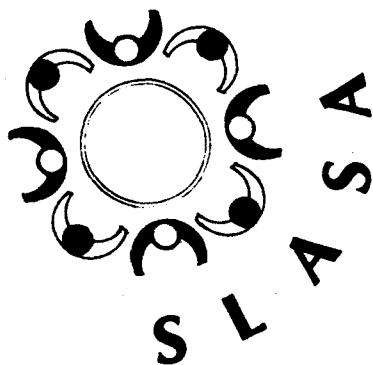
Initiatives

The NSW Worker Co-operative Programme is located at WEA House, 70-72 Bathurst Street, Sydney, NSW, 2000. Phone: (02) 264 7844. Postal Address:

PO Box Q 194,
Queen Victoria Building,
Sydney . NSW . 2000

Notes:

1. **The Mondragon Experiment**, an information booklet published by the Mondragon Worker Co-operatives (1985).
 2. Adam Jamrozik and Robyn Beck, **Worker Co-operatives : An Evaluative Study of the New South Wales Worker Co-operative Programme**. SWRC Reports and Proceedings No.12, August 1981, page 91.
 3. SWRC Report No.12, page 93.
- * Don Stewart of the SWRC attended the Seminar, and prepared this report for the Newsletter.



Information Manual for Spanish Speakers

SLASA (The NSW Spanish and Latino-american Association for Social Assistance) has published, in collaboration with the Ethnic Affairs Commission of NSW, a resource and information manual about the Spanish speaking community.

The main objective of this manual is to facilitate the flow of information on services, activities and resources available to Spanish-speakers. It contains information on Spanish-speaking groups, clubs, professionals, community development, health, education, recreation, law, cultural activities etc., in New South Wales.

This manual is of special interest to welfare and social workers, information officers, librarians, health workers, teachers and others who might be in regular contact with the Spanish-speaking community.

To ensure that information contained in the manual remains pertinent, it has been designed so that pages containing changes or additions to the existing material can be added to the manual while the obsolete pages are discarded. The manual is currently being updated as part of a regular updating process expected to take place every three months. For this purpose, SLASA is seeking information from Government Departments, community centres, libraries and other organisations on services provided to Spanish-speakers (e.g. Spanish-speaking staff, interpreters, activities, etc.) and, in case information has previously been provided to this project, any relevant additions and/or alterations.

If you would like a copy of the manual or could assist with information, contact: Information Manual, SLASA, C/- Western Suburbs Hospital, Liverpool Road, Croydon 2132 or telephone the Information Officer on (02) 747 5311 ext. 321.

NEW SWRC REPORTS and PROCEEDINGS

No. 60 Adam Jamrozik (ed.), Provision of Welfare Services to Immigrants, July 1986, 80 pp. \$4.

This report is a record of the proceedings of a seminar on the **Provision of Services to Migrants**, held at the University of New South Wales on 26 May, 1986. It contains the papers presented at the seminar and a summary of issues raised in the discussion forum. The seminar was organised by the Social Welfare Research Centre to provide an input of information and ideas into the Committee of Review of Migrant and Multicultural Programmes and Services (chaired by Dr James Jupp).

The invited participants - researchers, administrators and practitioners - were asked to present their views and suggestions or recommendations either verbally or in a form of brief 'position papers' on various aspects of welfare services to immigrants and ethnic minorities. The response was extremely gratifying as eleven written papers were submitted for discussion. As the readers will see, the papers present a wide range of issues, some of which do not often figure prominently in discussion on 'welfare', such as conditions in the workplace, education, and social participation in a multicultural society.

The papers in the report have been arranged in sections, in the same

sequence as they were discussed at the seminar. A brief introduction to each section gives an indication of the issues discussed in each paper. Most papers are brief, focussing on the main issues in a particular area of concern and drawing implications and/or suggestions for resource allocation, policy administration, or service delivery.

There are five sections in the report, each containing two or three papers:

1. Immigrant Communities, Self-Help and Voluntary Effort
2. Immigrants, Welfare and the Workplace
3. Language and Multicultural Education
4. Policies and Problems in their Implementation
5. Needs, Disadvantage and Participation in a Multicultural Society

Together with the summary of issues in the discussion forum, the papers present a wide spectrum of issues in the provision of welfare services for immigrants and ethnic minorities, which should be of interest to readers.

No. 61 Adam Jamrozik (ed.), Social Security and Family Welfare : Directions and Options Ahead, July 1986, 140 pp. \$5.

This report contains the proceedings of a one-day conference/seminar held at the South Australian Institute of Technology, Adelaide, on 4 July 1986. This was the first time the Social Welfare Research Centre held a public seminar outside of Sydney.

The theme for the seminar, **Social**

Security and Family Welfare : Directions and Options Ahead, was deliberately chosen to relate these two concepts in a perspective which would bring into focus the respective roles of Commonwealth and State governments in the provision of social security and social welfare services. As the readers will see, the six addresses

presented at the seminar examined these two related areas from a range of perspectives, resulting in a wide coverage of issues, and questions and comments from the participants indicated clearly that issues of social security and family welfare were of much concern in the community.

The **Opening Address** is by Dr John Cornwall, MP, Minister for Health and Community Welfare in South Australia. Dr Cornwall outlines the nature of the relationship between the Commonwealth and the States and their respective roles and responsibilities in the provision of social security, family welfare and community development services. He focusses on the problems facing the Australian community today in ensuring adequate income support, housing, and public services generally for the disadvantaged sections of the population. He also points to the extent and changing nature of poverty, now affecting particularly low-income families with dependent children, especially single-parent families.

Dr Cornwall then gives an overview of policy measures in social welfare initiated by the Government of South Australia. Chief among these is a Social Justice Strategy which aims to provide a long-term framework and direction for dealing with problems of discrimination and disadvantage. The formulation of the Social Justice Strategy involves a number of Ministerial portfolios and Government departments thus aiming to develop what may be aptly considered to be an **institutional** rather than **residual** approach to community welfare. The other initiative is the planned **amalgamation** (or **coalescence**, as he calls it) of the Department for Community Welfare with the Health Commission of South Australia. These are certainly challenging developments, South Australia again demonstrating an example of forward thinking in social policy, which the other States are certain to watch with great interest.

The second paper, **Social Security and the Social Wage : Priorities and Options in Social Policy**, is by Adam Jamrozik. The paper addresses the issue of inequality in Australian society, and identifies some of the difficulties and constraints governments face in formulating equitable social policies, such as the 'free market' capitalist economy, international trade, and internal political pressures from sectional interests. The underlying difficulty in overcoming these problems, the paper argues, is the all-pervading capitalist ethos which affects thinking and perceptions of issues in the community as well as in social policy, social and economic theories, and social research. The paper suggests a few reforms in taxation and social security which, if implemented, would make the social security system more equitable by improving the position of low-income families, at least in relative terms.

Peter Whiteford's paper, **Similarity and Difference : A Comparative Approach to Family Income Support**, gives a comprehensive analysis of the present social security system in Australia, and then explores a number of alternatives that might be considered in the provision of income support for families. The paper gives extensive comparative data on social security systems of a number of countries belonging to the Organisation for Economic Co-operation and Development (OECD). Whiteford argues that in Australia 'support for families in general and for low-income families in particular is inadequate'. He takes a broad view of income support provision for families, pointing to a range of alternatives which include various provisions in the public as well as in the private sphere. While not recommending any particular direction, Whiteford emphasises the need for not overlooking 'the similarity of different mechanisms for providing social welfare'.

The Meaning of Change in Child Welfare,

NEW SWRC REPORTS and PROCEEDINGS

the paper by Tania Sweeney, addresses the issue of inequality in child welfare services. Based on the past and currently on-going research at the Social Welfare Research Centre, the paper provides an overview of child welfare services in Australia over the past two decades and argues that while the methods of service delivery might have changed in some of their aspects over that time, the functions these services perform have remained, essentially, unchanged. The paper explains this apparent contrast between methods and functions by drawing on the findings and observations from field research conducted at the Centre and relating these to recent theoretical literature on child welfare, social deviance and social control. The main concern of the paper is the apparent division in the perceptions of child welfare and corresponding services based on the differences in the social class of the recipient families. In effect, the paper demonstrates that there are two systems of child welfare in parallel operation: one for poor families (called 'Child Welfare') and the other for middle-class families (called 'Child Care'). The paper is concerned with the outcomes of this division for children of poor families and suggests how a reassessment of child welfare concepts might overcome the inequalities in the child welfare system.

Losing Ground or Gaining Ground?, the paper by Peter Travers, examines the issue of the 'crisis of the welfare state' and points to the differences in perceptions and interpretations of this notion. Travers gives examples of opposite views on this issue and then considers some of the problems encountered in measurements of economic and social well-being. Drawing on the example of the methods of social reporting in Sweden, he points to the inadequacy of social reporting in Australia but also to some advances in this area. Travers argues that a more comprehensive, systematic and vigorous social reporting through level-of-

living surveys on the Swedish model would provide better indication of progress (or regress) in the living conditions in Australia and would identify with greater clarity than we now have where changes are occurring and which social groups, or classes, are affected.

Frank Althuizen's paper, **Social Welfare : Whose Responsibility?**, addresses the issues of the division of responsibility for social welfare between the Commonwealth and the States, and then illustrates by example the kind of problems that are encountered in the implementation of certain policies at the level of service delivery. It is a particularly illuminating paper because it draws on data from actual processes of policy formulation and implementation. The paper identifies a number of problematic areas in Commonwealth/States division of responsibility and points to some inconsistencies and to the incompatibility of certain policy objectives. Among other issues, the paper demonstrates that the notion of universal welfare provisions fits rather awkwardly into certain services whose function is to 'take care' of the individuals and families who 'don't quite make it' in the society. While there are services and provisions of universal nature, which people may receive as 'a right', there are also services of a residual character provided for 'residual people' in the community, and the integration of the two services is not easy to achieve. With its depth of insight which is often absent in the debate on social welfare issues and in some of the 'abstract' research, the paper provides some food for thought for policy makers, service providers and researchers alike.

The report includes a summary of the **Discussion Forum** which followed the presentation of papers at the conference. Most of the issues raised in the papers receive renewed attention, and there is a diversity of views,

thus illustrating that issues of social security and family welfare are

currently of great concern in Australia.

No. 62 Jan Carter, *In Debt and Out of Work*, August 1986, 39 pp. \$3.

This report is based on an exploratory investigation of the extent of indebtedness among unemployed persons. Very little is known in Australia about this subject, yet it is to be expected that with the growth of unemployment, and particularly the entrenchment of long-term unemployment in certain sections of the labour force, indebtedness would be a serious problem for those whose income remained very low for a long time.

The findings reported in this study give some indication of the extent of indebtedness among the unemployed, but the report has to be regarded as a first step in the understanding of a problem which certainly calls for further and more extensive investigation. The data for the report was obtained from interviews with a sample

of 160 unemployed persons who were in receipt of unemployment benefits. As the readers will see, close to one half of the sample (44%) was found to be in debt, and the amount of indebtedness varied considerably from one person to another. There were indications, however, that the amount of debt tended to increase with the length of unemployment.

Notwithstanding the limitations of this 'pilot' study, the report provides a considerable amount of data as well as indicating some directions which future investigations in this problem area might take. The explanation of the method used in the study may also be of value to other researchers who might want to pursue further investigations into this area of concern.

These three new issues in the Reports and Proceedings Series are now available. For purchasing details, please see centre pages.

Honorary Visiting Fellow: Studies on Ethnic Minorities

While at the SWRC, Dr Andrew Jakubowicz will be working on two projects:

1. Helen Meekosha and Dr Jakubowicz have been retained by the Commonwealth Department of Community Services to research and report on the Department's programs and services for ethnic minorities. The project utilises a methodology which will provide qualitative locality based information about the capacity of local services to meet the needs of a variety of ethnic groups across the Department's broad range of responsibilities. These include the Home and Community Care Program, Residential Programs for the Disabled and Aged, Child Care, Disability Services, Supported Accommodation, and the policy work of the Offices of Disability, the Aged and Child Care, and the Policy Co-ordination Unit. The project will operate in Wollongong, the inner west, outer west and south west regions in Sydney, and in Canberra. Ethnic groups invited to participate in the project will include Spanish speakers, Arabic speakers, Indo-Chinese, Turkish, Polish, Portuguese, Macedonian and Filipinas.

2. The second project is the development of a monograph manuscript which examines the development of state 'management' of minorities in three crucial sectors of cultural group relations in Australia - a) welfare, b) media, and c) education. The thesis being advanced is that the relationship of the state to capital and the guarantee of a stable labour supply for Australian capitalism provides a necessary but not sufficient element in explaining policy development in these areas. The desire to sustain the cultural hegemony of particular elements of the ruling class and a recognition of the potentially disruptive effects of cultural conflict, underlies the development of practices during the tail end of the long boom. As the recession deepens, these concerns are replaced with a strident nationalism, which has to abandon 'pluralist' modes of discourse, and replace them with imperatives to support the unitary state. The research examines the welfare area in particular, with comparative material drawn from the struggles over ethnic broadcasting, and multicultural education.

New SWRC Reprints

No. 29 Loucas Nicolaou, 'A Working Paper on Class, Ethnicity and Gender : Implications for Immigrants' Position in Union Structures' from The Ethnic Affairs Commission of NSW Occasional Papers No. 10, February 1986, 32 pp. \$1.

Drawing on empirical evidence concerning eight unions in New South Wales, this article argues that in order to understand immigrants' position in a society, both class and ethnicity are essential starting points for analysis. One particular concern is the position of immigrant women; in this case, gender must be included in the analysis in addition to class and ethnicity.

The inclusion of both class and ethnicity as important factors for sociological analysis should not necessarily place more emphasis on ethnicity than class or vice versa. It should, instead, presume two different levels of structuration. The discussion in this article, therefore, stresses the importance of concentrating on both of these levels of structuration in an attempt to understand the position of immigrants in the Australian workforce, unions, and society in general.

No. 30 Chris Rossiter, 'Housing Tenure and Costs of Older Australians : Gender Issues' from Australian Journal on Ageing, Vol.5, No.2, May 1986, 9 pp. \$1.

This paper investigates some aspects of housing amongst people aged 65 and over, using previously unpublished data. It aims to explore further the generally optimistic view of elderly people's housing and to illuminate the variety of circumstances within this population. The analysis concentrates on gender-based inequalities.

Although elderly people generally have adequate and affordable housing compared with the population as a whole, in terms of housing tenure and costs, elderly women tend to fare less well than their male counterparts. Gender inequalities in housing circumstances are discussed in relation to differences in marital status and income levels.

No. 31 Bruce Bradbury and Joan Vipond, 'Poverty and Pensions' from Australian Journal on Ageing, Vol.5, No.2, May 1986, 10 pp. \$1.

It has been argued that it is impossible to measure poverty among elderly people because pension levels and poverty lines are so similar. Whether poverty among them appears to be high or low may depend upon an arbitrary decision as to whether the poverty line should be a dollar a week above or below the age pension. This paper analyses poverty among elderly people suggesting that it can be measured by the number who live below an after-housing cost poverty line. That is, their poverty should be measured after they have paid for their housing. This procedure not only avoids some of the measurement problems, it also provides a more realistic test of the level of poverty in Australia than other techniques. It takes into account not only the incomes of families but also their ownership of the main form of household wealth - the family home.

Nos. 29, 30, 31, 32

In general when poverty is measured in this way its incidence is much lower among elderly people than others. An important reason is the widespread ownership of homes among the elderly which reduces their housing outlays. Among a minority of the elderly, the private-sector renters, the incidence of after-housing poverty is however, very high.

No. 32 Bruce Bradbury, Pauline Garde and Joan Vipond, 'Youth Unemployment and Intergenerational Immobility' from The Journal of Industrial Relations, Vol.28, No.2, June 1986, 20 pp. \$1.

The personal and family characteristics of those teenage workers and unemployed teenagers who were living with one or both parents at the time of the 1981 census are described and analysed. The 1 per cent sample of household records released by the Australian Bureau of Statistics was the data source. Unemployment rates were much higher among teenagers of sole-parent families than among other teenagers. However, in the case of teenagers who lived with their mothers only, this could be attributed to their low family incomes rather than their family structures. Teenagers who lived with both parents also had high unemployment rates when family incomes were low. Among youth who lived with both parents, high unemployment probabilities were associated with parental disadvantages, even when the personal characteristics of the youth, such as their education levels, were controlled. It was concluded that unemployment distribution among 15- to 19-year-olds reflects intergenerational rigidities with respect to labour market status.

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conference. . . .



Cumberland College of Health Sciences in Sydney is again organising the annual **Behavioural Medicine Conference**, which will be held this year from 15th-17th October at the New Crest Hotel, Kings Cross.

As in past years there will be a wide range of papers delivered, which will include such subjects as occupational health, stress management, pain and behavioural immunology.

The conference is open to all health and welfare professionals and will be concentrating on current and future research and development in the field of behavioural medicine.

Further information and bookings for the conference can be obtained by writing to Mr Keith Carter, Department of Behavioural and General Studies, Cumberland College of Health Sciences, PO Box 170, Lidcombe, NSW, 2141 or by telephoning Sydney (02) 646 6228.

Office for the Aged: Consultations

Eighteen months ago the Commonwealth Government established The Office for the Aged, whose main objective was to advise the Minister for Community Services on the national needs of aged people in Australia. The Office currently has four roles:

to act as policy adviser to the Minister for Community Services - addressing such issues as the social changes of ageing, the 'burden of care' for the aged, improving the effectiveness of government programmes, elimination of discrimination in policies, improving research, development of a range of contacts, educating decision makers,

advocacy and participation - ensuring that old people do have a direct say in what services and policies they want; this includes user rights to services and exploring the structural changes which need to be made in order for aged persons to obtain their rights,

community information - promoting greater awareness of the issue of ageing, examining the current negative image and the means through which one can decrease its debilitating influence. This includes the use of the media, a restructuring of the education curriculum, the conducting of seminars and encouraging older people to participate in mainstream activities in order to break down prejudices and discrimination,

addressing certain issues - e.g. income security and support, residential and home care, and the accessibility and appropriateness of government services for aged persons of non-Anglo-Celtic backgrounds.

With regard to each of these roles, a series of **interstate consultations** was held, concluding on July 22 1986 with

the NSW workshop, held in Sydney. The intention of these small-group workshops was to consult with organisations for the aged, lobby groups and community groups to elicit recommendations about directions for the Office of the Aged. Enza Santangelo of the SWRC attended the Sydney workshop.

For further information, contact the Office at:

Level 6
333 Kent Street
Sydney . NSW . 200
Tel: (02) 225 3533



**World Planning and
Housing Congress**

Adelaide, Australia, 28 September - 3 October, 1986

In conjunction with this Congress, a one-day seminar is being organised on **26th September** on the subject of **Innovation in Planning and Housing for People with Disabilities**.

The aim is to influence decision makers in this area by developing a greater awareness of the needs of people with physical, intellectual and psychiatric disabilities and the attendant problems associated with ageing; to provide opportunities for the sharing of ideas, knowledge and expertise, and to prepare recommendations to government.

Of particular interest to planners, architects, builders and local government.

Enquiries about the Supporting Programme on Disability should be made to:

Helen Garton
C/o Office of the Disability Adviser
Department of the Premier and Cabinet
GPO Box 2343
ADELAIDE . SA . 5001

Phone: (08) 227 4488



The Retired Senior Volunteer Program (RSVP) has made a successful start in Australia.

Based on an American concept, RSVP matches teams of volunteers aged over fifty-five with community work projects in non-profit organisations. RSVP volunteers are now working at the Sydney City Mission, the Multiple Sclerosis Society, the Children's Hospital, and the Volunteer Centre of New South Wales. New teams are underway in two other organisations. One of the benefits of RSVP is the enjoyment and satisfaction volunteers gain from doing community work as a group.

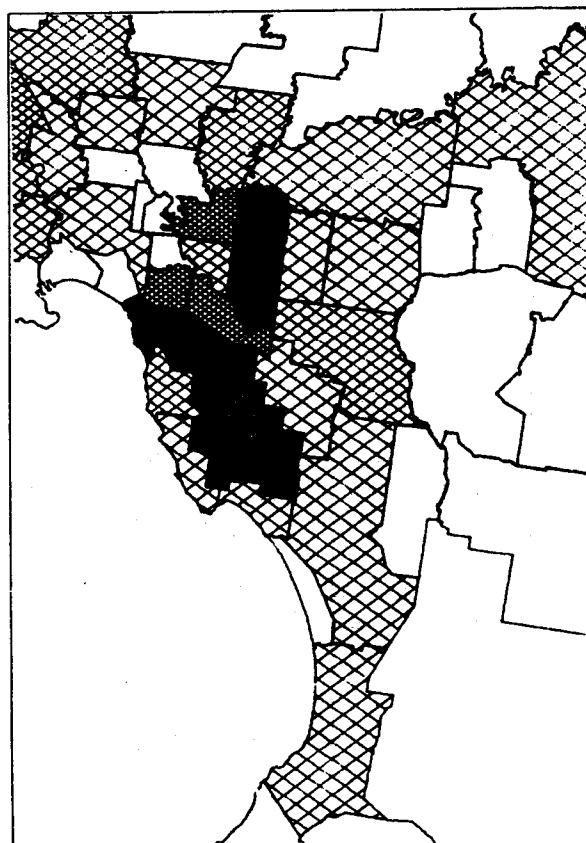
For more information please contact:

Joan Modder
Public Relations Officer
Volunteer Centre of New South Wales
Tel: (02) 29 8194

Peter Matwijiw and Errol Bamford
**ATLAS OF THE AGED IN AUSTRALIA,
1981**

Australian Institute of Multi-
cultural Affairs, Melbourne, 1986,
RRP \$12.00

The Atlas examines the residence patterns of the aged in five major cities: Sydney, Melbourne, Brisbane, Adelaide and Perth. Sixty-six maps, explanatory notes and tables are used to present demographic information on the Australian-born aged and aged of non-English-speaking background, and for the major birthplace groups of the Australian population.





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In Newsletters 19 and 20 we published a survey sheet in this position, which was intended as a once-only survey of readers' research interests in order to refine our mailing list programme.

However, some months later we are still receiving completed survey forms as part of orders from people who have just discovered the Newsletter, or readers who have delayed their ordering.

Therefore we have decided to make this a permanent feature, as it has yielded valuable information about priorities and also the occupational interests of the Newsletter readership.

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BOOK REVIEWS

Anne Meade

THE CHILDREN CAN CHOOSE
A Study of Early Childhood
Programmes in New Zealand

Whitcoulls Ltd., Christchurch,
1985

Reviewed by Enza Santangelo,
SWRC

Early childhood programmes, as we know them today, are structured to provide constructive experiences for 2-5 year olds. The author of the above book has undertaken to research the qualitative aspects of six early childhood groups in three services; the play centre, the childcare centre and the kindergarten, in the New Zealand context. She has used the case study approach with fellow researchers observing the behaviour of teachers, parents, supervisors and children; recording times when there was adult-child interaction, the presumed effect of such interaction and how this relates to other research in the field of child psychology and early childhood development. In addition, staff completed questionnaires about the children, and written and taped interviews were conducted with the person in charge of each institution. The study did not seek to compare each institution, rather it sought to find similarities and differences which would be useful to trainers in the field.

A brief summary of Meade's main findings follows:

- 1) the families using childcare centres were more likely to be single parents, and more parents in semi-skilled and unskilled occupations than the parents in pre-schools and in greater proportion than one would expect in the general population.
- 2) Large enrolments resulted in less adult-child contact.

- 3) The different goals of the staff determined how they apportioned their time.
- 4) Girls received four times more attention than boys. The 'low contact' children frequently had family problems, and English as a second language.
- 5) There was less adult-child talk than was anticipated by the researchers.
- 6) Programmes in childcare centres did not differ markedly from those in preschools.
- 7) Early childhood educators had very little free time throughout the day.
- 8) Trained staff did more than parent-helpers to foster children's learning through talking and being personally involved with their play.
- 9) Decisions concerning group size and funding were unable to be controlled by the current staff.
- 10) Adult-directed children's activities were associated with less child-initiated talk and less adult involvement in children's play.

Through this report Meade sought to provide a link between data on staff aims and data on aspects of the children's learning environment and curriculum. In fact, the title is somewhat deceiving in the sense that the report highlights how adults overwhelmingly control the behaviour and choices of children. In trying to deal with the qualitative aspects of early childhood institutions, Meade neglected to ask the children what they thought about their setting. Consequently she had to refer to other studies in order to establish the effects of adult actions on the children. To further validate her findings through a research design focussing also on causality, Meade perhaps could have included tests in the area of child development where the qualitative

BOOK REVIEWS

impact of the educational facilities could be examined. These tests would involve assessment of language development, self-esteem, sensory-motor skills, emotional and psycho-social development and so on.

In essence this book is an examination of adult behaviour in childhood centres. Apart from the above criticism, Meade has produced a concise, well-researched report, which certainly does fulfil the purpose for which she established the study. The book is well written, and would certainly benefit anyone interested in the development of educational facilities and training in the area of early childhood.



DIRECTORY OF MENTAL HEALTH SERVICES FOR THE SYDNEY METROPOLITAN REGION

The NEW EDITION of this Directory is NOW AVAILABLE. This Directory is intended to be of use to workers and volunteers in the field of mental health to aid in the exchange of information about groups and services. It will also help individuals and workers in other fields to gain access to mental health services.

The report may be ordered from:

NSW Association for Mental Health
62 Victoria Road
Gladesville . NSW . 2111
Tel: (02) 816 1611

Sheldon H. Danziger and Daniel H. Weinberg (eds)

FIGHTING POVERTY : WHAT WORKS AND WHAT DOESN'T

Harvard University Press, 1986

Have the poor been helped or hurt by government policies? Charles Murray asserted in **Losing Ground** that well-intended social policies made matters worse by encouraging dependence. **Fighting Poverty : What Works and What Doesn't**, just published by Harvard University Press rejects such charges. Its chapters offer balanced assessments on these controversial questions surrounding public efforts to alleviate poverty: What is the nature of anti-poverty programs and what are their effects? How do economic growth and the business cycle affect the poor? What are the causes of family structure changes and their consequences for poverty? How have social movements and changes in welfare institutions affected the poor? What are the economic and political constraints to antipoverty initiatives?

The authors who have contributed to this book conclude that if poverty is to be reduced, government policies must achieve and maintain high employment rates; continue to experiment with education, employment, and training programs, especially those that emphasise the integration of welfare and work; reduce the burden of taxation on the working poor; expand access to health insurance for those who lack coverage and provide better treatment to the poor who are covered.

BOOK REVIEWS

Stanley Cohen

VISIONS OF SOCIAL CONTROL: CRIME, PUNISHMENT AND CLASSIFICATION

Basil Blackwell, Oxford, 1985.

Reviewed by Tania Sweeney, SWRC.

This book seeks to examine the nature of and changes in social control in modern Western society. Rather than interpreting social control as regulation, Cohen focuses on 'the organised ways in which society responds to behaviour it regards as deviant, problematic, worrying, threatening, troublesome or undesirable in some way or another' (p.1).

Cohen traces the major changes in deviancy control since pre-eighteenth century times through to today. The focus of the book however is on changes that have taken place since the de-structuring movement of the 1960s. In examining these changes Cohen seeks to determine whether they represent progressive moves and a radical change in thinking about deviance. He aims to explain not so much why the control system has failed, but rather what the difference is between the rhetoric and the reality and why this situation occurs. Essentially, he argues that the forms, rather than the aims of control systems have changed and in fact he regards the present control system as more coercive and devious. He argues that in order to understand the nature of this situation, one needs to draw on a variety of explanations, with a particular emphasis on models of political economy. In other words, Cohen believes that many modern services have an implicit social control purpose, that they were 'set up to fail' and never intended to change the class position of families.

Cohen observes that during the mid-1960s a radical attack was mounted on control systems (to be followed in the late 1970s by significant reversals)

and what in fact was a destructuring impulse. This was characterised by the following movements or ideologies: 'away from the state' (eg decentralisation, diversion), 'away from the expert' (deprofessionalisation, delegatisation), 'away from the institution' (deinstitutionalisation, community control) 'away from the mind' (back to justice, behaviourism).

Three sets of beliefs, facts and ideas were drawn upon to justify these changes. The first set (cognitive) related to increasing support for the idea that institutions like prisons were expensive and ineffective and criminals could be just as effectively managed in cheaper, community alternatives. Second, theoretical notions that systems catering for the deviant prepare him/her for a life of deviance, that is, they become socialised into the deviant system. Moreover, it was being recognised that the causal processes of deviance originate in society not in the individual. Third, there was growing disenchantment with centralisation, bureaucracy, the altruism of the helping professions, the rehabilitative ideal and support for limited state intervention.

The new system of welfare provisions that resulted from these populist ideas developed during the 1960s in the United States and Britain are then examined in terms of:

1. quantity - size, capacity, scope, reach, density, intensity.
2. identity - visibility/clarity about what is happening in the system.
3. penetration of new services into community, absorption of new groups into the system.

In terms of the first dimension, Cohen argues that rather than the system of control decreasing in size, the system has in fact grown. This has been achieved by the new strategies of

BOOK REVIEWS

deinstitutionalisation/community alternatives and diversion. Through the different ideology of early intervention and treatment, the 'use of psychological or social-work selection criteria, allows diversion to be incorporated into wider prevention strategies' (p.53). The new clients who are drawn into the system are usually those who are 'amenable, treatable, easy to work with, the good prospects' (p.54). These are the ones who are drawn into the new community and diversion programs while the less amenable are diverted to the next level up. The effect has been to include new population groups in the system, increase the total number of people, increase in the intensity of intervention at different levels along with the development of new control agencies. These changes can be seen in incarceration rates remaining constant or increased, and increased rates of correctional sanction or supervision.

In the new system of control the boundaries between the different parts are no longer clear, as clients move between one part of the control system to another. Cohen includes the health and welfare systems in his analysis. He argues that the blurred boundaries of parts of the control systems allow considerable flexibility in devising a service that can cater for those who might be regarded as 'at risk' or 'pre-delinquent'. Many agencies providing preventive services for these groups operate free from legal scrutiny, in law. However, they may well become involved with the legal system, either because of welfare/treatment criteria or because they fail to adopt agency norms or fulfil program requirements, such as therapy attendance. The legal rights of clients, then, are often unclear and some services such as half-way houses may actually represent 'hidden custody'.

Finally, Cohen claims that the new ideology incorporates the notion of re-integration of the individual into the community. This concept is based not

on the idea of the deviant being different but rather that 'deviance... is with us, woven into the fabric of social life' (p.77). A number of socialising agents, including the family, school and neighbourhood are involved in this process. The family, for example, is expected to prevent and contain the deviance of its own members as well as treat the deviance of others (as in foster care). Neighbourhoods are expected to absorb services such as half-way houses and integrate their clients into the community. Cohen also observes that the handing over of the control system to the private sector also has the advantage of being cheaper for the state, particularly in times of economic recession.

These developments should not be seen as 'failures' or 'unintended consequences'. Thus a substantial part of the book is devoted to examining the nature of and reasons for 'a clear lack of fit, a measure of incongruence between the new system and the rhetoric with which it usually justifies itself' (p.87). Cohen attempts to develop an explanatory model for this. His schema sets out five different but related models of social action, all of which may need to be considered to arrive at a relatively satisfactory explanation for the changes that have taken place.

These discussed models include the notions of progress, organisational convenience, ideological contradiction, professional interest and political economy. Of these models, Cohen states:

... Each of these systems of thought is connected with a corresponding system of power. That is to say, the stuff of which the theory speaks, represents certain real social 'deposits'. The metaphor of a deposit ... conveys a dual meaning: it is something which is left behind and something

BOOK REVIEWS

which is drawn upon. At each level - ideas, organisations, professionals and political economy - these deposits take the form of descriptions (stories) and causal theories, which are drawn upon and leave behind real forms of power ... (1985:89)

Cohen expresses the interrelationship between these explanatory models in the following way:

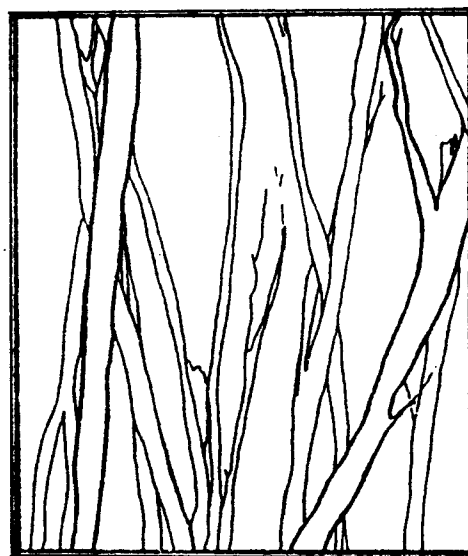
- (1) the notion of progress is always present in the sense that things can obviously be better;
- (2) organisations which try to implement each new good idea start with (and then generate more of) their own demands;
- (3) whatever these demands, we will tell stories (ideologies) to justify and rationalise what we are doing;
- (4) these ideologies will justify action in such a way as to give a privileged position to their tellers and to safeguard their interests; and, finally,
- (5) these stories and interests exist and must be located in a particular structure or political economy.

Theories of political economy, in particular, are drawn upon to explain current ideological changes and control patterns. The national political and economic structure shapes values and systems needed to maintain certain social arrangements. Thus the new forms of control which indeed represent an expansion of the system are essential to such arrangements. Thus recent changes represent:

- (a) an attempt by the state to divest itself of expensive institutions, especially in recession.

- (b) the model of economic rationality necessitates a growth in the strategies of the state to control the increasing number of 'socially marginal' people who cannot or will not be actively involved in the marketplace of the capitalist system.
- (c) a response in the legitimisation crisis of the state as the crisis in the world economic order produces a particular crisis of authority for the liberal democratic state. A shift at the centre of political economy causing crisis, recession and unemployment is registered at the political level.

Cohen's book is a particularly challenging and perceptive one. It is one of the few that questions popular notions that the coverage of control systems is declining and that new services, including those in welfare, are necessarily progressive. Cohen provides a very detailed guide as to how these new services operate and, in fact, provides a good conceptual base for the development of empirical work which might now follow to see how the health, welfare and criminal justice systems work in practice.



New Publications

NATIONAL RESEARCH DIRECTORY : MULTICULTURALISM AND ETHNIC AFFAIRS IN AUSTRALIA 1986

Australian Institute of Multi-
cultural Affairs, Melbourne, 1986
RRP \$10

Reviewed by Robert Nittolo, SWRC

The Australian Institute of Multicultural Affairs has produced a valuable resource document for those interested in the study of multiculturalism and ethnic affairs. This work is a directory of persons and institutions and a guide to current research on multiculturalism and ethnic affairs in Australia. The purpose of the directory is to indicate who is conducting research, what projects are in progress, and how these persons can be contacted. The directory is not a bibliography or a research handbook, it does not analyse results or present conclusions.

The directory is a two part document, separately listing both researchers and current research projects. **Part A** lists in alphabetical order 396 persons currently conducting studies into various aspects of ethnicity and multiculturalism in Australia. The bulk of these are post-graduate students and academics; the others come from State and Federal public service departments and agencies, independent research organisations, and interested individuals from around the country. This part is a listing of these persons, their positions, addresses of associated institutions, organisations or agencies, a contact telephone number; and a brief list of their research interests.

Part B is a comprehensive list of the research projects on multiculturalism and ethnic affairs currently in progress or completed by the researchers within the last twelve months. Each entry gives the name of the researcher; a

short description of the project; the expected completion data if in progress; the source of funding for each project; and a list of publications by the researchers.

This section is arranged into thirty-four thematic sections dealing with various aspects of multicultural study. The headings range from theoretical categories such as Ethnic Identity, Theory of Multiculturalism, and Cultural Diversity; to a range of social welfare issues such as Health, Housing, Education and Labour Studies. Language studies are strongly represented (Language, Bilingualism, English as a second language, Languages other than English, Linguistics, and Translation). There are entries under Youth, The Aged, and Women; Politics, Law, Religion, International Relations, Media and the Arts.

Since much of the research is aimed to investigate the needs of specific ethnic groups and to create programmes to serve those needs, there is a further sub-classification containing a listing of projects arranged by nationality, giving further means of cross-referencing through the forty national groups represented.

The directory's largest body of work is in the area of education, the entries under Curriculum Development show the large number of new courses and curriculum packages being developed; many studies have focussed on the aged; and much work has been done on social welfare. Less attention appears to be given to areas related to health care and women.

The classification adopted by the directory is merely a guide to the various areas of research, and some of the listed projects are entered under more than one heading. The classification in Section B is arranged in alphabetical order of researcher and so makes cross-referencing by author with Section A relatively easy. However,

on Ethnicity

one drawback of this is that it requires a good deal of browsing to locate persons with interests in topics other than those indexed, as most researchers have more than one interest or have interests outside their main project.

This work should be of interest to all persons interested in the study of multiculturalism or to anyone seeking contact with researchers or research institutions involved in multicultural study.

Ian McAllister

A COMPARISON OF STATUS ATTAINMENT OF AUSTRALIAN AND OVERSEAS-BORN ADULTS

Research Paper Series, Paper No.4

Australian Institute of Multicultural Affairs, Melbourne, 1986

Reviewed by Robert Nittolo, SWRC

This paper by Ian McAllister focusses on the issue of status attainment by various overseas-born males and females aged between sixteen and thirty and compares them with their Australian counterparts. The study concentrated on such variables as family background, educational attainment, occupational history, English language proficiency and length of residence.

McAllister found, first, that occupational status is predominantly influenced by educational attainment and the extent of experience in the labour force; for the overseas-born, English language proficiency increases status. Second, he found that status differences are largely attributable to length of residence in Australia since, as the overseas-born reside longer 'they gain better information about jobs, more knowledge of the labour

market, a more thorough understanding of the customs and habits of the people, and it is this, more than any other factor, that helps to explain occupational differences between groups'.

McAllister suggests that the differences between groups are less the result of discrimination (at least of systematic discrimination) than of other factors such as duration of residence or English language ability. He says that while discrimination does exist 'it is not sufficiently widespread or virulent to have had any discernible impact on the occupational structure of the overseas-born groups analysed'.

However, McAllister's study is about occupational status, not discrimination, and as such it goes some way to explaining the differences in status between various ethnic groups and their Australian counterparts. In this respect, it is a valuable contribution to this important field of study.

David Cox

APPROACHES AND METHODOLOGIES USED IN STUDIES OF COMMUNITY RELATIONS

Australian Institute of Multicultural Affairs, Research Paper Series, Paper No.3, 1986. RRP \$5

Reviewed by Robert Nittolo, SWRC

This paper by David Cox critically examines the published literature on community relations and focusses on the major perspectives within that literature in order to systematise it.

He begins with an examination of the concept of community which is seen in terms of a 'varying interactional situation' either within or between

New Publications on Ethnicity

groups. Populations are differentiated into a series of social groupings through the outcome of certain social-psychological processes and supported by 'social categorisation'; the groups so formed distinguish themselves from one another by a process of social comparison, and are held together by common bonding.

Cox then examines in detail the various theoretical perspectives within which these communal bonds are originated and realised. He details the literature on intergroup relations and looks at the similarities between the concepts of 'group' and 'community' from both a societal and an interpersonal perspective, and extends his analysis through reference to the concepts of integration and minority groups. Following the analysis of groups and group relations he looks at models of societal perspective and social relations which are dominated by a Weberian viewpoint.

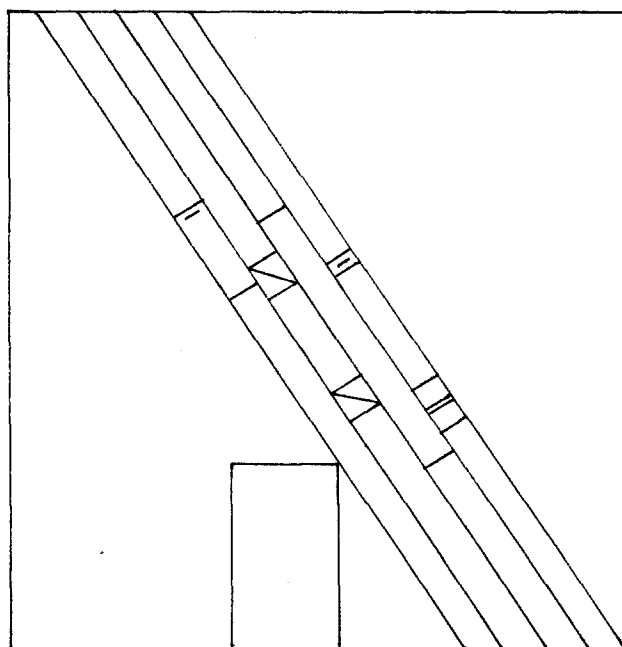
The analysis of the theoretical models is then integrated into a discussion of the critical factors determining the formation and development of community relations. The discussion treats each factor in isolation but develops a coherent and logical pattern of analysis which teases out the inter-connections and relations between each factor; essentially the discussion of the influence of the factors in the formation of community relations revolves around the dualities of individual and society, ethnicity and race, class and power.

The view which emerges from the literature is that community relations consist of the relationships between the various groupings comprising a society. The relationships may be either ethnic, racial or social, depending on the nature of the group. Causes of conflict may be presented in economic or power terms; or alternatively, in ethnic, racial or cultural terms, the latter requiring a particular set of circumstances involving economic and power

factors before significant tension or conflict occurs.

Cox then goes on to examine the literature on community relations in Australia. This shows that the strongest ethnic groups are those with limited knowledge of English and strong cultural values (particularly religious). There is evidence of a convergence between Australian and ethnic communities, the ethnic communities becoming more acculturated, and the Australians becoming more tolerant generally, but less so in areas of high concentration and high visibility of ethnic groups. There is concern among Australians regarding the effect of immigration on unemployment, particularly during times of economic insecurity; and rural Australians are more conservative than city dwellers, though this may be a reflection of economic conditions.

Cox's paper gives a good overall account of the state of research on ethnic community relations, both in general and in Australia. His paper would make a good starting point for anyone wishing to inquire into this area.



SUBJECT GUIDE TO SWRC PUBLICATIONS

In response to the many requests received from readers for research material linked to subject areas, we have cross-referenced SWRC publications to help serve the most usual enquiries.

It is worth mentioning that this was done in consideration of those people who require a quick guide to commence reading in a given area, and that it represents only a single-take classification (with some exceptions) in a field where multiple classifications are likely. It includes the complete publications of the Reports and Proceedings (R & Ps) and the Reprint series.

In order to purchase any of these reports, please refer, using the publication number given, to the Publications List and Order Form in the centre pages of this Newsletter.

FAMILY STUDIES

R&Ps

- No. 7 Bettina Cass, **Unemployment and the Family: The Social Impact of the Restructuring of the Australian Labour Market**, April 1981, 55 pp.
 - No.19 Tania Sweeney and Adam Jamrozik, **Services for Young Children: Welfare Service or Social Parenthood?**, March 1982, 144 pp.
 - No.21 Bettina Cass, **Family Policies in Australia: Contest over the Social Wage**, May 1982, 41 pp.
 - No.24 Carol Keens and Bettina Cass, **Fiscal Welfare: Some Aspects of Australian Tax Policy. Class and Gender Considerations**, September 1982, 55 pp.
 - No.37 Stuart Rees and Anneke Emerson, **Disabled Children, Disabling Practices**, January 1984, 129 pp.
 - No.38 Chris Rossiter, David Kinnear and Adam Graycar, **Family Care of Elderly People: 1983 Survey Results**, January 1984, 100 pp.
 - No.40 Bettina Cass and Mary Ann O'Loughlin, **Social Policies for Single Parent Families in Australia: An Analysis and a Comparison with Sweden**, March 1984, 48 pp.
 - No.43 Ian Manning, **Measuring the Costs of Living of Australian Families**, April 1984, 70 pp.
 - No.44 Tania Sweeney and Adam Jamrozik, **Perspectives in Child Care: Experience of Parents and Service Providers**, April 1984, 201 pp.
 - No.57 Adam Jamrozik, Sarah Drury and Tania Sweeney, **Innovation and Change in the Child and Family Welfare System**, February 1986, 139 pp.
 - No.61 Adam Jamrozik (ed.), **Social Security and Family Welfare Directions and Options Ahead** (Proceedings of SWRC Seminar, held in Adelaide, 4 July 1986), July 1986, 140 pp.
-

SUBJECT GUIDE

Reprints

- No. 3 Bettina Cass, 'Housing and the Family' from: **Home Ownership in Australia : A Perspective for Future Policies**, Housing Industry Association Seminar Proceedings, 1980, 14 pp.
- No. 5 Bettina Cass, Carol Keens and Jerry Moller, 'Family Policy Halloween; Family Allowances: Trick or Treat?' from: **Australian Quarterly**, Vol.53, No.1, Autumn 1981, 17 pp.
- No.15 Diana Wyndham, 'Why Study Working Mothers and Ignore Working Fathers?: The Impact of Parental Employment on Children' from: **The Australian Quarterly**, Vol.55, No.1, Autumn 1983, 8 pp.
- No.18 Adam Graycar, 'Informal, Voluntary and Statutory Services: The Complex Relationship' from: **The British Journal of Social Work**, Vol.13, No.4, August 1983, 15 pp.
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