

**P & O** The Peninsular & Oriental Steam Navigation Company was formed in Britain on 31 December 1840 to supply a steam packet service, carrying mail, goods and passengers, to Egypt and India as well as making the old peninsular run to Gibraltar. In 1852 the contract was extended to cover more remote outposts of the empire, including Australia, and from that time on the P & O became synonymous with 'Home' for Australians. The arrival of the *Chusan* at Australian ports in 1852 established the first regular mail service with England and this service became faster and more frequent once P & O ships were allowed to use the Suez Canal. A challenge to P & O's supremacy on the Australian route was made by the Orient Line but by 1919 P & O had obtained a controlling interest in its rival and in 1958 they merged to form the P & O-Orient Lines. The development of air transport since World War II has reduced the need for sea mail contracts, resulting in a concentration by P & O on its cargo fleet. Passenger sailings are now irregular and short holiday cruises form the basis of the passenger trade.

**PACIFIC ISLANDS LABOURERS** In 1847 Benjamin Boyd recruited 200 Pacific Islanders to work on his properties in southern NSW, but the experiment failed because most of them could not adjust to the cold climate and solitary pastoral work. Many died and most survivors deserted. In 1863 the *Don Juan* brought Melanesians to Robert Towns' cotton plantation near Brisbane, the first of some 60 000 indentured labourers who came mainly from the New Hebrides (Vanuatu) and the Solomon Islands to work for three years, for a wage of £6 per year, in tropical agriculture or the pastoral industry. After 1884 they worked only in the sugar industry. Experiences varied, but the mortality rate was consistently high and many labourers experienced prejudice and discrimination. Nevertheless about 50 per cent signed on for a second term. After Federation the Pacific Island Labourers Act (1901) required recruitment to cease in 1904 and the labourers, except those exempted by

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Principal Agents:  
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Advertisement for P & O featuring the passenger liner *Strathnaver*, the first of P & O's 'Strath' class passenger ships built for the England to Australia route. It began service in 1931 and was followed by the *Strathmore* (1935), the *Stratheden* (1937) and the *Strathallan* (1938). Sydney Mail, 5 Dec 1934.

exceptional circumstances, were repatriated. Between 1500 and 2000 remained, and their descendants (estimated at 8000–30 000) continue to live in Qld sugar towns and along the coast. A disadvantaged minority, they established in 1974 the Australian South Sea Islander United Council to campaign for improved status.

**PACKER, Sir Douglas Frank Hewson** (1906–74), media magnate, was the son of Robert Clyde Packer, managing director of *Smith's Weekly* (1919–33). In 1923 he joined the *Daily Guardian* (another of his father's papers) as a cadet reporter, and he was general advertising manager within four years. In 1936 he became managing director, and in 1957 chairman, of Australian Consolidated Press (ACP), a group of companies which under his management eventually controlled the *Sydney Daily Telegraph* and *Sunday Telegraph* newspapers (both sold to News Ltd, 1972), the *Bulletin*, the *Australian women's weekly* (which he and the former federal government treasurer, E.G. Theodore, had founded in 1933), *Australian home journal* and *Cleo* magazines, the Channel 9 television stations in Sydney and Melbourne, and various radio stations and country and suburban newspapers. He maintained a proprietorial interest in horse racing and yachting, and in 1962 and 1970 led the syndicate that unsuccessfully contested the America's Cup with the yachts *Gretel I* and *Gretel II*. His sons Clyde (1935–) and Kerry (1937–) both joined ACP, and the latter took control of the firm after his death. He was knighted in 1959.

**PACKER, Kerry Francis Bullmore** (1937–), media proprietor, chairman of Consolidated Press Holdings Ltd, the conglomerate founded by his father, Sir Frank Packer, which produces magazines such as the *Australian women's weekly* and the *Bulletin* and runs a number of television and radio stations. In 1977 he created World Series Cricket, which introduced one-day matches and coloured uniforms to the game. In 1983 a scandal erupted when Packer identified himself as the individual confidentially named in the Costigan



*Bob Hawke and Kerry Packer at the launch of the Bulletin-Newsweek magazine, July 1984.*

FAIRFAX PHOTO LIBRARY

royal commission as Goanna, an alleged financier of drug trafficking. Packer denied the allegations.

**PAGE, Sir Earle Christmas Grafton** (1880–1961), politician, was born at Grafton and educated at Grafton Public School, Sydney High School and the University of Sydney. After qualifying as a surgeon, Page returned to Grafton to practise medicine, developing active interests in farming and municipal politics. His passionate concern for rural development led him to a lifelong advocacy of the benefits of hydro-electricity and the need for new states.

As the Australian Country Party's first permanent leader (1921–39), Page served as deputy prime minister and treasurer, and briefly as prime minister. Subsequently he held the commerce and health portfolios, and was instrumental in inaugurating the first national health subsidy scheme. Page's greatest political legacies were to his party, namely: the establishment of the Country party as an almost equal partner in non-Labor coalitions, and the establishment of a tradition of leadership stability, regardless of electoral fortunes. He was knighted in 1938. JOHN O'HARA

**Further reading** E. Page, *Truant surgeon: the inside story of forty years of Australian political life*, Sydney 1963.

**PAINTING** The earliest stage of non-Aboriginal Australian painting, up until the 1820s, was essentially documentary; painters whose skills were principally in drawing depicted the native flora and fauna, the Aborigines, and the progress of European settlement in a 'new' land. During the 1820s and 1830s several professional painters who had been formally trained in Europe were painting in Australia. The best known, Joseph Lycett, John Glover and Conrad Martens, endeavoured to express their sense of the uniqueness of the Australian landscape, but often their work was constrained by contemporary notions about composition and by the classicism in which they had been schooled. In this period, too, a number of portraitists were active, the best being Augustus Earle, who also painted many landscapes.

The gold discoveries brought to Australia numerous talented artists who, in the period to the 1880s, produced a large volume of paintings that were distinctively Australian. Some, like William Strutt and S.T. Gill, recorded historic events—bushranging, the gold diggings, bushfires—with a degree of skill, vigour and sophistication not achieved in the more naive works of earlier documentary painters. Some, like George French Angas and Robert Dowling, believed the native race would soon be extinct, and set down a record of Aboriginal life. Others, like Abram Louis Buvelot, Eugène von Guérard and Julian Ashton, who developed distinctive *plein-air* ('open air') styles, produced paintings which for the first time began capturing the Australian landscape's form and light.

In the late 1880s the 'Heidelberg school' of painters, centred on Tom Roberts, Frederick McCubbin, Arthur Streeton and Charles Conder, all of whom had been influenced by the French impressionists, rose to prominence, and for the next fifty years it dominated



*Elioth Gruner was one of Australia's best-loved landscape painters. Winter's afternoon, Bellingen is an oil on canvas painted in 1937, two years before the artist's death.*

NEW ENGLAND REGIONAL ART MUSEUM

Australian painting and artistic taste. These painters developed further the *plein-air* methods of earlier artists, and, as they celebrated the splendour of the Australian landscape, their works became increasingly nationalistic. Their depiction of the heroism of frontier life implied a nationalism which paralleled that expressed by contemporary writers in the *Bulletin*. Roberts was also an excellent portraitist, though Max Meldrum, who developed a method of tonal realism, perhaps exerted a stronger influence on succeeding portrait painters, and on taste in portraiture. Other influential painters of the period were the multi-talented Norman Lindsay, watercolourist, graphic artist and writer, George Lambert, a portraitist whose most enduring works were his war paintings of the Gallipoli and Palestine campaigns, and Hans Heysen, whose landscapes dwelt upon the grandeur of the eucalypt.

By the end of the 1930s, more modern styles of painting were emerging, with the encouragement of the recently formed Contemporary Art Society. The

most influential of the early modernist painters were Russell Drysdale and William Dobell. Drysdale's treatment of the withering effect of the barren outback on its inhabitants, and Dobell's portraiture of Australian 'types' as well as individuals, were important in accustoming the public to modernism while upholding the special qualities of the Australian experience. Dobell's retention of the 1944 Archibald prize for portraiture in the face of a court challenge by anti-modernists was a signal gain for modernism in Australian painting.

Sidney Nolan, Albert Tucker, Noel Counihan, Arthur Boyd and John Perceval further changed public expectations about art during the 1940s and 1950s. John Passmore, Ralph Balson and John Olsen, based in Sydney, emerged as the most significant Australian abstract painters, while in Melbourne the 'Antipodean' group of painters, which included Boyd, Perceval, Clifton Pugh, John Brack and Charles Blackman, led the reaction against abstract art, affirming the values of figurative art.

From the early 1960s public awareness of painting increased appreciably. The market for paintings expanded rapidly as private galleries, dealers and collectors multiplied. The figurative versus non-figurative debate focused attention on traditions in Australian painting, and on the extent to which these were either derivative or genuine responses to indigenous experience. Among the most acclaimed of a rising generation of painters was Fred Williams, whose local landscapes embodied a deep understanding of the modern movement, and Brett Whiteley, who moved with ease between figurative and non-figurative methods. Painters, and also the public, took up new styles more quickly, and developed a greater awareness of international trends in painting, as travelling times between Australia and the outside world shortened. Pop art, photo-realism, colourfield, lyrical abstraction and minimal art were all styles with which Australian painters experimented soon after their appearance overseas.

**Further reading** A. McCulloch, *Encyclopaedia of Australian art*, Melbourne 1984; B. Smith, *Australian painting, 1788–1970*, Melbourne 1971.

**PALMER, Edward Vivian (Vance)** (1885–1959), writer, decided at an early age to make his living by writing, and worked with his wife Nettie to develop a national culture in Australia. Palmer wrote a number of plays and is regarded as one of the founders of Australian drama. His novels are imbued with a strong sense of place and include the *Golconda* trilogy. He also wrote short stories, literary criticism and poetry. He chaired the Commonwealth Literary Fund 1947–53.

**PALMER, Janet Gertrude (Nettie)** (1885–1964), writer, was born in Bendigo and educated in Melbourne. She travelled extensively in Europe before returning to Australia in 1915. With her husband Vance, she worked to encourage the development of Australian literature. Several times a lecturer in Australian literature for the Commonwealth Literary Fund, she wrote *Modern Australian literature 1900–23* (1924), as well as poetry, criticism, essays, memoirs and a study of Henry Handel Richardson.

**PAPUA NEW GUINEA** It is Papua New Guinea's peculiar experience to have been colonised by a colony as well as by European imperial powers. The Dutch took the western half of the island of New Guinea in 1828, and its fate ultimately was to rest with Indonesia. The colonies in Australia, though, took an interest in the eastern half of the island, partly for commercial reasons, partly in response to missionary ambition, but mainly from fear that a foreign and potentially hostile power might take it. Indeed, in 1883 the colony of Queensland annexed eastern New Guinea. Britain disowned this action, but in 1884, when Germany took possession of the northeastern quarter, Britain proclaimed a protectorate over the southeastern quarter, which became a regular British colony in 1888. In a rather casual process over the years 1902–06, Australia, itself still only a self-



Red poles: *Students of Mercedes College, Adelaide, comment on the federal government's \$1.3 million purchase of Pollock's Blue poles, 1974.*

THE ADVERTISER, ADELAIDE

governing colonial Federation, took over the administration of British New Guinea, and called it Papua. At Britain's request, Australia took German New Guinea by force of arms in 1914, and held on to it under a mandate awarded by the Allies in 1919 and supervised by the League of Nations. In the 1940s, the mandate became a trust for which Australia was accountable to the United Nations, but thereafter the distinction between Papua and New Guinea became blurred both in Canberra and at the UN and, although some territorial loyalties developed, it became clear that the two, Papua and New Guinea, would become independent as one state. Independence came without much indigenous pressure in 1975.

Until the 1940s, the Australian contribution to Papua New Guinea's development was minimal; the reason for possession was merely the exclusion of potential enemies from proximity. Wherever administrative writ did run, it was more or less humane and avuncular by the standards of the time. From the 1940s, there was a sustained attempt to open up the country, to provide efficient and humane administration, to educate the indigenous people and gradually to prepare them for self-government and independence. Decolonisation overseas and the translation of anticolonialism from radicalism to orthodoxy in one generation accelerated Australian disengagement. Despite some separatist tendencies and an indigenous society little used to identification beyond clan, village or island, Papua New Guinea since 1975 has shown unexpected cohesion and stability. Papua New Guinea was probably fortunate that Australian colonialist motives were not for glory or primarily for economic exploitation; white settlement was limited and development, for long positively lethargic, was gradual. And, because the development process began so slowly and finished so abruptly, there was not time for the emergence of an oppressive indigenous elite. The outcome was a blending of Melanesian modes with simple western democratic models bequeathed by Australia.

W.J. HUDSON

**PARER, Damien** (1912–44), photographer, worked as a cameraman on Charles Chauvel's films, including *Forty thousand horsemen* (1940). During World War II he became official cameraman with the Second AIF and photographed troops in action in Tobruk, Greece and Syria. His documentaries included *The relief of Tobruk* (1941) and *Kokoda front line* (1942). Always daring in his attempt to capture accurately the feel of jungle warfare and aerial attack, he was killed when he covered the landing of American forces at Peleliu in the Pacific in 1944.

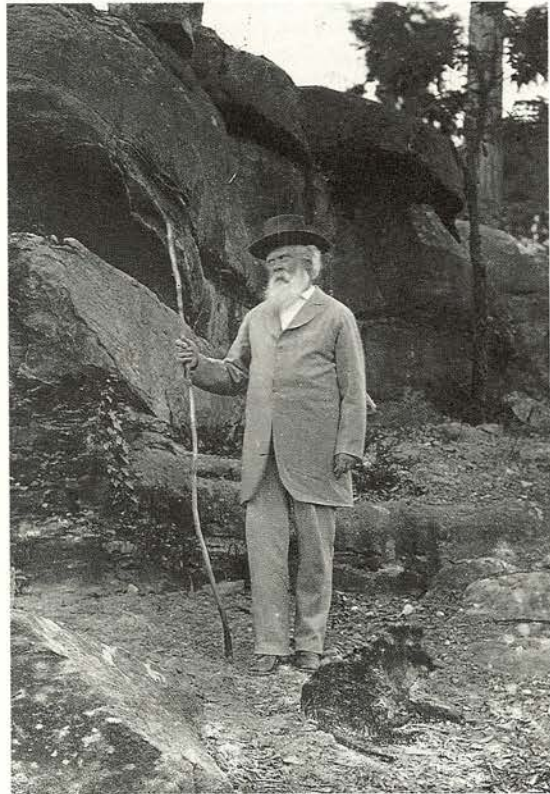
**PARK, Ruth** (1923?–), writer, was born in New Zealand, coming to Australia in 1942. She has written novels, plays and short stories for adults, and is well known for her *Muddle-headed wombat* series and other books for children. She has also written extensively for radio and television. Her best-known works are *The harp in the south* and *Poor man's orange*, which describe life in Sydney's slums.

**PARKES, Sir Henry** (1815–96), politician and journalist, was born in England, youngest of the seven children of Thomas and Martha Parkes. Thomas Parkes, a tenant farmer, was forced off the land in 1823 by debt; the family subsequently settled in Birmingham, where Parkes was apprenticed to a bone and ivory turner. Having served his articles he established a business of his own, but it failed and Parkes decided to try his luck in London. When prospects there proved bleak he left in 1839 with his wife Clarinda, nee Varney, for NSW. They travelled as bounty migrants in the steerage of the ship *Strathfieldsaye*.

In Sydney Parkes worked briefly as an agricultural labourer and in 1840 joined the customs department. He bought tools of trade and in 1845 set up in Hunter Street as an ivory turner and importer of fancy goods. Largely self-educated, he wrote verse and began contributing occasional articles to the local press. His shop became a centre where radicals gathered to discuss current affairs and Parkes drifted quickly into active politics. In 1848 he headed an artisans' committee which secured the election of Robert Lowe, the first popular candidate, to the NSW Legislative Council. By 1850 Parkes was prominent in the liberal alliance of artisans, businessmen and merchants which successfully fought a British proposal to reintroduce transportation of convicts to the Australian mainland. In 1850 he founded and until 1858 edited a newspaper, the *Empire*, which became a powerful mouthpiece for the liberal movement. Through the *Empire* Parkes became the leading critic of the conservative constitution which a council committee under W.C. Wentworth drafted after 1853 for the colony's coming self-government: Wentworth immortalised him as the colony's 'arch anarchist'. Parkes won a seat in the legislative council in 1854, and then, when the new constitution came into effect, was one of the liberal 'bunch' which at the first election captured all four Sydney seats in the legislative assembly.

Parkes won his greatest power and prominence in the new era of responsible self-government which

began in 1856. He lived another 40 years and was for most of that time a member of the legislative assembly. He achieved ministerial office, as colonial secretary, in 1866, became premier in 1872 and subsequently served five times in that position, for a total of fifteen years. In the earlier years of his career Parkes and other liberal leaders fought for democratisation of the constitution: key victories were the achievement of manhood suffrage in 1858 and the defeat of the upper house to win John Robertson's liberal land acts in 1861. Thereafter conservative numbers dwindled and the liberals were left to vie for power among themselves. More than twenty years of personal, or 'faction' politics followed: modern-style political parties did not appear until the late 1880s. Parkes's talents proved remarkably apt for the faction milieu. He was an impressive public speaker, a superb political organiser and tactician, and he had a gift for drawing men to him and capturing their loyalty. His reputation as an administrator of integrity and a stubborn political fighter for causes that won his blessing often brought support also from people who could admire Parkes but not love him. Convinced of his own wisdom and rectitude, he was an imperious leader who brooked little pressure from his followers. This, as much as his age, explains the rapid fall in his political influence once the age of disciplined democratic parties began.



Sir Henry Parkes at his Faulconbridge retreat in the Blue Mountains, 1880.

NSW GOVERNMENT PRINTING OFFICE

Parkes saw himself, correctly, as a firm guardian of constitutional proprieties, a defender of the *laissez-faire* principle in public affairs (and therefore a free trader) and, according to the lights of his time, a social reformer. In the 1860s he instituted important reforms in prisons, hospitals and the treatment of the insane. He was the writer of the measures of 1866 and 1880 which firmly established the colony's system of public education. In the 1880s he sponsored major reforms in the management of railways and public works and he was a leading exponent of restrictive laws against Chinese immigrants. In 1890 and 1891 his prestige and diplomatic skill coaxed the representatives of cranky and suspicious colonial governments to conferences which actually framed a draft constitution for a federated Australia, though his motives were not disinterested (with the coming of political parties his influence seemed in jeopardy: perhaps Federation would provide him with a new sphere of political action?). The movement collapsed before his eyes, overtaken in the early 1890s by depression and urgent drives for local reform in the separate colonies. But a practical vision of federation had been born and in less than a decade the abortive constitution of 1891 provided a potent model for new constitution-makers. In this sense, though he died well before the Australian commonwealth came into being, Parkes's popular title as 'father of Australian Federation' has some validity.

Large-framed, grey-haired and bearded, Parkes was in later life an impressive figure, though much pain and insecurity lay behind the impressive public image. In politics he often displayed an arrogance and spitefulness which stirred hostility, and his education measures in particular made him objectionable to many in the Roman Catholic community. His personal sufferings included three bankruptcies, the first of which, caused by the collapse of the *Empire* in 1858, brought a severe breakdown. An impractical businessman, he was always poor and oppressed by family responsibilities. He married three times, fathered eighteen children, eleven of whom survived and were at various times supported by him, and he weathered much vicious criticism of his financial and marital affairs.

Appointed KCMG in 1877 and GCMG in 1888, Parkes died in Sydney in 1896. He was buried beside his first wife in a family graveyard at Faulconbridge in the Blue Mountains.

A. W. MARTIN

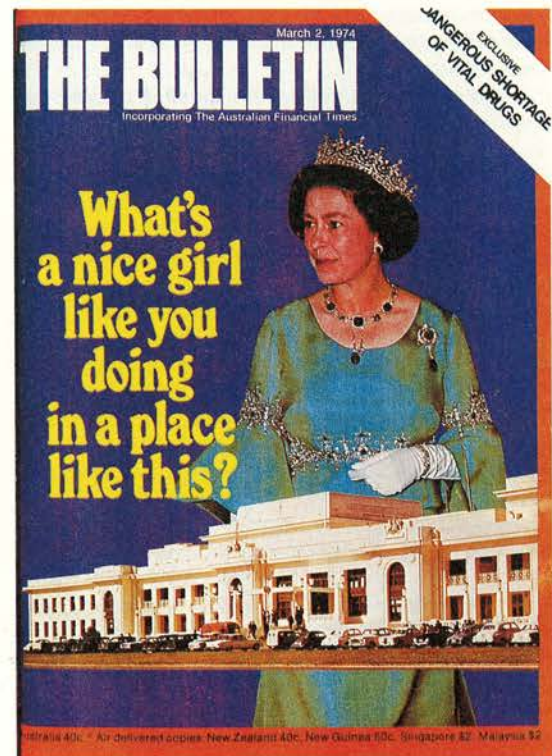
Further reading A. W. Martin, *Henry Parkes*, Melbourne 1980.

**PARLIAMENTARY SYSTEMS** As each Australian colony developed in the nineteenth century it acquired its own parliamentary system, based on the British model: the monarch as the head of the system, represented by a colonial governor, and, after self-government, responsible ministries and two houses of parliament—the lower was elected, while the upper was appointed or elected by very restricted franchise. The constitutions in NSW, Vic and Tas date from 1855, in SA from 1856, Qld from 1859 and WA from 1890.

Between self-government and Federation all six systems developed similarly: the lower houses quickly adopted quite wide male franchises and the secret ballot; the upper houses restricted or blocked radical and democratic moves by the lower houses; parties were slow to develop and politicians clustered around leading figures; and governors often played important roles in unstable parliaments. The parliaments followed the procedures and conventions of British parliament.

Federation added a seventh parliamentary system in 1901: it resembled the others, with the governor-general as the monarch's representative, two houses and British procedures. The federal parliament differed, however, in being strictly limited by its constitution in its powers and in the nature of its upper house, the Senate. The Senate, with equal representation from each state, has considerable formal powers to impede or block the lower house, the House of Representatives. In practice the numerous disputes between the two federal houses have reflected the differences between the political parties which emerged to dominate all parliaments in the early years of the twentieth century.

All seven lower houses regularly amended their franchises, first to include most adult males, then to remove plural voting, to admit women to the vote, to require registration and compulsory voting, and to introduce preferential voting. Proportional voting



Prime Minister Gough Whitlam invited the Queen to open parliament in 1974, as Prime Minister Menzies had done twenty years earlier. *Bulletin*, 2 Mar 1974.

was introduced for the Tasmanian lower house in 1907 and the Senate in 1948. The state upper houses were slower to change, but in the twentieth century lost some of their powers to impede the lower houses. The Qld upper house was abolished in 1922.

The monarch's representatives retain their formal positions in the constitutional structures of all seven parliamentary systems but, with the greater parliamentary stability given to elected governments by the party system, they have become, in the twentieth century, largely ceremonial figureheads. There have been two controversial exceptions to this rule: the dismissal in 1932 of the NSW premier by the governor, and the dismissal in 1975 of the prime minister by the governor-general.

BRUCE MITCHELL

**PARRAMATTA OBSERVATORY** was built and equipped at his own expense by Gov Sir Thomas Brisbane in 1822 in order to determine star positions down to the eighth magnitude between the zenith and the south celestial pole. Meteorological observations were also made. The observatory was closed in 1847 and its site in Parramatta Park is marked by an obelisk on the spot where the transit instrument stood.

G.P. WALSH

**PASSMORE, John** (1914–), philosopher, was a student of John Anderson and is regarded as a leading proponent of his ideas. He taught at Sydney University (1935–49), Otago University, NZ (1950–54), and the Australian National University (1955–79). Between 1975 and 1977 he was president of the Australian Academy of the Humanities. Among his many publications on philosophy, science and politics are *A hundred years of philosophy* (1957), *The perfectibility of man* (1970) and *The limits of government* (1981).

**PASTORAL REVIEW** was begun by R. E. N. Twopeny (1845–1915) and A. W. Pearse (1857–1951) in 1891 to represent the views of pastoralists' unions of Vic, NSW and Qld at the time of the big shearing strike. The first issue, dated 16 March 1891, was confined almost entirely to combating the 'new unionism', but in time the *Review* became an important journal and record of all matters affecting pastoral and agricultural interests throughout Australasia. Originally called the *Australasian pastoralists' review* it became the *Pastoralists' review* in March 1901 and in January 1913 the *Pastoral review*. Ultraconservative politically, it was nevertheless a journal of exceedingly high quality and is now of considerable historical importance. It ceased publication in December 1977.

G.P. WALSH

**PATERSON, Andrew Barton (Banjo)** (1864–1941), poet, was born at Narrambla, NSW, and grew up in the Yass district. The sights and sounds of a bush boyhood were to be a profound influence on his attitudes and writings.

He was educated in Sydney, worked in a law office, and then became a journalist, travelling extensively throughout Australia on assignments. He was a correspondent for Australian newspapers at the Boer War (1900–01), and returned to Sydney to become editor of the *Evening News* (1903–08). He then became



This bust of 'Banjo' Paterson, at Yass, NSW, a region he knew well, honours a poet whose ballads were among the first distinctively Australian literary works.

NATIONAL LIBRARY

a station owner in the Wee Jasper district, near Yass, and in 1915 enlisted with the Australian Imperial Force, becoming major in charge of a remount unit in Egypt.

He returned to Sydney in 1919 and spent the rest of his life as a sporting editor, journalist, freelance writer and broadcaster. He was awarded the CBE in 1939 for his services to Australian literature.

He had begun writing verses and ballads for the *Sydney Bulletin* in 1885; he later adopted the pen-name, 'the Banjo', from the name of a racehorse his family had owned. His verses were published in many collections over the next 30 years, beginning with *The man from Snowy River and other verses* (1895), including such favourites as 'Waltzing Matilda' and 'Clancy of the Overflow'. He also wrote two novels with an out-back setting, a volume of short stories and essays (*Three elephant power and other stories*, 1917) and a collection of war dispatches and reminiscences (*Happy dispatches*, 1934).

Paterson is firmly established in the hearts of most Australians as their best-loved folk poet and balladist. In Vance Palmer's words: 'He laid hold of our affections and imagination; he has made himself a vital part of the country we all know and love . . .'

CLEMENT SEMMLER

**Further reading** C. Semmler, *The Banjo of the bush*, Brisbane 1966.

**PATERSON'S CURSE** (*Echium lycopsis*), an introduced herb, is widespread as a noxious weed in NSW and SA and to a lesser extent in other mainland states. Naturalised in Vic by 1869, it is called after one Paterson from whose garden near Albury, NSW, the plant is thought to have spread. Called 'Salvation Jane' in SA and 'Lady Campbell Weed' in WA, *Echium* has purplish bell-shaped flowers which in profusion produce an attractive landscape much favoured by artists. Though prized by apiarists for its distinctive honey and by pastoralists in arid areas as sheep fodder, it is an undesirable weed in agricultural areas. In 1985 the Industries Assistance Commission reported on its economic consequences and recommended that it be eradicated.

G.P. WALSH

'PEACOCKING' or 'picking the eyes' out of land already leased by squatters but opened for free selection, was one method used by squatters to evade the selection acts in NSW and Victoria from the 1860s. By retaining the areas with the best pastures and access to water and transport routes, the squatter rendered the surrounding land useless for selection so that he could acquire it cheaply later. One form of 'peacocking' involved using 'dummies' to select the best areas on the squatter's behalf. Another entailed making improvements which entitled him to purchase the land. These improvements were often worthless and included portable fencing and huts on wheels that could be moved from section to section.

**PEARCE, Sir George Foster** (1870–1952), politician, was elected a Labor senator from WA in 1901. In the three Fisher Labor ministries he served as minister for defence, building the foundations of the Royal Australian Navy and the Royal Australian Air Force. He broke with Labor over conscription in 1916 and thereafter served in conservative ministries in a variety of portfolios until he lost his seat in 1937. He was knighted in 1921.

**PEDAL RADIO**, a radio transceiver which the operator pedalled to provide the power to transmit a signal over a distance of about 500 kilometres. Inspired and developed by Dr John Flynn for the Australian Inland Mission's flying doctor service, it was perfected by Alfred H. Traeger in 1929. Portable models developed in 1933 quickly became the common communication unit for inland stations, drovers and truck-drivers.

G.P. WALSH

**PEDDER, Sir John Lewes** (1793–1859), judge, was appointed first chief justice of Van Diemen's Land in 1823, arriving in the colony from England two days before Lieut-Gov Arthur. When Van Diemen's Land was granted independent government in 1825, Pedder was appointed to both the executive and legislative councils. Trial by jury was one of Pedder's first rulings; he restricted it to the supreme court. He was knighted in 1838 and retired in 1854. Lake Pedder in southwest Tas is named after him.

A.G.L. SHAW

**PEEL RIVER LAND AND MINERAL COMPANY** was formed in London in 1853 to take over the Peel River estate (Tamworth) of the Australian

Agricultural Company, following the discovery of gold there in 1852. The company's activities were mainly pastoral, however, and included other properties in NSW and Qld. From 1932 the Peel Company's affairs were managed jointly with those of the Australian Agricultural Company, and in 1959 it became a wholly owned subsidiary of the latter.

P.A. PEMBERTON

**PEMULWOY** (also Pemulwy) (–1802), Aboriginal resistance leader, conducted a guerilla campaign against European settlement in the Sydney district, initiating attacks on European crops. Though several times wounded, he survived until 1802. Gov King sent his head to England as an anthropological specimen, and described him as 'a terrible pest to the colony', but 'a brave and independent character'.

**PENAL SETTLEMENTS** were primarily places of secondary punishment, that is, places where convicts were sent who were found guilty of serious crimes while already under sentence. They were also used for colonial criminals sentenced to transportation and after 1842 for the reception of those sentenced from the United Kingdom to transportation for life.

The principal settlements were Newcastle (1801–24), Port Macquarie (1821–30) and Moreton Bay (1825–38) in NSW and Macquarie Harbour (1822–33), Maria Island (1825–32) and Port Arthur (from 1830) in Van Diemen's Land. Norfolk Island was hardly a penal settlement during its first occupation (1788–1814), but it was reoccupied in 1825 especially for this purpose.

The settlements have often been described as 'hells on earth' with conditions 'worse than death'; though these are probably overstatements, conditions were particularly noxious at Macquarie Harbour and on Norfolk Island, particularly when John Price was commandant (1846–53). Labour, usually in agriculture or lumbering, was made extremely arduous by the ban on working cattle and the reliance on manpower without tools wherever possible. Discipline was very strict and flogging frequent and severe. Homosexuality was alleged to be common.

Probably about 10 per cent of the convicts transported to Australia spent some time in the penal settlements, though nearly twice that proportion were held in the settlements between 1843 and 1853.

A.G.L. SHAW

**PENTONVILLIANS** were convicts supposed to be 'reformed' after 'probationary confinement', originally in the 'new' model prison at Pentonville, England, but later in other gaols as well. Transported with conditional pardons—soon changed to tickets of leave—they were to be called 'exiles', rather than convicts.

Nearly 2000 were sent to the Port Phillip district, chiefly to Geelong and Portland, between 1844 and 1849, and about five hundred to Moreton Bay thereafter. They were welcomed by some squatters who wanted their labour, but their arrival aroused great opposition in the colony generally.

A.G.L. SHAW



PERIODICALS are journals published at regular intervals containing articles, poems, fiction or other miscellaneous pieces selected according to a linking theme. Hundreds have been published in Australia since the first appeared in 1821, but few have maintained the regular support necessary for prolonged success.

English and American periodicals, imported in large quantities during the nineteenth century and ranging from quarterly reviews to weekly magazines, provided reading matter when little else was available. Editors of Australian periodicals often reprinted select material in combination with whatever was available locally. Staff shortages and high production and distribution costs put the colonial product at a disadvantage in competing with the imported periodicals.

The *Australian magazine*, published in Sydney from 1821–22, was Australia's first periodical. A monthly magazine, it contained articles on theological and general topics. There were two *New South Wales magazines* of literary and general interest (1833–34 and 1843). Several periodicals of similar style and format were published at around this time in other colonies, including the *Hobart Town magazine* (1833–34), the *South Australian magazine* (1841–43), the *Port Phillip magazine* (1843) and the *West Australian monthly magazine* (1843–44). The monthly magazine or miscellany remained a popular form of periodical

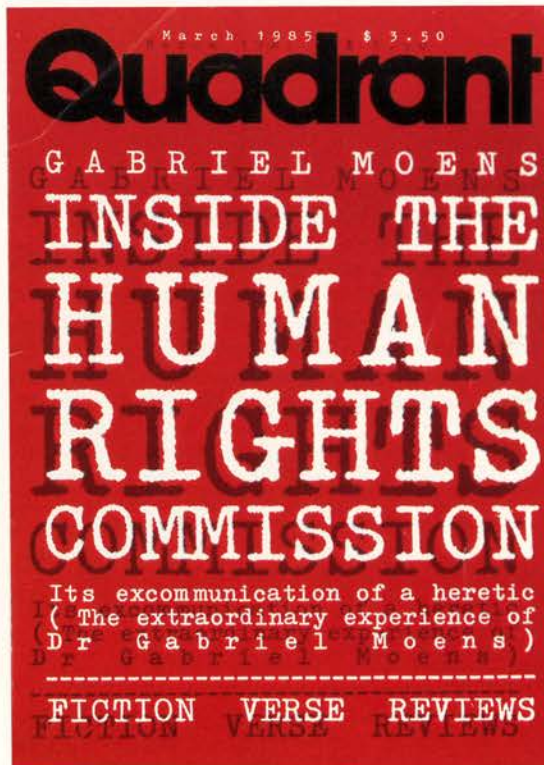
throughout the nineteenth century, improving in presentation with advances in printing techniques and gaining in originality through the increasing availability of local contributions.

With the exception of the *Melbourne review* (1876–85), quarterlies based on overseas models were seldom published. Colonial periodicals had more chance of success when appealing to as wide a market as possible, and so a varied, rather than an eclectic content was usually the result, published in monthly issues that kept the product in the public eye.

Weekly papers and magazines were usually popular. They might be literary, political, social, humorous, dramatic, sporting or family papers, or any combination of these. A few, such as the *Critic* (Sydney 1873), were basically literary journals, but most published fiction and verse in conjunction with whatever else seemed appropriate to boost circulation. The weekly papers published by the daily newspapers had a wide readership. The *Leader* (published by the *Age*, 1856–1957), the *Sydney Mail* (published by the *Sydney Morning Herald* 1860–1938), the *Australasian* (published by the *Argus*, 1864–1946; then the *Australasian Post*) and the *Weekly Times* (published by the *Herald*, Melbourne 1869–) included literary, general, rural, theatrical and sporting sections in a mixture of reading that kept them in publication for many years.

The *Bulletin* (Sydney 1880–) was another weekly paper with a wide readership. Strongly nationalistic and outspoken on political and social issues, it became the vehicle through which an Australian literature and literary criticism emerged. The *Bulletin* also published books and spawned literary offshoots, including the *Bookfellow* (Sydney 1899–1925) and the *Lone hand* (Sydney 1907–21). The *Boomerang* (Brisbane 1887–92), was the most successful of several *Bulletin* imitations. Also popular in the same period was *Table talk* (Melbourne 1885–1939), a weekly of predominantly social emphasis. Some early weekly papers relied on political satire; others combined satire with humour, jokes and cartoons. There were many colonial versions of the London *Punch*, of which Melbourne's *Punch* (1855–1925) had the longest run. Theatrical news and criticism were other features of the weekly papers that extended to separate publications. Family papers like the *Penny Melbourne journal* (Melbourne 1863) also extended some features of the larger weeklies, consisting largely of light fiction. Illustrated papers along the lines of the *Illustrated London news* were very popular.

Most nineteenth-century periodicals were produced by men. *Dawn* (Sydney 1888–1905), owned and edited by Louisa Lawson, the mother of Henry Lawson, is a notable exception. Subtitled 'A journal for Australian women', it consisted of articles on general and feminist topics, together with fiction, poetry and other short pieces. Women were also specifically catered for by several domestic journals such as the *Australian home journal* (Sydney 1894–). Other particular interest groups produced their own periodicals, including religious, philosophical, social, educational and business organisations and societies.



By 1985 *Quadrant* was nearly thirty years old, having been launched as a quarterly in 1956 by the Australian Association for Cultural Freedom. It went bi-monthly in 1964 and monthly in 1975.

Fewer new periodicals were published during the early part of the twentieth century. Potential proprietors, aware of past failures, were less ready to risk capital and reputation on unprofitable ventures. However, there were usually one or two of the various kinds of periodical in publication in either Sydney or Melbourne, the main centres of production. The *Lone hand*, a notable monthly magazine of this era, consisted mainly of articles on general and literary topics, fiction and criticism. A later literary periodical, *Triad*, originally a New Zealand publication, appeared in Sydney from 1915 to 1928. *Art in Australia* (Sydney 1916–42) extended the literary basis by including sections devoted to music, art and architecture, in a quarterly magazine where reproductions of work by Australian artists were an important feature. In Melbourne, *Adam and Eve*, a light magazine of domestic, fashion and social interest, appeared monthly (1926–41).

There was limited demand for the publication of serious literary periodicals. Several short-lived 'little magazines' disseminated current ideas and published the work of contemporary writers. *Venture* (Adelaide, 1937, 1939–40), the mouthpiece for the Jindyworabak movement, was succeeded by *Angry penguins* (1940–46). Long-established magazines of largely academic origin include *Southerly* (Sydney 1939–), *Meanjin* (Brisbane 1940–44; Melbourne 1945–), *Overland* (Melbourne 1954–; originally published as the *Realist writer*, 1952–54), *Quadrant* (Sydney 1956–), *Westerly* (Perth 1956–) and *Australian literary studies* (Hobart 1963–75; Brisbane 1975–).

Illustrated magazines of both general and specialised interest became increasingly popular with the further development and refinement of colour printing and photography. *Man* (Sydney 1936–74) and its subsidiary *Man junior* (Sydney 1937–73), provided a variety of general reading matter, well-illustrated and presented in a light and entertaining style. *Walkabout* (Sydney 1934–74), a geographic and travel magazine, contained informative illustrated articles about Australian locations. The *Australian home beautiful* (Melbourne 1921–) concentrated on housing design and decoration. *Australian house and garden* (Sydney 1948–) was a later magazine based on a similar but extended concept.

Many weekly papers maintained popularity by adapting to changing demands. Some nineteenth-century papers continued well into the twentieth-century before their final demise. The *Weekly times*, *Bulletin* and *Australasian* (now the *Australasian post*) are still in publication, but the *Bulletin* and the *Australasian* have changed so much in style and format that they are recognisable only by name. Of the weekly papers that originated during the twentieth century, *Smith's weekly* (Sydney 1919–50) was the most popular. It specialised in social comment enlivened with satire and humorous illustrations.

Women's magazines have proliferated during the twentieth century along with the widening scope of women's activities and interests. *New idea* (Melbourne 1902–11; then *Everylady's journal*, 1911–38)

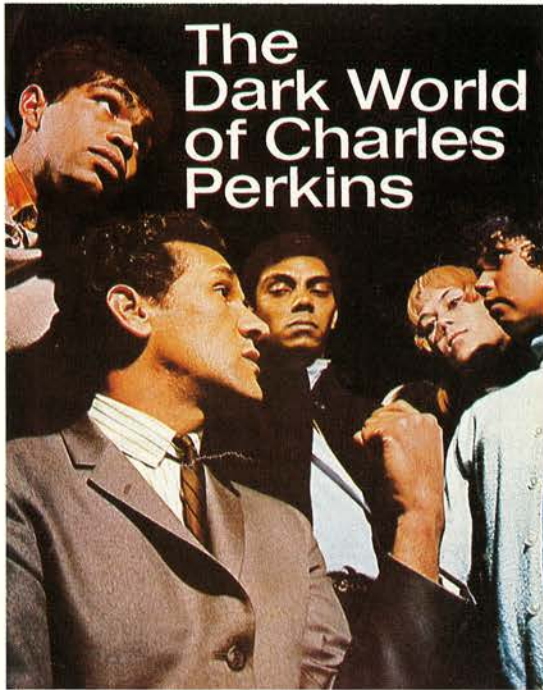
was a monthly magazine devoted to topics of feminine and domestic interest. Continued and updated as *New idea*, it is now published weekly. The *Australian women's weekly* (Sydney 1933–; now published monthly) and *Woman's day* (Melbourne and Sydney 1948–) are also leading women's magazines that have altered and adapted style and format in order to retain a large share of the market. Later magazines produced for and often by women include *Cleo* (Sydney 1972–), a sophisticated monthly offshoot of the *Women's weekly*, and *Dolly* (Sydney 1970–), a monthly magazine designed for a younger group of readers. Magazines of a more specialised feminine and academic interest include *Hecate* (Brisbane 1975–), a woman's interdisciplinary journal published biannually and *Refractory girl* (Sydney 1972/73–), a quarterly women's studies journal. *Lip* (Melbourne 1976–) is produced by a feminist collective and is devoted mainly to articles on the visual arts. *Luna* (Melbourne 1975–), a small literary magazine also run by a female editorial collective, is intended to appeal to both men and women as readers and contributors.

Australian periodicals have been a useful vehicle for the work of local writers and artists. During the nineteenth century, when fewer avenues of publication were available, novels by writers such as Marcus Clarke and Rolf Boldrewood were serialised in magazines before publication in book form. Similarly, well-known artists, such as Norman Lindsay, gained valuable experience as magazine illustrators. Current periodicals continue this function: a large proportion of their content is from contributors who might otherwise not be published. Periodicals have been popular reading matter since their inception. They contain varied content in an easily handled format, are easy to read, and are easily disposed of. Most nineteenth-century periodicals are found only in libraries, often in incomplete runs. But, then as now, when each issue is discarded, another in the series appears or a new periodical takes its place. Current periodicals have more chance of success than their forerunners. Serious magazines may attract literary subsidies, while all kinds of periodicals compete on a larger market because of the later twentieth-century increase in the Australian population.

LURLINE STUART

**Further reading** B. Bennett, *Cross currents: magazines and newspapers in Australian literature*, Melbourne 1981; F. S. Greenop, *History of magazine publishing in Australia*, Sydney 1947; L. Stuart, *Nineteenth century Australian periodicals: an annotated bibliography*, Sydney 1979; J. Tregenza, *Australian little magazines, 1923–1954*, Adelaide 1964.

**PERKINS, Charles Nelson** (1936–), Aboriginal public servant, was born at Alice Springs Telegraph Station, the son of pastoralist Martin Conelly and Hetty Perkins of the Aranda people. He was educated at Alice Springs Primary School, NT, and Le Feuvre Boys' Technical School, Adelaide, and completed a fitter and turner's apprenticeship in 1957. An excellent soccer player, Perkins played with several teams in



*Charles Perkins was an Australian oddity in 1966—a successful, articulate, ambitious Aborigine. During the year, Perkins became full-time manager of the Foundation for Aboriginal Affairs, which he helped shape into a significant force among urban Aborigines. Their growing self-confidence was mirrored among members of the Gurindji Aborigines at Daguragu in the Northern Territory who walked off cattle stations in 1966, beginning a seven-year fight to obtain title to their land which many saw as the birth of the Aboriginal land rights movement. Bulletin, 24 Sept 1966.*

England in 1959, including Bishop Auckland, then said to be the world's best amateur side. Soccer financed Perkins' Bachelor of Arts degree, completed at Sydney University in 1965. He was the first Aboriginal university graduate. In the same year he helped organise Aboriginal 'freedom rides' through NSW in protest at discrimination against Aborigines, and delayed the deportation of a Fijian Indian girl, Nancy Prasad, by kidnapping her. Both episodes publicised racial discrimination in Australia.

In 1966 Perkins was named Young Jaycee of the Year while working for the Foundation for Aboriginal Affairs, an organisation he helped found; but in 1969, disappointed by the foundation's cautious policies, he joined the Commonwealth Office of Aboriginal Affairs, Canberra, as a senior research officer.

In the belief that he was dying after kidney failure, Perkins moved to Adelaide to be closer to his tribal territory, but after a kidney transplant in 1972 he returned to Canberra, determined to redouble his efforts for Aboriginal rights. However, he was frustrated by what he felt was a ponderous bureaucracy and conservative policies. He fell foul of officialdom

in 1974 by publicly criticising government policies and, charged with breaching the Public Service Act, was briefly suspended from his position as an assistant secretary in the new department of Aboriginal affairs. Reinstated, he was subsequently promoted to first assistant secretary (1978). In 1980 he became chairman of the Aboriginal Development Commission.

As a statutory body, the commission seemed to Perkins to be the type of body required for effective action in Aboriginal affairs, particularly in key areas such as Aboriginal employment and self-determination. He retained the chairmanship in 1982 despite calls for his resignation over his public support for plans by Aboriginal protesters to disrupt the Commonwealth Games. In 1985 he was cleared by a parliamentary committee of charges of gross mismanagement and administrative malpractice while chairman. In 1984 he returned to the department of Aboriginal affairs as permanent head, opting for an active but less vocal role in Aboriginal affairs. He thus became the first Aborigine to head a commonwealth department.

TRACY BELL

**Further reading** C. Perkins, *A bastard like me*, Sydney 1975.

**PERRY, Charles** (1807–91), Anglican bishop, was appointed first bishop of Melbourne in 1847. His major achievements were the establishment of Melbourne and Geelong Grammar schools (1849 and 1857) and the initiation of legal synodical government for the Church of England in Vic.

**PETROV AFFAIR** In April 1954 Vladimir Mikhailovich Petrov, third secretary at the Soviet embassy in Canberra, defected and was granted political asylum by the Australian government. Considerable interest was created worldwide. The Soviet ambassador tried to fly Petrov's wife, Evdokia, back to Moscow, but the aircraft was intercepted at Darwin and Mrs Petrov, too, sought and was granted asylum. The Soviet government then withdrew its embassy from Australia and the Australian embassy in Moscow was likewise recalled. The Petrovs revealed that they had been involved in espionage in Australia, and handed over many documents associated with these activities to the Australian Security Intelligence Organisation (ASIO). A royal commission, appointed to investigate Soviet espionage in Australia, sat from May 1954 to March 1955.

One of the documents tabled at the commission (document J) named two members of the secretariat of Labor federal opposition leader, Dr H.V. Evatt. Evatt insisted that the document was a fabrication, devised by the Petrovs as part of a political conspiracy against him and the Australian Labor Party. These charges, however, were not supported by the commissioners.

The commission found that the Petrovs were genuine and their papers authentic, that the Soviet embassy in Canberra had been used for many years to co-ordinate espionage in Australia, and that the only Australians who had knowingly participated in espionage had been communists.

The Petrov affair had considerable domestic political repercussions in Australia, and was representative of the cold war friction between communist and western nations at the time. Vladimir and Evdokia Petrov became naturalised Australians in 1956.

**PHAR LAP** Initially unsuccessful, this New Zealand born chestnut gelding repaid the faith of strapper Tommy Woodcock by winning 37 of its 51 races in the late 1920s and early 1930s. Phar Lap's greatest win was probably the 1930 Melbourne Cup when carrying the heavy weight of 62.6 kilograms. Taken to America in 1932, Phar Lap won the rich Agua Caliente Handicap in Mexico. The mysterious death of the horse shortly after this shocked Australians; many believed it had been poisoned by American mobsters.

**PHILLIP, Arthur** (1738–1814), colonial governor, was born within the City of London and entered the charity school for the sons of seamen at Greenwich Hospital in mid-1751. At the end of 1753 he was apprenticed to a merchant ship's master, and in the next two years gained experience in Arctic whaling and the European coasting trade. In November 1755 he began training for officership in the Royal Navy, under the supervision of his mother's relative, Michael Everitt. Everitt was his mentor for most of the Seven Years' War (1756–63), during which he saw action in the Mediterranean and the West Indies, and held the junior appointments of midshipman and fourth lieutenant.

Phillip married Charlott Denison in July 1763, and the couple lived for a time at Lyndhurst, in the New Forest. They formally separated in April 1769. For the next five years Phillip lived mostly in France, where he pursued his interests in languages and military practice, and where he may have spied. At the beginning of 1775 he joined the Portuguese navy, serving in Brazilian waters for three and a half years, where he won praise for his naval competence and personal integrity, and where he interested himself in natural history. In October 1778, following the outbreak of war between Britain and France, he rejoined the Royal Navy, progressing from first lieutenant (1778) to master and commander (1779) to post captain (1781). Because the Admiralty kept him about England to offer strategic advice, he served only in home waters until the very end of the conflict, but in January 1783 he was sent on a secret expedition against the Spanish settlements in South America. When the war ended before he could attack, he followed contingency orders to reinforce the India squadron. He reached Madras in July, returning to England via the Cape of Good Hope in April 1784.

From October 1784 Phillip reported on French naval preparations, until in 1786 he was offered the command of the expedition to establish a convict colony at Botany Bay. From September 1786 until its sailing the next May, he oversaw the preparation of the first fleet with great care, to which the impressively low morbidity and mortality rates on the voyage and in NSW testify.

Phillip landed his party of 759 convicts, approximately 200 marines with some wives and children, and a handful of civil officials, at Sydney Cove at the end of January 1788. Immediately afterwards he sent a small party to occupy Norfolk Island; and at the end of 1788 he established an agricultural settlement at Parramatta. For the next five years the colonists, their numbers increased by the arrivals on the second and third fleets (1790, 1791), struggled to build a viable colony. They encountered many discouragements, which included shortages of food and equipment, loss of animals, drought, loss of ships, disorder and dissension, and conflict with the Aborigines, but by the time Phillip left in December 1792 it was clear that the colony would survive and shortly prosper. That this was so was chiefly due to his diligence, resourcefulness, perseverance, and humanity. He was the one person on whose unremitting efforts, made often against severe pain, the success of the whole venture turned.

Phillip married Isabella Whitehead in May 1794. Like his first, this marriage was childless. He returned to active service in the Royal Navy in 1796, patrolling with St Vincent's squadron about the entrance to the Mediterranean in 1797. In 1798 he took charge of the Hampshire Sea Fencibles, later becoming inspector of the whole force, and of the Impress Service as well. He continued to advise the British government about the needs of the New South Wales colony in these years, during which he rose steadily by seniority in the list of admirals. He retired at the beginning of 1805 to Bath, where he lived quietly until his death on 31 August 1814, at the age of seventy-six.

Phillip's great ambition was to distinguish himself at sea, in the manner of an Anson or a Nelson. In this he was disappointed, for the opportunities somehow never arose. His work in NSW, though, testifies to his character. There he oversaw the gathering of much information about the geography, climate, and fauna and flora of the Sydney region, and about its Aboriginal inhabitants. Together with that by Cook and Banks, this gathering marks the beginning of the modern sense of Australia. His wide experience and humane outlook made him well suited to the task of founding a colony with convicts; the way in which he exercised his powers as governor had an enduring influence on the society that developed; and in his egalitarianism and his tolerant treatment of the Aborigines he elaborated ideals which Australians are still striving to realise.

ALAN FROST

**Further reading** A. Frost, *Arthur Phillip: his voyaging 1738–1814*, Melbourne 1987.

**PHILP, Sir Robert** (1851–1922), politician, emigrated from Scotland to Brisbane with his family in 1852. He formed his own company of agents and merchants in Townsville in 1876. In 1883 he formed the partnership Burns, Philp and Co Ltd. He sat as member for Musgrove in the legislative assembly (1886–88) and for Townsville (1888–1915). He was secretary for mines (1893–95 and 1896–1903), and public works (1893–96). As premier and treasurer

(1899–1903) and chief secretary (1901–03), he imposed the first direct tax in Qld. He was premier again briefly, between November 1907 and February 1908.

**PHOTOGRAPHY** The first known photograph taken in Australia was by a Frenchman, probably Jude de Beauséjour, commander of the barque *Alcide* in 1841. In 1842 George B. Goodman, Australia's first professional photographer, established a studio in George Street, Sydney. Six years later W.G. Freeman established the first permanent studio in Sydney and the Newland brothers gave the first photographic exhibition.

Members of the Tasmanian Society led by Sir John Franklin experimented with photography, probably the first amateurs to do so in Australia. The first Australian-born amateur was Sir William Macarthur, who produced the Camden Albums.

Photography increased in popularity when in the mid-1850s the more sensitive wet plate process replaced the daguerrotype pictures formed on chemically treated silver plates exposed to light. In 1854 Fox Talbot invented the talbotype, which produced negatives and initiated the craze for cartes-de-visite, pictorial calling cards—particularly popular in Australia for migrants to send to their families.

From the mid-1860s documentary work became popular. Under the patronage of Otto Holtermann, Henry Beaufort Merlin recorded the Victorian goldfields. After his death Holtermann, with Merlin's assistant Charles Bayliss, continued the work. The Holtermann collection, discovered in 1951, consists of over 300 plates.

The use of dry plates revolutionised photography by removing the need for a portable darkroom and increasing mobility. In 1884 Thomas Baker of Melbourne formed the Austral Plate Company for marketing dry plates. Three years later he went into partnership with J.J. Rouse, and later amalgamated with Kodak to become Kodak Australasia Pty Ltd.

Greater mobility increased enthusiasm for landscape photography, for which Charles Kerry is best known. John William Lindt produced *Picturesque New Guinea* (1887), in its time the best illustrated travel book. Frank Hurley made five trips to the Antarctic, most notably with Mawson and Shackleton, and acted as a war correspondent in both world wars. Sir Hubert Wilkins also acted as a war correspondent and photographed the Antarctic. Damien Parer was a gifted photographer of World War II.

In the early twentieth century pictorialism, the use of the camera for aesthetic, artistic purposes, became more common. Fine examples are in the work of Harold Cazneaux, Dr Julian Smith and others. Later illustrative and advertising photography developed with the work of photographers such as John Waddy, Laurence Le Guay, Max Dupain, and Jock Archer.

In 1944 the Professional Photographers Association was formed, which in 1963 became the Institute of Australian Photography. A national body, the Australian Photographic Association, was inaugurated in 1962. The first Sydney international exhibition of photography was launched in 1958. In 1967 it became the second largest exhibition in the world, drawing almost 6400 entries from 47 countries. In 1973 the Australian Centre for Photography was



*George Bell, the first staff photographer of the Sydney Morning Herald. The Herald did not publish photographs in its pages until 1908. Its weekly partner, the Sydney Mail, had been using them since 1888.*

JOHN FAIRFAX & SONS

established in Sydney, with gallery and office facilities and plans for extensions to other Australian cities.

The trend in photography today is towards location work away from studios, using small cameras and portable lighting.

TRACY BELL

**Further reading** J.C. Cato, *The story of the camera in Australia*, Melbourne 1955; A. Davies and P. Stanbury, *The mechanical eye in Australia: photography 1841–1900*, Melbourne 1985.

**PIDDINGTON, Albert Bathurst** (1862–1945), politician and judge, lectured in English at the University of Sydney before studying law and being called to the Bar. In 1895 he was elected to the Legislative Assembly of NSW as member for Tamworth. Piddington resigned from his appointment as justice of the high court in 1913 and later resigned from the NSW Industrial Commission in 1926 over the dismissal of the Lang government. He presided over royal commissions on employment, industrial arbitration and the basic wage and was a vocal opponent of capital punishment.

**PIDGEON, William Edwin ('Wep')** (1909–81), cartoonist, became a household name through his comic strip 'In and out of society', which first appeared in the *Australian women's weekly* in 1933 and ran for over 40 years. 'Wep' was also a respected portrait painter and won the Archibald Prize in 1958, 1961 and 1968.

**PINCHGUT** is a small rocky outcrop off Point Macquarie in Sydney Harbour. In the early days of settlement troublesome convicts were sent there and kept on short rations. In 1839 it was recommended that a battery should be placed there for defence, and in 1857 a fort (Fort Denison) was completed, though it was used only for storage. The fort is now a place of historic interest.

A.G.L. SHAW

**PLAYFORD, Thomas** (1837–1915), politician, migrated from England with his family to SA in 1844. Elected to parliament for Onkaparinga in 1868 as a Liberal and a land reformer, he held the seat for four years. Representing East Torrens from 1875, he was also commissioner of crown lands (1875–85) and commissioner of public works (1884–85). He was premier and treasurer from 1887 to 1889 and from 1890 to 1892. In 1894 he was appointed agent-general for SA in London, and he was a state senator in the first commonwealth parliament from 1901 to 1906.

**PLAYFORD, Sir Thomas** (1896–1981), politician, was born at Norton Summit, SA and educated at the local school before becoming a fruitgrower. In World War I he served with the Australian Imperial Force at Gallipoli and in France.

Playford was a Liberal and Country League member of the South Australian House of Assembly from 1933 to 1968. In March 1938 he entered Sir Richard Butler's ministry as commissioner of crown lands. On Butler's resignation in November 1938 Playford became premier, and held the position until March 1965, a record term of office in the English-speaking world. He was appointed GCMG in 1957.

A natural leader, and always concerned not to waste taxpayers' money, Playford presided with flair and imagination over the dramatic transformation of SA from a primarily rural to a predominantly industrial economy. Sir Robert Menzies described him as 'the greatest State Premier in the history of Australia', while a later Labor premier, D.A. Dunstan, said of him that 'no State Premier in the history of Australia has made so great a mark'.

JOHN PLAYFORD

**Further reading** W. Crocker, *Sir Thomas Playford: a profile*, Melbourne 1983.



Archbishop Polding, oil by Montague Scott, 1866. In this life-sized portrait, Polding is 'habited in alb, stole, cope and mitre, and holds his crozier in his left hand': A handbook to St John's College, within the University of Sydney, Sydney 1881.

ST JOHN'S COLLEGE, UNIVERSITY OF SYDNEY

**POLDING, John Bede** (1794–1877), Catholic archbishop, was admitted to the Benedictine order in England in 1811 and was ordained a priest eight years later. Polding was recommended for the position of bishop of New Holland and Van Diemen's Land in 1834 and arrived in Sydney the following year. He established a firm administration and founded new churches and Catholic schools. In 1842 Polding was consecrated first archbishop of Sydney and metropolitan of Australia and retained this position until 1875.

**POLICE** Like other institutions of law and order in Australia, the police owed much to British and Irish precedent. Early police organisation followed the English pattern of a constabulary under the direction of local magistrates. The growth of settlement was accompanied by demands for a more regulated system of policing. The result was a diversity of police establishments in the 1840s and 1850s. In the towns both police powers and police administration bore similarities to those of the 'new police' in England. By contrast, the policing of rural frontiers was more dependent on military methods. In the eastern colonies, the 'Native Police' employed Aboriginal troopers and trackers in the task of defending frontier settlers against the resistance of Aborigines. In many areas their role was more akin to that of an occupying army.

Different policing patterns for rural and urban areas diminished with the onset of colonial self-government. By the mid-1860s most colonies had adopted a centralised police establishment. Typically an inspector-general or commissioner of police was in charge, directly responsible to the colonial secretary. Crises in police authority, such as occurred during the outbreak of the Kelly gang, contributed to this centralisation. The relations between the police head and the responsible minister have remained a matter of some tension. Conflict between them was often heightened during periods of sustained political dissent, such as during the Great Depression or the years of the Vietnam War. The level of political dissent had other significant effects, notably in the establishment of both state and federal police bodies with a surveillance function.

Police in colonial Australia had a broad range of administrative as well as peacekeeping functions. The expansion of other state bureaucracies divested police of most of these ancillary duties. At the same time, with the growth of urban centres and the sophistication of state regulations, the police presence became more noticeable in the twentieth century; indicative has been the greatly increased role of police in traffic control. Police establishments themselves became more diversified with the emergence, from the late nineteenth century, of specialised units such as criminal investigation bureaus, vice and drug squads and licensing branches. In spite of such signs of professionalisation, relations between police and populace remained fragile. The relatively high levels of regard shown for police in surveys of the 1960s were eroded by the 1970s in the wake of numerous conflicts over police corruption, maladministration and the extent of police powers.

Police in most states and territories at various times have become involved in highly public controversies. Among the more notable was the Melbourne police strike in November 1923. The dispute began over the appointment of special itinerant plain clothes constables to inspect police efficiency. With the police refusing to work, civil disorder ensued for several days as looters smashed shop windows and stole goods on display. A special constabulary, hastily formed to pat-

rol the city and suburbs, succeeded in restoring and maintaining order until the strike ended a week later. A royal commission subsequently reported serious failures in police administration, but did not recommend reinstatement of over 600 police officers sacked for striking.

A number of controversies revolved around particular senior officers. Some, including Thomas Blamey in Vic in 1936, were sacked for concealing information from their governments. Blamey, who was already rumoured to have been compromised by a police raid on a Melbourne brothel he was said to have been frequenting, was forced to resign after a royal commission criticised his attempts to cover up the shooting of the chief of the criminal investigation branch. During the late 1970s and early 1980s there were persistent rumours that some NSW commissioners had accepted pay-offs from organised crime figures. In 1982 the deputy commissioner, Bill Allen, retired after being demoted to sergeant following the report of a police tribunal investigating allegations about corruption among senior officers.

Other controversies have centred on police methods. During the Great Depression police contingents despatched to control demonstrations by the unemployed were accused of unnecessary violence. This was an accusation that became common during protests against the Vietnam War in the late 1960s and early 1970s, and in Qld during the late 1970s and early 1980s as a result of that state's legislation restricting the right of public assembly. In NSW the police method of recording and using as court evidence the 'verbals' (oral statements) purportedly made by persons under arrest came in for increasing criticism during the 1970s and 1980s. A further matter of public concern by the 1980s was police links with informers in the criminal world, particularly in relation to vice, drugs, gaming and organised crime: maintaining a network of underworld informers whose activities were tacitly condoned was, the critics argued, just a step from accepting bribes to ignore or even assist criminal activity.

Further public concern has arisen from time to time over the poor relationship between police and some minority groups such as Aborigines, homosexuals, dissidents and unemployed youth, and over the influence of police in political affairs. Since the early 1970s, the industrial strength of police unions, the outspoken criticism by their officials of some governments' policies, and their forceful participation in various public inquiries into police activities have indicated that Australia's police forces are becoming increasingly politicised. M. FINNANE AND IAN HOWIE-WILLIS

**Further reading** F. Cain, *The origins of political surveillance*, Clayton 1979; P. Grabosky, *Sydney in ferment: crime dissent and official reaction 1788 to 1973*, Canberra 1977; R. Haldane, *The people's force: a history of the Victoria Police*, Melbourne 1986.

**PORT PHILLIP ASSOCIATION**, originally the Geelong and Dutigalla Association, was an organisation formed in Hobart in 1835 to establish a settlement



*E. Phillips Fox, The landing of Captain Cook at Botany Bay, 1770. Oil on canvas, 1901-1902.*  
GILBEE BEQUEST, NATIONAL GALLERY OF VICTORIA



*John Allcot, The founding of Queensland or birth of Brisbane, oil on canvas, 1928.*  
AUSTRALASIAN PIONEERS' CLUB, SYDNEY



## History Painting and Painting History

Each of these six oil paintings commemorates some aspect of the beginning of European settlement in one of the colonies of Australia. Each artist attempted to depict the realities of the historical period, but, in fact, each expresses the values of the time in which it was painted.

The artists of all six paintings were concerned that their depictions of the historical event be authentic. Charles Hill took fifteen years to complete his painting of the founding of Adelaide, interviewing those Europeans in the picture who were still alive and taking pains to recreate the landscape that would have surrounded them at the time of the proclamation. Accompanying John Burt's 'masterpiece' was a lithographic key identifying all the main figures, and a laudatory twelve-page pamphlet containing testimonials from surviving witnesses as to the absolute accuracy of the features of both the participants and the place. The legend attached to the print of John Allcot's painting, *The founding of Queensland*, identifies, and thus immortalises, all the officers present, and the geography of this reach of the Brisbane River is described in even greater detail.

Robert Dowling's painting of Tasmanian Aborigines was given credibility by the fact that all thirteen faces were copied from a series of portraits by ex-convict artist Thomas Bock. In about 1832, Bock painted the portraits of a small group of 'friendly natives' associated with G. A. Robinson ('The Conciliator'), some of whom he depicted both in profile and full-face. Timmy, Jenny, Truggernana and Manalargenna thus appear twice in Dowling's picture.

However scrupulous these artists were in authenticating their representations, they could not escape the inaccuracies that resulted from the time-lag between their paintings and the events they dealt with. In Dowling's original oil sketch, for example, the standing figure in the left foreground carried two boomerangs, implements unknown to Tasmanian Aborigines, although these were replaced in the final picture by the carcase of a wallaby.

Major intrusions from the present are visible in these paintings. Phillips Fox's painting of the landing of Captain Cook reflects specific political concerns of the time. It was commissioned by the trustees of the National Gallery of Victoria when the Australian colonies were federating and Melbourne was making a strong bid to become the capital city of the new nation. The figure of Captain Cook visually reinforced these leadership claims, Cook being the accepted historical property of New South Wales, now appropriated by Victoria in the name of 'Australia'. George Pitt Morison's painting, *The foundation of Perth*, illustrating a documented historical incident, shows evidence of the use of open-air painting techniques acquired by Pitt Morison during his Heidelberg School days in Melbourne. It also emphasises domestic virtues in a way more in keeping with the values of the 1920s than with those of 1829. John Allcot has placed the founders of Queensland in the familiar rolling landscape of Brisbane in 1928, ignoring those first reports from Moreton Bay that mentioned mangrove swamps and impenetrable jungle as characteristic of the landscape. Other, smaller concessions to contemporary taste and opinion are visible in these paintings: the modest shorts worn by the Aborigines in Phillips Fox's work; the unlikely cleanliness and calm cheerfulness of Hill's Adelaide pioneers; the instantaneous understanding and enjoyment of capitalism by the Aborigines in Burt's painting.

While all these pictures help shape our impressions of important events in Australia's past, they reveal as much about the times in which they were painted as they do about the events and places they purport to depict. Changes in painting techniques, in the Australian landscape and population, and, most significantly, in attitudes to the past all affected the artists' representations of historical reality.

JOAN KERR

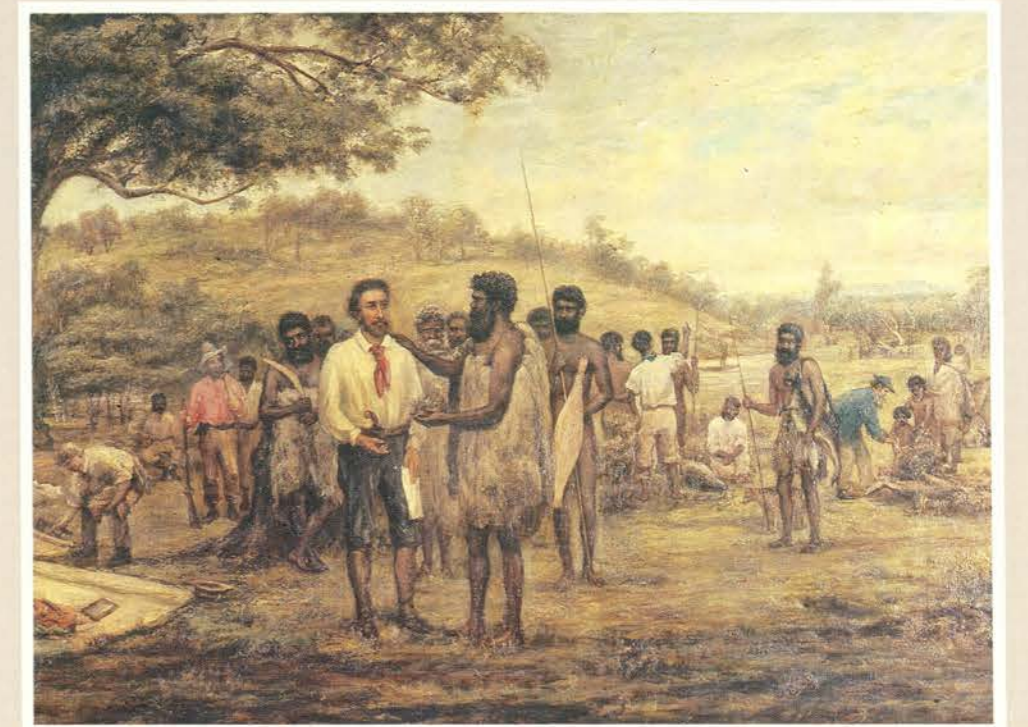


Dowling's painting was exhibited at the Launceston Mechanics' Institute accompanied by an order book offering photographic copies of the painting for sale, and the painting itself was subsequently shown at the two International Exhibitions in Melbourne and the 1879 one in Sydney. In 1929 prints were immediately made from Pitt Morison's 'Foundation' painting for distribution to government schools throughout the state; in 1923 Phillips Fox's *Landing of Captain Cook* was similarly distributed throughout Victorian schools. (The latter was also engraved on the back of the one pound note until 1933.) These two paintings became extremely popular images.

Robert Dowling, *Group of natives of Tasmania*, oil on canvas, 1859.  
QUEEN VICTORIA MUSEUM AND ART GALLERY, LAUNCESTON



Charles Hill, *The proclamation of South Australia*,  
1836, oil on canvas, 1855-1870.  
ART GALLERY OF SOUTH AUSTRALIA



John Wesley Burt, *Batman's treaty with the  
Aborigines at Merri Creek, 6th June 1835*, oil on  
canvas, early 1860s.  
LA TROBE LIBRARY, STATE LIBRARY OF VICTORIA



George Pitt Morison, *The foundation of Perth*, oil on  
canvas, 1929.  
ART GALLERY OF WESTERN AUSTRALIA

at Port Phillip, Vic. In June 1835 John Batman signed 'treaties' with the Dutigalla tribe, acquiring 600 000 hectares on behalf of the fifteen members. In August 1836 the treaties were disallowed by Gov Bourke, but the secretary of state later authorised a remission of £7000 in the Association's land purchases in recognition of their expenses. The Association was succeeded by the Derwent Land Company, which was dissolved in 1842.

**PORTER, Hal** (1911–84), writer, grew up in Gippsland, Vic, and worked mostly as a teacher and librarian before becoming a full-time writer in 1961. He wrote travel books, novels, verse and history but was best known for his witty and evocative short stories, collected in seven volumes, and his autobiographical writings which began with *The watcher on the cast-iron balcony*, published in 1963.



*This chalk sketch of writer Hal Porter at 26 was drawn by Albert Tucker.*

AUSTRALIAN NATIONAL GALLERY

**POSTAL COMMUNICATIONS** The first evidence of postal procedures was a notice in the *Sydney gazette* on 10 July 1803 authorising boatmen working between Sydney and Parramatta to charge a fee for all mail other than government mail. However, it was not until 25 April 1809 that the first official postmaster in Sydney, Isaac Nichols, was appointed. In 1825 the Act to Regulate the Postage of Letters in New South Wales was passed, enabling the government to establish further post offices in Sydney and New South

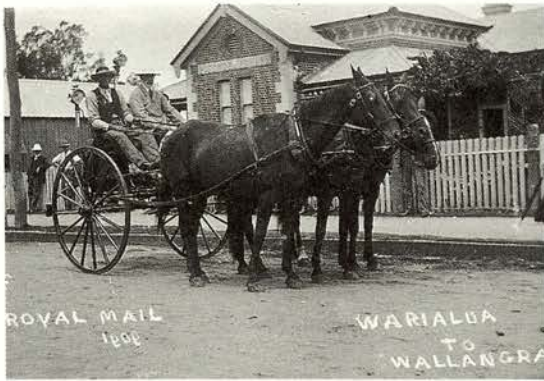
Wales. Postmasters were appointed, mail rates established, postage rates fixed and George Panton appointed postmaster-general. Postmasters were subsequently appointed in Hobart (1812), Fremantle (1829), Adelaide (1837), Melbourne (1837), and in Queensland the first non-military postmaster was appointed in 1842. At first most post offices were run as private businesses but the colonial governments soon took them over.

In 1849 uniform rates of postage were agreed on by the colonies and established for Australia as a whole. Pre-paid postage was first introduced in New South Wales on 1 January that year, and other states soon followed. In the early years mail was carried by pack-horse, and the first postman, appointed in 1829, delivered and collected letters for posting on his round.

Improvements in transport have been one of the most important features in the development of postal services. In 1856 regular monthly steamships began arriving from England. By the 1860s coaches were distributing the mail by land. In 1891 the Australian colonies joined the Universal Postal Union, which brought greater efficiency in the exchange of international mail.

On 1 March 1901 the administration of all postal and telecommunication services passed to the commonwealth government of Australia. A commonwealth Postmaster-General's Department was established, with Sir John Forrest as postmaster-general. The most important development of the next two decades was the use of aeroplanes in mail delivery. Australia's first airmail was carried between Melbourne and Sydney in 1914. It was the first flight between the two cities and at the time the longest in the world. Regular airmail services were established in 1922. In 1919 the first overseas airmail was carried between England and Australia. The service became regular in December 1934. In 1926, for the first time in the world, substantial mechanical mail handling equipment was introduced into the central mail exchange in Sydney. Since then the history of postal communications has largely been one of expansion and increasing sophistication in the service provided. Special services include Post Haste, introduced in 1959, which allows mail of specific size to be sent airmail without airmail surcharge; discount services for some large posting categories; the introduction of certified mail in 1956, the postcode system in 1967, and Priority Paid, which guarantees overnight delivery in capital cities, in 1970. Mail processing is largely mechanised, and delivery is usually by motorcycles.

The Postmaster-General's Department's operations were divided into two separate commissions on 1 July 1975—the Australian Postal Commission (known as Australia Post) and the Australian Telecommunications Commission (Telecom). With the Postal Services Act of 1975 Australia Post also became responsible for a money order service and agency services for government authorities. It has to break even financially and provide at least 50 per cent of its own capital investment requirements. It has the exclusive right to carry standard letters but must compete in the marketplace



*The Royal Mail in 1909. This team operated from the town of Warialda in the central north of New South Wales.*

LANAGAN COLLECTION

for other types of postal business, for example with the courier services of the private sector. A courier service introduced on 2 February 1975 was disbanded on 30 June 1981 because of its inability to compete; but a new service, Australia Post Express, which uses the Priority Paid network was introduced on 1 July 1981.

By the mid-1980s over 5000 post offices were annually moving some 12 400 tonnes of mail by air and 54 000 tonnes by surface transport. The most important new trend in Australian postal services by then was the decentralisation of the vast New South Wales and Victorian operations into smaller regional units.

TRACY BELL

**POSTWAR RECONSTRUCTION** Early in the course of World War II Australia recognised that a smooth transition from war to peace depended on sound economic management and efficient organisation. Responsibility for such planning rested initially with the Reconstruction Division of the Department of Labour and National Service, established by the Menzies government in February 1941. In December 1942 the Curtin Labor government acknowledged the importance of postwar planning by establishing a ministry of postwar reconstruction and appointing one of its most senior members, J.B. Chifley, as first minister. He was succeeded by J. Dedman in February 1945. In January 1943 Dr H.C. Coombs became head of the department, remaining in the position until 1949, when L.F. Crisp replaced him. The department ceased to function in March 1950.

Labor's objectives, through the ministry, were to secure full employment, to raise the standard of living, to promote individual and family security and to develop Australia's natural resources. Its aspirations were fuelled not only by the Labor party's traditional concern for social equality but also by a widespread feeling that the war was only worth fighting if it produced a better world. Not forgotten were the difficult years of the Great Depression.

As a first step, a number of special commissions—the Housing Commission, the Secondary Industries Commission, the National Works Commission and

the Rural Reconstruction Commission—were set up to examine and make recommendations on related areas. The goal of full employment was outlined in the 1945 *White paper on full employment in Australia*, the work of a number of influential Keynesian economic advisers, notably Dr Coombs and D.B. Copland. Whereas prewar federal governments had exercised only indirect control over industry, for example through taxation, underpinning the white paper was the need for central economic planning. The paper argued the need to bolster the economy, thus avoiding the pitfalls of economic downturn and unemployment. The failure of the commonwealth to acquire the necessary powers at a referendum in 1944 left responsibility for such matters as prices and incomes and social welfare with the states. However, at a subsequent referendum (1946) some powers were gained by the commonwealth.

Despite this initial setback, the commonwealth's achievements were considerable. Following the introduction of child endowment by the Menzies government in 1941, the commonwealth introduced widows' pensions in 1942, increased maternity allowances and new funeral benefits in 1943, unemployment, sickness and special dependency benefits in 1944, and free medicines and hospital treatment in public wards. The Commonwealth Employment Service and rehabilitation services were established in 1945, and co-operative measures with the states included a housing agreement, financial assistance to hospitals and the anti-tuberculosis campaign. The commonwealth's involvement in education led to the establishment of the Australian National University, commonwealth subsidies to state universities, particularly ex-service personnel through a massive re-training program.

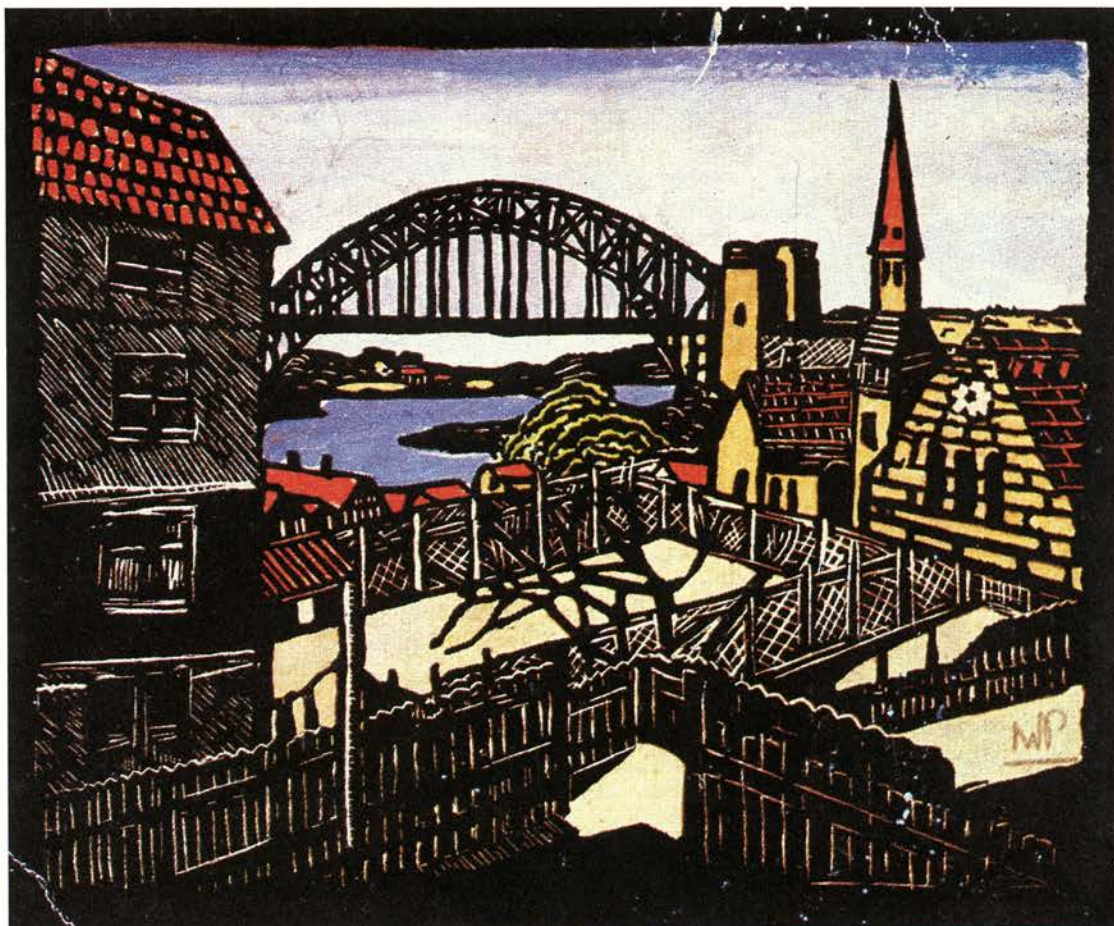
In the area of national development, one of the most striking achievements was the Snowy Mountains Hydro-Electric Scheme, initiated in 1949. The postwar years were also a period of large-scale immigration to Australia. In 1945 a department of immigration was established under Arthur Calwell and between 1947 and 1949, to ease severe postwar labour shortages, over 250 000 migrants arrived in Australia, a great many of European origin.

D.R. EVERINGHAM

**Further reading** P. Hasluck, *The government and the people 1942–1945*, Canberra 1970.

**POTTINGER, Sir Frederick William** (1831–65), Inspector of Police, succeeded his father as second baron and squandered his inheritance. Forced by debt to leave England, he migrated to Sydney in the 1850s and became a mounted trooper in the NSW police force. The discovery of his title led to rapid promotion, culminating, in 1862, with his appointment as an inspector for police for the Western District. Pottinger's career was characterised by brawls and blunders, including his failure to apprehend bush-ranger Gardiner when his own pistol misfired. He accidentally shot himself and died in 1865.

**PRAED, Rosa Caroline** (1851–1935), writer, left Qld in 1876 with her husband and settled in England. Her



Postcard, Sydney Bridge, from Kirribilli. Woodcut by Margaret Preston, c1932.

NATIONAL MUSEUM OF AUSTRALIA

novels, *An Australian heroine* (1880) and *The romance of a station* (1889), recall her early life in Australia. She returned briefly to Australia in 1894. *My Australian girlhood* appeared in 1902. Her later books reflect her interest in the occult.

**PRESBYTERIAN CHURCH** derives its name from the practice of giving governmental prominence to presbyters or elders. It is strongly Calvinistic and in Australia its origins and development were closely linked with the Scottish origins of most of its members.

The first congregation dates from 1803 when a group of Presbyterians settled at Portland Head on the Hawkesbury River, NSW. They built a church at Ebenezer in 1809, now the oldest church in Australia still in use.

In 1823 the first Presbyterian minister, Dr John Dunmore Lang, arrived in the colony. He vigorously set about promoting church life in the colony, returning to Britain on numerous occasions in order to recruit Scottish settlers and ministers.

The early years of the colonial church were marked by unrest and schism, reflecting the unstable condi-

tion of the Scottish parent church. Varying views on church–state relations were the main cause of the disputes. By 1855 there were four Presbyterian churches in NSW: the Synod of NSW; the Synod of Australia; the United Presbyterian Church; and the Synod of Eastern Australia. By 1865 substantial unity had been achieved with the formation of the Presbyterian Church of NSW. The Synod of Eastern Australia still remains outside the union.

Presbyterian congregations were established in Tas in 1822, Vic in 1838, SA in 1839, Queensland in 1849 and WA in 1879. A similar pattern of schism and reunion was a widespread feature of Presbyterianism in the mid-nineteenth century.

Historically Presbyterians have been over-represented in the upper occupational categories. They were strongly represented in pastoral and farming communities: the Hunter valley, north coast, central western slopes and later the northern highlands of NSW; and the Western District and Gippsland in Victoria.

The church founded a large number of colleges and secondary schools. Lang's Australian College (1831–54) was founded to promote local theological train-

ing. Large university colleges were established, including St Andrew's College in Sydney and Ormond College in Melbourne. A total of 27 secondary boarding schools were founded, modelled on their English counterparts. They included: The Scots College, Knox Grammar and Presbyterian Ladies College in Sydney; Scotch College, Geelong College, Haileybury, Essendon Grammar in Vic; Scotch colleges in Adelaide, Perth, and Launceston.

A federal union, the Presbyterian Church of Australia, was established in 1901 and its assembly immediately expressed interest in interdenominational union. This union was finally achieved in 1977 with the formation of the Uniting Church. A substantial minority of congregations (521 out of 1437) elected to continue as the Presbyterian Church of Australia.

The proportion of Presbyterian affiliation has declined steadily throughout the century: from 12.9 per cent of the population in 1911 to 6.6 per cent in 1976. This is probably due in part to the changing ethnic composition of Australia. In 1981, after the union of the majority of congregations with the Uniting Church, 4.4 per cent of the population still designated themselves Presbyterian. JANE FOULCHER

**PRESTON, Margaret** (1875–1963), artist, studied at the Adelaide School of Design and the National Gallery School, Melbourne, before travelling to Munich and Paris. She settled in Sydney after World War I and began to produce colour designs in strong, simple shapes using oil paints and print techniques. She aimed to create a distinctive national art and much of her work portrays Australian flora and scenery. Margaret Preston was an early champion of Aboriginal art and its influence can be seen in her work.

**PRICE, John Giles** (1808–57), penal administrator, gained notoriety, as commandant of Norfolk Island, for the harshness of his administration when he ordered that seventeen convicts be hanged in 1846 after a revolt. Price was later battered to death by convicts in Hobson's Bay, Vic.

**PRICHARD, Katharine Susannah** (1883–1969), writer, grew up in Melbourne and Tas and went to London in 1908 hoping for success as a writer. Returning to Australia in 1915 she became a prolific, popular and influential novelist. Among her best-known works are *Working bullocks* and *Coonardoo*. A founder and lifelong member of the Communist party, Prichard's work is deeply concerned with the lives and struggles of working people.

**PRICKLY PEAR** Popular name for various species of the *Opuntia* genus of the cactus family which assumed pest proportions in large areas of NSW and Qld, especially after the breaking of the great drought in 1902. Introduced in 1788, the serious infestations most likely spread from specimens grown around Parramatta and Scone in NSW in the 1830s which were taken and grown as hedges on farms. By 1925 no less than 26 million hectares were infested from Mackay in Qld to the Hunter valley in NSW and many

farms had to be abandoned. Biological control was effected by the introduction of various insects, notably *Cactoblastis cactorum*, a South American moth whose caterpillars virtually destroyed the prickly pear between 1926 and 1934. G. P. WALSH

**PRIVY COUNCIL** is a council of advisers to the monarch, and sits in London. Among other duties it once heard appeals from the Australian colonists, until this function was taken over by its Judicial Committee, set up in 1833. After the establishment of the Australian High Court in 1903, appeals to the Judicial Committee were directed through the high court. In 1968 future appeals from the federal courts and from the high court on constitutional matters were abolished. Further legislation in 1975 excluded all future appeals from the high court. Appeals from state courts exercising non-federal jurisdiction could still be heard by the Judicial Committee, thereby giving litigants in state courts the option of final appeal until 1986, when the Australia Act finally abolished that avenue of appeal as well.

**PROBATION SYSTEM** This was the name given to the system for dealing with transported convicts in Van Diemen's Land that was introduced in 1842, in response to criticisms that assignment was too lenient. Under the probation system, all male prisoners were to work in 'probation gangs' for at least two years after they arrived in the colony. Then, depending on his sentence and conduct, the convict would receive a 'probation-pass', and be allowed to work for wages, though still having to report to the police regularly. After a further period of at least two years, he would receive a ticket of leave, and subsequently a conditional pardon. The system broke down because of the large numbers sent out, and the lack of employment for them. In January 1846, of the 12000 passholders, a quarter were unemployed, and transportation was suspended for two years. When it was revived in 1848, the system was continued, with some modifications, though employers disliked having to pay wages for convict labour.

The term 'probation' was one later used in many Australian legal systems to describe various types of court-imposed, non-custodial forms of punishment. Developed as an alternative to imprisonment during the twentieth century, such probation could be either supervised by court officers or non-supervised, and provided for imprisonment if the terms of release were breached. A.G.L. SHAW

**PROSPECTING** is the art of searching and testing a region for mineral deposits with a view to further operations. The term was coined in the United States in 1848–49 and applied to the search for payable gold in Australia in and after 1851. Minerals being often associated with certain rocks and landforms, prospecting in the nineteenth century was usually done on foot and gold, silver, iron and other ores were recognised by sight. The most common prospecting method for gold was to wash alluvial deposits, surface soil or powdered reef material in a prospector's dish—

a shallow iron pan (about 38cm wide) with sloping sides and a riffle (narrow groove) stamped into and extending half-way around the pan. If payable amounts were found it could be worked by 'dishing' or by using a number of usually makeshift devices that allowed one to work on a larger scale: the banjo, cradle, sluice or stamper battery. In areas where water was scarce 'dry-stacking' and 'dry-blowing' were used. In the twentieth century more sophisticated prospecting techniques developed involving the use of the magnetometer, galvanometer and gravimeter together with seismic methods. Some ores, like uranium, emit radiation that can be detected by a Geiger counter. Geochemical methods are also used.

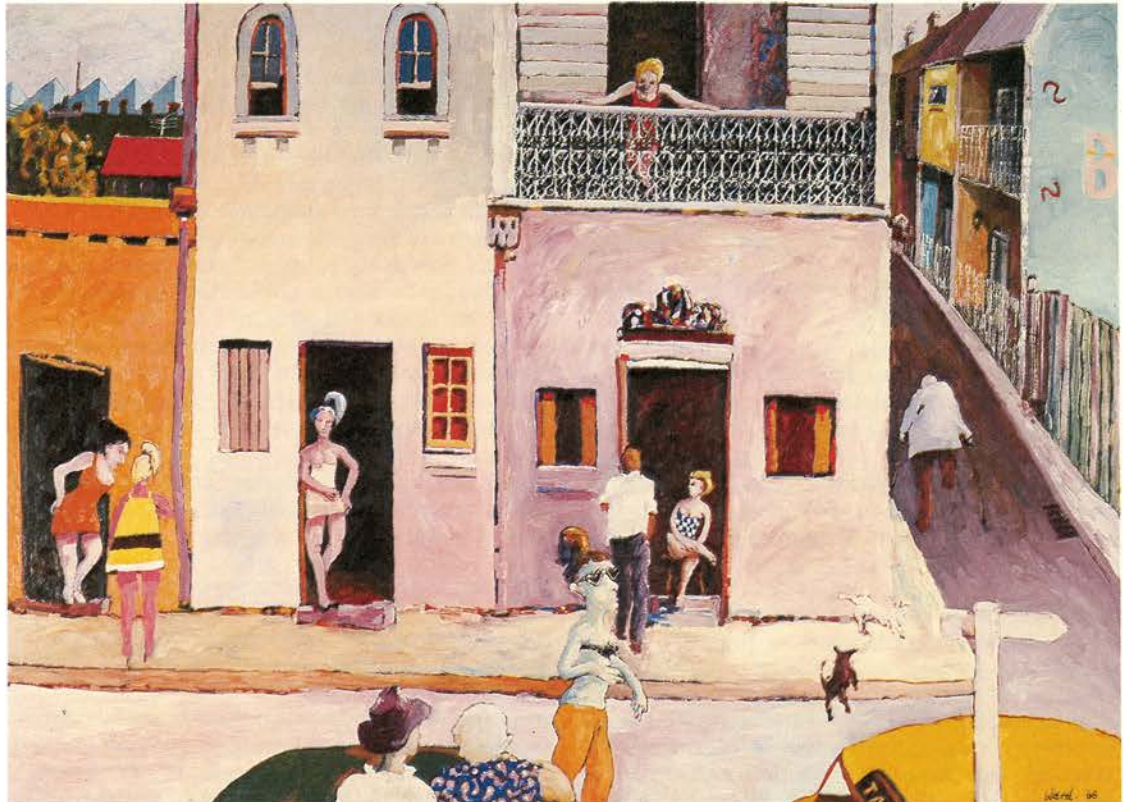
G.P. WALSH

**PROSTITUTION** became quickly established in Australia under white settlement, with the convict systems providing ideal social conditions for the sexual exploitation of women. The stereotype of convict women as 'damned whores' conveniently entered the mythology of a nineteenth-century society whose morality forced a distinction between 'good' and 'bad' women. However, in a country overpopulated with males, many of them transients, it was also often convenient to overlook prostitution, which flourished particularly at peak periods of migration such as the gold rushes of the 1850s and later in the west in the 1890s. Attempts to control prostitution, either

through police persecution or legislation such as the various states' contagious diseases acts, were sporadic and aimed at controlling rather than eliminating its most visible forms. In the twentieth century, the institutionalisation of prostitution was undertaken by a different group as organised crime moved in, particularly in Sydney and Melbourne. In recent years the nature of the debate about prostitution in Australia has changed, with attempts on the one hand to decriminalise prostitution, and by the prostitutes themselves, heard for the first time, to professionalise and improve their working conditions.

**PUBLIC SERVICE** in Australia began with the establishment of convict gaols. Since then a complex structure, employing 1.6 million people in state, federal and local government, has evolved.

By the time the burgeoning colonies became self-governing, in the mid-1850s for most, the administrative structures still characteristic of contemporary Australia were already largely in place. In political terms, the governor ceased to be the central focus of a distant ruler, and instead the elected assembly and constraining upper house produced the executives of the government, or ministry. The administrative apparatus of the state, consisting of departments or other agencies, was then answerable to this ministry. Thus the political will of the community, according to the Westminster system, was served.



*Untitled painting by Mark Ward, 1968. Acrylic on composition board.*

NEW ENGLAND REGIONAL ART MUSEUM



Each capital city during the nineteenth century acquired its core of administrative units, including the legislative buildings, the political secretariats of the ministers, the supreme and lesser courts, the military headquarters and police barracks, and the libraries, art galleries, botanical gardens and museums.

The early exploitation of the resources of the country, chiefly pastoral and agricultural, brought high prices on foreign markets, and a scarcity of labour brought an apparent willingness by employers to grant relatively high wages and good conditions by world standards. That part of the workforce in government service undertook the development of the country through land survey and registration, communications (roads, telegraphs, postal services and the railways), public works and maintenance (including harbours, bridges and ports). Later came forestry and general agriculture. This was the age of public servants like Mitchell of the survey and Todd of the Overland Telegraph, beneath whom worked many thousands of less illustrious public servants.

The regulation of commercial and industrial life brought the new public agencies of finance and taxation to add to the established revenue sources of tariffs and excise. Public services at the local level, involving, for example, the supply of water and sewerage, were also established.

The experience of the Australian public services was distinct from elsewhere in a number of ways. Statutory authorities were established early, with powers independent of governments to carry through the technical needs of development. The statutory authorities were thus 'kept out of politics' and so, in a different way a little later, was the rest of the public service. Near the turn of the century the emergence of the Labor party and deep economic depression accompanied demands from the dominant classes that the public service be depoliticised. Recruitment and administrative practices generally were altered to conform to norms of 'merit' and placed in the charge of new and independent bodies, the public service boards and commissioners. These developments may have enhanced efficiency, but were also a way of insulating the public service from political influence in unstable times.

But the story is not one-sided; the emerging public sector unions were able to take advantage of the reforms to gain some protection for their members. From this period comes the Australian legend of 'telegraph boy to permanent head', based on the idea of secure public employment with certain minimum conditions in a life-long 'career service'.

The federated colonies of 1901 pooled some of their public services to establish the new federal public service of some half dozen departments. By the 1980s there were 30 departments and scores of statutory authorities, and the federal public service was the largest single employer in Australia, though it still contained only about 16 per cent of the total number of public servants. Despite the changes of the years between, the outlines of function and organisation were still obviously those of before Federation. With

continuing change over time this will gradually become less obvious.

The Great Depression changed the balance of public and private enterprise; the state was no longer so clearly the developer of the productive resources of the country, and public investment changed course. There were, however, cross-currents.

Markedly from the time of the depression, the increasing dominance of the federal government became apparent, partly because the public service contained the mechanisms of Keynesian economics forged in the depression and, after World War II, a willingness to use them in a process of planned economic and social reconstruction. At that time the public servants in the public eye were the economists, H.C. Coombs, J.G. Crawford and Roland Wilson.

These initiatives were lost in the 1950s and 1960s and only fitfully resumed later, though the story cannot be fully told without reference to many of the long-serving officials in the state governments, where the older notions of 'development' still held good.

The financial domination of the commonwealth government has, however, been reflected in the human resources of the public service, so that for many years the federal service took a growing share, as seen in the rising educational qualifications of entrants to the service.

Federal and state public services have concerned themselves with social discrimination, which is economically inefficient and lacking in accountability also: if the human talent of the labour market is not brought fully and evenly into public employment, then the quality of that service will eventually diminish. The employment of women and Aborigines in the public service was of first concern, and later increasingly also the employment of people with a non-English-speaking background.

Profound consequences might be expected to result from Australia's lessened ties with Britain and its growth as a power within its own geographical region. Though slow to date, these changes could occur with increasing speed, and with dramatic consequences for the public service.

The relative size of the public service has become less important than its composition and ability to carry out a range of work which will keep the country productive in a competitive international environment. The public service in Australia operates within a political and economic system, but has an autonomy of action which gives it continuing importance for the whole society. Modern references to the Westminster system of government are historical reminders rather than accurate descriptions of the present, or forecasts of future development. GEOFFREY HAWKER

**PUGH, Clifton Ernest** (1924– ), artist, joined the National Gallery School (Melbourne) in 1947 after serving with the AIF in New Guinea. Best known for his portraits and bush landscapes, Pugh was awarded the Archibald Prize in 1965, 1971 and 1972. His portrait of Gough Whitlam is in Parliament House, Canberra.