



A nurse from the Sydney District Nursing Association tends to the needs of an elderly patient. Photograph, 2 Feb 1949.

MAGAZINE PROMOTIONS

CHAPTER 43

WELFARE

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THE STUDY OF social welfare, sometimes called social policy or social administration, is a recent arrival on the academic scene. It has both depended upon and contributed to the growth of the welfare state in the period following World War II.

The earliest item in the following bibliography, C.H. Spence (1907), is specialised in its content and dependent upon a sphere of activity which gave great scope to the energies of well-placed persons. In this case the activity was the promotion of foster care as a method of welfare for dependent children. The persons active in the area were Spence herself and her mentor Caroline Emily Clark. The book owes its existence to Spence's own capacities as an author and her way of writing to advance her interests in social reform. Her autobiography (1910; facs, 1975) is also of interest.

There is then a gap to the 1930s. The works of Sawkins (1933) and Walker (1936) are both studies of particular facets of welfare: the living wage and unemployment. The 1939 contribution edited by W.G.K. Duncan is more general in its approach and has much in common with the later work of Rennison (1970), Mendelsohn (1954, 1979), Graycar (1979) and Jones (1938). The latter's opening paper by G.V. Portus foreshadows all the problems in defining the field and stresses the complex interchange between different ideological positions, actual arrangements for the delivery of services, alleged motivation for welfare activities and apparent outcomes. It is worth noting that none of the academic contributors to this book held a position specialising in social welfare as an area of study and that they made very few references to specifically Australian instances in their social welfare discussion.

In contrast with the four prewar contributions, the period after World War II reflects the growth of welfare activity itself, its increasing importance for the economy and government and the development of specialised study. The commonwealth Department of Social Services was established as a separate organisation in 1941, although its activities had begun in 1908 with the introduction of age pensions. New South Wales, the most populous state, gave separate status to its Department of Child Welfare and Social Welfare in 1946. In 1941 the Department of Social Services had an expenditure of £17 million. In 1983–84 its budget was \$17 billion. In a corresponding fashion the bibliographical items show an increase in both specific and general works as Monie and Wise's comprehensive bibliography (1977) indicates. There is more interpretative material and an attempt to see Australia in an international context.

This development has been in addition to the continuation of interest in social welfare in those

areas of study where it previously existed. Thus students of economics, politics, public administration and history are still active. The change has been in the growth of writing which takes from all those disciplines whatever is necessary to promote understanding of a newly defined subject. Although specifically 'social welfare' writing is a postwar phenomenon, early material may be found under other titles. Some of this writing is in the papers of individuals. The activities of the prolific John Dunmore Lang might be cited in this respect. Such material, however, can be identified only when it becomes relevant to particular research projects.

GOVERNMENT DOCUMENTS

Of substantially more importance than the papers of individuals are the many government publications which began in the colonial period. Early royal commissions are noteworthy in this respect and attention is drawn to D.H. Borchardt's *Checklist of royal commissions, select committees of parliament and boards of inquiry* which indexes the reports emanating from such public inquiries held in Australia between 1856 and 1980 (see chapter 8 of this volume). The report of the Victorian Royal Commission into Municipalities and Charities of 1862–63 exemplified many of the concerns of the nineteenth-century approach to welfare: opposition to a poor law supported by compulsory rates on property; the use of voluntary charities as a defence against pauperism, and opposition to outdoor relief.

Of considerably more substance in its theoretical content was the report of the New South Wales Royal Commission into Public Charities of 1873–74. This report, under the chairmanship of W.C. Windeyer, sought to bring the best overseas information to bear on the problems confronting local public charities, including both government and non-government operations. Nearly every major welfare development has been preceded by such an inquiry but there have also been a number of inquiries that have yielded no specific result. In this latter category are the reports of the commonwealth Royal Commission into National Insurance (1925–27) and the most recent Commission of Inquiry into Poverty, which is described in the bibliography. More successful were the inquiries that preceded the introduction of age pensions in New South Wales and Victoria and the commonwealth, and the Joint Parliamentary Committee on Social Security which sat from 1941 to 1946.

While in practical political terms it is appropriate to note the 'success' or otherwise of reports and inquiries, they also reflect the prevailing information and debate around their terms of reference. In this respect the various reports of the Commission of Inquiry into Poverty are remarkable. Apart from the main reports, which are noted in the bibliography, there are a large number of other publications resulting from specific contracted research projects.

An additional development since the early 1970s has been the internal research and development section of various government departments. Of particular importance are the Policy Co-ordination Unit in the commonwealth Department of Community Services and the Division of Research and Development in the commonwealth Department of Social Security. In addition to the work they do for internal consumption, these bodies produce material for public distribution.

The preponderance of government documents in the literature reflects an interest in administrative matters which also affects the collection of data. Statistics tend to serve administrative or political ends, a phenomenon that is probably related to the residual nature of Australian welfare. If the whole community is not the subject of the welfare effort, there is less need to have accurate information about it.

INDEPENDENT RESEARCH BODIES

Whatever its source, material written for the government has its roots in the political demand for analysis and planning. Although they may consider political or pragmatic issues, a different perspective can be provided by independent research units. Two such bodies are represented in the bibliography. The Institute of Applied Economics and Social Research at the University of Melbourne has been responsible for the 'rediscovery' of poverty in contemporary Australia

(Henderson, 1970). It has provided a location for the development of the theoretical background to Australia's two attempts at national health insurance, Medibank in 1974 and Medicare in 1984. It continues to provide surveys of government activity in the welfare area (Scotton and Ferber, 1979–80). The Social Welfare Research Centre at the University of New South Wales is supported by a government grant. Its work is represented in the bibliography by Graycar (1983). Its wideranging studies have produced more than forty monographs in a period of four years.

In addition to their relative independence, these bodies are able to pursue studies over a long period and free from the constraints of administrative necessity.

THE NON-GOVERNMENT SECTOR

In the voluntary welfare sector, a similar but more polemic role has been played by the state councils of social services and their co-ordinating body, the Australian Council of Social Services (ACOSS). The contribution of ACOSS is represented in the bibliography by the proceedings of its third conference (Hancock, 1965). Apart from substantial documents emanating from national meetings, ACOSS publishes smaller pamphlets on current issues. It is the only general voice for the non-government welfare sector.

Also of importance here is the Brotherhood of St Laurence, an Anglican welfare agency in Melbourne. Hollingworth (1979) and Brewer (1980) show the vigour of this agency which has combined direct service with innovation and social comment in an unusual way.

It is almost impossible for a bibliography of this kind to reflect accurately the level of non-government activity in the social welfare field. Much of the literature produced by the non-government sector is ephemeral and promotional. Only rarely are more substantial items published, often in the form of an institutional history. Such histories range from serious and important works such as that of Lyons (1978) to small 'in-house' pamphlets. Professional historians are rarely invited to compile such histories although, as J.F. Watson showed in his *History of the Sydney Hospital from 1811 to 1911* (Sydney, Government Printer, 1911), quality does not always suffer if amateurs are involved.

There has always been a close relationship between the government and voluntary sectors in Australian social welfare. Originally the government depended upon the non-government sector to carry out many of its welfare responsibilities. Colonial governments heavily subsidised the non-government sector. Apart from an unwillingness to support sectarian ventures, there was no separation between the two auspices. The voluntary sector was in turn dependent upon government and expected support in its efforts. The interdependence continues and is reflected in the bibliography in contributions by M. Horsburgh in Pavlin *et al* (1980) and by I. Yates and Graycar in Graycar (1983).

Specific divisions in the non-government sector are not easily detected in the bibliography but are listed by reference to Legacy in the history by Lyons (1978) and the work of the Brotherhood of St Laurence by Carter (1967). A substantial amount of welfare activity is undertaken by groups with a religious affiliation and by organisations of returned services personnel. The former are often overlooked in an apparently secular society. There is in fact almost no literature on religion, particularly Christianity, and social welfare and only recently has there been any attempt by Christian groups to speak with a united voice on major issues. (See *Changing Australia* by the Anglican Social Responsibilities Commission *et al*, Melbourne, Dove Communications, 1983.

The reference to returned services organisations reflects the special place accorded in Australian society to these bodies. There is in fact a separate welfare system dealing with veterans' affairs and the report by Mr Justice Toose discusses the problems inherent in that administrative arrangement (Australia. Independent Inquiry into the Repatriation System, 1975). This system is represented by separate organisations in both the government and non-government areas and covers health, social security, social services and informal support. It is based on principles of compensation rather than need and has not yet been subject to detailed examination.

JOURNALS

Journals provide the major avenue for the dissemination of ideas in the social welfare field as in other disciplines and reflect the same problems as the books. There is no broadly based social welfare journal in Australia. Unsuccessful contenders for the title are also few. *Australian social work*, the organ of the Australian Association of Social Workers, is now in its 37th volume and attracts contributions from both within and without the social work profession. The *Australian journal of social issues*, established by the Department of Social Work at the University of Sydney in 1961 and published from 1970 solely by ACOSS, is more representative of the total welfare field than *Australian social work*, but both journals depend for their viability on their sponsoring organisations.

A journal which does not have such support has little chance of success. In evidence may be cited *Contemporary social work education*. This journal, established in 1977, was based primarily on the then Preston Institute of Technology in Victoria. It struggled to survive until 1983, failing ultimately because it could not attract sufficient subscriptions.

Other journals publish items of social welfare interest from particular points of view. In this area may be noted *Australian quarterly*, the *Australian & New Zealand journal of sociology*, and the various history, economics and political science journals. In 1982 there appeared a more popular publication, *Australian society*. Modelled on the British *New society*, it provides discussion on social issues from a multidisciplinary perspective. Although many of its contributors are academics, it seeks a wider, well-informed readership.

Problems of financial viability do not concern *Social security*, published by the commonwealth Department of Social Security, with contributors from within and outside the public service. Some specialised journals deal with specific areas such as child welfare and rehabilitation.

THE TEACHING OF SOCIAL WELFARE

A significant factor in the development of an Australian social welfare literature has been the demand for teaching materials; in the bibliography the works of Graycar (1979), Jones (1983) and Mendelsohn (1979) function as general introductory texts. Reports, working papers and journal articles may serve other purposes, but publications dependent upon sales which give a financial return to publishers, if not to authors, require a substantial prospective market. Students provide such a market. If this is too cynical a comment, the point may be put more gently by noting interrelationships of scholarly activity in research and teaching and the demand for adequately trained personnel in the welfare field. In the 1960s there were a small number of schools of social work in Australia, all with small enrolments. There were no institutions training welfare workers at the subprofessional level. In the 1980s there are thirteen institutions training social workers and many more at the welfare worker level.

The development of specific education and the corresponding industry for the employment of graduates have been part of the general growth of social welfare. It has both created a demand for Australian material and stimulated an interest in the production of that material. There are more students, more potential authors and there is more to study. In this context, however, it would be improper to overlook the work of Dora Peyser. Peyser, a Jewish refugee from Nazi Germany, migrated to Australia before World War II. In 1939 she published her two-part 'History of welfare work in Sydney, 1788–1900' in *J R Aust Hist Soc* (25, 2, 1939, 89–128; 25, 3, 1939, 169–212). This study, written from public documents and without access to archival material, stood for nearly thirty years.

In 1951, Peyser published *The strong and the weak* (Sydney, Currawong Publishing), a sociological study of the phenomenon of social assistance. In this work she took up the concept of social welfare as an integrating force in society and examined the social institutions which performed a welfare role. Although derived from her 1934 PhD thesis at Berlin University, this work marks the first attempt to provide an Australian social welfare text directed to the practice of social work. It was followed in 1966 by T. Brennan and N.A. Parker's *Foundations of social casework* (Sydney, Novak, 1966), but failed to generate an Australian literature on practice.

WELFARE IN LITERATURE

The bibliography contains no items of a literary nature. Where is the Australian *Oliver Twist*? A poor law, and the corresponding workhouses to terrify the indigent, have been absent from the Australian social welfare system. Large-scale events, such as the Great Depression of the 1930s, have entered the national consciousness and there are accounts of the social welfare provisions then operative. They are, however, part of the overall picture of the times, not separately identifiable. A very readable personal account can be found in chapter 9 of George Johnston's *My brother Jack* (London, Collins, 1964).

In the latter half of the nineteenth century, the boys' training ships *Vernon* and *Sobraon* were well-known features of Sydney Harbour. Similar hulks existed elsewhere. Arthur Ferres produced a sentimental short story about a delinquent boy from the *Vernon* who made good, in an 1896 children's collection entitled *His cousin the wallaby* (Melbourne, Robertson). Foster care for dependent children was a controversial issue following its introduction to the Australian colonies in the 1870s. Mrs Walter Withers published a polemical novel against it in 1907, *Dan Currucan's charge: or, boarded out*, (Melbourne, Fraser and Jenkinson, 1911), contrasting the cruel and avaricious foster-parent with the benign security of the institution. These two are examples of works which centre on the arrangements for social welfare and their success or failure. But such works are few and most are of inferior quality.

The journalistic impressions recorded by Stanley James (1877–78; repr, 1981, 1983) about the welfare institutions in nineteenth-century Melbourne also deserve mention. A more recent autobiographical view of life in a children's institution has been provided by Bill Smith in his *Better off in a home* (Melbourne, Globe Press, 1982). However, there is no comprehensive listing of such material.

CONCLUSION

Is there a distinctive Australian social welfare literature? It would not be surprising if the answer were in the negative. Australia's social welfare system developed alongside those of other industrialised western nations. Basically it has a European tradition of government but, despite its early reputation as a leader in social welfare, it has not maintained leadership in more recent times.

There are, however, some distinctive features of Australian social welfare. As a federation Australia has divided welfare responsibilities between commonwealth and state governments. The commonwealth carries the burden of income security and provides financial resources for other programs. The states retain health, child welfare, education and correction as major responsibilities, but are dependent on commonwealth funding. Local government, in contrast to older European communities, is weak in the welfare field. There is thus a mixture of divided responsibilities and centralisation.

In the social security field, Australia is distinctive in not having chosen social insurance as the form of provision. Its social assistance scheme is unique and of long standing. The Australian community has yet to accept responsibility for the income security of all its members. The basic welfare system is residual rather than institutional, selective rather than comprehensive, but also relatively redistributive.

Australia covers a large geographical area, but has a fairly concentrated population in its southeastern corner. Many services must be delivered to small populations at a distance from major centres. Rural welfare is thus an important, if neglected aspect.

All these issues continue to make Australian social welfare distinct. The recognition of this during the postwar period has contributed to the growth of Australian social welfare literature. Much of the writing is technical, resulting from the need to describe accurately the details of the federal system. But, whether technical or analytical, there is much emphasis upon the problems of equity and efficiency. Despite this, there has been little interest in evaluation. The 1979 Baume Report (Australia. Parliament. Senate. Standing Committee on Social Welfare) was the first attempt by government to consider the issue and much interest in the area is motivated by economic rather than humanitarian concerns.

Most recently attention has been focused on the three divisions of welfare identified by Richard Titmuss in his paper, 'The social division of welfare' published in his *Essays on 'The welfare state'* (London, Allen & Unwin, 1958). Titmuss noted that the same welfare objectives may be met in different ways. Occupational welfare is delivered in association with employment; for example, paid leave during sickness. Fiscal welfare comes through the taxation system; for example, tax relief in respect of the medical costs of illness. Social welfare is delivered directly by the government; for example, sickness benefit for those whose income is interrupted by sickness. In each case, the same objective, income security during sickness, is met through a different mechanism. These mechanisms are not, however, simply alternatives. All may operate at the same time and deliver benefits of different value to different populations. The costs too may be distributed in different ways.

It is symptomatic of the development of the Australian literature that the Titmuss concept, well known since its original publication, has only recently been 'discovered' by analysts. The change is partly the result of the availability of information upon which to base more comprehensive analyses of welfare. But it is also evidence that Australian writers have begun to rise above attention to specific programs and to consider broader issues.

Some part of this development is due to the introduction of new dimensions of analysis. Consideration of social welfare in conjunction with, for example, the position of women in Australian society, as represented by Baldock and Cass (1983), demands an approach which transcends governmental, administrative or legislative divisions. Titmuss' concepts have proved to be useful in this sort of endeavour. A similar process can be observed arising from consideration of class and ethnic divisions.

It is only by the use of such conceptual tools that the basis of a genuine Australian social welfare literature can be laid. It is probably true to say that to date the most distinctly identifiable item in the literature has been the Australian welfare system itself. The writing has depended upon concepts and analytical tools shared with the rest of the developed western countries, and particularly with Great Britain and the United States of America.



AITKEN-SWAN, J. *Widows in Australia: a survey of the economic and social conditions of widows with dependent children*. Sydney, Council of Social Service of NSW in association with ACOSS, 1962. 148 p, illus, map.

Results of a survey taken in Sydney and two country towns are described in detail with an examination of the financial assistance provided by federal and state governments and voluntary organisations.

AUSTRALIA. Commission of Inquiry into Poverty. *Reports* ... AGPS, 1975-76. 5 vols.

The National Commission of Inquiry into Poverty was established in 1972 under the general chairmanship of Professor Ronald F. Henderson to investigate the level, extent, incidence, locality and causes of poverty in Australia, existing services and changes which would contribute to the reduction of poverty. Its four main reports, together with about fifty volumes of case studies and supplementary material, constitute the most far reaching examination to date of Australian social conditions and have profoundly affected government planning. The many recommendations are based on the consideration that help should be given first to the poorest by providing income, and that community and welfare services should be reformed.

The four reports (numbered 1-3, 5) have different titles and editors and each concentrates on a specific aspect of the inquiry. 1st report: *Poverty in Australia*, by R.F. Henderson (2 vols); 2nd report: *Law and poverty in Australia*, by R. Sackville; 3rd report: *Social/medical aspects of poverty in Australia*, by G.S. Martin; 5th

report: *Poverty and education in Australia*, by R.T. Fitzgerald. There was no 4th report.

AUSTRALIA. Independent Inquiry into the Repatriation System. *Report, by Mr Justice P.B. Toose*. AGPS, 1975. 3 vols.

Reviews the health and welfare services provided for war veterans. Recommends a more extensive interrelationship between veterans' and general community services.

AUSTRALIA. Parliament. Senate. Standing Committee on Social Welfare. *Through a glass darkly: evaluation in Australian health and welfare services*. AGPS, 1979. 143 p.

The report examines welfare programs in Australia and found that their objectives were poorly stated and evaluation inadequate. Chairman: Peter Baume.

BALDOCK, C.V. AND CASS, B. eds, *Women, social welfare and the state in Australia*. Sydney, Allen & Unwin, 1983. 333 p. Papers review from a sociological and feminist viewpoint women's position in the Australian welfare state, exploring the causes that reinforce women's dependent and subordinate position.

BOLTON, B. *Booth's drum: the Salvation Army in Australia, 1880-1980*. Sydney, Hodder and Stoughton, 1980. 287 p, illus.

The Salvation Army began in Australia in 1880. This account, produced for its centenary, includes material on the development of the Army's various welfare activities.

- BREWER, G.F. *On the bread line: oral records of poverty*. Melbourne, Hyland House, 1980. 178 p, illus.
 Compiled for the Brotherhood of St Laurence, this collection of 21 interviews gives detailed accounts of life in poverty. Includes an introductory commentary and appendix of indicators of poverty.
- BROWN, J.C. *'Poverty is not a crime': the development of social services in Tasmania, 1803-1900*. Hobart, Tas Historical Research Association, 1972. 192 p, illus.
 This historical study describes the government and voluntary services provided for the destitute, aged and chronically sick.
- BURNS, A. et al. *Children and families in Australia: contemporary issues and problems*. Sydney, Allen & Unwin, 1979. 255 p.
 Psychological perspectives on violence against children, migrant children, diversity of parental care, television viewing, custody, adoption and child welfare legislation.
- CARTER, I.R. *God and three shillings: the story of the Brotherhood of St Laurence*. Melbourne, Lansdowne, 1967. 173 p, illus.
 Traces the Brotherhood of St Laurence from its origins in a religious order established in Newcastle, NSW, by Father Gerard Tucker in 1930.
- CARTER, J. *Nothing to spare: recollections of Australian pioneering women*. Ringwood, Vic, Penguin, 1981. 237 p, illus, map.
 Interviews with fifteen women, who recall their young days from around 1890 to 1918. Gives a fascinating insight into how these women managed in difficult times.
- CHILDREN *Australia*. Sydney, Allen & Unwin in association with the Morialta Trust of SA, 1980. 282 p.
 Multidisciplinary contribution towards understanding some of the current controversies over policies and provision for children, particularly in the areas of health, education and law.
- DICKEY, B. *No charity there: a short history of social welfare in Australia*. Melbourne, Nelson, 1980. 252 p, illus.
 This selective historical analysis of Australian social welfare from 1788 to 1980 is a good introduction for general readers.
- DIXON, J.E. *Australia's policy towards the aged: 1890-1972*. Canberra, Canberra College of Advanced Education, 1977. 185 p. (Canberra series in administrative studies, 3).
 Examines the origins and development of Australian age pension schemes and the shift in responsibility from family to government for services to the aged.
- DUNCAN, W.G.K. ed, *Social services in Australia*. A & R in conjunction with Australian Institute of Political Science, 1939. 212 p.
 The views of prominent academics, politicians and bureaucrats about national insurance, education and health. The papers were presented at the 7th Summer School of the institute held in Canberra.
- GANDEVIA, B. *Tears often shed: child health and welfare in Australia from 1788*, Sydney, Pergamon, 1978. 151 p, illus.
 A medical historian's account of child health from colonial times and the development of paediatrics and children's hospitals and welfare institutions.
- GRAYCAR, A. *Welfare politics in Australia: a study in policy analysis*. Melbourne, Macmillan, 1979. 231 p.
 Analyses conflicting arguments about appropriate levels of welfare allocations and examines the political, theoretical and operational issues involved in developing a social policy.
- GRAYCAR, A. ed, *Retreat from the welfare state: Australian social policy in the 1980's*. Sydney, Allen & Unwin, 1983. 206 p.
 Examines aspects of fiscal, occupational and social welfare in a time of economic recession and retreat from welfare state principles and practices.
- HANCOCK, K.J. ed, *The national income and social welfare*. Melbourne, Cheshire for ACOSS, 1965. 171 p.
 Papers by senior government servants and academics breaking new ground in their examination of the impact of economic and demographic changes on the provision of social welfare services in Australia.
- HENDERSON, R.F. ed, *The welfare stakes: strategies for Australian social policy*. Melbourne, Institute of Applied Economics and Social Research, University of Melbourne, 1981. 256 p.
 New ideas on poverty, income maintenance and welfare. The contributors question whether we can have a 'welfare state' without first achieving 'a welfare society'.
- HENDERSON, R.F. et al, *People in poverty: a Melbourne survey*. Melbourne, Cheshire for the Institute of Applied Economic and Social Research, University of Melbourne, 1975. 226 p.
 Important pioneering survey of poverty in Melbourne in 1966 which acted as a stimulus for the setting up of the National Commission of Inquiry into Poverty in 1972. Defines poverty and the poverty line. First published in 1970.
- HOLLINGWORTH, P.J. *Australians in poverty*. Melbourne, Nelson, 1979. 166 p, illus.
 Uncovers the many ways in which poverty has profoundly destructive effects on people's lives and explains the causes of poverty in structural terms.
- HUTCHINSON, B. *Old people in a modern Australian community: a social survey*. MUP, 1954. 180 p, illus.
 This investigation is the first of its kind in Australia; it found that elderly people were deprived in terms of income, material conditions, social amenities, access to health care, employment and housing.
- JAMES, J.S. *The vagabond papers*. Ed by M. Cannon. Melbourne, Hyland House, 1983. 274 p, illus.
 A series of sketches originally published in the Melbourne *Argus* and then in book form in 1877-78 which includes descriptions of the major welfare institutions in Melbourne. This edition first published in 1969.
- JONES, M.A. *The Australian welfare state: growth, crisis and change*. Sydney, Allen & Unwin, 1983. 355 p.
 Focuses on the five most important elements in the welfare state: social security, employment, housing, health and the personal care services. First published in 1980.
- KENNEDY, R. ed, *Australian welfare history: critical essays*. Melbourne, Macmillan, 1982. 322 p.
 These radical appraisals of early Australian welfare are of general interest. Women's role as benefactors and recipients of charity is well documented.
- KEWLEY, T.H. *Australian social security today: major developments from 1900 to 1978*. SUP, 1979. 233 p.
 Primarily concerned with social security and allied measures provided directly or substantially financed by the commonwealth government, this study updates *Social security in Australia 1900-72*.
- KEWLEY, T.H. *Australia's welfare state: the development of social security benefits*. Melbourne, Macmillan, 1969. 122 p, illus.
 A combination of original documents and commentary which provides a critical but brief account of the growth of Australia's social welfare policy and social services.
- KEWLEY, T.H. *Social security in Australia, 1900-72*. SUP, 1973. 586 p.

This historical study, based on archival material, traces the origins and development of health and social security benefits. A standard work. First published in 1965 as *Social security in Australia: the development of social security and health benefits from 1900 to the present*.

KRISTIANSOHN, G.L. *The politics of patriotism: the pressure group activities of the Returned Servicemen's League*. ANUP, 1966. xxx, 286 p, illus.

An analysis of the origins and influence of the major Australian veteran's organisation. The RSL has been influential in securing services for the health and welfare of returned service personnel.

LAWRENCE, R.J. *Professional social work in Australia*. Canberra, Australian National University, 1965. 241 p.

Historical survey of the origins and development of the profession of social work from around 1920 to 1960, particularly social work education.

LYONS, M. *Legacy: the first fifty years*. Melbourne, Lothian for Legacy Co-ordinating Council, 1978. 283 p, illus.

Critically traces the service organisation's origins in 1923 and its history as a group of ex-service people providing assistance to war widows and children.

MENDELSON, R. *The condition of the people: social welfare in Australia, 1900-1975*. Sydney, Allen & Unwin, 1979. 408 p.

Examines a wide range of economic and social welfare issues including health, housing and education.

MENDELSON, R. *Social security in the British Commonwealth: Great Britain, Canada, Australia, New Zealand*. London, University of London, Athlone Press, 1954. 390 p.

Describes the development of social security in each of the countries to 1950, followed by a comparison of particular facets of the systems.

MONIE, J. AND WISE, A. *Social policy and its administration: a survey of the Australian literature, 1950-1975*. Sydney, Pergamon, 1977. 594 p.

An annotated bibliography divided into a number of categories. Particularly strong in references to government publications.

PAVLIN, F. *et al*, *Perspectives in Australian social work*. Melbourne, PIT Publishing, 1980. 207 p.

Considers diverse theoretical and practical aspects of social work teaching, training and practice.

PICTON, C. AND BOSS, P. *Child welfare in Australia: an introduction*. Sydney, Harcourt Brace Jovanovich, 1981. 162 p.

Describes the fragmented nature of child welfare practices and policies and suggests ways of achieving an integrated system.

RENNISON, G.A. *We live among strangers: a sociology of the welfare state*. MUP, 1970. 206 p.

This is one of the earliest attempts to interpret Australia's welfare state, with a sociological analysis of collectivism and individualism, the family, housing and health care.

ROE, J.I. ed, *Social policy in Australia: some perspectives, 1901-1975*. Melbourne, Cassell, 1976. 341 p.

Papers showing the decline in the application of social policy in Australia.

SAUNDERS, P. *Equity and the impact on families of the Australian tax-transfer system*. Melbourne, Institute of Family Studies, 1982. xiii, 116 p, illus. (Institute of Family Studies monograph, 2).

The findings of this study are that between 1961 and 1981 families with children suffered increasingly under taxation and social security arrangements.

SAWKINS, D.T. *The living wage in Australia*. MUP, 1933. 64 p.



Two unemployed men jump a train during the Great Depression in their search for work. Large quantities of wheat had to be dumped after being fouled by such 'hitchhikers'.

FAIRFAX PHOTO LIBRARY

A publication of historical importance which briefly traces the origins of Mr Justice Higgins's 'Harvester' judgment in 1907 and other living wage judgments until 1927.

SCOTTON, R.B. AND FERBER, H. *Public expenditures and social policy in Australia*. Melbourne, Longman Cheshire for the Institute of Applied Economic and Social Research, University of Melbourne, 1979-80. 2 vols.

Staid but informative papers which probe the weaknesses of Australian social policy from 1972 to 1978. Concludes with a detailed diary of legislative and administrative changes.

SPENCE, C.H. *State children in Australia: a history of boarding out and its developments*. Adelaide, Vardon and Sons, 1907. 147 p, illus.

The history of the State Children's Council of SA describes state-supported fostering and residential care of children from 1883.

SPENCE, C.H. *An autobiography*. Adelaide, LBSA, 1975. 101 p, illus.

Although dealing mainly with this remarkable women's literary and political activities, there are several chapters devoted to her social welfare work. Facsimile edition.

STUBBS, J. *The hidden people: poverty in Australia*. Melbourne, Cheshire-Lansdowne, 1966. 145 p.

A compelling narrative which draws from many not generally available investigations of property to paint a bleak picture of the inadequate government social service provisions at that time.

SYDNEY LABOUR HISTORY GROUP. *What rough beast? The*

state and social order in Australian history. Sydney, Allen & Unwin, 1982. 282 p, illus.

These essays consider the part played by the state in such issues as abortion, infanticide, desertion, mental illness and sexuality. Concentrates mostly on NSW from 1840 to 1940.

TIERNEY, L. *Children who need help: a study of child welfare policy and administration in Victoria*. MUP, 1963. 127 p.

The result of a survey of 4242 children in substitute care. Examined the needs of these children and their families and the adequacy of welfare agencies.

TULLOCH, P. *Poor policies: Australian income security, 1972-77*. London, Croom Helm, 1979. 191 p.

This sociological analysis is critical of the failure of either Liberal or Labor governments to reduce poverty and inequality.

WALKER, E.R. *Unemployment policy, with special reference to Australia*. A & R, 1936. 258 p.

An economic study examining unemployment in some European countries and Australia during the depression. Explores some of the government responses in attempting to reduce unemployment and assist those affected.

WARE, H.R.E. ed, *Fertility and family formation: Australasian bibliography and essays, 1972*. Canberra, Dept of Demography, Institute of Advanced Studies, Australian National University, 1973. 358 p.

A comprehensive bibliography with a review essay by the editor of 'Fertility studies in Australia and New Zealand'. The books and journal articles are arranged under subject fields.



The Natural Disasters Organisation is the nationwide co-ordinator of measures to combat natural disasters such as cyclones, floods and bushfires, and to provide immediate relief for those left homeless by such disasters.

MAGAZINE PROMOTIONS