

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA.

FIRST REPORT

OF THE

PARLIAMENTARY STANDING COMMITTEE ON BROADCASTING.

CANBERRA, 2ND FEBRUARY, 1943.

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MEMBERS OF THE PARLIAMENTARY STANDING COMMITTEE ON BROADCASTING.

(Appointed 3rd September, 1942.)

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FIRST REPORT OF THE PARLIAMENTARY STANDING COMMITTEE ON BROADCASTING.

In accordance with Section 85 of the Australian Broadcasting Act 1942, we present to Parliament this, our first, report on matters which have been referred to us by the Minister—

ABBREVIATIONS.

A.B. Act—Means the *Australian Broadcasting Act 1942*.
A.B.C.—Means the Australian Broadcasting Commission.
A.P.R.A.—Means the Australasian Performing Right Association.
The Federation—Means the Australian Federation of Commercial Broadcasting Stations.
The Gibson Report—Means the report of the Joint Parliamentary Committee on Broadcasting under the chairmanship of Senator the Honorable W. G. Gibson, presented to Parliament in March, 1942.

SUMMARY OF CONCLUSIONS.

The following is a summary of the conclusions we have reached:—

RELIGIOUS BROADCASTS.

(1) In the national service there should be two morning and two evening broadcasts of religious services on Sundays. The interstate morning broadcast should be at 11 o'clock, irrespective of the State from which it originates. The second morning broadcast (that is within the State) should be at 11 o'clock in New South Wales, Victoria and Tasmania, and at 9.30 in Queensland and South Australia. The two evening broadcasts should be at about 7 o'clock (or about 4.30 where black-out or brown-out conditions obtain) and at about 9.30, the latter hour being favoured by some church organizations for a close-of-the-day service. (We are not in a position to express definite views as regards Western Australia at present.) (Para. 11.)

Commercial stations should provide facilities at the recognized hours for religious service, both for the benefit of regular church-goers who are prevented from attending, and also to assist in educating listeners who have not had the same opportunities as others to appreciate the paramount importance of spiritual values in the individual and national life. It should be made compulsory for the stations to allocate the hour 11 a.m. to noon on Sunday for a religious session. (Paras. 20 and 22.)

Religious broadcasts should, where possible, be made from the churches at the time the service actually takes place, instead of from studios or through the medium of recordings. (Para. 26.)

AUSTRALIAN MUSIC COMPOSERS AND ARTISTS.

(2) The trend of development now in evidence in favour of Australian composers and the engagement of Australian artists should be allowed to continue without further legislation for the time being. The Postmaster-General, in his annual report to Parliament, should mention the extent to which the prescribed minimum quota of 2½ per cent. of broadcast music time for works of Australian composers has been exceeded. (Para. 41.)

Regulations should be promulgated prescribing that works of Australian composers recorded abroad may be included in the quota, but there should be oversight of the extent to which this practice is followed, so that appropriate action may be taken if it transpires that broadcasting stations are using an undue proportion of overseas recordings of Australian works to the detriment of the employment of Australian artists in Australia for the interpretation of such works. (Para. 44.)

Works which are to be regarded as Australian compositions should be defined by regulations. The regulations should also prescribe that the 2½ per cent. quota shall be on a per annum basis and that "theme" items shall be excluded from the quota. (Paras. 45 and 46.)

As an experiment, the A.B.C. should conduct competitions to provide an incentive for the composition of distinctively Australian music. Money prizes should not be given. The reward should be actual performances of the best works, not once, but several times, in order to create public demand for them. (Para. 48.)

In order to encourage Australian composers of serious music and to assist record manufacturers in the marketing of their productions, gramophone societies should be formed to guarantee the purchase of the records in the same way as subscribers to A.B.C. celebrity concerts guarantee to take seats. (Para. 49.)

The A.B.C. should consider the provision of regular employment for promising composers. (Para. 50.)

COPYRIGHT.

(3) Legislation should be introduced to provide for compulsory arbitration as a last resort for the settlement of disputes in regard to authors' and record manufacturers' performing right fees. (Paras. 73 and 94.)

No legislation should be introduced to provide for (a) compulsory registration or filing of lists of works in respect of which performing right fees are claimed, or (b) exemption from payment of fees for performances in furtherance of religious, educational or charitable objects, or (c) preventing record manufacturers from claiming public performance fees. (Paras. 78, 82 and 92.)

THE A.B.C. WEEKLY.

(4) Publication should be continued, in view of the service which the journal provides, the reduction of the cost from £32,800 in 1940-41 to approximately £18,800, and the substantially higher expenditure which might otherwise be involved in advertising the A.B.C. programmes. (Paras. 97 to 101.)

POLITICAL BROADCASTS.

(5) In the national service the policy in regard to political broadcasts should continue to be the Commission's responsibility as prescribed by Section 89 of the A.B. Act. (Para. 113.)

For the commercial service, regulations should be introduced to provide for the recognition of parties at election times under the same policy as may be adopted by the A.B.C., and for the selling of time at rates in operation not less than three months before the election, and not exceeding the rates charged for talks of other types. Equal opportunities should be afforded to all recognized parties and each broadcast should be preceded by an announcement of the name of the party on whose behalf it is made. (Para. 117.)

ACCOUNTS.

(6) The suggestion that the A.B.C. should present a budget of its contemplated expenditure year by year for the consideration of Parliament is not favoured, as this procedure would be in conflict with the Commission's status as an independent body. (Para. 122.)

The regulations should be amended to require the classification "Other Expenses" in the A.B.C. annual accounts, to be itemised under main headings. (Para. 124.)

A composite statement of accounts covering both programme and technical service expenditure in the national broadcasting system should be presented to Parliament each year by the Minister. (Paras. 126 and 127.)

Expenditure incurred by the commercial stations on behalf of, and subsequently collected from, advertisers should not be excluded in calculating the payment of one-half per cent. of gross earnings by stations whose operations result in a profit. But stations should not be required to include as gross earnings, any moneys received in respect of the operation of another station, as for instance, in connexion with network broadcasts. (Paras. 134 and 135.) The half per cent. contribution should be used on research which is to benefit broadcasting. (Para. 136.)

NATIONAL STUDIOS.

(7) In the post-war period, favorable consideration should be given to any application received from the Commission for financial assistance to permit its building programme of studios and administrative offices in the various States to be proceeded with as soon as possible. (Para. 144.)

The question of having an A.B.C. secretariat at Canberra, pending the establishment of the Commission's head-quarters there, should remain in abeyance for the present. (Para. 147.)

In revising the plans for the Hobart structure, consideration should be given to the inclusion of provision for certain pressing needs together with those of the A.B.C. (Para. 148.)

There should not be any change at present in the provision in Section 20 of the A.B. Act, which requires the Commission to obtain the Minister's approval to acquire or sell property if the amount exceeds £5,000. (Para. 152.)

FUNDS FOR TECHNICAL DEVELOPMENT.

(8) In order that adequate funds may be authorized to permit of construction of the outstanding stations (18) for the national service as soon as possible in the post-war period, a conference should be arranged between representatives of the Treasury, the Post Office and the Commission, with the object of formulating a scheme of apportionment of licence-fees similar to that in operation in Great Britain, where all the licence-fee revenue is allocated for broadcasting requirements, with the exception of certain percentages. (Para. 160.)

The form in which the annual estimates are presented should be amended to show the proposed provision for broadcasting buildings, &c., in addition to the provision for technical equipment in stations and studios. (Para. 163.)

CORRELATION OF PROGRAMMES.

(9) The correlation of programmes trends on the question of rationalization of broadcasting services. Such rationalization should not precede similar action in connexion with theatres. If war developments force the issue, consideration should be given to the appointment of a programme co-ordinator, empowered to deal with both the rationalization and correlation questions in conjunction with each other, and in relation to national security needs. (Para. 175.)

POWER, FREQUENCIES AND ADDITIONAL LICENCES.

(10) Any claim on the part of the commercial system for parity of treatment with the national system in the matter of operating power and choice of radio channels is untenable, as the commercial service is essentially local in character. Increased power involves higher operating costs and higher prices of commodities by virtue of the broadcast advertising load contained in the price paid by the public for the goods they buy. As advertisers have been encouraged to believe, quite wrongly, that increased power means service over a larger area, it is generally desirable that claims for higher power should be resisted, it being one of the functions of authorities administering public utilities to determine levels of service that will reasonably maintain general satisfaction at the least cost to all concerned. (Paras. 177 to 180.)

All radio channels which can be used under present conditions have already been allocated, other than those reserved for the development of the national service, and new licences cannot be granted, except on low power in districts remote from existing stations. (Para. 181.)

When additional channels become available, preference should be given to religious and educational interests, as recommended in the Gibson report. Where applications have been made by the churches, the licences should be allocated (when it becomes practicable to issue them) to the three groups, namely (a) the Church of England, (b) the Catholic Church, and (c) a committee representing other Christian denominations. In appropriate cases the possibility of arranging a combination of interests should be explored. (Para. 182.)

LICENCE-FEE CONCESSIONS.

(11) Section 98 of the A.B. Act should be amended to give the Minister discretionary power to grant half-rate licences in the case of certain deserving invalid and old-age pensioners. (Para. 187.)

In order that employment for Australian artists may not be prejudiced by large-scale depletion of the broadcasting revenue from which their remuneration is paid, social security measures in respect of disabled returned soldiers, &c., should be such that they are in a position to obtain their licences from their own income. Pending the implementing of such measures, and subject to certain conditions, the same half-rate concession as has been granted to old-age and invalid pensioners should be extended, in cases of hardship, to persons who are in receipt of a pension from the Repatriation authorities. (Para. 193.)

Ex-service men who are in the same category as invalid and old-age pensioners should receive the same concession as is given to those pensioners. (Para. 194.)

The granting of a radio-fee concession to retired public servants is not favoured. (Para. 195.)

ORDERING OF BROADCASTS.

(12) There are satisfactory reasons for the differentiation between the A.B. Act and the National Security Regulations in regard to the exercise of authority to order broadcasts in cases of emergency. (Para. 199.)

CORRECT ENGLISH AND PRONUNCIATION.

(13) An influential approach should be made to radio script writers and radio actors, soliciting their co-operation in improving commercial station broadcasts in which incorrect English and parodies on Australian speech and character destroy much of the work of Australian teachers. (Para. 203.)

OVERSEAS SHORT-WAVE BROADCASTS.

(14) As the A.B.C.'s revenue is derived from listeners' licence-fees paid for the reception of programmes in Australia the cost of overseas broadcasts should be financed from a special appropriation, and section 35 of the A.B. Act should be amplified to make it clear that the Commission's self-supporting obligation refers to domestic broadcasting. (Para. 217.)

The primary function of the overseas service should be to project Australia's characteristics, achievements, aspirations and points of view into the consciousness of other peoples. (Para. 218.)

The question of arranging for commercial interests to be associated with the service should be deferred until the Commission has had experience of conducting the broadcasts as a national undertaking, serviced by a modern station of the magnitude required to make the voice of Australia effectively heard throughout the world. (Para. 218.)

The Commission's bona fides as a national independent authority should be preserved overseas, so that audiences abroad will be conscious of receiving news and other services which are not operated by a Government. (Para. 219.)

OBJECTIONABLE BROADCASTS.

(15) Parliament's wishes in regard to the elimination of indecent and other objectionable items from programmes have not been taken seriously by certain broadcasters. It remains to be seen whether the warnings which have been issued will have the salutary effect anticipated. (Paras 221 and 222.)

MEDICINE ADVERTISEMENTS AND MEDICAL TALKS.

(16) Regulations are not necessary at present in connexion with medicine advertisements and medical talks, in view of the censorship measures arranged by the Director-General of Health, whose powers should not be modified. (Paras 224 and 225.)

COMMITTEE'S POWERS AND FUNCTIONS.

(17) Comprising representatives of all parties, of all States and of both Houses, the Standing Committee is a democratic instrument which provides Parliament with its own medium to assist it in forming a judgment independent of the Minister, the Government and the broadcasting authorities. It establishes a means for unprejudiced discussion of broadcasting problems on behalf of Parliament in an atmosphere from which party barriers are substantially eliminated.

The Committee's activities are limited to matters which may be referred to it by the Minister or by resolution of either House or by request of the Commission or the Federation. In practice the Committee has been able to constitute itself a liaison between Parliament and the broadcasting authorities, but it is conceivable that at some future time certain factors might diminish its usefulness. In that event it may be found necessary to amend the Act to enable the Committee to function in the manner Parliament desires. (Paras. 226-239.)

When other amendments of the Act are being made, consideration might be given to the omission of sections 81 and 82, to avoid duplication of reporting and to allow the Committee discretion as to the method of keeping minutes of its proceedings. (Para. 240.)

RELIGIOUS BROADCASTS.

THE NATIONAL SERVICE.

The A.B.C. has not adopted a recommendation in the Gibson report in regard to religious broadcasts on Sundays, and the matter has been referred to us for consideration.

2. The recommendation was that there should be two broadcasts from the capital city stations at 11 a.m.—one interstate and the other local; also that there should be two broadcasts from the capital city stations at the recognized hour for Sunday evening devotions. The Gibson Committee expressed its views in these words:—

We agree that the number of Sunday services could be increased, although while our investigations were in progress the Commission introduced a national broadcast of a Sunday service at 9.30 a.m., which leaves the hours of later morning and evening services free for the broadcasting of local services. Some witnesses urge that 9.30 a.m. is too early an hour for listeners, or for the assembling of church choirs, and that 11 a.m. is a much more suitable hour for a national religious broadcast.

In Victoria, it has been customary for many years to have two religious broadcasts each Sunday over national stations at 11 a.m., and we have not heard any convincing argument against the extension of such an important arrangement to all States. Any question of providing an alternate entertainment programme at this generally recognized hour for religious observance is surely unworthy of consideration in the national broadcasting service of a Christian country. We recommend that the 9.30 a.m. experiment be abandoned and that the Victorian arrangement be reverted to and applied in all States.

We have received a very strong request from religious organizations in Western Australia that four services should be broadcast each Sunday, particularly as no Western Australian commercial station is giving religious broadcasts at present; and we consider that more religious facilities should be made available in that isolated State.

The principle underlying our recommendation in regard to religious broadcasts on Sunday morning also applies to Sunday evening services. We recommend that the A.B.C. broadcast a Sunday evening religious service over both national stations in each city at the recognized church hour for Sunday evening devotions, particularly as almost all the commercial stations are broadcasting entertainment at that hour.

3. The Commission's view is that not more than three broadcasts should be made from each capital city, one at 11 a.m., one at about 7 p.m., and one at another time not coinciding with either of these hours. It is not prepared to agree to the two national stations in the capital cities being used simultaneously for church broadcasts.

4. The Commission claims that its decision is actuated by regard for the desires of listeners, and that church authorities, with certain exceptions, have not responded to the requirements of broadcasting technique. It does not admit the right of churches to demand the times, frequency and even location of church broadcasts, and concludes with the observation that "should the principle be admitted in respect of churches, there is no logical reason why privately organized cultural, educative, or even political bodies should not claim similar privileges".

5. Before considering the extent to which the national service should be used for religious broadcasts on Sundays, it is necessary to agree or disagree with the Commission's attitude as to the place which religion holds or should hold in the life of the nation. Should it be given pride of place? Or should it be put on the same plane as the activities of "privately organized cultural, educative or even political bodies"?

6. Whatever differences of opinion there may have been on this question before the war, it is undeniable that in Australia and in other Allied countries, the world conflagration has awakened a wider recognition of the need for more extensive education in spiritual values, and that there is increasing support for the view that true education must have a spiritual basis and objective if stability of character and all those other qualities which make for good citizenship are to be developed in a nation which aspires to be truly great.

7. As a Christian country, Australia has not been lacking in its recognition of the supreme importance of spiritual values. Parliament itself, sensible of the obligation of leadership in putting first things first, commences every session of its deliberations with a prayer; and His Excellency the Governor-General, when issuing a Royal Commission on behalf of the King, invariably prefaces the document with the announcement that His Majesty rules "By the Grace of God".

8. With such examples on the part of constituted authority in giving a lead to the community as to the precedence which should be accorded to spiritual values, it seems to us logical to expect that those in control of the national broadcasting service should also give primary place to the principle involved, especially when it is borne in mind that the Parliament of a Christian country has entrusted them with leadership in the granting of facilities of tremendous educative influence on the national life.

9. By vocation and training, the church authorities are the logical exponents of Christian ideals, and if the principle of pre-eminence for spiritual values is accepted, then it becomes illogical to classify church broadcasts in the same category of importance as those other activities with which the Commission has drawn a comparison, as to times and frequency on Sunday, the one day of the week when it should be conceded that the churches have an indisputable claim to special consideration in a Christian community. For the comparatively short periods involved on this one day of

the week, we think it reasonable that the Commission should adjust its programmes to meet the convenience of the churches, for many of which it is impracticable to alter the long established custom of having their most important service at the recognized hour of 11 a.m. In our opinion, there is no more reason why the Commission should insist upon a change of this traditionally recognized time than to insist upon listeners altering their habits of life to listen to a symphony concert on a week day at, say, 9.30 a.m. instead of the recognized hour of 8 p.m. or thereabouts.

10. We agree with the A.B.C., however, that the church authorities should co-operate in meeting requirements from the broadcasting stand-point in its technical sense, that is, in the matter of acoustic treatment of portion of the church, when necessary.

11. After consultation with the various church leaders, we recommend—

- (1) There should be two morning and two evening broadcasts on Sundays;
- (2) The interstate morning broadcast should be at 11 o'clock, irrespective of the State from which it originates;
- (3) The second morning broadcast (that is, within the State) should be at 11 o'clock in New South Wales, Victoria and Tasmania; and at 9.30 in Queensland and South Australia.
- (4) The two evening broadcasts should be at about 7 o'clock (or about 4.30 where black-out or brownout conditions obtain), and at about 9.30, the latter hour being favoured by some church organizations for a close-of-the-day service.

(We are not in a position to express definite views as regards Western Australia at present.)

12. We would draw attention to part of paragraph 273 of the Gibson report which stated "there is much to support the contention of one witness that for most of the time—even on Sundays—religious persons find nothing to meet their interests".

13. We commend the thoughts we have expressed to the Commissioners' consideration, in the hope that they may see their way to modify their policy in the directions we have recommended.

THE COMMERCIAL SERVICE.

14. The Gibson Committee reached the conclusion that the attitude of many of the commercial stations to religious broadcasts left much to be desired, although it was recognized that credit was due for the facilities provided in many instances.

15. Our discussions with the Federation have elicited its acceptance of the opinion expressed in the Gibson report that "Christian teaching, both in its spiritual and moral aspects, is of great importance to national morale and national development".

16. It will be seen, however, from an appendix to this report that, of 96 stations from which replies to a questionnaire have been received, 50 have advised that they do not broadcast any religious services at all from churches, and eighteen have said that they only do so occasionally. It is much the same in regard to religious broadcasts from studios on Sundays. The attitude of the majority of the stations is regrettable, considering that they have been favoured with licences much sought after and have unique opportunities of rendering service of priceless value to the community.

17. The Federation agrees that it would be in the national interests if every person in the community were inspired with the qualities referred to in the following Australian Army Order:—

The personal qualities which demand a high standard of conduct at all times, and which inspire courage and self-sacrifice in a crisis, are by nature spiritual, not physical,

and these are essential to our nation during the war and the difficult years that must follow. To undermine these qualities by an excessive zeal for technical efficiency is as unsound as the reverse procedure. Hence, attendance at religious services should not be regarded as something interfering with training for war, but as a desirable adjunct to such training.

18. Nevertheless, somewhat inconsistently and incongruously, the Federation contends that there should be no more obligation to broadcast church services than race broadcasts. In explaining that it is the policy of some stations to take religious broadcasts, whilst others do not accept them, the Federation claims that, on the whole, the position is satisfactory "when the proportion of religious broadcasts is related to the percentage of church-goers in the population".

19. Such a claim, in our opinion, is not well-founded, as the broadcasts would not be primarily intended for people who attend a church, but for those who may be unable to do so through sickness or transport difficulties, as well as for those who, although they might not attend a church regularly or at all, might be sufficiently interested to listen and might derive benefit from doing so.

20. Considering that Parliament has given commercial stations a type of monopoly, the ideal policy would be voluntary acceptance of an obligation of leadership in providing facilities at the recognized hours for religious services, both for the benefit of regular church-goers who are prevented from attending, and also to assist in educating listeners who, through no fault of their own or for other reasons, have not had the same opportunities as others to appreciate the paramount importance of spiritual values in the individual and national life.

21. The lack of long-range vision of the national interest on the part of so many stations is most disappointing. With wiser counsel in management it would be realized that all listeners, in the absence of the counter attraction of entertainment (available to them every day and night of the rest of the week and for the major portion of Sunday), might be persuaded to divert their thoughts, for a comparatively short period on at least one day, to a plane of incomparably higher value to themselves and to the nation which we all aspire to build on enduring foundations.

22. So powerful is the influence of radio in winning or weakening recognition of the fact that the Christian conception of life, with all that it implies, is vital to the future welfare of Australia, that we have no hesitation in recommending it should be made compulsory for commercial stations to allocate, free of station time charge, the hour 11 a.m. to noon on Sundays for a religious session, arranged in conjunction with the church authorities of the particular locality. In the case of differences of opinion, the parties might seek the advice of the State Advisory Committee.

23. This requirement, failing compliance with which no other broadcast during the hour should be permitted except in a national emergency, should be expressly stipulated as one of the conditions under which existing licences may be renewed or new licences issued; and no station should avoid complying with it by closing down during the hour unless it has a valid reason for suspending its service.

24. As all licences are not renewed on the same date, and as it is desirable that the requirement should be applied to all stations simultaneously, a regulation should be issued (if there is no legal objection) prescribing the date from which the arrangement shall be adopted by existing licensees pending the renewal of their licences.

25. If there is any legal objection to such regulation, the Post Office should so arrange renewals of existing licences that a date can be fixed from which all subsequent renewals shall operate simultaneously under conditions including the requirement recommended.

RECORDINGS AND STUDIO PRODUCTIONS.

26. We are of the opinion that efforts should be made to avoid resort to artificial devices which tend to rob religious broadcasts of their realistic appeal, and we therefore recommend that all broadcasts of religious services, by both national and commercial stations, should, where possible, be made from the churches, as the practice of recording a church service either in the church for broadcasting at another time or arranging for a church service to be conducted in a studio for broadcasting, is probably less effective, in our opinion, than a direct transmission from the place of worship at the time the service actually takes place.

AUSTRALIAN MUSIC COMPOSERS AND ARTISTS.

27. When the Gibson Committee recommended that broadcasting stations should be required to devote 2½ per cent. of their music to works of Australian composers, produced from Australian-made records or by "live" artists, the Committee at the same time recommended that record manufacturers should be required to record a sufficient number of works to assist the stations to implement the proposal.

28. Legislative effect has been given to the first recommendation by Section 88 (2) of the A.B. Act. The second recommendation remains to be considered.

29. In our discussions with representatives of the Columbia and other record manufacturers, with A.P.R.A., with the A.B.C., and with the Federation, it has been most gratifying to observe a spirit of co-operation and enthusiasm for the objective. There is recognition in responsible quarters that Australia, despite its comparatively small population, is richly endowed with both composers and artists of high merit; and while much has been done to foster Australian creative and interpretative talent, it has been conceded that there is scope for much greater encouragement to both present and prospective composers and artists.

30. It would, of course, be quite a simple matter for the stations to comply with the Act by featuring any Australian composition, irrespective of its merit, or by a surfeit of repetition of the same items, but neither the A.B.C. nor the commercial stations have resorted to these expedients. Indeed, it would be against their interests to do so, in view of the complaints which would be received from listeners and the withdrawal of patronage from advertisers.

31. We have been assured that the A.B.C.'s policy has always been to help and encourage the Australian composer by every means at its disposal. One of its first efforts soon after the establishment of the national service was to hold an Australian composers' competition in 1933, when valuable money prizes were offered in the various sections and in both light and serious music, and performance of the prize-winning works was arranged. Other competitions were held in 1934 and 1938, and these were the means of bringing under notice the names of many young Australians who showed talent in composition. It was then felt that all talent discoverable in this way had been ascertained, and the Commission issued a general invitation to all composers to submit their works for consideration. The invitation has been repeated from time to time.

32. Of 1,150 compositions submitted during the last three years, 155 were found suitable for performance. However, submissions from the Guild of Australian Composers early in 1942 were of a higher general standard, and 114 out of the 170 received were accepted. It is possible that this improvement is partly due to the encouragement suggested in the Gibson report.

33. During the year ended 30th June, 1942, the percentage of music programme time devoted to Australian music in the national service was 1.165, and

in the commercial service 3.58. During October, 1942, the Commission's percentage rose to a little more than 3½. By that time the quota in the commercial service had increased to 5 per cent. It should be noted, however, that the Commission's figures did not include "theme" items (an expression used to designate brief musical accompaniment to a play, &c.), but those of the commercial service did include such items. In both cases, works of Australian composers abroad were included.

34. The Commission has endeavoured to maintain an acceptable balance between light and serious music. Nevertheless, having the ways and means at its disposal through its symphony orchestras, choruses, &c., and the best artists available, the A.B.C. has striven to stimulate an interest in the higher forms of composition by giving composers the opportunity of presenting their works to the public, in the hope that this policy might eventually lead to the development of an Australian "school" of composition which would take its place alongside the music of much older countries.

35. A promising proposal which has been in abeyance for a considerable time, and which was revived during the round-table discussions we arranged, has now been advanced to the stage of a decision by the Commission to co-operate with manufacturers in making the performances of its orchestras, &c., available for recording, and in agreeing to the commercial stations using the records, if desired, subject, of course, to settlement of terms under which the Commission would be compensated in some measure for its outlay. The interests of the musicians will be protected because they receive special fees when their performances are recorded. The Commission has also agreed that, in view of the limitations of the Australian market, initial attention should be given to the lighter type of music which would have a more popular appeal.

36. The Commission is to be commended for its attitude to this proposal, the development of which may have favorable results of a far-reaching character in relation to the purpose in view. Credit is also due to the Federation for sessions planned to discover Australian talent, as well as to A.P.R.A. and other interested parties for painstaking activities in the search of libraries and compilation of lists of Australian works for further consideration of their merit.

37. It is appropriate to refer to certain phases of the production of recordings, without which it would not be economically practicable for stations to provide the variety of programmes available to listeners. Several firms and some broadcasting stations make recordings exclusively for broadcasting. With care, these can be used about fifty times by the station, but they will not withstand the wear and tear of general use. Only one organization (the Columbia Company), in which competing interests were merged some time ago, is in a position to produce, on an economic basis, quantities of records processed in such a way as to be suitable for sale to the public as a commercial proposition.

38. This company has found it much cheaper to import, for about £1, a matrix of an overseas recording of proved popularity, from which bulk supplies can be manufactured, than to spend £50 in initiating a recording in Australia, necessitating the engagement of Australian artists in its studios. Thus an Australian composer, in Australia, has had little prospect of getting his work on the market, either through the medium of gramophone records or sheet music, unless he could convince the record manufacturer or the music publisher that his work would be a "hit". In the effort to do so, he has been confronted with the handicap

that it is necessary for the public to hear a composition many times before appraising its worth and before there would be any demand for copies. To create that demand, broadcasting is the most effective modern medium, but it would not be sufficient to induce the broadcasting stations to popularize the composition by means of the records specially produced for broadcasting only. The royalties accruing to the composer from the comparatively small use of these would be insignificant in relation to the returns from sales of marketable records or from sheet music to the public.

39. Hence the necessity for some means of inducing the manufacturer of marketable records to co-operate, if the Australian composer is to be given a fair chance of proving his worth in competition with overseas composers under the imported matrix practice, and if Australian artists are to be employed here in Australia to interpret the composition for the purpose of making the master record from which copies will be manufactured by Australian workmen for sale to both broadcasting stations and gramophone users.

40. Evidence is accumulating that this co-operation is not only being freely given at the present time, but that it will be maintained from now on. The need for it is demonstrated by a witness who produced a catalogue issued by the Columbia company, in which, out of 30,000 recordings, only 150 were Australian compositions. It has to be recognized, of course, that the record manufacturers and music publishers are not philanthropic institutions. They have to pay their way and cannot afford to take all the risk of outlay in production of records or sheet music of compositions of doubtful worth as commercial propositions from the point of view of sales to the public. At the same time, in Australia's national interests, it is necessary that there should be safeguards to ensure that competent Australians have reasonable opportunities against overseas competitors. These opportunities have not been adequately available to them under the practice hitherto prevailing, because overseas interests, having probably covered their production costs by sales in the country of origin, have been able to export to Australia at prices with which Australians cannot profitably compete.

41. It is interesting to observe that the adoption of means to maintain the quota of Australian music stipulated in Section 88 (2) of the A.B. Act has received an impetus under the conditions of war, by reason of restrictions on the importation of matrices of records of other countries. As a matter of fact, there is every indication that the quota is a modest one and that it will be substantially exceeded. In the circumstances, we recommend that the trend of development now in evidence in favour of Australian composers and the engagement of Australian artists should be allowed to continue without further legislative provision for the time being; and in order that Parliament may be kept informed of developments, we suggest that the Postmaster-General, in his annual report, should mention the extent to which the prescribed minimum quota of 2½ per cent. has been exceeded in both national and commercial broadcasting services.

42. Certain incidental principles require elucidation. Under Section 88, the records used to provide the minimum quota of Australian music must be Australian-made, and the question has been raised whether this means that they must be made in Australia in the sense of being recorded from actual performances by Australian artists in Australia, in addition to being made in Australia in the sense of being

processed in an Australian factory. If the Act were so interpreted, the following works would be excluded from the quota:—

- (a) Music by Australian composers recorded abroad, such as recordings by Peter Dawson of many of his own compositions, Australian Bush Songs, by W. G. James, and songs by Horace Gleeson; also Essie Ackland's recordings of songs by May Brahe. These are a few cases of recordings made overseas of compositions by composers who are Australian-born and are resident in this country. The list is capable of considerable extension.
- (b) Practically all recordings of Percy Grainger's music, these being by overseas artists and orchestras, made outside Australia.
- (c) Programmes of Australian music performed and recorded by the British Broadcasting Corporation.
- (d) Australian works, particularly orchestral items, which have sufficient merit to be worthy of recording overseas but which are not likely to be duplicated by recordings in Australia, on account of the comparatively high cost and small demand for copies.

43. While it is essential that the records of such works must be made (i.e. processed) in Australia, it would be anomalous and would penalize Australian composers if they were excluded from the quota on the ground that artists abroad, and not Australian artists in Australia, had rendered the interpretation from which the master record was made. There has been evidence that Australian composers in the past have been forced to go abroad to get their works on the market because of inability to arrange production in Australia. In the course of time it is to be hoped that this state of affairs will gradually disappear, particularly in view of the Commission's decision to allow processed records of its orchestral and other productions to be manufactured.

44. In the meantime, the interests of the Australian composers concerned should not be prejudiced, and we recommend that regulations be promulgated prescribing that such works may be included in the quota, and that these regulations be made operative as from 1st July, 1942 (the date the Act came into force), as it would be extremely difficult to devise a means of differentiating between Australian compositions recorded overseas and Australian compositions recorded in Australia in respect of the period from that date up to the date when a decision is reached on this report. In the interests of Australian artists, however, we recommend that, commencing from a date to be fixed, such differentiation should be indicated on the record labels for the guidance of broadcasting stations and that the latter be required to keep and supply to the Postmaster-General records of the extent to which they use the two classifications. This will enable the situation to be reviewed in the light of future events and appropriate action taken if it should transpire that the stations are using an undue proportion of overseas records of Australian works, to the detriment of the employment of Australian artists in Australia for the interpretation of such works.

45. Our discussions have shown that it is necessary to decide what are to be regarded as Australian compositions. We recommend that they be defined by regulation to mean—

- (a) Compositions by an Australian-born person irrespective of the place of domicile.

- (b) Compositions, written in Australia, by a British-born person who has been domiciled continuously in Australia for five years and remains so domiciled.
- (c) Compositions, written in Australia, by an alien-born person after the date of naturalization, if such person has been a naturalized British subject for five years and has been domiciled in Australia for five years after the date of naturalization and remains so domiciled.

46. We also recommend that the regulations should prescribe that the 2½ per cent. quota shall be on a per annum basis and that "theme" items shall be excluded from the quota.

47. In regard to the general question of engaging Australian authors, we have been informed that there are many people in Australia capable of writing worthwhile songs who are unable to get their compositions published and played because they have no particular influence with music publishers and radio stations. In order that any cause for complaint on this score may be removed, it has been suggested by the British Australian Programmes Company that a Committee comprising representatives of the A.B.C., the commercial stations, music publishers and recording companies be appointed to meet periodically to examine compositions submitted. We do not recommend adoption of this suggestion at present, as we have been assured that the Commission has an expert staff for this purpose and that decisions as to whether a work will be performed, irrespective of whether the composer is well-known or not, depend entirely on the merit of the composition.

48. An important suggestion comes from Dr. E. Bainton, Director of the New South Wales Conservatorium of Music, who, while agreeing that there are good composers in Australia, points out that there is nothing distinctively Australian about their music. His idea is that as an experiment the Commission could conduct competitions for short lyrical poems dealing with some aspect of Australian life. When the best of these had been selected, a further competition could be conducted for the purpose of having them set to music. Dr. Bainton thinks that this would provide an incentive to the young composers to do something quite new and original, distinctively Australian. He suggests that money prizes should not be given and that the reward should be actual performances of the best works, not once but several times, in order to create public demand for the works. We recommend that the A.B.C. adopt this experiment.

49. In order to encourage Australian composers of serious music and to assist the record manufacturers in the marketing of their productions, the A.B.C. has suggested the formation of gramophone societies whose members would guarantee to purchase copies of the records in the same way as subscribers guarantee to take seats at the Commission's celebrity concerts. We agree that this proposal has great possibilities, in view of the success of a similar move in Great Britain, and we recommend that the recording company be invited to adopt it in collaboration with the A.B.C.

50. The A.B.C. has also suggested that the Government might subsidize the income of promising composers on the lines of the Commonwealth Literary Fund. As the result of competitions to discover talent in the case of playwrights, the Commission itself provides promising writers with regular employment. We commend to the Commission's consideration the question of its adoption of a similar idea in connexion with music composers, rather than that the Government should provide subsidies at present.

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AUTHORS' PERFORMING RIGHT FEES.

51. The matter for decision is the following recommendation in the Gibson report:—

- (a) There should be one Australian fee payable by the A.B.C. and the Federation, shared in proportions to be determined;
- (b) The fee should be fixed by agreement;
- (c) If the parties are unable to agree, then the matter should be referred to an Arbitrator to be agreed upon by the parties;
- (d) If the parties are unable to agree upon an Arbitrator, then he should be appointed by the Governor-General in Council;
- (e) The terms of reference to the Arbitrator should stipulate—
 - (i) The fixing of a fee that is fair and equitable;
 - (ii) The settlement of the proportion of the fee to be paid by the A.B.C. and the commercial stations;
 - (iii) The period covered by the Award.

52. The recommendation was not acted upon because of doubts as to the validity of the legislation involved, and the matter has been referred to us for further consideration.

53. The recommendation provides, in effect, for compulsory arbitration. The A.B.C. contends that the present legislation, which provides for voluntary arbitration, is not adequate to the situation, because under it, A.P.R.A. need not agree to go to arbitration and if it accepts arbitration in principle it need not agree upon the arbitrator or as to the terms of reference, without agreement on which the arbitration cannot be held. The A.B.C. holds that there is prima facie evidence that the total rate of payment now being received by A.P.R.A. from both the national and commercial stations is far in excess of that paid to the copyright associations in other countries, notably Great Britain, Canada and New Zealand, after the relevant adjustments have been made as to audience, the number of items used and exchange.

54. A.P.R.A. disagrees with the Commission and is against compulsory arbitration, mainly because it would interfere with composers' rights to freedom of contract and because it might endanger the rights which Australian composers and authors would be able to assert in other parts of the Empire and in other countries. A.P.R.A. has an agreement with the Federation for five years, expiring in December, 1944. It has a clause to the effect that in the event of an Arbitrator giving an Award varying the present rates received by A.P.R.A. from the A.B.C., the agreement is terminable at six months' notice.

55. After studying the arguments tendered on behalf of the parties concerned, we concur in the recommendation in the Gibson report, and as we have evidence that powerful interests both here and abroad are opposed to compulsory arbitration, we give the reasons for our opinion in detail.

56. The original objective of copyright legislation was to protect the author from the unauthorized use of his works. There was no question of protecting the public from unreasonable demands by the author, who, as an individual in competition with other authors, had little chance of successfully stipulating excessive remuneration for the use of his works.

57. With the growth of broadcasting, authors and composers were faced with the problem of making separate contracts with a number of broadcasting stations. They were also confronted with the formidable task of checking the output of the stations to see whether their works were being used. The publication of sheet music for public performance in theatre or

concert hall was much easier to detect than broadcasting. These problems led to the binding together of authors and composers into Performing Right Societies, which became potential monopolies.

58. The need for an organization such as A.P.R.A. and the value of its services are not questioned. Nevertheless, it is in the nature of a monopoly. Its representative, while deprecating the description "super-monopoly", has described it as "an aggregation of monopolies" held by copyright owners. Such being the case, it is the duty of the State to provide means of properly safeguarding the community from possible exploitation.

59. At an international conference held in 1928, the claim of authors and composers to copyright protection in the field of broadcasting was admitted and provided for, but a group of participants, including the Australian representative, Sir Harrison Moore, contended, in effect, that the State, in conferring the benefits of copyright protection upon them in respect of broadcasting, should reserve to itself the prerogative of intervening on behalf of the public. Other delegates, in questioning the desirability of explicitly providing for such intervention, pointed out that the State, in granting rights, does not abridge public power to control abuses.

60. However, explicit provision was made in the conference agreement in the following terms:—

1. Authors of literary and artistic work shall enjoy the exclusive right of authorizing the communication of their works to the public by radiocommunication.

2. The national legislations of the countries of the Union may regulate the conditions under which the right mentioned in the preceding paragraph shall be exercised, but the effect of those conditions will be strictly limited to the countries which have put them in force. Such conditions shall not in any case prejudice the moral right (*droit moral*) of the author, nor the right which belongs to the author to obtain an equitable remuneration, which shall be fixed, failing agreement, by the competent authority.

61. We agree with the A.B.C.'s view that the words "remuneration, which shall be fixed, failing agreement, by the competent authority" contemplated the right of the State (as the "competent authority") to fix the remuneration, either in legislation or by the setting up of an authority (as has been arranged in Canada) to do so.

62. In 1929 (the year following the international agreement), the Select Committee of the British House of Commons, in reporting on the proposed Music Copyright Bill that year, said that while it recognized the need for an association of composers and music publishers, "such a super-monopoly can abuse its powers by refusing to grant licences upon reasonable terms . . . contrary to the public interest, and that it should be open to persons affected to obtain relief in respect of such abuse by appeal to arbitration or to some other tribunal".

63. The Committee, under the Chairmanship of Viscount Ullswater, which reported on the British Broadcasting Corporation in 1935, referring to the possibility of disagreement at a future date between the Performing Rights Society and the Corporation, said "If that contingency should arise, it would be right for the dispute to be settled by reference to an arbitration tribunal agreed upon by the parties, and the B.B.C. should endeavour to secure this; but if agreement as to arbitration cannot be reached, we recommend that the question should be decided by a tribunal set up by Parliament for the purpose".

64. In Australia the A.B.C., being a national instrumentality, feels bound to satisfy itself that the payments it makes to A.P.R.A. are reasonable. The Commission contends that there is a prima facie case for reduction of the payments. While anxious that

Australian composers should receive fair remuneration, it feels that Australian copyright fees paid in respect of compositions from overseas should not exceed the fees paid overseas.

65. We do not presume to adjudicate on the merits of the case. In the words of the Attorney-General (the Right Honorable H. V. Evatt), with whom we have conferred, A.P.R.A. "might get more than it is receiving now", as the result of arbitration proceedings. That would be a matter for the Arbitrator. What we are concerned with is the provision of a means for the A.B.C. to have its case tested by an independent authority. At present this is not possible because A.P.R.A. is not prepared to submit to voluntary arbitration the question of an Australian fee payable by the A.B.C. and the Federation on a shared basis to be determined by the Arbitrator.

66. In thus explaining our concurrence in the Gibson Committee's recommendation, we make no reflection on the activities of A.P.R.A., which of necessity demand a very large amount of detailed allocation to authors and to owners of copyright. On the contrary, as the result of our discussions and inspections, we are in complete agreement with the conclusion reached by Mr. Justice Owen, who, as a Royal Commissioner on performing rights, reported as follows in 1933:—

The evidence has satisfied the Commission that on the whole A.P.R.A. carries on its business on sound lines; is managed by capable and reasonable men; protects to the best of its ability the interests of the copyright owners it represents; accounts, as best it can, to those whose money it collects; and attempts to afford information to those who use or seek to use the music it claims to control.

67. We have had discussions with the Attorney-General in regard to the legislation required to give effect to the recommendation, and we are advised that, with the adoption of the Statute of Westminster, any doubts as to the validity of providing for compulsory arbitration have been removed. In the following extract from the monograph circulated when the Statute of Westminster Adoption Bill was under consideration, Dr. Evatt explained the position as follows:—

Another practical illustration of a restriction to which the Commonwealth is subject is the exercise of its power to legislate with respect to copyright. The Copyright Act of the United Kingdom does not of its own force apply to a self-governing dominion unless and until the legislature of the dominion declares the Act to be adopted, either without modifications or with modifications relating only to procedure and remedies or necessary to adapt the Act to the dominion. Unless, however, the dominion does so adopt the Act, or enacts legislation which His Majesty's Government is satisfied affords substantially identical protection to works of those portions of His Majesty's dominions to which the Act applies as the Act itself affords, the dominion would lose protection for its works in those portions of His Majesty's dominions. For reasons of convenience and necessity, the United Kingdom Act has been adopted by the Commonwealth. In the case of the *Gramophone Company Limited v. Leo Feist Incorporated* (41 C.L.R. 1), it was held that the United Kingdom Act, although voluntarily adopted by the Commonwealth, applied here not as Commonwealth legislation but as an Imperial act. It seems to follow from that decision that any Commonwealth legislation which is in any way repugnant to the act so adopted will, by reason of the Colonial Laws Validity Act, be invalid. I have recently discussed with the Joint Committee on Broadcasting the question whether there is any legal objection to the establishment of a proposal for compulsory fixation of fees for copyright or performing right in relation to broadcasting in Australia. In Canada, there is compulsory fixation of such fees. It may well be held that in Australia such a system of compulsory fixation, by compulsory arbitration or otherwise, would not be a mere modification or dealing merely with procedure and remedies. If Section 2 of the Statute of Westminster were in force here, no difficulty on this score could possibly arise, and I have so advised the Broadcasting Committee. No such difficulty exists in Canada, because the Statute of Westminster was applied there in 1931.

68. On the question whether the recommended legislation might lose for Australian subjects the reciprocal rights they now enjoy in Great Britain and other

parts of the British Empire, it has been suggested that if there is any legal doubt in the matter, the difficulty could be met by obtaining (a) a certificate under Section 25 (2) of the British Act, or (b) an Order-in-Council under Section 26 (3) of that Act.

69. Australia would cease to be a country to whose subjects would be extended the same treatment as regards copyright as was granted to British subjects in Great Britain and its possessions and the other dominions if Great Britain refused either to grant the certificate or to issue the Order-in-Council. But in that event Australia could likewise cease to grant to British subjects the protection which Australia at present accords to them. As pointed out by the A.B.C., Australia is an importing country as regards music, and British composers would have much to lose by forfeiting the protection Australia has afforded to British subjects; consequently it would be uneconomic and not in Great Britain's own interests to sever herself from Australia in reaction to legislation which Australia is entitled to pass and which experience has proved to be necessary for Australian conditions.

70. In the drafting of the legislation, no doubt the Attorney-General will take care of this reciprocity question so far as it affects the British Empire. In this connexion, it is of interest to note that legislation adopted in Canada some years ago for the purpose of setting up a tribunal for the compulsory fixing of fees has never been challenged.

71. In regard to the reciprocity aspect in relation to countries outside the British Empire, the position is governed by the international agreement of 1928. It is not thought possible that the legislation recommended would be contrary to that agreement because Article 11 (2) quoted in paragraph 60 of this report explicitly provides for State intervention of a compulsory nature failing agreement. Even if there were no such explicit provision, the provision would be implicit, as a country may always exercise control over rights which it confers. Canada has already implemented the provision in its legislation above referred to, and the British Committee, of which Viscount Ullswater was Chairman, has recommended action on similar lines in Great Britain when the necessity arises.

72. In the event of some country complaining that its nationals were at some disadvantage because Australia was alleged to have introduced legislation contrary to the 1928 agreement, and retaliating by withdrawing from Australian subjects the rights and remedies which would otherwise be accorded to them in common with the subjects of the foreign country, then such country would lose by the retaliation. We agree with the A.B.C. in its contention that not only would there be no justification for retaliation against Australia (because the recommended legislation is considered to be in accordance with the agreement), but also that there would be no retaliation in fact for two practical reasons: (i) An "importing" country such as Australia would have no complaint to make, as it has few subject writers and composers to protect in another country; (ii) an "exporting" country would not wish to expose its nationals to unrestricted pirating in another country by removing the restraints which prevent such pirating.

73. We recommend that legislation be introduced as soon as possible to give effect to the recommendation in the Gibson report. We also recommend that the introduction of this legislation should not be delayed for decisions on other amendments of copyright law which we understand have been under consideration for many years.

REGISTRATION AND FILING OF LISTS OF WORKS.

74. We have heard evidence on the question of compulsory registration and filing of lists of works on which performing right fees are claimed. The question arose out of discussions in regard to the legislation in operation in Canada, where the filing of lists of works in current use is compulsory.

75. Any such requirement would be very costly, would not serve a reasonably useful purpose, and would probably result either in diminution of the earnings of authors and composers or in increased expenditure by music users.

76. During the hearing, A.P.R.A. gave an undertaking that any member of the staff of the A.B.C. and of the Federation could view their records at any time to ascertain the works on which copyright is claimed. This arrangement is acceptable to the parties concerned, with the reservation that the matter should be reconsidered if some of the authors and composers were to break away from A.P.R.A. to form another Association. This situation has not arisen in Australia yet, but it has arisen in America.

77. Incidentally, we are informed that although 231,000 index cards have been filed at the copyright office in Canada in respect of musical works in current use, an average of only one music user each year has made a search.

78. We recommend that no legislation be introduced providing for compulsory registration and filing of lists at the present time.

PERFORMANCES FOR RELIGIOUS, EDUCATIONAL OR CHARITABLE OBJECTS.

79. During the discussions on the Canadian legislation, our attention was drawn to the law in that dominion that copyright fees are not payable for performances of musical works by a church, college or school, or by any religious, charitable or fraternal organization, provided such performances be given in furtherance of a religious, educational or charitable object.

80. A.P.R.A. is opposed to the introduction of a similar law in Australia. It points out that there are many entertainments of a non-commercial character for the conduct of which the normal outlay is made for the hiring of a hall, fees of musical performers, costs of catering, advertising, &c. A.P.R.A. feels that composers should not be singled out to make their property available free of charge, even though the performing fees would represent the smallest of any of the normal expenses.

81. We accept A.P.R.A.'s claim that of recent years it has always followed a policy of dealing generously with public entertainments given in support of religious, educational, benevolent and patriotic movements, a free licence being granted for the asking. In the case of church halls regularly used for musical entertainments promoted by church authorities, a licence is granted at an annual charge of 5s., which A.P.R.A. regards as a merely nominal recognition of the rights involved.

82. Unless the circumstances alter, we do not recommend adoption of the Canadian legislation on this question.

RECORD MANUFACTURERS' PERFORMING RIGHT FEES.

83. The question for decision is whether the legislation recommended in connexion with authors' performing rights should be extended to gramophone record manufacturers' performing rights.

84. In the Gibson report, decisions were quoted to show that the manufacturer of a record has a copyright in the record and that this right is distinct from

the right of the owner of the copyright in the music; which means in effect that in a recorded piece of music there are two copyrights, one belonging to the composer of the music or his assignee, and the other owned by the manufacturer of the record. In other words, the record-maker has the legal right to control the use of the record for public performance. However, the Gibson Committee was not altogether satisfied as to the position and recommended that the question be examined by the Attorney-General.

85. The matter has been referred to us for consideration in conjunction with the legislation proposed in relation to authors' performing rights.

86. We have had discussions with the Attorney-General, who advises that the legal position is perfectly clear—the record-maker has copyright in respect of the record, and copyright includes performing right.

87. There have been suggestions that the law should be amended to withdraw that right. We do not think that this would be equitable and cite the illustration which has been put before us—the case of an opera like *La Tosca*. We are informed that copyright in the musical work still subsists. The owner of that copyright, or his assignee, has the right to prevent others from performing *La Tosca* or any substantial portion of it in public as a musical work unless he is remunerated. But a manufacturer of records may, ten or twenty years ago, have paid a great singer like Caruso for the recording of one of the songs from *La Tosca*. The manufacturer has the right, not only to prevent other manufacturers from reproducing that Caruso record, but also has a copyright in respect of its public performance for which he must be compensated.

88. It is possible that another record manufacturer could have arranged for Caruso to sing the same song for a recording, but it seems reasonable to assume that the original record-maker would have made a contract to protect his interests from such duplication, for a period of time at any rate. It is inconceivable that he would pay a large fee to a great artist for a recording without such protection.

89. People buy records not merely because they want to hear a particular work, but because in many cases they want to hear a particular singer's interpretation of that work, and when it is performed in public, the creation in a sense is, to a substantial extent, the creation of the manufacturer of the record.

90. If the reward for the record-maker's enterprise were restricted to the proceeds of sale of copies of the record, he would not be compensated for the entertainment provided at his expense for public performance of the record. The situation is best illustrated by comparing a sheet of music and a record of the same song. One is a piece of paper not yet interpreted by an artist and the other in the illustration cited is Caruso's voice itself. Hence it has been said that to restrain the record-maker from claiming a fee for the public use of his record would be tantamount to an appropriation of property.

91. It should not be overlooked that the development of broadcasting has affected the sales of records and sheet music. Whereas formerly each home with a gramophone would have to provide its own repertoire of discs, nowadays a single disc purchased by a broadcasting station provides the same entertainment for hundreds of thousands of listeners simultaneously. Whilst it is true that the manufacturer receives some benefits from the broadcast of records, it is also true that the broadcasters obtain benefits, as in the absence of the records they would have to incur the expense of engaging artists, choruses and orchestras.

92. As the result of the evidence we have been instrumental in eliciting, the A.B.C. no longer holds the opinion that the law should be altered to prevent record-makers from claiming public performance fees, and we do not recommend any legislative action in that direction.

93. As a public utility organization, however, the A.B.C. is concerned with the provision of satisfactory means to determine what is a fair payment in the event of a dispute, and it suggests that there should be provision for compulsory arbitration covering a composite fee to be shared by both national and commercial stations, taking into account the payments to A.P.R.A., the advantage to the stations, the payments to the composer, and the advantages that accrue to the manufacturing company through the advertising of its records by broadcast performances.

94. As the type of record manufacture under discussion is a monopoly in this country, we agree that the interest of the public should be protected from possible exploitation, and we recommend that the same legislation as has been recommended in the Gibson report for authors' rights should be introduced for record manufacturers' performing rights, including the composite fee proposal; and that such legislation be included in the same bill.

95. Broadcasting at present involves approximately £86,000 per annum in performing right fees, comprising the following payments in round figures:—

From Stations.	To A.P.R.A.	To the Recording Company.	Total.
	£	£	£
In the national service ..	32,800	12,300	45,100
In the commercial service ..	31,700	9,000	40,700
Total	64,500	21,300	85,800

THE A.B.C. WEEKLY.

96. The history of the journal was narrated in the report of the Gibson Committee, which recommended that its publication should be continued, subject to review by the Standing Committee.

97. The report showed that the net expenditure incurred in publishing the journal during 1940-41 was about £32,800. Attention was also drawn to the disabilities experienced from uncertainty in regard to the journal's future, which prevented the Commission from obtaining improved advertising and distribution contracts. It was explained that the Commission had reduced the net running cost from £37,000 during the first six months to about £30,000 a year, and was considering proposals which would give a better production and result in a reduction of the annual expenditure by £10,000 to £15,000. The Gibson Committee reached the conclusion that some net expenditure was justified on account of the services provided by the journal and the fact that it is the main publicity and advertising medium of the national broadcasting system.

98. On the matter being referred to us, we heard evidence from the Commission, and as the result of our deliberations we passed the following resolution:—

The Committee appreciates the services rendered to listeners by the A.B.C. Journal. In view of the fact that the Commission has given the Committee information that it can effect savings to an extent of about £10,000 a year, and improve the journal and its format, and as a long-term contract is necessary to secure advertising, the Committee recommends that the Commission call for tenders to publish the journal for a further two years.

99. Tenders were accordingly invited for a two-year contract, and from the Commission's report on the offers received, we noted that the cost, which was then

approximately £23,300, would be reduced to about £18,800 under the Commission's recommendation for the acceptance of a tender.

100. We have recommended that publication of the journal should continue, but that before a contract is let, efforts should be made to secure from the prospective successful tenderer a guarantee that arrangements will be made for newsagents to display the journal not less conspicuously than other weekly publications, periodicals and magazines.

101. We summarize our views as follows:—

(a) The journal provides a service in giving listeners a means of deriving greater benefit from broadcasts, through the explanatory and supplementary information featured in its columns. It also provides a medium for putting important talks on record, enabling subscribers who did not have an opportunity of hearing them broadcast, to read them at their leisure.

(b) It is misleading to refer to the cost of the journal as a "loss". It would be more appropriate to describe the expenditure involved as a cost of rendering a service, in the same way as the expenditure associated with entertainment in the form of a play or a symphony concert produced by the Commission is the cost of providing the entertainment.

(c) In our opinion, it is not reasonable to suggest that the A.B.C. Weekly should be discontinued because of the shortage of newsprint, particularly as the Commission had the foresight to purchase considerable stocks of paper. We consider that the service it provides is not less valuable than the purpose for which certain other journals are circulated, and consequently in any rationing of supplies the Commission's publication should not receive less consideration than those with which it is comparable.

(d) The A.B.C. must have a medium for the advertising of its programmes, and discontinuance of the journal might involve the Commission in much higher expenditure than is contemplated under the new contract. As pointed out in paragraph 147 of the Gibson report, the Commission might be faced with an estimated cost of between £70,000 and £90,000 a year to advertise its programmes in the press; and although the newspapers thought £25,000 would cover that cost, even this comparatively low figure would be very much in excess of the reduced cost of £18,800 under the Commission's latest proposal.

102. The Postmaster-General has advised us that approval has been given for the acceptance of a tender.

POLITICAL BROADCASTS.

103. The questions for decision are whether the A.B.C.'s policy in regard to the provision of facilities at election times should be embodied in legislation, binding on both the national and commercial services; and whether any changes are necessary to ensure equitable charges for such facilities.

THE NATIONAL SERVICE.

104. The A.B.C.'s policy is as follows:—

(a) The A.B.C. recognizes parties already established in Parliament, but not aspiring parties which have not won representation in Parliament,

- (b) The facilities are the same for all parties so recognized.
- (c) The order of time is—
- (i) The Leader of the Government;
 - (ii) The Leader of the Opposition; and
 - (iii) Other recognized parties as arranged between themselves, or, failing agreement between them, by lot.
- (d) In the case of Federal elections, the following rules apply:—
- (i) The broadcasts by the leaders of the recognized parties or their nominees to open a campaign are nation-wide and must not exceed one hour each.
 - (ii) The said leaders or their nominees are each allowed an intermediate State-wide broadcast in each State, not exceeding 30 minutes, or, alternatively, two such broadcasts not exceeding 15 minutes each.
 - (iii) In addition, the said leaders or their nominees are each allowed one closing broadcast not exceeding 30 minutes.
- (e) In the case of State elections, the leaders of recognized parties or their nominees are each allowed a State-wide broadcast of one hour for their policy speech, and a State-wide broadcast of 30 minutes for a concluding address.

105. Under Section 89 of the A.B. Act, the Commission is empowered to continue or alter the practice at its discretion.

106. The A.B.C. has explained to us the circumstances which gave rise to its policy. There has been no difficulty in regard to the order of precedence of speakers or periods of time allowed. Recognition of parties has been the contentious issue.

107. Trouble first arose in 1934 when there were four parties with representation in Parliament. The Government of the day expressed the opinion that only two parties—the Government and Official Opposition—should be recognized, but the Commission decided to recognize the four parties which had won representation in Parliament (the United Australia Party, the United Country Party, the Labour Party and Mr. Beasley's group). There were other parties in the field, but they had not won representation in Parliament, and in accordance with its policy, the Commission declined to recognize them. With limitations on the time which could be allowed for political speeches, the Commission did not feel justified in giving broadcasting facilities to candidates who were trying to enter Parliament but had not yet convinced the community that they were acceptable as legislators. Furthermore, if facilities were given to such candidates, complications would arise in the case of independents, as it would be a contradiction in terms to regard independents as a party.

108. One of the four recognized parties was small, and demands were made to have the Commission declare how low the strength of a party should fall before it would lose the right of recognition. The Commission adopted the attitude that such a matter could only be considered by taking into account all of the circumstances, including what the party was and what it stood for.

109. The Commission has expressed the opinion that if its responsibility for determining the policy be withdrawn, it would be preferable to prescribe the principles by regulation rather than by legislation, so that the policy could be readily altered if experience showed a change to be desirable.

110. The objection to this procedure, however, is that the Government of the day could alter the regulations almost over night. For this reason we think the regulation idea should be discarded, so far as the national service is concerned. In this connection it should be noted that even if it were decided to deal with the matter by regulation, an amendment of the Broadcasting Act would appear to be required, because under section 89, permissive power to decide the policy is vested in the Commission.

111. If the policy were embodied in legislation and if, say, half a dozen persons pledged to a policy of violence and hostility to our democratic methods of Government succeeded at an election and established a party in Parliament, then the Commission would be legally bound to recognize such a party and give it broadcasting facilities at the succeeding election.

112. There would then be the seriously anomalous situation in which a democratic country would be allowing its national broadcasting system to be used to disseminate subversive and revolutionary propaganda.

113. In the circumstances, we do not consider it desirable to embody the policy in legislation at present. In our opinion, the Commission has dealt with the issue wisely in the past, and our recommendation is that it should be allowed to continue to exercise its discretion until experience in connexion with the next or succeeding elections may show it to be desirable that the matter should be referred to the Standing Committee for further consideration.

114. The question of equitable payments for political broadcasts in the national service does not arise, as the facilities are not charged for.

THE COMMERCIAL SERVICE.

115. The Federation has admitted that under the regulations in force before the Gibson report, it was possible for one party to buy up all the time available for political broadcasts. We are assured that this is not possible under the new regulations since enacted under the A.B. Act, which has operated from 1st July, 1942. These regulations give a station the right to refuse to sell time for political broadcasts only if it is the policy of the station not to take political broadcasts at all. If a station takes political broadcasts from one party, then it must take them from the other parties if asked to do so. Of course, one party might be prepared to spend more than another. For instance, if one were willing to spend £100 and another £1,000, naturally the one that spends £1,000 would get more time on the air than the other. But both parties would receive equal opportunity.

116. The opinion has been expressed on behalf of the Federation that there would be no objection to commercial stations being forced to provide for political broadcasts in connexion with elections. We agree that the stations should be compelled to do so, in order that electors may have the benefit of modern facilities for reaching conclusions on such important occasions. As there can be no compulsion unless it is prescribed by law, we invited the Federation to suggest the terms in which appropriate regulations might be expressed. The Federation replied that it would much prefer the Standing Committee to do this, in view of the problem of recognition of parties.

117. We recommend that regulations be promulgated to provide for commercial stations—

- (a) To observe the same policy as may be adopted by the A.B.C. according to the circumstances prevailing at the time, in regard to the recognition of parties.

(b) To sell time, at the card rates in operation not less than three months before the election, to any such recognized party or individual desiring to broadcast on behalf of such party, provided that—

- (i) The card rates for political broadcasts shall not exceed those charged by the station concerned for talks of other types;
- (ii) Equal opportunity shall be afforded to all such recognized parties at the outset;
- (iii) The broadcast shall be preceded by an announcement of the name of the party on whose behalf it is made;
- (iv) The Federation shall supply to the Postmaster-General's Department a copy of the rate card for each station, and any alterations to it from time to time, so that it may be available for inspection on application and so that the Department may institute any check found to be desirable.

NATIONAL BROADCASTING ACCOUNTS.

118. The matters for consideration are—

- (a) Whether the A.B.C. should present a budget;
- (b) Differentiation between broadcasting and other wireless expenditure in Post Office accounts;
- (c) The supply of more detail in the A.B.C.'s accounts;
- (d) The submission of a composite statement of the accounts of the A.B.C. and the Post Office in relation to broadcasting.

BUDGETS OF PROGRAMME EXPENDITURE.

119. The suggestion that the Commission should submit a budget of its contemplated expenditure year by year for the consideration of Parliament on the same principle as applies to Commonwealth Departments, was originally advocated by Mr. Jolly, M.H.R.

120. The Commission does not favour the proposal because of practical difficulties, a desire to be able to amend its plans as frequently as circumstances may require, and a reluctance to disclose its intentions to its competitors in the commercial service.

121. After consultation with the Secretary to the Treasury, we are inclined to think that the difficulties envisaged by the A.B.C. could be overcome if it were otherwise desirable that the Commission should present a budget.

122. However, our belief that the proposal is inherently wrong in principle has been confirmed by the opinion of Professor Bland, Professor of Public Administration, Sydney University, who points out that it would be in conflict with the Commission's status under Act of Parliament as an independent body. We do not recommend the amended legislation which would be required to adopt the suggestion.

TECHNICAL SERVICE ACCOUNTS.

123. The annual profit and loss account for the Wireless Branch of the Postmaster-General's Department has not been prepared in a form to enable the result in respect of broadcasting, as distinct from other wireless activities, to be segregated. The adoption of altered procedure to enable this to be done was advocated in the Gibson report and we have been assured by the Post Office representatives that, commencing with the accounts for 1941-42, this desirable change will be introduced.

PROGRAMME ACCOUNTS.

124. The form in which the A.B.C. is required to prepare its annual statement of income and expenditure is prescribed in regulations which operated from 1st July, 1942. Mr. Jolly suggests that the item designated "other expenses", which rose from approximately £17,000 in one year to £60,000 in the next, should be appropriately subdivided. We agree and recommend that the regulations be amended to require the figure to be itemized under main headings so that the statement may be more informative to Parliament.

COMPOSITE PROGRAMME AND TECHNICAL SERVICE ACCOUNTS.

125. We are impressed with Mr. Jolly's suggestion that Parliament should be supplied, each year, with a comprehensive statement of revenue and expenditure on broadcasting, covering the cost of programmes as well as the associated technical services, also the surplus, separately and in aggregate figures.

126. At present the two authorities concerned, the Post Office and the A.B.C., present separate accounts for the same period, but at different times. What Mr. Jolly advocates, and we agree with him, is the presentation of a third statement combining the broadcasting operations of both authorities, so that Parliament may readily visualize the position at a glance.

127. The Commission has suggested that the Auditor-General should prepare the combined statement and publish it in his annual report, but the generally recognized function of an auditor is to check statements of accounts, not to prepare them. As the Postmaster-General is the Minister administering the Broadcasting Act, which covers both technical and programme operations, we recommend the institution of procedure whereby the A.B.C. shall supply the Postmaster-General with its statement of accounts in advance of the presentation of its annual report to Parliament, so that he may arrange for the Post Office to prepare the combined statement. The statement should be signed jointly by responsible officials of the A.B.C. and the Post Office, or, alternatively, it could be signed by the Post Office official with a footnote showing that the figures in respect of the A.B.C.'s activities were supplied by the Commission. In either case, the statement should be examined by the Auditor-General who should append an appropriate certificate. The statement should then be presented to Parliament by the Minister.

COMMERCIAL STATIONS' ACCOUNTS AND CONTRIBUTION TO RADIO RESEARCH.

128. Following upon the recommendation of the Gibson Committee, provision was made in Section 67 of the A.B. Act for the commercial stations to furnish annual balance-sheets and profit and loss accounts in conformity with a prescribed form.

129. In accordance with another recommendation of that Committee, provision was made in Section 4 of the *Commercial Broadcasting Stations Licence Fees Act 1942*, for each such station to pay (in addition to the ordinary licence-fee of £25 per annum) one half of 1 per cent. of its gross earnings in any year in which its operations result in a profit.

130. The form prescribed for the balance-sheet, &c., was acceptable to the Federation, but a difficulty arose in regard to the interpretation of "gross earnings".

131. The Federation holds that moneys expended on behalf of, and subsequently collected from, advertisers should be excluded from gross earnings, which, for the purpose of assessing licence-fees, should be regarded as meaning gross advertising revenue; in other words "revenue from the sale of station time".

132. The Post Office has pointed out that if the Federation's view were accepted, a tendency might develop to make sponsors of programmes pay for the salary of the announcers during the broadcasting of their particular sessions, and that on the same line of reasoning it could be held that the cost of records and trunk lines should be deducted, until ultimately a position might arise when only the net profit would be shown as revenue, for the purpose of computing the half per cent. payment.

133. This would mean that instead of a £5,000 contribution to research which the Gibson Committee, in paragraph 403 of its report, estimated would be derived from this source, the amount would be reduced to a sum in the vicinity of £500.

134. In the circumstances we do not recommend that the Federation's view should be accepted. We agree, however, that in order to avoid the duplication of payments which would be involved under a literal interpretation of gross earnings, the stations should not be required to include any moneys received in respect of the operation of another station.

135. Thus in any case where a licensee receives such moneys, as for instance, in connexion with network broadcasts, he should include the gross earnings in his accounts, but deduct the portion due to other stations.

136. We recommend that the Minister should arrange for the Post Office to use the sum secured by the levy of one-half per cent. of the gross earnings of commercial stations on research which is to benefit broadcasting.

STUDIOS AND ADMINISTRATIVE OFFICES FOR THE NATIONAL SERVICE.

137. The matter for consideration is the A.B.C.'s building programme of studios and administrative offices.

138. The proposals were ready for consideration in 1938. The programme was to be spread over a period of five or six years, starting at Sydney and Melbourne and taking the other capital cities in turn. With the resources it had accumulated, the Commission was in a position to commence construction, but it needed the assurance that the Treasury would arrange advances at the appropriate time for about half of the expenditure. The Treasurer of the day was not prepared to agree to this and criticized the rate of expenditure which the Commission was incurring on its programmes.

139. We ascertained that the Treasurer of the day felt that he could not undertake to bind the Treasury to provide money to meet commitments for two or three years ahead when he knew he might be liable for much larger defence commitments.

140. The Treasurer's right to refuse advances is not questioned, but there is room for doubt whether it was proper to associate with that refusal critical comment on the Commission's expenditure on programmes, as such an intrusion on administrative responsibility does not appear to be reconcilable with the Commission's independence.

141. It is difficult to conceive of Ministers accepting with equanimity a state of affairs in which the Treasurer would take it upon himself to criticize the administration of their activities in declining to grant an application for an advance to meet some requirement or other. If, as we surmise, Ministers would resent such an encroachment on their responsibility, then it would have to be conceded that there is greater cause for resentment in the case of a statutory body, such as the A.B.C. to which Parliament has given wide powers to make it independent of the kind of political control which is imposed on the activities of ordinary Government departments. Further reference to this aspect is made in a separate section of this report dealing with a suggestion that the A.B.C. should be required to submit to Parliament a budget of its contemplated expenditure year by year.

142. As a result of the attitude of past Treasurers, the Commission is placed at a disadvantage in comparison with certain commercial stations. The restrictions to which it has been subjected have not been imposed in the development of the commercial service. To cite one of several recent cases, modern studios and offices were provided by Denison Estates Pty. Ltd. for the Macquarie Broadcasting Network and for Station 2GB (which is owned by the Denison Estate) at a cost of £67,000, to which has to be added £14,000 involved under contracts let by the broadcasting management for equipment and furnishings, making a total of £81,000.

143. We are agreed that it would be a mistaken policy and would be unfair to present day listeners to force the Commission to withhold development of its programmes in order to be able to finance all its capital expenditure out of its share of the fees.

144. The building of new studios and administrative offices is out of the question under war conditions, but when the Commission seeks authority for the financing of its building programme in the post-war period, we recommend that the application should receive favorable consideration, in order that the disabilities under which the Commission is functioning may be remedied with the least possible delay, and in order that listeners, in consideration of the fees they pay, may derive the benefit of the high quality of production which should be expected in a nationally-owned service.

145. In regard to the plans of the structures, it is the Commission's intention to make certain revisions to secure the benefit of such improvements in studio design as may have been evolved by the time financial and other circumstances permit of the programme being commenced.

146. In the meantime, steps have been taken to select a site for the building to be erected at Canberra, where the Commission's head office is to be located in accordance with Section 7 of the A.B. Act.

147. Pending the transfer of the head office to Canberra, we have looked into the question of the establishment of a secretariat of the Commission in the Federal Capital. The Commission's view is that any advantage which might accrue would be more than offset by extra staff charges and by the cost of duplicating records, &c. There has been no appreciable delay in supplying information or in answering questions in Parliament in the absence of a secretariat. Moreover, the position in regard to accommodation at Canberra is very acute and it is not practicable to erect a building there at the present time. We recommend that this question remain in abeyance for the time being.

148. In revising the plans for the Hobart structure, we suggest that the Minister confer with the Commission on the possibility of erecting a building which would meet certain pressing needs together with those of the A.B.C.

149. During the discussions on this subject the Commission contended that there was an anomaly in Section 20 of the A.B. Act, in that under its provisions the Commission has to obtain the Minister's approval to acquire or sell property if the amount exceeds £5,000.

150. We are not satisfied that any change is necessary, in the absence of evidence that the Commission has been seriously inconvenienced in having to submit to the requirement, one advantage of which is that it enables the Minister to ensure that advice in major proposals is sought from the Department of the Interior, where there are experts who specialize in property transactions on behalf of all Commonwealth activities.

151. We recognize that, if the Act were amended, the Commission could still consult the experts of the Department of the Interior. But the Commission might decide not to do so. An example of what might happen, if the restriction under Section 20 were withdrawn, is afforded by the Commission's attitude to the recommendation of the Gibson Committee that it should make use of the services of the Crown Law Officers instead of incurring the expense of engaging private legal practitioners. The Commission has not adopted that recommendation. It prefers to have a free hand to engage outside service as it thinks fit. Under the existing law the Commission has power to do so. As to whether the law should be amended, we refrain from making any recommendation as the matter is outside our terms of reference. We merely draw attention to the position as an illustration of what might occur if the existing law in relation to building and property transactions were altered.

152. In the circumstances, we do not recommend any change in the provisions of Section 20 of the Act at present.

FUNDS FOR TECHNICAL DEVELOPMENT OF THE NATIONAL SERVICE.

153. The Commission system of control of programmes for the national broadcasting service, with the Post Office in charge of the technical requirements, has been in operation for ten years. Its development has necessarily been gradual, but there is still a large number of stations to be erected under the plan formulated by the Post Office. These stations, eighteen in number, are listed in Appendix 10 of the Gibson report, and the estimated cost, including buildings, is £274,000.

154. In all probability the majority of these stations would long since have been erected and in operation if provision had been made for the expenditure.

155. Although the Post Office initially allocates apportionments of the capital expenditure which the Government of the day proposes to Parliament, we are satisfied that the Department cannot fairly be held responsible for the delay. With limitations imposed on the total amount to be made available year by year, it is confronted with the difficult task of weighing the claims of the postal, telephone, telegraph and broadcasting services to priority within the resources at its disposal. All have to suffer to some extent, with the result that, in the case of broadcasting, large numbers of listeners are prevented from getting the benefit of the programmes for which they are paying, and the Commission is compelled to use commercial stations for disseminating its news service to the public.

156. Owing to man-power problems and difficulties in allocating technical material for other than war purposes, there appears to be little prospect of any of the outstanding stations being erected whilst hostilities last, and our inquiries have therefore been directed to exploring the possibility of some change in the method of financial control being acceptable during the post-war period to ensure that the establishment of a justifiable network of regional stations shall not be retarded longer than necessary.

157. One suggestion is that the Commission should be consulted before reductions are made in Post Office programmes to bring them within the total permissible expenditure proposed by the Government, but we do not see how this would serve a useful purpose, because the Commission would not be in a position to express an informed opinion on the relative urgency of postal, telegraph and telephone works. Such consultation might be advantageous if the Commission were prepared to make portion of its surplus available towards the cost of the regional stations, but the Commission

itself is confronted with the necessity for accumulating reserves for its own building programme of studios and administrative offices, for the financing of which it has already encountered difficulties with the Treasury.

158. Another suggestion is that broadcasting should be under a separate Minister to facilitate independent advocacy of the case for additional regional stations when annual budgets are being prepared, but this would appear to involve transfer of technical control of broadcasting from the Post Office to the A.B.C.—a course which we do not favour for the cogent reasons set out in the Gibson report.

159. A third suggestion is that the Treasurer should consult the Parliamentary Standing Committee on Broadcasting before proposing to withhold the funds required. This would be a substantial undertaking, because if the Committee's conclusions were to be well founded, it would have to make a minute study of the claims of every major proposal in the Post Office works programme for priority over broadcasting stations. Not only would this be an intrusion by the Committee into the field of administration, but it would delay the presentation of the budget until completion of prolonged investigations.

160. In Canada, New Zealand and South Africa, the broadcasting organizations have the whole of the listeners' licence-fees at their disposal. In Great Britain, all the licence-fee revenue goes to the British Broadcasting Corporation, with the exception of percentages held by the Post Office and the Treasury, which reduces its percentage when necessary, to enable the Corporation to meet its needs. We have had consultations with the Secretary to the Treasury on this question, but he prefers the present system under which the Post Office proportion of the licence-fees loses its identity when paid into the Consolidated Revenue. Nevertheless, we are convinced that the present method of financing the development of the national service is unsatisfactory, and we recommend that a conference of representatives of the Treasury, the Post Office, and the Commission be convened with the object of formulating a scheme of apportionment of licence-fees similar to that in operation in Great Britain, but subject to modifications to meet Australian requirements. The Ullswater Committee, which investigated broadcasting in the United Kingdom, reached the conclusion that after deduction of the cost of collecting listeners' fees, the share of the remaining net revenue to be allocated for both programme and technical requirements should be not less than 75 per cent. of current receipts; that the balance should be regarded as potentially available for the needs of broadcasting; and that only after all broadcasting requirements had been met should any surplus be retained by the Treasury. The Committee expressed itself in these words: "We do not think it defensible that the Exchequer should retain any part of the net revenue collected from listeners unless the Corporation has first received an income thoroughly adequate to ensure full and efficient maintenance and development of the service."

161. We are in general accord with that principle, and in recommending its application in Australia we have not overlooked the estimate given to the Gibson Committee that when the programme of stations is completed there will be an annual loss in the Post Office of £25,000 under its share of 10s. per licence (since reduced to 9s.). That estimate, however, was computed a considerable time before the outbreak of war with Japan, and was based on an estimated number of 1,500,000 licences. The march of events and the dangers that lie ahead have awakened widespread recognition in Australia of the need for a progressive policy on population, and we therefore hope that by the time it becomes possible to complete the programme

of regional stations after the war, the number of licences will be considerably in excess of 1,500,000. Any loss could be adjusted by an amendment of the Act to provide for the re-apportionment of the sharing basis of the licence-fee between the Post Office and the A.B.C. after deduction of the amount to be held by the Treasury as a result of the decision on the deliberations of the conference recommended. It should be noted that the estimated loss would be converted into a surplus if the cost of international broadcasts were charged to a special appropriation, as a sum of £86,000 was allowed for them in arriving at the deficit of £25,000. The financing of these broadcasts is the subject of a separate recommendation in this report.

162. The number of licences of all categories, including those of blind persons (free), pensioners and schools (half rate), is at present, in round figures, 1,367,000. Those paying the full fees number 1,332,000, which is 392,000 more than the number five years ago, and represents an increase of over 40 per cent. during that period.

163. We recommend a slight alteration in the form in which the relative section of the Estimates is presented to Parliament. On page 316 of the Estimates for 1942-43, the provision of £2,800,000 for capital expenditure on behalf of the Post Office is itemized as follows:—

Division No. 22.

	£
1. Telephone exchange services	1,329,000
2. Trunk line services	816,000
3. Telegraph and miscellaneous services	67,000
4. National broadcasting service	37,999
5. Buildings, works, sites, fittings and furniture	500,000
6. Subscription to share capital Amalgamated Wireless (A'asia) Ltd.	50,001
Total: Postmaster-General's Department	2,800,000

164. We have ascertained that item 5 includes £9,935 for broadcasting station buildings, &c. We think it preferable for item 5 to be subdivided as follows:—

	£	£
5. Buildings, &c.—		
(a) Postal, telegraph and telephone	490,065	
(b) Broadcasting	9,935	
		<u>500,000</u>

165. This would enable Members to see the total provision made for the national broadcasting service, namely, £37,999 under item 4 (which, we are informed, covers equipment for stations and studios) plus £9,935 under item 5 for buildings, &c. We recommend that the provision for buildings, &c., be subdivided in this way in future estimates. The Post Office has no objection to the alteration.

CORRELATION OF PROGRAMMES.

166. The correlation of programmes is a very difficult problem. To achieve it, both the A.B.C. and the commercial stations would have to accommodate themselves to a settled scheme of timing for the different classes of items.

167. The A.B.C. favours correlation on the ground that it would be in the interests of listeners and would avoid much economic waste. Nevertheless, the Commission points out that it would adversely affect the finances of the commercial stations, in that they could not force an advertiser to accept a particular type of session at a time which would not be acceptable to him. Against this contention, however, there is the consideration that broadcasting is generally recognized to be such a highly effective publicity medium that advertisers might not be disposed to forgo any available opportunity to use it under any method of planning programmes.

168. The A.B.C. correlates the programmes of its own services, but it does not care to offer any suggestions affecting the national and commercial stations jointly.

169. The Federation is of the opinion that correlation cannot be accomplished without nationalization of broadcasting. It considers that the subject can be dismissed as impracticable and undesirable, except to the extent automatically resulting from the experience that it is rarely possible for competing stations to secure advertising contracts for features of the same type at the same time unless they are of outstanding merit.

170. The question trends on rationalization of the broadcasting services, particularly in view of the reduced advertising revenue available to the commercial stations in consequence of rationing and other circumstances associated with the disturbed conditions now prevailing.

171. In these difficult times the community is being called upon to submit to increasingly austere restrictions in clothing, food, sport and other amenities normally available. By universal consent, surfeit of these things is indefensible. As to whether there is a surfeit of broadcasting in Australia, an experienced authority, in giving evidence to the Gibson Committee, pointed out that England only had twelve stations to serve a population of 45,000,000, while Australia had no fewer than 125 stations for only 7,000,000; and that we were getting 450,000 hours of broadcasting for our population of 7,000,000 as against only 120,000 hours for England's 45,000,000 people. More significant still, he went on—in England there was only one station for every 3,500,000 and in America one station for 127,000, but in Australia there was a station for every 56,000. Drawing an inference from these figures, the witness remarked—

With such a multiplicity of stations, you can tune in from one programme to another. That tends to make us blasé, with the result that we more or less do not realize the importance of some programmes. In England, where there are only two services to which you may listen, you become radio conscious, and listen much more thoroughly to their programmes than is the case in Australia.

172. With austerity the desideratum in our habits of life under existing conditions, an accusation that we are continuing to provide luxurious facilities tending to make us blasé calls for investigation. Comparative population densities, grade of service, and reception of programmes from adjoining countries are factors which should, of course, be taken into consideration in connexion with the criticism; but "enormous" is the description which has been applied by the Federation to the alternative programmes which are available in an Australian capital city with two national stations and several commercial stations. The Federation agrees that "the Australian public is probably better served with a variety of programmes than listeners in any other country". At the same time it must be remembered that Australia is a continent of nearly 3,000,000 square miles, and that many more stations are required to serve even the settled areas than are necessary in the comparatively small British Isles.

173. On the question of rationalization, the A.B.C. invites a comparison of broadcasting with cinema and theatre entertainment. The Commission says—

The Government has made no attempt so far to rationalize the motion picture industry. The same number of theatres are still open, and they show the same number of programmes as ever, notwithstanding the fact that they are responsible for a condition of affairs which the Government regards as undesirable. They attract large numbers of people to the city and congregate them in theatres—they make a drain on transport, particularly late at night; they create a heavy demand on restaurants, because people stay in town for dinner, and go for supper afterwards. Thus, they make demands on man-power. On the other hand, radio caters for people who sit quietly at home in the evenings, and who are able to obtain entertainment even if the lights are turned

out. One would have thought that before the pruning knife was applied to radio, something would be done about picture theatres and even legitimate theatres. However, if the Government considers that pictures are more important than radio, and says that we must accept a cut of £100,000 or £200,000, we shall endeavour to work out a method of doing so.

174. The Federation shares the opinion of the A.B.C. and has informed us that the questions of man-power, advertising revenue and the number of stations to be retained in the broadcasting service, are being discussed by the Federation with the Minister for Labour and National Service, the Treasurer, and the Minister for War Organization of Industry.

175. We agree with the claim that rationalization of broadcasting entertainment should not precede similar action in connexion with theatres. The staggering of operating hours would no doubt be involved, and it would therefore be premature to proceed with any attempt at correlation of programmes until the Government is in a position to announce its intentions on rationalization. If war developments force the issue by bringing into greater prominence the economic waste aspect to which the A.B.C. has referred, we recommend that consideration be given to the appointment of a competent programme co-ordinator empowered to deal with both the rationalization and correlation questions in conjunction with each other, and in relation to national security needs.

POWER, FREQUENCIES, AND LICENCES FOR COMMERCIAL STATIONS.

176. Requests having been made on behalf of commercial stations for increased operating power and for the allotment of additional radio channels, it is necessary to recall the fundamental principle upon which Australian broadcasting was planned some fourteen years ago.

177. In 1928, when the Government of the day reached decisions on the policy to be pursued, the plan which was adopted envisaged two systems—one (the national service) to be a completely co-ordinated public utility, which would be financed by a direct charge to those who elected to become listeners to broadcasting, and in which the component parts, such as studios, programme lines and emitting stations, were to be so related that at least one daily programme could be usefully heard by at least 90 per cent. of the people; and the other system (the commercial service) to be an assemblage of individually operated units provided by private enterprise, which would be financed by an indirect charge on all people by virtue of the broadcast advertising loading contained in the price paid for the goods they buy, and in which the component parts were to give a broadcasting service essentially local in character.

178. As pointed out by the Post Office, any claim on the part of the commercial system for parity of treatment with the national system in the matter of operating power and choice of radio channels is untenable, as each system has a distinct sphere. If commercial stations were required to duplicate the kind of service provided by national stations in some very sparsely populated areas, they would be financially embarrassed. There are cases where the annual costs of the plant in a national station (i.e. excluding programme costs) are over five times the total revenue drawn from the area served. Because such a station is a unit in a co-ordinated system, the losses are compensated by surpluses in densely populated areas.

179. The public in general finds it difficult to appreciate the meaning of the technical terms describing the radiation strengths of competing broadcasting stations; indeed no compact word or phrase can do so. It is therefore not surprising that the public and prospective advertisers have been encouraged to believe, quite wrongly in the opinion of the Post Office, that a station

of, say, 1,000 watts must surely be more effective than one of 500 watts. The result is that the quoting of numbers of watts of power has become a matter of competitive publicity rather than a figure determined upon technical grounds. Large power does not necessarily mean large area, but only stronger reception in a certain area. In a given set of circumstances the power of a station would have to be raised at least four times before a listener could notice an improvement in reception. Any individual increases would usually result in the imposition of serious handicaps on other stations, and where the use of radio channels is shared the situation would become intolerable.

180. Increased power also involves higher cost of running the service, which, in the case of commercial stations, if passed on to the advertiser, would mean higher prices of commodities, as the advertiser in turn would no doubt pass his extra advertising cost to the consumer. For this reason, and bearing in mind that commercial stations are in keen competition for advertising contracts and that the number of watts is exploited as an argument to gain business, it is generally desirable that claims for increased power should be resisted, as it is one of the functions of authorities administering public utilities to find by careful experiment those levels of service that will reasonably maintain general satisfaction at the least cost to all concerned. Moreover, there would be practical difficulties in arranging increased power at the present time on account of war conditions.

181. Approximately 700 unsatisfied applications for new commercial station licences are on record in the Post Office, some dating as far back as 1924. Many of these applicants are no longer interested, particularly in view of the present restrictions on advertising. Apart from those concerned in the Newcastle district (whose case will be the subject of a later report), five applications for new licences have been specially brought to our notice. These are from the Central Methodist Mission, Adelaide; the Catholic Archbishop of Adelaide; the *Workers' Weekly Herald*, Adelaide; the Queensland Central Executive of the Australian Labour Party, Brisbane; and the Council of Churches in Victoria, Melbourne. All the radio channels which could be used under existing conditions have already been allotted, excepting those reserved for the purpose of meeting developments in the national service, and it is therefore not practical to grant any new licences except on low power in districts remote from existing stations. It is possible, however, that certain channels may become available as the result of the revocation of certain licences, but the provision of equipment is a serious difficulty at present, in view of the preference necessarily given to the requirements of the fighting forces.

182. In regard to the choice of applicants for the use of such channels as may become available, we invite reference to paras. 385 and 414 of the Gibson report, in which it was recommended that in the granting of new licences or the re-allotment of former licences, preference should be given to religious and educational interests. We concur in that recommendation and suggest that, where applications have been made by the churches, the licences should be allocated (when it becomes practicable to issue them) to the three groups in each State, namely, (a) the Church of England, (b) the Catholic Church, and (c) a committee representing other Christian denominations. In appropriate cases the churches might be asked to consider combining their interests in some way for the purpose of sharing the use of the station. In agreeing with the views of the Gibson Committee, we are mindful that Australia as a whole, in proportion to population, is better served in light broadcast entertainment than most other countries,

LISTENER'S LICENCE-FEE CONCESSIONS.

183. Prior to 1st July, 1942, the issue of free listeners' licences was restricted to blind persons. Under section 98 of the A.B. Act, which operated from that date, free licences are now available for schools with less than 50 pupils, and licences at half rate may be granted to an invalid or old-age pensioner who lives alone or with another such pensioner.

184. It has been represented that the half rate concession should be extended to invalid and old-age pensioners in certain cases, of which the following are typical instances:—

- (a) An invalid girl requires the constant presence of her mother, who is in receipt of a widow's pension. The only other member of the family is a boy aged 11. The invalid pension for the girl and the widow's pension for the mother comprise the sole income;
- (b) A pensioner who rents a room in a lodging house, where other occupants have their own receiving sets;
- (c) A pensioner whose daughter receives income from her ordinary employment, resides with her father and mother and performs household work in their home on Sundays.

185. In each case the pensioner is not eligible for a half rate licence because he or she is not living "alone". This condition was intended as a safeguard against the contingency that the pensioner's licence might otherwise be used by income-earning relatives who reside with the pensioner and who are expected to pay the ordinary licence-fee for a receiving set for the use of the household.

186. We consider that cases such as (a) and (b) above are as deserving of favorable consideration as those of other pensioners to whom the half rate concession is granted. But case (c) is doubtful, for the reason that the average daughter would normally assist her parents in household work notwithstanding that she is in regular employment on week-days. In addition, it would appear that she might reasonably make some contribution from her earnings in respect of her board and lodging. Even if she only contributed 5d. a week, that would cover the licence-fee of £1 per annum. *Prima facie*, this seems to be a case of ability to pay.

187. To meet deserving cases which cannot be favorably determined from a literal interpretation of Section 98, the Postmaster-General has suggested that the words "or in such other case as the Minister may determine" be added to the relative portion of the section, which would then read—

A broadcast listener's licence or any renewal thereof may be granted on payment of half the ordinary fees to any person who is in receipt of a pension under the *Invalid and Old-age Pensions Act 1908-1942*, and who lives alone or with another such person or in such other case as the Minister may determine.

We are in agreement with this suggestion and recommend that it be adopted.

188. During the debates on the legislation under which the concessions to schools and pensioners were granted, suggestions were made that free licences should be issued to persons who, as the result of war service, are totally and permanently disabled or suffering from pulmonary tuberculosis. The aspect of ability to pay entered into the discussions, and eventually it was agreed that the Standing Committee should consider the matter. We have also been requested to report on the question of issuing free licences to members of any association of disabled sailors, soldiers and airmen; to persons in receipt of a repatriation "service pension"; and to retired public servants and others in receipt of small pensions under superannuation schemes, &c., and who live alone.

189. We are naturally in sympathy with any proposal to grant reasonable concessions to disabled members of the fighting forces. They deserve the most favorable consideration which a grateful community is in a position to bestow in recognition of the sacrifices they have made, and the sufferings they have endured. The issue to be determined is the method by which it is proper to grant concessions to enable their cost to be borne equitably by the community as a whole instead of by a section.

190. We believe that returned men would be the last to seek concessions which might throw an undue burden on the A.B.C. and reduce its ability to offer employment. It is therefore necessary to take cognizance of the financial aspect, not for the purpose of proposing a parsimonious attitude to deserving applicants, but because indiscriminate granting of a concession in connexion with broadcasting would re-act in an entirely different manner from a concession in the nature of, say, an increase in pension rates. In the latter case, the cost would be a charge upon public funds generally and, in common with other expenditure from Consolidated Revenue, would be financed from general taxation. But depletion of broadcasting revenue from licence-fees would mean corresponding reduction in the A.B.C.'s resources, as the Commission has to rely upon its share of the fees to pay its way. Any serious diminution of its income would necessitate a reduction of programme expenditure and consequently less employment for Australian artists.

191. Distressing though it is, we have to face the fact that uncertainty as to the duration of the war makes it impossible to form a reliable estimate of the number of broadcast listeners involved if a concession were granted to all men who may be concerned. If, say, 40,000 were granted a free licence, the small weekly saving of 5d. would be insignificant to the individual with sufficient income to afford the payment, but in the aggregate it would mean that the A.B.C. would have £22,000 less for programmes. The employment of quite a considerable number of Australian artists would be adversely affected if the fund from which their remuneration is paid were reduced by £22,000 a year.

192. It is unthinkable that the Government would fail to take steps to ensure that the income of disabled members of the forces would not be so low that they could not afford such a small amount as 5d. a week for almost continuous broadcast entertainment day and night, considering what it costs for only one evening's entertainment at a cinema show.

193. Our view is that social security measures for the men concerned should be such that they are in a position to obtain their licence from their own income in order that employment for Australian artists may not be prejudiced; and pending the implementing of such measures, and after full consideration of evidence tendered by representative organizations, we recommend that the same half-rate concession as has been granted to old-age and invalid pensioners be extended to persons who are in receipt of a pension from the Repatriation authorities, and who apply for the concession, provided that—

- (a) the pension and other income of the applicant, in the joint opinion of the Minister for Repatriation and the Postmaster-General, is not at present sufficient to permit of payment of the licence-fee without hardship;
- (b) as in the case of invalid and old-age pensioners, membership of an association should not be a condition precedent to the granting of the concession;

- (c) the applicant's circumstances should not be exploited by those with whom he is domiciled and who, in the absence of provision to the contrary, might be encouraged to avoid payment of their licence-fee.

194. In a statement to Parliament on 11th December, 1942 (*Hansard*, p. 1839), concerning pensions for war disabilities, the Minister for Repatriation said—

Men who have lost an arm, a leg or an eye, are drawing pensions, but have gone back into employment of one kind or another, and some of them are drawing salaries of £15, £16, and £20 a week in addition to their pensions.

Much as it is desired to give sympathetic consideration to the granting of concessions in an equitable manner to deserving applicants, few people, if any, would hold that the issue of a broadcast licence without payment would be justified in cases such as those to which the Minister referred. We recommend, however, that ex-service men who are in the same category as invalid and old-age pensioners should receive the same concession as is given to those pensioners.

195. So far as retired public servants are concerned, it has to be remembered that they enjoyed security of tenure in their work and should therefore have been in a relatively better position to make provision for their years of retirement than old-age pensioners whose employment was more or less precarious. We do not favour the granting of a radio-fee concession in such cases.

ORDERING OF BROADCASTS.

196. Under sections 23 and 65 of the A.B. Act, power to order broadcasts of public interest is vested in the Minister, and his direction must be in writing.

197. Under National Security (Information) Regulations, promulgated before the A.B. Act was passed, the Secretary of the Department of Information is given greater power. He may order broadcasts orally and may delegate his power to others.

198. In view of these differences, we considered it desirable to examine the situation on behalf of Parliament; and at our request the Secretary, Department of Information, gave evidence *in camera*.

199. For reasons which will be appreciated, it is not expedient to disclose in this report the confidential information made available to us. We are satisfied that in the circumstances explained, the differentiation in the powers is justified in cases of emergency, but certain aspects are being further investigated.

CORRECT ENGLISH AND PRONUNCIATION IN BROADCASTS.

200. The far-reaching influence of broadcasting as an educative medium needs no emphasis. Even the commonplace exclamation, "I heard it on the wireless" provides eloquent testimony of the extent to which it is capable of moulding thought, pronunciation and forms of expression.

201. The Gibson Committee found it necessary to direct attention to the need for improvement in commercial station broadcasts in which incorrect English and parodies on Australian speech and character destroyed much of the work of Australian teachers.

202. That was nearly twelve months ago; yet remissness in certain kinds of entertainment still persists. Commenting on a certain session purporting to feature the English language as it is spoken in Australia, the Director of Education in one of the States, with long experience of Australian conditions, informs us that he has never heard any Australian speak in such a manner.

203. In order that the work of the teachers in the schools may be assisted instead of being hampered, we consider it of great importance to maintain correct

and properly pronounced speech on the radio, and perhaps the most effective way of securing the desired improvements would be an influential approach to the two sources where the lapses are most likely to originate. We therefore recommend that the Minister issue a circular letter for transmission, through the Federation of Commercial Stations, to radio script writers and radio actors, explaining the ideal and soliciting their co-operation in its attainment; and that the effect of the appeal be watched by intermittent check on programmes, so that other measures may be considered if it should transpire that the appeal is deliberately ignored.

OVERSEAS SHORT-WAVE BROADCASTS.

204. The question for consideration is the possibility of combining national and commercial interests for overseas broadcasts after the war.

205. These broadcasts are at present exclusively national. They are conducted by the A.B.C. at considerable cost, which it is difficult to estimate because the short-wave division of the Commission's organization has the use of studios, recording equipment, music libraries, field unit recordings, &c., without charge. In computing the cost, the value of these facilities should be included. It would also be proper to charge the division with a proportion of general administrative expenditure. The Treasury has tentatively agreed to reimburse the expenditure to the extent of £28,000 during 1942-43.

206. The service is given through the medium of Government-owned transmitters under the control of the Post Office. They were diverted from their normal peace-time purpose of broadcasting to the more remote areas of the Commonwealth, but their power is too low to permit of the transmissions being heard reliably against the increasingly intense competition of high-power stations in other countries.

207. A modern international station capable of providing the service required costs at least £400,000 to build, and the recurring costs, including programmes, are of the order of £80,000 a year.

208. When the Government is in a position to bring a station of that kind into service, with the A.B.C. as the programme authority and the Post Office in charge of technical operations, the Federation is anxious that commercial interests should be allowed to participate in the broadcasts by leasing time for the transmission of programmes sponsored by advertisers of specific products.

209. Sir Ernest Fisk, on behalf of Amalgamated Wireless (A/asia) Ltd., which runs a number of overseas services, radio-telegraph and radio-telephone, using short-wave stations, also considers that commercial interests should be given the opportunity of entering the international field of broadcasting. He suggests that after the war the Company might be prepared to lease two or three of its own channels to commercial people on terms to be agreed upon in consultation with the Government.

210. On the other hand, an exclusively national service is advocated by both the A.B.C. and the Department of Commerce. The latter, in illustrating its point of view, considers that the adoption of certain international policies would do far more to assist Australian exports than could be achieved by individual advertisers of them over the air, product by product.

211. The A.B.C. points out that broadcasting is rapidly reaching the stage when overseas short-wave transmissions can only be effective in ratio to the extent to which they are accommodated in the home broadcasting of the countries to which they are directed. This has been exemplified in Australia, where, with over 100 stations competing for the audiences, programmes from overseas, such as those transmitted by the British Broadcasting Corporation, could not hope

to secure a relatively important hearing unless they were brought to the attention of listeners by inclusion in the home programmes. And broadcasts from overseas can only earn a place in the home programmes if they merit it by their novelty or intrinsic appeal.

212. Conversely, the Commission continues, if Australia directs her voice to other countries where, as in America, for instance, radio is a highly developed and competitive service, she cannot expect to be heard in any substantial way unless her sessions can thrust their way into the American programmes. For this reason, the Commission is sceptical about the practical results to be expected from "commercial" short-wave broadcasting from Australia, as it would be most unlikely that the producers in the United States or Canada would leave unchallenged any encroachment on their advertising field such as might be represented by Australian radio publicity of particular brands of goods or even products in general.

213. Under agreements between the Commonwealth and the Amalgamated Wireless Company, the latter has the right to establish and operate commercial wireless services between Australia and other countries, and it is stipulated that "no department of the Commonwealth shall carry on any commercial wireless service in competition with the company". "Commercial wireless service" is defined in the agreements to include "wireless telegraphy, wireless telephony and all further developments of wireless transmission or reception for commercial purposes".

214. The Attorney-General (the Right Honorable H. V. Evatt) is of the opinion that the definition includes commercial broadcasting services because of the significance of the words "all further developments of wireless transmission or reception for commercial purposes"; but that if a short-wave service were conducted by the Government, or by some instrumentality, such as the A.B.C., from Australia to another country, in the way in which the A.B.C. conducts its broadcasting service in Australia, then that would not be forbidden by the agreements, because such a service could not be called a "commercial" service, as the A.B.C. does not operate for profit.

215. The question has been raised whether the A.B.C. has legislative authority to conduct international broadcasting services of any kind, i.e., even those which do not conflict with the agreements between the Commonwealth and the Amalgamated Wireless Company. The Commission's functions are defined in Section 18 of the A.B. Act as follows:—

The Commission shall provide and shall broadcast from the national broadcasting stations adequate and comprehensive programmes and shall take in the interests of the community all such measures as, in the opinion of the Commission, are conducive to the full development of suitable broadcasting programmes.

216. Prima facie this section does not appear to limit the Commission's functions to domestic broadcasting, but Section 35 requires the Commission to exercise its functions "in such a manner that its operations will be financially self-supporting," and bearing in mind that the Commission's revenue is derived from listeners' fees paid for the reception of programmes in Australia, it is questionable whether the Commission has authority to use any of that revenue for international broadcasting, the cost of which, in our opinion, should be a charge upon the whole community through the medium of a special appropriation of public funds. If a precedent for this procedure is desired it is available in the practice followed in England, where the British Broadcasting Corporation receives large appropriations, distinct from licence-fee revenue, to finance overseas broadcasts.

217. As noted above, the Treasury has tentatively agreed to contribute £28,000 during the current financial year. We consider, however, that the appropriation should be sufficient to cover the whole of the

expenditure and we recommend that this policy should be adopted as a permanent arrangement. We recommend also that Section 35 should be appropriately amplified to make it clear that the Commission's self-supporting obligation refers to domestic broadcasting. The adoption of this recommendation will, of course, necessitate separate accounting of the short-wave division expenditure in order that it may be reimbursed from the special appropriation proposed.

218. While not ruling out the possibility of arranging for commercial interests to be associated with the international short-wave service at some future time under acceptable conditions, if suitable international advertising can be developed, we agree with the Commission's opinion that the primary function of the service should be to project Australia's characteristics, achievements, aspirations and points of view into the consciousness of other peoples. Any participation of commercial interests in such an international service, involving payment to the Commission or the Government for leased time, might be held to commercialize the service to an extent that would bring it into conflict with the agreements between the Commonwealth and the Amalgamated Wireless Company, in which event it would have to be the subject of negotiation with the company. But we do not think it would be desirable to consider the necessity for such negotiations until a specific proposition has been submitted on behalf of commercial interests, and until the Commission has had reasonable experience of conducting the broadcasts as an exclusively national undertaking, serviced by a modern station of the magnitude required to make the voice of Australia effectively heard throughout the world.

219. We endorse the important principle emphasized by the Commission that its bona fides, as a national independent authority, should be preserved overseas, so that audiences abroad will be conscious of receiving news and other services which are not operated by a government.

220. We note, too, with approval, that the Commission is alert to the risk of damage to national prestige if it allowed any of its programmes to descend, in the words of the Director of an Education Department, "to a low level of alleged popular taste", and that it intends to maintain its overseas transmissions at a standard that will reflect the highest credit on Australia's aspirations.

OBJECTIONABLE BROADCASTS.

221. Notwithstanding legislation which was brought into force on 1st July, 1942, with the object of eliminating indecent and other objectionable items from programmes, evidence submitted to us disclosed that Parliament's wishes were not taken seriously by certain broadcasters.

222. The Postmaster-General called upon the offenders to show cause why they should not be dealt with under the powers conferred upon him by the A.B. Act, and it remains to be seen whether the warnings which he subsequently decided to issue will have the salutary effect anticipated.

MEDICINE ADVERTISEMENTS AND MEDICAL TALKS.

223. Under sections 61 and 94 of the A.B. Act, it is stipulated that "except as prescribed", medicine advertisements and medical talks should not be broadcast unless the talks have been approved by the Director-General of Health.

224. The words "except as prescribed" imply that regulations may be issued indicating the exceptions, but as the result of discussions with the Director-General and with representatives of the Federation and the Post Office, we agree with their view that it

is not necessary to issue any such regulations at present, as the Director-General has arranged for the script of all matter to be submitted to him for examination. To facilitate censorship, he has also supplied the broadcasting authorities with general indications of the type of advertisement which will not be acceptable.

225. Only one witness has made a protest to us in connexion with the matter. He contends that the Director-General of Health has been given too much power. We consider, however, that the provision in the Act for appeal to the Minister provides a reasonable safeguard in all cases where there may be dissatisfaction with the Director-General's decisions.

THE STANDING COMMITTEE'S POWERS AND FUNCTIONS.

226. Pursuant to discussions with the Minister, we have examined the principles underlying the constitution of a Parliamentary Standing Committee on Broadcasting, and append an account of the considerations which led to its establishment, together with an expression of our views in regard to its value as a democratic instrument and factors which might diminish its usefulness.

227. The Standing Committee proposal was originally propounded by Professor Bland, of the Sydney University, a recognized authority on public administration and the political systems of other countries. In advocating the innovation, Professor Bland emphasized the necessity for devising political machinery to make democratic institutions capable of effectively challenging authoritarian and totalitarian régimes. He drew attention to the standing committee system in America and submitted evidence showing the trend of thought in England, where in recent years there had been a succession of suggestions for parliamentary reform, all of which included proposals for standing committees. Already there was a standing committee there on Estimates and on Public Accounts. No changes could be made in England in the form of the Public Accounts or in the general principles of budgeting without the advice of the standing committee being obtained by the Chancellor of the Exchequer.

228. The Gibson Committee visualized the standing committee as a means of reconciling the independence of the A.B.C. with the political conception that all actions of quasi-government authorities should, in the final analysis, be subject to parliamentary control. The Gibson Committee also felt that a standing committee could perform useful functions in keeping Parliament informed in regard to matters of principle governing the commercial stations. In recommending the adoption of the proposal, that Committee stated—

The proposal will mean that there will be nine members of Parliament who will be as familiar with all major problems of broadcasting as any member of the Government could be. This may influence any action that the Government may take. Control will still remain with the Government under the Act, and in that sense ministerial responsibility for policy will be unimpaired, but the Minister and Parliament will have the assistance of the Standing Committee as a consultant and as a sounding board for gauging public opinion through the Commonwealth.

229. It might be contended that Parliament already has control by reason of the fact that it enacts legislation or may veto regulations. That is true, but, generally speaking, as Professor Bland pointed out, Parliament endorses what the political party in power decides, or, in other words, what the Minister decides, as his proposals would normally be accepted by the Government. Once the Government reaches a decision on a matter of policy, it is usually reluctant to modify it. Considerations of prestige largely account for this attitude, as modifications might be held to imply acknowledgment of omission to examine the proposal

thoroughly in the first place. Reference to the Standing Committee before the Government reaches a decision provides a safeguard against any such implication.

230. Critics of the standing committee system might also perhaps contend that, with the appointment of the State Advisory Committees provided for in the A.B. Act, there is no need for a Parliamentary Committee. The answer, in our opinion, is that these advisory committees have neither the status nor the power to enter the field of investigation available to the Standing Committee. Although both types of committee are advisory, their functions are on different planes. One reports to the Minister; the other reports to Parliament. One makes suggestions to the Minister on day-to-day administration, based on the experience of its members through associations not readily available to those in control of broadcasting; the other tenders advice to Parliament on matters affecting general policy after consultation with all the interested parties. One formulates its advice as best it can without being able to demand information from anybody to assist it; the other is empowered with the legal right of parliamentary authority to send for persons and documents to inform its mind comprehensively on the questions it inquires into.

231. Probably the closest analogy to the Parliamentary Standing Committee is the Municipal Standing Committee, in the functioning of which members work in close collaboration with expert officials, subjecting all major proposals to careful examination and ultimately submitting conclusions to the council. The discussions do not derogate either from the leadership of the council or from the authority of the councillors as a whole, but they do provide an informed opinion in the council, preparatory to final decisions by the whole body, which consequently carry the impress of greater sanction than could be claimed for the exclusive advice of officials.

232. In relation to the A.B.C., it is not the Standing Committee's function to interfere with day-to-day administration any more than the municipal committees do. The function of the Committee is to report on those matters of policy which are referred to it by Parliament or the Minister.

233. In relation to the Government, the obligation of leadership is not disturbed, and in that sense, as pointed out by the Gibson Committee, ministerial responsibility for policy is unimpaired; but it is reasonable to assume that before deciding upon modifications of policy, the Government would consult the Standing Committee, just as the Municipal Council does not act upon a major proposal until it has been considered by the appropriate standing committee in its organization.

234. We submit the following summary of points in favour of the Standing Committee system:—

- (a) Comprising nine representatives of all parties of all States, the Committee is Parliament's "watch-dog", in that it provides Parliament with its own medium to assist it in forming a judgment independent of the Minister, the Government and the broadcasting authorities.
- (b) It gives the Minister an opportunity of testing the probable reactions of Parliament to contemplated legislation, regulations or policy decisions on contentious questions.
- (c) In view of past experience, the Gibson Committee hoped to provide a safeguard against hasty legislation which the Government of the day could introduce without prior consultation with the representatives of all interests concerned and which the Government, with its majority, would be in a position to force through Parliament.

- (d) It establishes a means for unprejudiced discussion of broadcasting problems on behalf of Parliament in an atmosphere from which party barriers are substantially eliminated.
- (e) It gives every interest, which obtains the sanction of Parliament or the Minister, an opportunity of having its voice heard through a group of members of Parliament whose conclusions are likely to carry more weight than would be accorded to representations on behalf of some interest through a single member on the floor of the House.
- (f) It ensures that before important changes in broadcasting policy are made, there will be minute investigation and the hearing of evidence from all interests concerned by members of both Houses representing all the States.
- (g) It enhances the standing of members of Parliament in relation to the Government of the day by providing for more convincing consideration of an opinion which a member may not have been able to induce the Minister or the Government or the A.B.C. to accept, but which the House would not lightly refuse to refer to the Standing Committee if the member submitted a motion to that end under Section 85 of the A.B. Act.

235. The matters we are empowered to consider and report upon are limited by Section 85 to those which may be referred to us by the Minister or by resolution of either House or by request of the A.B.C. or the Federation.

236. Our discussions with the sponsor of the Standing Committee idea (Professor Bland), show that the type of committee he contemplated was one which would act as a liaison between the Commission and Parliament, and he favours an amendment of Section 85 to expressly provide for the Committee functioning in that capacity, with powers of initiation. We quote some of his observations. Speaking of our function, he describes it as—

... so to find out about things that if it became essential to clash with the Commission in something it was doing, you could bring the matter before Parliament. . . . I suggest that you should have greater powers, that you should be a liaison between Parliament and the Commission with a view to enabling Parliament to know what the Commission was doing. . . . The Committee should be given power to initiate inquiries. . . . Supposing, as is quite conceivable, that you will be voicing opinions as the result of an investigation by your Committee that are unsatisfactory to the Minister, who may have his own ideas on a particular matter. He can stop you working simply by refusing to refer any matters to your Committee. While it is true that he cannot stop referring matters which the Commission, or the commercial stations, ask to be referred, he could, by his parliamentary majority, prevent Parliament from referring anything else to your Committee. So, if you had a hostile Minister, and he might become so by your saying uncomplimentary things or criticizing his policy, he could preclude you from doing anything whatever, except in respect of matters which the Commission, or the commercial stations, asked to be referred to you.

The job of Parliament is to control the Government, and you can therefore understand why I feel that, if you find out things which seem to reflect upon what the Government is doing, you would owe it to Parliament to disclose those things, even though the disclosure affected party politics. I fear that the Parliament will disappear unless it reforms its methods. To many of us, it appears to be failing to do its job, that is, control the Government. Parliament has been too much of a sounding board for the Cabinet, or an instrument through which party politics is able to do what it wants. This Committee is unlike the committees that were set up during the Menzies régime. It is a statu-

tory committee. It has a status and outlook different from that of the other committees. The others were appointed to help the Ministers out of a jam and to meet the feeling that the services of members could be effectively used. Those committees are entirely dependent on whether the Ministers concerned use them or not. In this case, however, it is mandatory on the Minister to direct the Committee to operate on his receiving a request from certain specified parties. What I consider necessary is a committee that will be entirely independent of the good grace of the Minister.

I am perfectly certain that there is no field of government which would not have been improved if there had been a committee to speak its mind on the subject in Parliament instead of Parliament having to rely on persuading a Minister to do or refrain from doing something. The whole tempo and quality of government would be improved by committees. They would enhance the reputation of Parliament. The radical Harold Laski and the conservative Ramsay Muir both agreed on that.

237. The Gibson Committee mentioned a number of matters which could be advantageously considered by the Standing Committee, and the Minister has referred them to us. But during the course of our inquiries other questions have arisen, and we have not deemed it proper to restrain witnesses from mentioning them solely on the ground that they have not been specifically referred to us. Where we found that the questions related to matters of day-to-day administration, such as, for instance, a complaint of an objectionable broadcast or a request that we should adjudicate on the merits of some musical composition, we did not intervene, but referred the representations to the proper authority for such action as it deemed fit. On the other hand, if it was disclosed that an important principle of policy was involved, we sought the Minister's authority to pursue the question.

238. The present Minister has acquiesced in our practice of taking inquiries to a stage which enables us to determine whether the matter at issue is one of administration for the attention of the proper authority, or whether it involves a principle of sufficient importance to justify our seeking terms of reference to enable us to report upon it to Parliament. It is conceivable, as Professor Bland has pointed out, that at some future time the Minister of the day may decide upon a different attitude. If and when that time arrives, our terms of reference relating to the powers and functions of the Committee will permit of our reporting our experience to Parliament, so that it may deal with the situation as it thinks fit. In the meantime we propose to follow the procedure which we are at present adopting. In effect, it permits of our constituting ourselves a liaison between Parliament and the broadcasting authorities, which Professor Bland suggests should be our main function.

239. We agree with the view put to us by a prominent witness that the present A.B. Act is not necessarily "the last word" on broadcasting legislation for all time. If Parliament finds our usefulness restricted for some reason which does not meet with its approval, it will no doubt arrange for the Act to be amended as a non-party measure to enable us to function in the manner Parliament desires.

240. We have invited the Attorney-General to give consideration to the question whether it is necessary to retain Section 81 of the A.B. Act. When other amendments of the Act are being made, and if there is no legal objection, we recommend that the section be omitted in order to avoid duplication of reporting already provided for in Section 85; also that the opportunity be taken to omit Section 82, as it does not appear necessary to prescribe the method of keeping minutes, particularly in view of Section 80, which empowers us to conduct our proceedings in such manner as we deem proper.

CONCLUSION.

241. Before arriving at the opinions expressed in this Report, we conferred with 80 people, and, in addition to availing ourselves of opportunities for discussion when travelling together, we held 23 formal meetings.

242. Our deliberations were greatly facilitated by evidence of goodwill on the part of every body we consulted, particularly the authorities immediately concerned (the Post Office, the Commission and the Federation), with whom we naturally conferred to a greater extent than with others, and whose co-operation was most helpful. All the information or advice we sought was willingly and comprehensively given, and there was a general manifestation of eagerness to ensure that the views we expressed to Parliament would be well-informed.

243. We express our appreciation of the services of our secretary (Mr. J. Groves), whose experience of broadcasting over many years, including the secretaryship of the Gibson Committee, has been of the greatest value to us. We record our thanks to the Postmaster-General for making him available.

ARTHUR A. CALWELL, Chairman.

C. W. C. MARR, Vice-Chairman.

S. K. AMOUR.

WALTER J. COOPER.

HERBERT HAYS.

H. C. BARNARD.

H. V. JOHNSON.

A. GRENFELL PRICE.

W. J. F. RIORDAN.

2nd February, 1943.

APPENDIX.

RELIGIOUS BROADCASTS—COMMERCIAL STATIONS' REPLIES TO QUESTIONS.

Station.	Whether or not Church Services are Broadcast.	Whether or not Studio Religious Services are Broadcast.	Whether or not Services of Religious Music are Broadcast.
2AD	Every Sunday morning broadcasts take place of services from local churches or chapels	No	Station is opened with a hymn each day—Religious music broadcast from 9.30 p.m. to 10 p.m. each Sunday
2AY	No	Every Sunday "Devotional Meditation" conducted by the Albury Ministers' Fraternal from 6.30 p.m. to 6.43 p.m.	Sunday 10-10.30 a.m., "Salt Lake Tabernacle Choir" (Transcription); Sunday 1 p.m.-1.15 p.m., "Golden Sanctuary" (Transcription)
2BE	1st Sunday in month .. Methodist 2nd Sunday in month .. Presbyterian 3rd Sunday in month .. Church of England 4th Sunday in month .. Presbyterian (Occasionally)	No	No
2BH	No	Every Tuesday and Friday morning at 11 a.m. Ministers of all local churches with the exception of the Anglican and Lutheran Churches in rotation conduct a half-hour service from the studio. Sunday evening at 5.30 p.m. the Adventist Church sponsors a half-hour service	Station opened every morning with a hymn. No sessions of religious music conducted but a sprinkling of sacred songs included in usual sessions
2BS	Broadcast from local Baptist Church—7.21 p.m. to 8.27 p.m.	"The Shining Highway", conducted from studio 6 p.m. to 6.45 p.m.	No
2CA	Not regularly	British Israel World Federation half-hour broadcasts relayed from 2UE 9.30-10 p.m. Wednesdays. Theosophical Society Talk 6.30-6.45 p.m. Sunday	"Meditation and Music" presented by Methodist Minister, 9.30-10 p.m. Sunday. Programme consists of 50 per cent. sacred and better class music and approximately 50 per cent. religious speech
2CH	Each Sunday morning and evening. Occasionally at 3 p.m. from the Lyceum, Church of Christ City Temple or Salvation Army	Each morning, Monday to Saturday—Devotion at 10.30 a.m. Alternate Wednesdays from Scots Church or United Intercessory, between 1 and 2 p.m. Thursday, Pitt-street Congregational Church, Community Praise service from 1 to 2 p.m. Meditation 10.45 p.m., consisting of hymns and spiritual message Sunday Schedule— 2.00 p.m.—Talks for the Times 2.20 p.m.—Church News Session 4.25 p.m.—Christian Work Session or Bible Man 4.40 p.m.—Chaplain Cheerful 5.00 p.m.—Children's Session 5.40 p.m.—Church Missionary Society 6.00 p.m.—Council of Religious Education Session for Youth Workers 8.45 p.m.—The Bible Man or Christian Work Session 9.30 p.m.—Church in the Wildwood 9.45 p.m.—Epilogue	Golden Sanctuary, 10 a.m. each Tuesday and Thursday. This is repeated Sunday 9.15 a.m. and 9 p.m. At 12 noon Monday to Saturday, prayer for peace
2CK	At irregular intervals on Sunday afternoons from 2 to 3 p.m. from local Methodist Church	Every Sunday night from 9.30-10 p.m., "The Friendly Road". Devotional sessions are conducted by members of the Ministers' Fraternal and broadcast every Friday morning, 10.20-10.30 a.m. Sunday 8.40 a.m., Local Methodist Minister; and 6.30 p.m., Advent Church of the Air	No
2DU	No	Advent Radio Church (Seventh Day Adventists) broadcast from studio every Sunday 5.30 to 6 p.m. Sunday 5-5.30 p.m., Radio Sunday School—un-denominational	"Hymns of all Churches", Sunday 8.45 to 9 a.m.; Monday to Saturday 9 a.m.
2GB	Liberal Catholic Church service, broadcast from Church of St. Albans every Sunday 10.30 a.m. to noon	Sunday 9.45 to 10 p.m., programme by member of Grafton Minister's Fraternal. Once every four weeks, "Radio Sunday School." Friday morning 8.55-9.15 a.m., week-end devotion presented by Salvation Army and Baptist, alternating week about	Transcriptions—"The Golden Sanctuary", Tuesdays and Thursdays 10.30 a.m.; Sunday 1.45 and 9.30 p.m. "Salt Lake Tabernacle Choir", Sunday 8.45 and 9.15 p.m.
2GF	No	Friday 11.15 a.m., quarter-hour broadcast by member of the Ministers' Fraternal	"Tabernacle Choir", each Sunday 10-10.30 a.m.; "Golden Sanctuary", Tuesday and Thursday, 10.15 a.m. and each Sunday 1.15 p.m. and 10.15 p.m. "Your Hymns and Mine", Sunday 8.30-8.45 a.m.; "Hymns of All Churches", Monday to Saturday from 9-9.15 a.m. Monday, Wednesday and Friday 8.45 to 9 a.m., "Sacred Reverie"
2GN	No	"Destiny of the British Empire", Sunday 5.30-5.50 p.m.	
2GZ	No	Mondays and Thursdays 8.45-9 a.m., Radio Padre; Sunday 6-6.30 p.m., 2nd Advent Radio Church; Sunday 6.30 p.m., Theosophical Talk	
2HR	No		

RELIGIOUS BROADCASTS—COMMERCIAL STATIONS' REPLIES TO QUESTIONS—continued.

Station.	Whether or not Church Services are Broadcast.	Whether or not Studio Religious Services are Broadcast.	Whether or not Services of Religious Music are Broadcast.
2KA	No	"Destiny of the British Empire", Sunday 5.30 to 5.50 p.m.	"Reverie" (hymns), Sunday 9.30-9.45 a.m.; "Hymns of all Churches", Monday to Saturday from 9-9.15 a.m.
2KM	No	Sunday 8-8.30 p.m., Radio Church, conducted by the Seventh Day Adventists	Sunday 6-6.30 p.m., Sacred music
2KO	No	Thursday 9 a.m., "Reverie"; Sunday 9-10 a.m., "The Quiet Hour"	Sunday 10-10.30 p.m., Salt Lake City Choir; Mondays and Thursdays 11.45 a.m., "The Golden Sanctuary"
2KY	No	No	No
2LF	No	Sunday 6-6.30 p.m., Advent Radio Church service	No
2LM	No	No	Hymn broadcast at 6.30 each morning. Half-hour session hymns and sacred songs Sunday at 6.25 p.m. Good measure of sacred music included in "Lest We Forget", Saturday at 6.25 p.m.
2LP	Radio Sunday School, each Sunday 5.15-5.45 p.m. Denominations participate in rotation	Sundays 5.50-6.15 p.m., Salvation Army Fellowship; Wednesday 9.30-9.45 a.m., "The Wayfarer Session" (Church of England); Friday 11.15-11.30 a.m., "Radio Padre" (Baptist)	Each Sunday, 1-1.15 p.m., Sacred music
2MO	No	No	No
2MW	No	Devotional services conducted by Salvation Army, Baptist and Methodist Ministers each Monday, Tuesday and Wednesday morning; Sunday night, Epilogue conducted by Methodist Minister 9.30-9.50 p.m.	Morning hymn 7.34 a.m.
2NZ	No	Epilogue session conducted by various Protestant Ministers, Sunday evening 9.45-10 p.m.; "Voice of Prophecy", Sunday 6.45-7 p.m.; British Israel Federation talk each Sunday 5.30-5.50 p.m.	Monday to Saturday, "Hymns of all Churches" 9-9.15 a.m.; Semi-religious music, Sunday 7.30-8 a.m.
2PK	Occasionally	Sunday 6.5-6.35 p.m. and 9.40-10 p.m., services conducted by The Assemblies of God in New South Wales (Pentecostal Church) From 8.25-8.55 they present sacred session "Immortal Stories from the Book of Books"; Sunday 6.40-6.55 p.m., Baptist Church "Radio Padre"	At least one sacred record is played each day
2QN	Methodist Church from 7.30-8.30 p.m., third Sunday of month	Non-sectarian talk "The Epilogue", Sunday from 9.45-10 p.m.	During "The Epilogue" on Sunday evenings
2RG	No	No	No
2SM	11 a.m. to approximately 12.30 p.m. every Sunday and ten to twelve additional broadcasts per year of High Mass from St. Mary's Cathedral. Approximate total time per annum equals 93 hours	12-12.25 p.m. Monday to Saturday 6-8.15 p.m. Sunday 6-6.5 p.m. Monday to Saturday	7-7.5 a.m. Monday to Saturday; 10.55-11 p.m. Monday to Sunday. Approximate total time per annum, 56 hours
2TM	When requested	Viaticum conducted by Church of England each Sunday evening 9.35-10 p.m.	No
2UE	No	British Israel Federation, 5.30-5.50 p.m. Sunday and 9.30-10 p.m. Wednesday	Monday to Saturday, breakfast session, one special recording; Monday to Thursday, Women's session, one special recording; Friday, Women's session, twenty minutes
2UW	No	Sunday, "March Ahead of Time"—Talk, 10-10.15 a.m.; Christian Science Lecture, 4.30-4.45 p.m. Monday to Sunday inclusive. Morning Devotions 9.15-9.30 a.m.	"The Long Day Closes"—Half-hour presentation, 11-11.30 p.m. Sunday
2WG	No	British Israel, 5.30 p.m. Sunday; Lutheran session, 1 p.m. Sunday	One hymn record daily, Women's session
2WL	No	Sunday evening—"The Church in the Wildwood"	At least one hymn is broadcast each day at a regular time
2XL	No	No	No
8AW	No	Sunday—Catholic Hour 8-9 p.m., Presbyterian half-hour 4.30-5 p.m.; Every day 9.15-9.25 a.m.—"Brother Bill" (Church of England); Monday—North Melbourne Methodist Mission 3-3.15 p.m.; Sunday 6.15-6.45 p.m.—Religious dramatized session, "In His Steps"	No
3BA	On Christmas Day, Good Friday, &c., and occasionally Sundays	Three half-hours weekly with Visiting Choir and Minister; Six quarter-hours weekly with Visiting Minister (one daily), and other casual broadcasts	One half-hour per week consisting of hymns and religious quotations
3BO	No	Ministers' Fraternal session of Daily Prayer 9.30-9.40 a.m. Monday to Saturday; 1.30-2.15 p.m. Sundays—Sunday School of the Air; Alternate Sundays—Christian Endeavour session 1.10-1.30 p.m. and Salvation Army, 1.15-1.30 p.m.	Salt Lake Tabernacle Choir, 6.28-6.57 p.m. Sundays; Seventh Day Adventists' Radio Church 5.30-6 p.m. Sundays

RELIGIOUS BROADCASTS—COMMERCIAL STATIONS' REPLIES TO QUESTIONS—continued.

Station.	Whether or not Church Services are Broadcast.	Whether or not Studio Religious Services are Broadcast.	Whether or not Services of Religious Music are Broadcast.
3CS	Sundays 11 a.m., alternate broadcasts from the various local churches in turn	Devotional service conducted each morning, Monday to Saturday inclusive, fifteen minutes' duration	Sunday 8.30 p.m., "Hymns Around the Organ"
3CV	No	Sunday 9.30-10 p.m., Ministers' Fraternal session	9.30 a.m. daily—five minutes' talk and music; Sunday 8.30 p.m., sacred music
3DB and 3LK	Every Sunday, 3-4.15, Pleasant Sunday afternoon from Wesley Church; 5-5.28, Sunday School of the Air	Sunday—2.45-3 p.m., "Temperance Speaks"; 4.30-4.45 p.m., Christian Science broadcast; 9.30-9.45 p.m., Seventh Day Adventists' programme. Tuesday—3.15-4 p.m., Helping Hand session. Tuesday and Thursday—2-2.15 p.m., Brotherhood of St. Laurence. Friday—9.15-9.30 a.m., Morning meditation. Saturday—9.15-9.30, Church in the Wildwood	Monday to Thursday—9.15-9.30, "Hymns of All Churches"; Sunday 9.10-9.30—Morning Hymnal; Sunday 5.28-5.58 p.m., Mormon Tabernacle Choir
3GL	At various times throughout the year—Brother Bill's Meeting; Yarra-street Methodist Church; Salvation Army; Manifold Heights Methodist Church; Wilson Memorial Anniversary; Christian Science Service	Sunday—9.30 a.m., Geelong and District Upwey Fellowship; 10.45 p.m., Epilogue, Geelong Council of Churches; 2.45 p.m., British Israel. Monday to Friday—9.45 a.m., A Thought for Our Boys. Thursday—9.45 p.m., Meditation and Intercession, Geelong Council of Churches. During the year odd sessions have been conducted by Christian Science, Christian Endeavour, and Father Cahir	Sunday—9.15-9.30 a.m., "Hymns We Love"
3HA	During December, 1942—Presbyterian Church, twice; and Methodist Church, once	Sunday, 6th December—One hour religious lecture for First Church of Christ Scientist, Melbourne (relay). Sunday 5.30 p.m., Devotional service conducted by Seventh Day Adventists. Mondays to Fridays at 9.15 a.m., Brother Bill (Church of England)	Mondays, Wednesdays, Thursdays, Fridays at 9.30 and Sundays at 10.45 a.m., fifteen minutes—"Hymns of All Churches". Every Sunday at least 30 minutes of sacred music
3KZ	No	Sunday, 2.45-3 p.m., A talk—Collingwood Methodist Mission. Sunday, 5.30-5.45 p.m., British Israel World Federation	Wednesday, 9-9.30 p.m., "Lest We Forget"—Semi-religious. Hymns always included in Sunday community singing. Special religious musical sessions always presented at Christmas and Easter
3MA	Services broadcast from district churches every Sunday morning from 11-12.15 p.m.	Quarter-hour devotional services every Wednesday morning	Session of sacred music at 9.30 a.m. each Sunday
3SH	Once per month from each of the following:—Anglican, Methodist, Presbyterian, Church of Christ	Devotional meditation conducted by Ministers' Fraternal each morning from 11-11.15 a.m.	Every Sunday night from 8.30-9 p.m., Choral music
3SR	Only one conducted during 1942	Sunday 1-1.30 p.m., "The Open Pulpit", conducted in rotation by eight denominations. Fifteen minutes Sunday evening by Radio Advent Church. Fifteen minutes each day by "Brother Bill" (Church of England). Five minutes Thursday morning by Salvation Army. Mission Sessions—Fifteen minutes Friday mornings by Seventh Day Adventists; fifteen minutes Saturday evenings by Church of England Mission	A proportion of sacred music in Sunday night's "Golden Hour"
3TR	Sunday morning services from local Methodist, Baptist, Presbyterian and Church of England Churches in rotation	Monday to Saturday, "Brother Bill" (Church of England). Devotional meditation every morning from Monday to Friday at 10.30 by various denominations	Tuesday, Wednesday and Thursday at 10.45 a.m., "Hymns of All Churches". Friday 10.15 a.m.—10.30 a.m., Session of popular hymns
3UL	No	Sunday 6-6.15 p.m., Devotional service. Sunday 8.30-9 p.m., Radio Advent Church. Saturday evening, fifteen minutes Church of England Mission	Wednesdays 11.15-11.30 a.m., Session of favourite hymns. Quarter-hour programme sacred music also used at varied times
3UZ	No, except Pleasant Sunday Afternoon service from Wesley Church on 6th December, 1942, 3-4.15 p.m.	No	Just concluded "Radio Church" which comprised four hymns and a Bible story. Sundays 5-5.15 p.m., "Even-song". Early morning hymn daily; during Women's session daily; during community singing Mondays and Fridays. General Uplift session daily, 4.30-4.45 p.m.
3XY	No direct church service. On Sunday afternoons broadcasts of undenominational character are conducted from various churches sponsoring the appeal in aid of St. John's and St. Martin's Boys' Home	Sunday 3-4 p.m., broadcast of Brighter Sunday Afternoon from the Christian Community Centre, North Melbourne	Every Monday 10.30-11.30 a.m., Session of hymns and sacred music. Sunday, five-minute session for St. John's and St. Martin's Boys' Home. Thursday, quarter-hour session, North Melbourne Christian Community Centre. Monday and Wednesday, quarter-hour, Opportunity Boys' Club
3YB	No	Sunday 6-6.30 p.m., "Open Pulpit". Each denomination in rotation conducts its own service. Saturday evening, fifteen minutes Church of England Mission	Each Friday 2.45-3 pm., Sacred session

RELIGIOUS BROADCASTS—COMMERCIAL STATIONS' REPLIES TO QUESTIONS—continued.

Station.	Whether or not Church Services are Broadcast.	Whether or not Studio Religious Services are Broadcast.	Whether or not Services of Religious Music are Broadcast.
4AY	No	Intercessory service—Tuesday and Thursday 11.15–11.30 p.m.; Sunday 12.15–12.45 p.m.	No
4BC	Only occasionally each year, such as Good Friday, Christmas Day, &c.	Sunday afternoon, 45 minutes, Council of Churches. Sunday afternoon, fifteen minutes, British and Foreign Bible Society. Every Sunday night, fifteen minutes, Anglican Archbishop. Every morning, fifteen minutes of devotions (undenominational)	Every morning 6.45 a.m., "The Morning Hymn". Sunday 8 a.m.–8.15 a.m., "Your Hymns and Mine". Tuesday, Wednesday and Thursday, five minutes, "Your Hymns and Mine"
4BH	Occasionally. Anzac Day Service Relay from St. John's Cathedral. Relay Salvation Army Congress from City Temple. One and one-half hour Corpus Christi relay (every year)	Sunday nights, half-hour Salvation Army Band and Choir. Sunday morning at 8.30, "The Sacred Half Hour"; 9.15–9.45, "Sunday School of the Air". Every second Sunday 5.45–6.15 p.m., "The Voice of Christian Endeavour"	"The Morning Hymn", every morning at 7 a.m.
4BK and 4AK	No	Monday to Friday 11.45 a.m., short session on broad spiritual lines. Sunday, semi-religious talk, "The Friendly Road"	Monday to Friday 9.45–10 a.m., Hymns of All Churches. Sunday 10–10.30 a.m., Salt Lake Tabernacle Choir. Sunday 11.45 a.m., "Church in the Wildwood"
4BU	1st Sunday—Salvation Army 2nd Sunday—Methodist 3rd Sunday—Presbyterian 4th Sunday—Church of Christ	Devotional service daily 10.30–10.45 a.m. Monday, Methodist; Tuesday, Church of Christ; Wednesday, Presbyterian; Thursday, Baptist; Friday, Salvation Army. Sunday 6.25–6.45 p.m., Catholic Doctrine	Alternate Sundays 10.15–10.30 a.m., Methodist Children's Choir. Sunday 8.30–9 a.m., Sacred half-hour.
4CA	No	No	Fifteen minutes Saturday morning Fifteen minutes Sunday afternoon. Half-hour Sunday, "Salt Lake Tabernacle Choir"
4GR	Every Sunday from the principal churches in rotation (excepting Lutheran)	Each morning from 8.30–8.45 a representative of Ministers' Fraternal conducts a devotional service. A different denomination appears each morning	No
4GY	One broadcast per week from local churches	One quarter-hour on Sunday morning	Daily morning hymn. Twenty minutes' session sacred music Sundays
4IP	Each Sunday, six main denominations in turn	Sunday evening 6.30–7 p.m., "The Session of the Sower". Wednesday 8.30–9 p.m., "Brother John's Radio Church"	Morning hymn at 7 a.m.
4LG	Broadcasts from St. Brigid's Catholic Church at periodical intervals. Christmas morning from St. Andrew's Presbyterian Church	Eight months of the year a one-hour broadcast is arranged by Presbyterian Church. Each Sunday a half-hour broadcast is arranged by the Catholic Church	Each morning 7.30–7.45 a.m., special hymn session
4MB	Every Sunday morning a complete Church service 11 a.m.–12.15 p.m.	Every week morning 10–10.15 a.m., a devotional service. Sunday 5.30–6 p.m., "Sunday Sunbeams". Children's service	Each morning, a hymn and thought for the day—five minutes
4MK	No	Tuesday, Wednesday, Thursday, Friday, Devotional service by Church of England, Presbyterian, Methodist, Church of Christ and Salvation Army. Sunday mornings, "Radio Sunday School" conducted by Central Methodist Church. Sunday evenings, a session by the Catholic parishes of the district. A fifteen-minute epilogue by the Church of England	Sunday evenings, a fifteen-minute session of religious music
4RO	No	Sunday morning 9–9.20 a.m., Methodist Church "Sunday School of the Air". Sunday evening 5.30–5.45 p.m., Christian Endeavour broadcast. Sunday 6.30–6.45 p.m., Catholic Talk, conducted by Catholic parishes	Salvation Army, each Sunday evening 9.45–10 p.m.
4SB	Broadcast from Church of England, Church of Christ, Methodist and Presbyterian Churches in rotation, and a church broadcast is made every Sunday between 11 and 12 o'clock	Devotional service, Monday to Saturday from 9.15–9.30 a.m., conducted by representatives of Church of England, Church of Christ, Methodist and Presbyterian Churches	No set programmes. Religious music is played in devotional services conducted daily from Monday to Saturday, inclusive
4TO	No	Ministers' Fraternal conduct occasional broadcasts	Sunday afternoon. Thirty minutes of the Salt Lake Tabernacle Choir
4VL	No	No	No
4WK	1st Sunday—Baptist 2nd Sunday—Methodist 3rd Sunday—Church of England 4th Sunday—Presbyterian	Every Sunday morning 8.30–9 a.m., "Gospel Harmonies". Sacred readings, short address and sacred music	Morning Hymn, 11.30 a.m., Monday to Friday inclusive. Sunday 8.30–9 p.m., "Salt Lake Tabernacle Choir". "Lest We Forget" (semi-religious)
4ZR	Conducts broadcast of Church service each Sunday from approximately 8–8.30 p.m.	Religious broadcast every morning from Monday to Friday inclusive at approximately 8.15 a.m.	No
5AD 5PI 5MU 5SE	No	Three broadcasts each Sunday—11–11.15 a.m., 5.30–5.45 p.m., 10–10.30 p.m. Choral service each Sunday—one of church choirs and preachers visit the studio	Broadcast religious music from time to time in regular broadcasts, the two best known being "Golden Sanctuary" and "Salt Lake Tabernacle"

RELIGIOUS BROADCASTS—COMMERCIAL STATIONS' REPLIES TO QUESTIONS—continued.

Station.	Whether or not Church Services are Broadcast.	Whether or not Studio Religious Services are Broadcast.	Whether or not Services of Religious Music are Broadcast.
5DN 5RM	A service is broadcast every Sunday in turn from a group of five city and suburban churches, 11 a.m.—12.20 p.m.	Monday 9.45–10 p.m., Port Adelaide Central Mission. Wednesday 9.45–10 p.m., speakers selected by the Young People's Department, Methodist Church	Sunday 5.20–5.35 p.m., Devotional session—Hymns and sacred music. Seasonal broadcasts—Christmas, "A Child is Born" (half-hour drama), Messiah, &c.; Good Friday, "The Crucifixion"; Easter, "The Resurrection", Elijah, &c. 5DN has purchased a library of 200 recorded hymns which will be broadcast during the year Sunday evening, "Lest We Forget"
6AM and 6PM 6GE 6IX	Sunday, in late afternoon of winter months—Anglican Church of Christ No A service is broadcast each Sunday morning at 11 a.m. Various denominations take part in rotation	Sunday evening, "The Advent Radio Church" No "Sunday School of the Air", Sundays 6–6.30 p.m., conducted in co-operation with the Methodist Young People's Department	Sunday 8.30–9 p.m., "Lest We Forget" "Church in the Wildwood", Mondays to Saturdays, 8.45–9 a.m. "The Mormon Tabernacle Choir", Sunday 2–2.30 p.m.
6KG	No. Except on specific occasions as National Day of Prayer	Sunday, 6–6.30 p.m., service conducted by Church of Christ. Includes children's choir of that church	Sunday—7.15–7.30 p.m., sacred recordings; 9.30–10 p.m., "Lest We Forget". Tuesday, 11.30–12 noon, sacred melodies. Wednesdays, 12.30–1 p.m., repeat "Lest We Forget"
6KY	1st Sunday in month—Church of Christ 2nd Sunday in month—Presbyterian 3rd Sunday in month—Methodist 4th Sunday in month—Salvation Army 5th (if any) Sunday in month—Christian Science 3–4.45, Pleasant Sunday Afternoon service	Semi-religious each Friday at 3.45 p.m. "A Word of Cheer", conducted by Salvation Army	Sunday, 9.45 p.m., "The Golden Sanctuary". "The Voice of the Choir" at various times
6ML	No	Mondays to Fridays, 1.30–1.45 p.m., "This Above All", conducted by a Minister	Sundays, 9–10 p.m., "Sacred Hour"—sacred records
6PR 6TZ	No	Sunday—Half-hour on behalf of Primate of Australia, Archbishop LeFanu; quarter-hour on behalf of Churches of Christ. Thursday night—Ten minutes' devotional talk given by member of Congregational Churches	Monday to Saturday—Quarter-hour musical session "Thine is the Kingdom"
6WB 6MD	No	"Sunday School of the Air", Sunday, 6–6.30 p.m., conducted in co-operation with the Methodist Young People's Department	"Church in the Wildwood", Mondays to Saturdays, 8.45–9 a.m. Arrangements are being made to broadcast "Mormon Tabernacle Choir" at an early date
7AD	No	Monday to Friday at 12 noon 7AD conducts a short religious service	Sunday, 9.30–10 p.m., "Hymns for the People". Each night station closes down with the playing of a hymn
7BU	Three Sundays per month from churches as decided by the Ministers' Fraternal		Semi-religious broadcasts each night from 10.15–10.30 p.m. Saturday from 9–9.30 p.m., session for older people, "Mums and Dads"—semi-religious. Conclude programme each night with the playing of a hymn
7DY	No. Occasionally special services ..	No	Sunday, 9.30–10 p.m., recorded religious music
7EX	Only occasionally	Sunday, 11 a.m.—12 noon, "For Those Who Stay at Home"	Monday to Friday, 9.15–9.30, session of hymns and quotations. Sunday—Transcriptions of Tabernacle service, Salt Lake City. At least half hour per week apart from above, featuring religious music
7HO	No	Sunday, 5.45–6 p.m., Christian Science	Every morning, 9–9.15 a.m., "Hymns of All Churches". Sunday, 11–11.30 a.m., religious music
7HT	No	Sunday—Advent Radio Church, 5.45–6.5 p.m.; Radio Sunday School, 5–5.30 p.m.	Saturday, 9–9.30 a.m., Salt Lake Tabernacle Choir
7LA	When requested	Sunday, 6–6.45 p.m., "Sunday Choruses" Audience show	Sunday, 11–11.30 a.m., session religious music
7QT	No	Sunday, 6.30–6.55 p.m., "Voice of Prophecy"—Advent Radio Church. Ministers' Fraternal session, 8.45–9 p.m., Sunday. Speakers—Anglican, Methodist, Presbyterian	No