

1945 - 46

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA.

NINTH INTERIM REPORT
FROM THE
JOINT COMMITTEE ON SOCIAL
SECURITY.

DATED

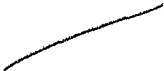
29th July, 1946.

Senator Cooper -

I bring up the Ninth Interim Report
of the Joint Committee on Social Security and
move that the Paper be printed.

Passed

6-8-46



MEMBERS OF THE COMMONWEALTH PARLIAMENTARY JOINT COMMITTEE ON
SOCIAL SECURITY.

(THE SEVENTEENTH PARLIAMENT)

FIRST SESSION.
(APPOINTED 14th OCTOBER, 1943.)

HERBERT CLAUDE BARNARD, ESQUIRE, M.P., CHAIRMAN.

<p>Senate Senator WALTER JACKSON COOPER, M.B.E. + Senator DOROTHY MARGARET TANGNEY.</p>	<p>House of Representatives. FREDERICK MICHAEL DALY Esquire M.P. LESLIE CLEMENT HAYLEN, Esquire M.P. RUPERT SUMNER RYAN, Esquire, C.M.C. D.S.O., M.P., + THE HONORABLE SIR FREDERICK HAROLD STEWART, M.P. +</p>
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+ Discharged from attendance 30th March, 1944.

SECOND SESSION AND THIRD SESSION.
(Appointed 20th July, 1944.) (Appointed 10th May, 1945.)
HERBERT CLAUDE BARNARD, Esquire, M.P. CHAIRMAN.

<p>Senate Senator WALTER JACKSON COOPER M.B.E. The Honorable HATTIL SPENCER FOLL Senator DOROTHY MARGARET TANGNEY.</p>	<p>House of Representatives, FREDERICK MICHAEL DALY, Esquire M.P. LESLIE CLEMENT HAYLEN, Esquire, M.P. RUPERT SUMNER RYAN, Esquire C.M.C. D.S.O., M.P.</p>
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INTERIM REPORTS OF THE JOINT COMMITTEE ON SOCIAL SECURITY.

	Subject	Presented to Parliament	Paper No
(The Sixteenth Parliament)			
First	Social Security planning and Legislation	24th September, 1941	48
Second	Unemployment and War Emergency	6th March, 1942.	71
Third	Consolidation of Social Legislation and Post-War Unemployment	25th March, 1942.	72
Fourth	Housing in Australia	20th May, 1942.	77
Fifth	Reconstruction Planning	8th October, 1942.	88
Sixth	A Comprehensive Health Scheme	1st July, 1943.	104
(the Seventeenth Parliament)			
First Session.			
Seventh	Commonwealth Hospital Scheme; Hospitalization; Consolidation of Social Legislation.	9th March, 1944.	11
Third Session.			
Eighth	A Comprehensive Health Scheme.	2nd August, 1945.	21

JOINT COMMITTEE ON SOCIAL SECURITY.

NINTH INTERIM REPORT.

NATIONAL FITNESS.

INTRODUCTORY.

1. At the first meeting of the National Health and Medical Research Council in February, 1937 the Council directed the attention of the Governments in Australia to serious neglect in adequate supervision of the bodily development of children before and during school age; and at the fifth session of the Council, held in Canberra in November, 1938, the Director-General of Health for New South Wales (Dr. E.S. Morris) presented a paper on Physical Education. As a result of the discussions the National Health and Medical Research Council passed a resolution on the subject of Physical Fitness from which the following extract is quoted:-

"The Council is convinced of the urgency and importance, in any case, of establishing a National organization which shall have as its main objective a standard of Physical Fitness such as this country, with its racial heritages, natural environment and economic opportunities, should show.

The Council therefore recommends the Commonwealth Minister for Health:-

- (1) to form immediately a National Council for Physical Fitness, under the Minister for Health;
- (2) to invite State Governments through their Ministers for Health to co-operate in this national objective by forming related State Councils;
- (3) to extend the invitation to include the third element in government - namely, local government - with a view to making available, enlarging and multiplying playgrounds, sports fields, swimming pools and other tangible equipment and facilities. In this regard that encouragement be given to the formation of community committees in every district to co-operate with local authorities in the provision of local facilities directed towards the maintenance of physical fitness in the community;
- (4) to convene an initial conference as early as convenient and to establish a permanent organization, periodically reviewed.

It further recommended:-

- (a) that all useful voluntary bodies be invited to associate themselves to the local and central councils and be subsidised to the limit their opportunities appear to justify, for extension of membership and range of activities;
- (b) that the details of programme be thus determined on a national basis on approved and progressive lines;
- (c) that the Departments of Health and Education in each State be actively associated with the scheme with a view to making the personal and individual obligation in this regard universally apparent to the children of the rising generation;
- (d) that where physical drill is a feature of education or training at present, it be assimilated to and alternated with organized games and that, since nothing is valuable unless attached to a purposive ideal, that this development for physical fitness be constantly associated in the minds of the children of the nation with pride in their nation's achievements here in the short space of 150 years, and with that confidence in its future, which is essential, if its future is to be worthy of its past;
- (e) that the memorandum by Dr. E.S. Morris be printed and circulated as a separate paper for general distribution;
- (f) that the need for physical education, while of most value to pre-school and school groups, is equally important for adolescent and adult members of the population;
- (g) that immediate steps should be taken to ensure supply of trained leaders and teachers."

2. The Commonwealth Government having considered this recommendation decided that a National Co-ordinating Committee for Physical Fitness should be formed under the Minister for Health and that the State Governments should be invited to co-operate in this national objective by forming related State Councils.

The inaugural meeting of the National Co-ordinating Committee for Physical Fitness (this name was later changed to the Commonwealth Council for National Fitness) was held in Melbourne, in January 1939, under the Chairmanship of the then Commonwealth Minister for Health (Senator H.S. Foll). Since then the following sessions have been held:-

II	Canberra	2nd May, 1939.
III	Melbourne	27th July, 1939.
IV	Canberra	9th and 10th May, 1940.
V	Canberra	4th and 5th November, 1940.
VI	Sydney	24th October, 1941.
VII	Canberra	29th September, 1943.
VIII	Melbourne	25th and 26th October, 1945.

3. In July, 1939 the Commonwealth Government decided to allocate the sum of £100,000 over a period of five years for a National Fitness Campaign, the two main purposes being (a) organizing and (b) subsidies to universities for the establishment of diploma courses. The annual allocation of this money was as follows:-

£1,000 to each State for administration;
500 to each State for the training of
voluntary leaders;
2,000 each to Sydney and Melbourne Universities;
1,500 each to Brisbane, Adelaide and Perth Universities;
1,000 to Hobart University.

The State Governments were invited to form State Councils:

a State Council was already in existence in New South Wales where the subject of National Fitness had been receiving attention for some years; in other States Councils were appointed within a few months. All the States appointed organizers and all the Universities accepted the conditions. Melbourne had established a two year diploma course in 1939, partially financed for two years by a Carnegie grant. Adelaide, in 1940, and Brisbane in 1941, admitted their first students to Diploma courses in Physical Education. Sydney established a three-year Certificate course in 1941, under the control of a Board of Studies, with a view to developing a University Degree Course in Physical Education at a later date. Tasmania and Western Australia decided to use their grants for scholarships to selected students. In the former case, the scholarships were allocated through the Tasmanian Education Department to departmental trainees or teachers, and in practically every case the selected candidates from Western Australia have been trained departmental teachers.

COMMONWEALTH LEGISLATION.

4. To place the movement on a permanent and statutory basis the Commonwealth Parliament passed the National Fitness Act 1941. This Act provides for the appointment of a Commonwealth Council for National Fitness to advise the Minister with respect to the promotion for national fitness, and in particular in relation to:-

- (a) the measures to be adopted to develop appreciation of the need for physical fitness;
- (b) the provision for facilities for instruction in the principles of physical education;
- (c) the organization of movements, and the provision of facilities for attaining or maintaining personal physical fitness; and
- (d) the training of teachers of classes, and of leaders of movements or groups, formed for the purpose of promoting physical fitness.

The Council is empowered to make enquiries into the causes of physical unfitness in the community, and to co-operate with the National Health and Medical Research Council.

The Act established a Trust Account known as the National Fitness Fund into which is paid:-

- (a) such amounts as are appropriated from time to time by the Parliament for the purposes of the fund, and the income derived from the investment of those amounts or any part thereof; and
- (b) gifts of money made for the purpose of the Fund and the income derived from, and the proceeds of the realization of, gifts made for those purposes.

The Minister is empowered to apply the moneys standing to the credit of the Fund for the purpose of providing assistance:

- (a) to encourage the development of National fitness in each State under the direction of a National Fitness Council appointed by the Government of the State;
- (b) to promote physical education in schools, universities and other institutions.

The Act also provides that the Minister shall, each year, cause a general report containing a summary of the work done under the Act during the preceding year to be laid before both Houses of the Parliament.

INCREASED COMMONWEALTH GRANT - 1942.

5. Following the passing of the National Fitness Act, two Commonwealth National Fitness officers were appointed in 1942 to the staff of the Commonwealth Department of Health, an extra vote of £2,500 for Central Office expenses having been approved.

An extended programme of work involving an additional £50,000 per annum was approved by Cabinet in June 1942, making the total grant £72,500. The annual allocations to the State Councils were substantially increased, and for the first time money was allocated to State Education Departments for the development and extension of Physical Education in Schools and Teachers' Colleges.

The grants to the States from the National Fitness Fund are now:-

I. State Councils - £35,500

New South Wales and Victoria £7,000 each, Queensland, South Australia and Western Australia £5,500 each, Tasmania £5,000.

II. Universities - £9,900

New South Wales and Victoria £2,000 each, Queensland, South Australia and Western Australia £1,500 each, Tasmania £1,000, Special Grant £400.

III. Education Departments - £17,000. Each State £2,833.

The balance of the total grant of £72,500 covers an allocation for National Fitness work in the Australian Capital Territory, Central Office expenses, and cost of Commonwealth Conferences.

6. To meet what appeared to be the needs for the future, the increased grant was directed to be expended as follows:-

I. STATE COUNCILS for

- (i) extension of youth work in co-operation with voluntary youth organizations particularly for the 14 - 18 age group - £6,000
- (ii) establishment of local committees in co-operation with local governing authority - £9,500.
- (iii) development of camps and youth hostels - £6,000
- (iv) promotion of "keep-fit" classes in industry - £3,000

The only one of these items for the expenditure of which special conditions were laid down was (ii). The conditions were briefly:-

- (a) committees had to be affiliated with the State council, to be sub-committees of the local governing bodies and to have a representative from the local governing body,
- (b) claims for grants had to be submitted to State councils giving details of proposed expenditure, which had to be directed primarily for the benefit of the 14-18 age group.
- (c) grants were limited in any one case to £50. Grants above £10 had to be voted only on a £ for £ basis.

Decisions regarding expenditure under all other items were left to the State Councils, but any reallocation from one item to another had to be submitted to the Commonwealth Department of Health for approval.

II. UNIVERSITIES - an additional £100 to each University having an established course for the provision of extra facilities in physical education for undergraduates of all faculties.

III. EDUCATION DEPARTMENTS - for the extension of Physical Education programmes particularly for the 12-14 age group - £17,000.

I. The grants to the State Councils have been expended in :-

(1) Administration.

The sum of £1,000 was set aside in each State to cover staff salaries.

During recent years the staffing of the Councils with Organizers and Field Officers has presented certain difficulties owing to the restricted selection of male applicants due to the requirements of the Services, and to the lack of status and permanence as compared with Departmental appointments. Nevertheless, staffs have been maintained at strength, and, in some States, expanded. Originally every State had a male organizer, but it was soon found that a woman was also necessary, and in most States such an appointment has been made.

(2) Extension of Youth Work - £1,500 to each State.

Youth extension work has become the most important activity of all Councils. Associated Youth Committees have been set up in all States and represent all the major youth organizations.

The problem of leisure-time training for the post-school adolescent has become an important issue for education. Education provides the machinery through which the post-school youth can work most successfully, as the future of national fitness lies with youth rather than with the adult community.

- (3) Development of Local National Fitness Committees - N.S.W. and Victoria £2,000 each, Queensland, South Australia and Western Australia £1,500 each, Tasmania £1,000.

This was felt to be an important part of the campaign, and the work had to be done under local governing bodies. All State Councils have developed local National Fitness Committees, particularly in the country, and the Councils are advising local Committees in community centres, youth centres, recreation areas and children's playgrounds. These are voluntary committees, and the only stipulation is that there must be a representative of the local governing body on the committee. In some States there are more than 60 of these committees functioning.

- (4) Development of Camps and Youth Hostels - £1,500 to five States and £1,000 to Tasmania.

Special allocations were made to assist in the development of camps and hostels, and in spite of war-time difficulties of manpower and material all States, except one, have been able to establish camps. The camps are used for training purposes, and there are school camps and holiday vacation camps for teachers. The hostels provide simple overnight accommodation for parties of hikers, and the aim is to provide a chain of hostels within easy travelling distance of each other.

- (5) Keep-Fit Classes for Industrial Workers - \$500 to each State.

This grant was made to provide for workers in factories, but despite the efforts made by State Councils to supply the service, it proved to be the least successful of their activities in most States.

The reasons given for this position were the hours of shift work, the remoteness of many factories from suitable facilities, the lack of facilities in the factories themselves and the reluctance of workers to remain at factories during leisure hours

the general desire being to reach their homes soon after ceasing work.

(6) Training of Voluntary Leaders and the Development of Playground Associations. - £500 to each State.

Every State has conducted training courses of various kinds for some hundreds of voluntary leaders, and playground associations have been formed in all States. Victoria established the first professional youth leadership training course in 1944.

II. Universities.

The University grants were allocated for the training of physical education specialists who were urgently need^{ed} for work in schools and on the specialist staffs of Teachers' Colleges, Education Departments, and in the National Fitness organization. No stipulation was made as to the methods of expenditure of the grants within the courses. Except in the case of Western Australia and Tasmania, where the grants were expended on physical education scholarships, they have been spent chiefly on staff, accommodation and facilities, libraries and equipment.

The grants to the Universities are spent -

- (a) in the training of specialists in physical education and the promotion of physical education in the University;
- (b) four Universities - Sydney, Melbourne, Brisbane and Adelaide - provide diploma courses and have maintained their specialist training courses with increased enrolments in each case;
- (c) the Universities of Western Australia and Tasmania - which award scholarships - have received continued applications from students of high standard and experience.

The University courses supply specialised staff for:-

- (i) Education Departments (Physical Education Staffs);
- (ii) National Fitness Councils;
- (iii) University and Teachers' College Staffs;
- (iv) Private institutions and schools;
- (v) State High Schools and Technical Colleges.

III. Education Departments.

The grants to the Education Departments were to be expended under three headings - the allocations being based on what were felt to be the most urgent needs in order to increase as soon

as possible the development of health and physical education programmes in schools:-

- (1) The training of the rank-and-file teacher in modern methods of physical education through the medium of refresher courses, and schools of instruction - £1,000.
- (ii) The specialist training of a small group of experts to be a flying squad of instructors chiefly engaged on the instruction of teachers - £833.
- (iii) the development of physical education programmes in teachers' colleges, and the building up of equipment, libraries, etc. for use in schools, refresher courses and teachers' colleges - £1,000.

Refresher courses in modern physical education methods have thus provided for some hundreds of rank-and-file teachers both in city schools and in distant country centres. It has been made possible to get training to these teachers, who otherwise would not have been reached after they had left Teachers' Colleges. Vacation and Holiday courses for country teachers have been held during the Christmas vacations. Refresher courses have been held for specialist physical education staff. School camps during school terms have been held for children of crowded city areas. Greatly increased supplies of equipment have been made available in schools, Teachers' Colleges, and for the use of teachers in training courses.

The stimulation of interest caused by the Commonwealth Government has led to the appointment in most States of increased physical education staff, the extension of physical education books and films, the publication of text books for the use of teachers, and the preparation of syllabuses of physical education practice for Australian conditions.

A modern gymnasium has been built at the Teachers' College at Adelaide; at Melbourne a rehabilitation gymnasium has been equipped for physically retarded children from city schools; and a physical education training centre for teachers and students has been established at Bellerive, near Hobart.

ACTIVITIES IN THE STATES.

NEW SOUTH WALES.

Administration -

7. New South Wales interest in the subject of National Fitness commenced in 1930, but it was not until 1937, following various conferences and deputations, that definite action was taken, and an Advisory Committee of Physical Education was appointed by the Government. In the following year a State Director of Physical Education was appointed to the State Department of Education, and, in September, 1939, a State Council of Physical Fitness in New South Wales was constituted with the Director of Physical Education as Executive Officer.

The appointment of this council coincided with the announcement of the original Commonwealth grant and when the Commonwealth National Fitness Act was passed the title of this body was changed in conformity with other States to the National Fitness Council of New South Wales.

This Council comprises about thirty members representing many interests and is presided over by the State Minister for Education, with the Director of Physical Education (Mr. Gordon Young) as Executive Officer responsible for the efficient and economic operation of National Fitness and Physical Education activities, whilst the Secretary to the Council is the Administrative Officer.

A special training officer has recently been appointed to organise courses of instruction in national fitness, physical education and general youth activities; he will also co-ordinate training under the national fitness scheme and be associated with the training courses at the University and the Teachers' College. Regional officers have been appointed to organize and supervise national fitness and physical education activities in Country districts. Some time ago a Regional National Fitness Officer was appointed at Newcastle and the success of that appointment has led to appointments at Bathurst, Lismore, Tamworth, Wagga and Wollongong.

All members of the staff are attached to the State Education Department and the establishment is known as the National Fitness Physical Education Branch, with headquarters located in the old Public Library Building, Macquarie Street, Sydney. The building has been remodelled and provides suitable accommodation for the clerical staff, a large gymnasium for demonstration and training purposes and a lecture hall for meetings and film screenings of National Fitness activities. This building has been a major factor in the development of National Fitness activities, although it is anticipated that further accommodation will be required in the near future.

Youth Work.

3. The National Youth Association which operates as an Advisory Committee of the National Fitness Council of New South Wales adopted a constitution in 1943 which drew together in close relationship the existing Youth Organizations. With a full-time secretary the Association is proceeding to plan for the expansion of youth activities and to develop the necessary leadership training.

The President of the National Youth Association (Mr. W. J. Court) who is also a member of the National Fitness Council, informed the Joint Committee that the Association now comprises 34 of the major organizations engaged in Youth Work in New South Wales and covers a membership of over 70,000 in the adolescent age groups. It was planning a detailed survey so that vital statistics would be available as a guide to future activities. Mr. Court stressed the value of co-operation between voluntary agencies and the Government in taking care of youth and suggested the establishment of a National Youth Association for Australia with State Associations as branches. He considered, however, that the work of the Association in New South Wales was handicapped because it was under the control of the Department of Education as citizens serving voluntary organizations found Departmental procedure rather irksome and preferred to have direct approach to the Minister.

Local National Fitness Committees -

9. Five local National Fitness Committees were formed in New South Wales in 1942; since that time considerable progress has been made and at present 62 such committees have been set up. Local Governing authorities have displayed sympathetic interest towards the aims and ideals of National Fitness and enthusiastic co-operation has been received from Citizens' Committees. An interesting recent development has been the foundation by Municipal Councils such as the City of Greater Newcastle, Wollongong, Rockdale, and Shires such as Central Illawarra, of nests of local municipal National Fitness Committees co-ordinating with a Central Standing Committee. It is anticipated that within a year or two representative committees will have been set up in every important town in New South Wales and that by encouragement and guidance many National Fitness activities will be instituted throughout the State by committees interested in securing adequate communal facilities for recreation and culture, and partly financed and managed by the local people themselves.

Camps and Hostels -

10. Camping has been a feature of the New South Wales programme of National Fitness. Camps at Broken Bay and Lake Macquarie have been established for some years and are in continuous occupation. Bathurst, Grafton, Lismore and Narrabeen Lakes are other centres where camps are established or under construction.

The Broken Bay Camp, which was taken over by the Military authorities during the war, comprises more than 800 acres of bush-land very suitable for hikers, with about eleven acres of flat land for recreational facilities and buildings, including a mess hall capable of accommodating 250 persons at a sitting.

Experimental school camps of 15 days duration have been organized in school time with the approval of the Education Department and with a camp syllabus designed to cater for the physical, mental and ethical needs of the adolescent child.

Camps have been held for Teachers' College students specialising in Physical Education and for youth organizations, whilst special week-end camps for leader training have been organized at regular intervals.

The Hostel movement initiated and supported by the Commonwealth grant is developing rapidly.

The Youth Hostels Association of the National Fitness Council of New South Wales has been constituted to establish hostels and other simple accommodation throughout the State. The chairman of the Association is appointed by the Council and represents the Association at Council and Executive meetings.

The Association aims to assist young persons to acquire a more intimate knowledge and love of the countryside, to promote activities which foster friendships and bring about better understanding among all members and to develop them mentally, physically and socially in an environment that is conducive to good citizenship.

The Association comprises thirty groups representing a membership of more than 600, most of the members being between the ages of 17 and 25.

Hostels have been established at Little Marley (National Park), Towlers Bay and Apple Tree Flat (Kuringai Chase), Hungry Heach, West Head and Juno Head (Broken Bay), and farm house hostels have been arranged in the Kangaroo Valley.

Courses of lectures for leaders are held in such subjects as nature and bush craft, flora and fauna, geology, bush fire control, bush rescue and search work, etc. Regular social evenings are arranged to enable members to meet and discuss their plans.

The Association aims at the establishment of hostels within easy reach of large centres of population to encourage young people to travel through the bush by walking, cycling, horseriding, sailing, canoeing, etc. and to provide them with accommodation at a minimum cost.

The Chairman of the Youth Hostels Association (Mr. F.M. King) outlined to the Committee the work already accomplished and the future plans of the association; he indicated the main difficulties were the question of staff and the need for more freedom in the handling of finance. The hostels near Sydney have been financed from the Commonwealth grant, but membership and overnight fees are paid into State Revenue. The Association has no fund of its own and has consequently not been able to tender for naval and military camp buildings and sites when they have become available.

It might be mentioned here that when the question of obtaining former Service buildings for National Fitness purposes was brought to the notice of the Joint Committee, the Minister administering the Commonwealth Disposals Commission was approached by the Committee and arrangements made whereby the Commission would afford the National Fitness authorities facilities to indicate their requirements.

Vacation Play Centres.

11. The National Fitness Council of New South Wales, acting in conjunction with the Department of Education and with assistance of Local Governing Authorities and local National Fitness Play Centre Committees, operated various types of play centres.

It was explained to the Joint Committee that these play centres were not places of amusement but centres of recreation where emphasis is placed on the worthy use of leisure time, the learning of worthwhile activities, such as hobbies and handicrafts and active participation in games.

Special features of the play centre scheme were the free distribution of half a pint of milk distributed daily to each child and medical inspection whenever practicable, followed by investigation by a social worker attached to the staff.

Projected expansion includes the institution of demonstration centres in continuous operation as model play centres and staff training establishments, mobile education units embracing a travelling theatre, the provision of a specialist visiting staff

of experts in story-telling, literature, music and drama.

A pleasing feature of the holiday play centre development is the expansion of the movement to country towns. Initially confined to congested industrial areas in Sydney and Newcastle, holiday play centres now operate in most of the important towns in New South Wales, assisted by committees of local citizens.

Training of Voluntary Leaders and Development of Playgrounds -

12. A number of training courses has been developed to meet the expanding desire for training in youth leadership by those who give their services voluntarily in helping youth work. Nearly 1,000 junior instructors of 18 years and under have been trained to give effective and efficient instruction. Leaders are trained to assist in the camps and hostels, and supervisors for play centres attend courses of instruction.

The outstanding contribution to the playground movement in New South Wales has been made by the Municipal Council of Sydney which for many years has adopted a policy that supervision be provided on all children's playgrounds under its control. A specially qualified staff of men and women supervises the playgrounds and conducts a programme of recreational activities. The Council defrays the cost of supervision and maintenance, and, by arrangement, physical education students carry out group work at the Playgrounds as part of their training.

University -

13. A three-years' Certificate Course in Physical Education was inaugurated at the Sydney University in 1940. This course aims to equip students with the necessary ability in skills, knowledge and attitudes so that they may become physical education teachers in schools. Four students were enrolled at the outset, and at present 64 are doing the course - 33 on scholarship and under bond to the Education Department and 31 fee-paying students, many of whom will also be employed in State schools.

Although emphasis is placed on teacher training, provision will have to be made for training personnel for employment in fields

where physical education operates apart from the school, such as service in community centres, after-school play centres, and institutions such as the Young Men's Christian Association and the Young Women's Christian Association.

As the course has developed it has been broadened to meet the demands that experience has proved necessary and it is proposed to change the name of "Certificate of Physical Education" to "Diploma of Education".

A four-year course leading to a Bachelor of Science Degree in Physical Education has been accepted by the University but it is not in operation owing mainly to the lack of facilities for the satisfactory conduct of the course.

Physical education students assist in National Fitness work by acting as supervisors at camps and play centres and physical education staff members help in the voluntary leadership training courses and are members of many committees functioning under the National Fitness Council.

VICTORIA.

Administration. -

14. In Victoria the National Fitness Council, comprising 33 representatives of departments and organizations concerned with the promotion of health and fitness, is presided over by the State Minister for Health with the Chief Health Officer of the State as Chairman, with an administrative full-time staff of Organizer (Dr. A.G. Scholes), an Assistant Organizer (Miss E. Swires), Field Tutors (men and woman), Librarian and other trained members.

Office accommodation is situated in the T. & G. Building, Melbourne, whilst nearby is a building temporarily leased to serve as a demonstration and training centre.

Youth Work. -

15. Since its inception the policy of the National Fitness

Council of Victoria has been to assist and supplement the work of all organizations working for allied purposes without impairing their independence. There is an Associated Youth Committee, members of which are appointed by the principal youth organizations of the State, presided over by a member of the National Fitness Council. Service to youth has been one of the chief functions of the Council. This is co-ordinated through the Associated Youth Committee representing thirtyeight organizations, with a membership of 97,000. Youth organizations associated with the different churches, Boy Scouts, Girl Guides, and other associations, have been working together harmoniously for three or four years.

Conferences are held to correlate the works of organizations - at one conference 580 leaders attended - activities leaflets covering such subjects as cabinet-making and joinery, boat repairing, fretwork and woodcarving, wood turning and metal craft, as well as wrestling and camping, have been prepared, whilst others in course of preparation are puppetry and related crafts, folk dancing, leather work, weaving and pottery, and a reference library has been built up.

Unobtrusive guidance and leadership are required for youth and these can be given only by trained leaders. In the past good work has been done by enthusiastic amateurs, but they themselves realise the need for training. The voluntary co-operation of the major youth organizations in Victoria, through the Associated Youth Committee, has increased the scope and value of the Council's voluntary and professional leader training. Trainees are nominated through affiliated organizations and on completion of training return to serve their own community. A limited number of "free lances" are also accepted for training, and they undertake to give voluntary service as directed by the National Fitness Council. The majority of these are allocated to industrial areas. Voluntary leaders registered in Victoria now number 625.

Specialised courses have been conducted in folk dancing and handicraft. The average enrolment for specialised courses has

been 40, and some 440 leaders have passed through. From time to time refresher courses and field days have been organized to give further programme material to those voluntary leaders who have completed training.

Decentralised voluntary leader training courses and general physical education have been conducted at many country centres in Victoria.

16. An example of the valuable work which can be performed for youth is provided by the establishment of the Ballarat Youth Centre. This was made possible because of a community awareness of the needs of youth and of the problems of leisure and of education for citizenship. Suitable buildings originally erected at a Military Hospital were made available by the Red Cross Society and a site was provided by the Ballarat City Council. Supported by public subscriptions and other funds, together with enthusiastic personal service, this Centre for youth activities at Ballarat provides a curriculum of 40 different activities, it is staffed by 80 voluntary instructors, controlled by a paid supervisor and attracts a weekly attendance of more than 500 young people. It is controlled by a Council which includes representatives of 50 organizations, 10 representatives of voluntary leaders and helpers and representatives from the boy and girl members of the centre.

This Centre has also enabled students in the Youth Leadership courses of the National Fitness Council to gain valuable practical experience.

Local National Fitness Committees -

17. In Victoria the Council's policy has been one of decentralisation, and 60 local National Fitness Councils have been set up throughout the State; whilst in some suburbs of Melbourne, and in many country districts the people are organising other community centre facilities. Regional committees, such as Swan Hill and Warracknabeal, include a number of committees serving outlying centres. At Swan Hill 900 young people are actively linked with these clubs and at Warracknabeal there are about 1,300.

18. It is claimed that the spread of these committees indicates the growth of public interest, particularly in the welfare of young people and generally in the provision of adequate health, recreational and social facilities for people of all ages. The local committee's activities cover individual "keep-fit" groups and other leisure time and cultural activities for youth and community service, and also include shared community facilities such as the development of parks and gardens, playing areas, youth centres and swimming pools.

Apart from fully constituted committees, the National Fitness Council has given assistance for boys' and girls' recreational activities in over one hundred other districts, many of which are moving towards the establishment of local committees. Two field officers are employed in Victoria to follow up these requests for assistance, but more field officers are necessary.

19. This work has led to the strengthening and widening of local youth organizations, so that in many districts the local National Fitness Council has been constituted a Community Centre Committee. The National Fitness Council's policy in regard to such centres is summed up in the following recommendation adopted at the Seventh Session of the Commonwealth Council:-

"Community centres, as tangible institutions should not be imposed on any community by an outside authority, and should not be provided except in response to a demand originating within the community itself, and only when the community is prepared to accept responsibility for the care and management of the centre."

20. One of the outstanding features of the activities of the National Fitness Council of Victoria is the Fisherman's Bend Community Centre. In the words of the Victorian Organizer (Dr. Scholes):

"The National Fitness Council is responsible for the Community Centre at Fisherman's Bend, and part of its grant from the State Government is set aside for the purpose. Special aid has been given to this centre, because, as the first one of its kind, it was regarded as an experiment, the results of which would be of value in all subsequent housing schemes.

This Community Centre began in March 1942 - temporarily housed in two adjoining cottages provided by the Housing Commission. Prior to this date, a Tenants' Association had been able to obtain a better bus service, public telephone, etc., but having no regular meeting place, interest waned.

"A provisional committee was set up, including representatives from Infant Welfare Department, Free Kindergarten Union of Victoria, Housing Commission, Boys' and Girls' club executives, with National Fitness Council as a co-ordinating body; to sponsor social, recreational and welfare amenities. The National Fitness Council provides the salary of the supervisor - at first part time, but now full time.

Kindergarten, Infant Welfare Centre, Boys' and Girls' Club facilities commenced. An advisory council of residents was elected to administer their community interests.

There are 376 families resident at Fisherman's Bend. A census taken two years ago showed 900 children from the age of birth to adolescence.

In July, 1943, the Housing Commission, in view of increasing facilities, decided to provide a temporary hall. This will eventually be a series of shops, but at the moment provides a spacious assembly hall and/or gymnasium, stage, dressing-rooms, kitchen and canteen, built-in library units for adult and children residents, supervisor's office and store room.

The Community Centre staff includes full-time supervisor (salary met by the National Fitness Council of Victoria), full time play-leader (salary paid by the National Fitness Council through grant to the Playgrounds Association), two kindergarten directresses and assistants (salary met by Kindergarten Committee and subsidy for the Kindergarten), caretaker (salary met by the National Fitness Council of Victoria), infant welfare sister (salary provided by the Port Melbourne Council and Infant Welfare Department.)

All activities are developing, particularly the Resident's Advisory Council, which is becoming increasingly responsible for the community activities. The Kindergarten, Boys' and Girls' Clubs, and Mothers' Clubs, all have a voluntary roster which covers leisure-time activities.

The local committee is taking more and more responsibility and is becoming increasingly active. The interest of the residents is increasing and a paper "Community News" is issued monthly by Residents' Advisory Council."

21. Camps and Hostels - From 1939 to 1943 the Victorian Council made initial experiments with the co-operation of the University, the Education Department and Social Service Agencies in organizing experimental health camps at Cowes for boys and girls in industrial areas. The Council's long-range plan for a permanent health school and recreation camp for children of industrial and inland areas is now being further developed; the Department of the Army has generously made available a well equipped former Army camp on an excellent site in a sheltered position adjoining the beach near Point Lonsdale. It provides comfortable hutment accommodation and is equipped with electric light, sewerage and hot water. Here children below par in health may have good food, recreation,

and health and character training. The general plan is that batches of children recommended by the Education Department and registered schools, shall go into camp for three and four weeks. Although the camp has a capacity of from 300 to 400 children, it is not intended to have more than 100 there at a time. The staff will include a matron, physical education tutors, a craft tutor, and a physio-therapist. The Point Lonsdale camp will also afford an opportunity for the training of youth leaders from all parts of the State.

The Council is also assisting in the preparation of a contour plan for the general development of Churchill National Park at Dandenong, 18 miles from Melbourne; this area is a forest, flora and fauna reserve, and is being developed as a recreation centre to provide camps and playing grounds.

The Youth Hostel Association of Victoria was formed to provide hostels and other simple accommodation for young people in their travels. It has a membership of 500 and has 14 hostels available covering the finest scenic routes in the mountain ranges within a reasonable distance of Melbourne.

22. Training of Voluntary Leaders and the Development of Playground Associations - The National Fitness Council of Victoria works closely with the Playground and Recreation Association of Victoria, supporting its work by yearly grants from Commonwealth and State funds. The Council supports the establishment of permanent playgrounds, and brings before the municipalities the need for adequately equipped play areas and the appointment of permanent trained supervisors. Vacation Play Centres have been organized in nine suburban areas, where there are no supervised play grounds, and the policy is to develop centres only when adequate trained personnel is available; supported by voluntary help the balanced programme includes specialists in physical education facilities, games and crafts. Adequate provision for pre-school children is made by engaging staff with training in this work. Attendances have totalled 22,000. A special feature of the Victorian service is the mobile travelling theatre, which gives spec-

JOINT COMMITTEE ON SOCIAL SECURITY.

NINTH INTERIM REPORT.

Page. 21, Paragraph 23 - University.

End first sub-para at "State" line 10, insert:

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[In 1937, before the National Fitness Movement was inaugurated, the Melbourne University established a two year diploma course in physical education. This course now provides specialist staff for Education Departments, National Fitness Councils, the University and Teachers' College staffs, schools and other institutions. In spite of war conditions a steady intake of students has been maintained: twenty-nine students were enrolled in 1937 and fifty in 1945. The accommodation provided, however, is very limited and gymnastic and administrative facilities are urgently needed, ^{and} when opportunity occurs it is proposed to utilize the accumulated balance of the Commonwealth grant for improvements. Students from the course have given service each summer vacation in Victorian National Fitness play centres and staff members and students participate as lecturers and instructors in the professional leaders course. Classes in physical education have been made available to the University office staff and to students other than those enrolled in the Physical Education course. Several times during recent years the Director has conducted courses and summer schools for National Fitness Councils of other States, such as South Australia, Western Australia and Tasmania.

[It is intended etc.]

ialist exhibitions in puppetry, story-telling and crafts. It is ~~of~~ ^{of} time that the substantial drop in the police figures relating to child delinquency can be attributed to the better organization of play facilities and the provision of camping and recreation facilities generally during holiday seasons.

There is a definite tendency for local governing bodies to assist the National Fitness Council in its work and recently the Local Government Act was amended to empower municipal councils and shires to incur expenditure on such projects. All applications to the National Fitness Council for subsidies have to be made through the local governing bodies. This keeps them aware of local activities and they are encouraged to accept the responsibility of training permanent supervisors of vacation play centres.

The Joint Committee had an opportunity of attending the Victorian Youth Week held in Melbourne in September last with the object of bringing the work of youth organizations before the public and demonstrating what was being done by the National Fitness Council to cater for the leisure time needs of young people. Members of the Committee were impressed by the value of the work being performed and by the enthusiasm of the leaders and the children.

23. University - In 1944 the National Fitness Council of Victoria co-operated with the Department of Social Studies in the University of Melbourne in sponsoring and conducting a one-year course for professional leaders, the need for which was expressed by the Executives of affiliated organizations. The basis of nomination was through these organizations. Nineteen students were nominated for that year, and in the following year thirteen students attended. The Tasmanian Council and Education Department nominated three students who, on completion of the course, will initiate the service to youth in their own state. ^{Table in} ~~It~~ ^A is intended to extend the two-year course at the Melbourne University into a three or four years course, thus widening the practical and theor-

strical knowledge of the trainees, especially in the field of youth and community centre work. The extension of the course would also enable students to add another teaching subject to their qualification as physical education teachers; this would afford greater opportunity, as in Australia the field is limited for people who are trained only as physical education teachers.

24. Education Department.— Victoria is now the only State where the National Fitness Council is under the presidency of the State Minister for Health; in all other States the Council is associated with the Department of Education. However, in all its activities the Victorian Council works closely with the Education Department, and has found its co-operation most useful. The Director of Education is a member of the Council, and when he is unable to attend, a senior inspector acts for him. Much is owed to the Education Department teachers in country towns who have co-operated in tutoring voluntary leaders.

Before it received any grant from the Commonwealth Government the Education Department of Victoria undertook the physical education of school children, but the Commonwealth grant has enabled the Department to enter a new field of education. A remedial gymnasium is being built, and another gymnasium has been fitted up, where teachers and students can see what equipment is necessary. A comprehensive text book is being prepared and numbers of informative pamphlets have been supplied, free of cost, to schools. Vacation schools and camps for teachers have been held and a course in physical education instituted for district inspectors. Numbers of film strips to aid visual education have been prepared, and a projector has been purchased. When proper supervision is obtainable it is intended to make the gymnasium and other facilities for physical education available outside school hours to persons other than school children.

QUEENSLAND.

25. Administration.- During the past two years there has been considerable expansion in interest in the objectives of the National Fitness Campaign in Queensland. In April, 1945, the National Fitness Council of Queensland was reconstituted to give representation to sections of the community interested in youth welfare activities. The Council now comprises 15 members appointed by the State Government and meets at least monthly under the chairmanship of the Director-General of Education. The secretary to the Council (Mr. J.E. Townsley) is a State officer who devotes part of his time to the National Fitness Work whilst the Organizer (Mr. E.V. Harris) is a full-time officer who undertakes organizational tours through various parts of the State; four additional regional organizers, two male and two female, have recently been appointed - one man will be located at Townsville and the other at Rockhampton.

The office of the Council is situated in unimpressive shop premises in the city, whilst the practical activities are conducted at the pavilion and grounds of the Queensland Lawn Tennis Association at Milton.

26. Youth Work.- The Associated Youth Committee which consists of delegates from the various Church organizations, Young Men's Christian Association and other youth clubs is responsible for implementing the policy of the National Fitness Council in the metropolitan area and it is the recommending authority for the distribution of grants to Youth Clubs within that area. This Committee arranges training courses in youth leadership and sports and provides lecture-demonstrations on club organization. Recognizing that the full use of facilities for recreation depends on good leadership, the Council has conducted training courses in youth leadership in the metropolitan area and in the principal country districts of the State.

In more than 40 centres National Fitness clubs have been

formed to cater for the needs of the youth of the communities, by providing indoor physical activities, cultural leisure-time interests and outdoor sport. The National Fitness Council has given financial assistance to the extent of £2,363 spread over 201 clubs throughout the State.

27. Local National Fitness Committees - About 40 local National Fitness Committees have been established at widely spread centres throughout the State. These Committees stimulate and co-ordinate the work of existing organizations and assist organized sports and where club facilities are inadequate they seek to establish a central club for physical and recreational activities. Quite large amounts of money have been raised in some localities, and the National Fitness Council makes a £10 grant to a local committee and then subsidises it on a pound for pound basis up to £40 per annum. Up to the present the sum of £1,725 has been so distributed.

28. Camps and Hostels.- Holiday fitness camps have been held successfully from time to time both at the seaside and in the mountains and the Department of Physical Instruction has assisted in making schools available. There are as yet no hostels established in Queensland.

The newly reconstituted Council is giving thought to the establishment of permanent camps in various centres throughout the State, such as the South Coast, Rockhampton, Townsville, Cairns and Maryborough. Some Army buildings have been purchased at Rockhampton for re-erection at Yeppon to form the nucleus of a permanent camp for the Rockhampton District, and negotiations are in progress for similar projects in other areas.

In Queensland the National Fitness Council has an arrangement whereby when Army buildings become available it has a ten day priority within which to make a decision, but the price is often found to be prohibitive when the cost of removal and re-erection is considered.

29. Training of Voluntary Leaders and Development of Playgrounds.-

Trained leaders are supplied to various organizations in

the metropolitan area through the National Fitness office. Fifty-six clubs have been assisted in this manner.

An efficient Playground Association has been in existence in Queensland for many years and to this Association the National Fitness Council has rendered assistance financially and by the provision of playground leaders for evening club work and for week-end activities in which adults as well as children participate.

30. Keep-Fit Classes - During the war years efforts were made to organize classes in industrial works and although some measure of success was met with for a time it was found, as in other States, that owing to the changing personnel little permanent work could be achieved.

31. University.- There are two courses in Physical Training at the Queensland University - a certificate course for one year and a diploma course involving evening attendance for three years. Certificate holders usually go on to gain the Diploma. About 90 per cent of those attending the course are teachers, and, owing to staff shortages during the war, the part time course in operation has suited the Department of Physical Instruction.

As in other States the accommodation for physical education at the University has been a problem. Accommodation and facilities for the conduct of the various physical skills and techniques have had to be obtained from other sources and as these are widely separated administrative difficulties have been materially increased.

It has been recognised that the Physical Education activities of the University should be permanently established on a location equipped with all requisite facilities and plans and estimates for this accommodation at St. Lucia are under consideration.

An interesting development in this University has been the introduction of a physical education course for first year medical students with the object of improving the physical fitness of medical students by actual participation in an organized pro-

gramme of activities; posture photographs are also taken and later used in lectures on posture.

The plan has proved so successful it is proposed to extend the work to other faculties but lack of accommodation and inadequacy of staff at present hamper its extension.

Keep-fit classes open to all male University students have also been commenced and the classes provide the more advanced Diploma of Physical Education male students with an opportunity for supervised teaching practice.

The Physical Education is financed wholly by the Commonwealth grant and the tuition fees paid by students. At 31st December last the Department had a credit balance of £3,856, of which £1,500 had been set aside towards equipping the Department at St. Lucia. The credit balance however is due to the fact that a full staff and adequate accommodation had not been obtainable during war years.

32. Education Department - During recent years the State Government has made substantial contributions towards the development of Physical Education in the schools, and the Commonwealth grant has enabled certain work to be undertaken which would not have been met by the State vote. The Commonwealth grant is used for three special purposes - the conduct of residential camps for teachers and instruction during vacation periods, the conduct of two day schools of instruction and for the provision of pamphlets and materials of assistance to general and trainee teachers.

SOUTH AUSTRALIA

33. Administration. - At the instance of the Minister for Education the constitution of the State National Fitness Council was revised towards the end of 1945 and a council of 15 persons representative of various activities was appointed by the State Government. The staff consists of the organizer and secretary, (Mr. T.I. Thompson) a woman assistant organizer (Miss H. Black), field officers and other clerical assistants. The central offices are located in the city and the major part of leader training takes place at the

Teacher's College where gymnasium and lecture rooms are made available.

34. Youth Work - The youth programme of the National Fitness Council has been carried out largely by the South Australian Boys' Clubs Association and the Girls' Clubs Committee - representing the affiliation of some 75 boys' clubs and 56 girls' clubs; much work was done by the Council in advising and assisting these clubs by loan of equipment and books, training of leaders, supply of technical material, etc. Recently the youth work in South Australia has been reviewed and an Associated Youth Committee similar to that operating in other States is being formed, whilst retaining the existing committees as a means of direct contact with individual clubs. A rough survey has shown that two thirds of the South Australian youth population of 14 to 20 years are not members of recognised youth groups. Steps are being taken to develop a more complete youth programme by a reorganization of the training of leaders.

35. Local National Fitness Committees - In twelve centres in South Australia active National Fitness Committees affiliated with the State Council are operating. These Committees consist of representatives of the local governing authorities and of educational, sporting and social interests. Many other towns are carrying out National Fitness activities through local youth clubs and sports clubs.

It was indicated to the Joint Committee that difficulty had been experienced in regard to the provision relating to assistance to local committees. Under the terms of the Commonwealth Grant the amount which may be granted to any one committee is limited to £50 - a sum which would not go very far in the case of a committee undertaking the construction of a swimming pool or similar project. In South Australia the council has concentrated on having a few active committees rather than a large number of nominal ones. As there are twelve local committees in the State the maximum amount which could be expended would be £600 out of an available allocation of £1,500.

36. Camps and Youth Hostels - Despite wartime restrictions and disabilities good progress has been made in the establishing of hostels and camps, cottages and old mills have been converted and the buildings have been equipped with minimum requirements to provide overnight stopping places for hikers. At present hostels have been established at Mylor, Nairne, Norton's Summit and Mt. Lofty, and a camp to accommodate 50 persons has been built at Mylor on an area of 128 acres of leased crown land. Another area of seven acres at Christies Beach has been leased and plans and specifications have been prepared for its development. The Mylor Camp is used at Christmas time for the training of leaders from country centres and throughout the year conferences are held there.

37. Leader Training. - The work of training leaders has developed considerably and more than 500 persons have attended Leadership Courses. Plans are being made for a comprehensive course in South Australia covering the existing National Fitness courses, together with social science subjects and subjects in physical education at the University.

38. Playgrounds - In 1943 the National Fitness Council of South Australia established the South Australian Playgrounds Association which consists of representatives of the National Fitness Council, local governing bodies in the metropolitan area, the University, the Education Department and the Kindergarten Union. Assistance has been afforded to eight local governing bodies in the metropolitan area and 14 country centres in the choice of sites for playgrounds, their equipment and staffing and in drafting sketch plans for the layout of new playgrounds or the extension of existing playgrounds. Many other local governing bodies are envisaging playground prospects as part of their post-war plans.

39. Keep-Fit Classes for Workers - As in the other States attempts to organize "keep-fit" classes for munition workers did not meet with much success and most of the money allocated for this purpose was approved for use in conducting a swimming campaign.

40. University - Courses leading to a Diploma in physical education were instituted by the Council of the University at the instance of the Federal Government in 1940. The courses are open to both matriculated and non-matriculated students, but only matriculated students may secure the Diploma. Certificates are available to non-matriculated students.

The Diploma course requires three years of full-time study, one year for general education and two years for specialized work in physical education. It is claimed that the year of general education makes the Adelaide Diploma more difficult to obtain than those offered in Sydney, Melbourne and Brisbane, but the additional qualification is deemed desirable because it broadens the culture of those seeking to engage in physical education; it provides alternative avenues for professional service in later years when physical vigor tends to decline and three years at a university results in greater personal maturity and potential social effectiveness.

There were 30 enrolments in 1940 for the Diploma course and these rose to 56 in 1945. All full-time students from the Teachers' College are admitted free of charge.

In addition to other concessions four free places have been made available annually since January, 1942. These scholarships are open to all persons interested in health and are designed to assist students who might otherwise be unable to enter for financial reasons.

Since the inception of the course all students taking practical subjects and examinations in theoretical subjects are required to undergo comprehensive medical and physical examinations. The special grant by the Commonwealth Government for the extension of health activities among undergraduates enabled the system of medical and X-ray examinations for medical students to be made more comprehensive, dental students were included, a soft-ball club and keep-fit classes were instituted for women undergraduates, coaches were provided for fencing, boxing and wrestling and films dealing with physical fitness and health have been screened for

meetings of undergraduates.

Collaboration by the University Department of Physical Education with the Education Department and with private schools has been developed in many ways. Close collaboration between the university and the National Fitness Council has been maintained. Members of the staff have served on the Council since its inception and have assisted in leader training courses, summer schools and training camps; whilst students have given demonstrations and assistance in functions arranged by the Council, and are encouraged to participate in group work outside the University.

The University has made available its lecture rooms, grounds and equipment for summer schools and leader training courses.

The course is financed entirely from the Commonwealth grant and students' fees, although liberal concessions to students considerably reduce the latter item. A small credit balance has been accumulated, which serves the board against any contingency. But additional staff and new equipment and apparatus unprocurable during the war are urgently required. As in other States a proper gymnasium or school of physical education adequately equipped with changing rooms, store room, lecture and staff rooms, clinical examination room, etc. is badly needed.

41. Education Department.— Prior to 1943 the Education Department of South Australia had its own scheme for Physical Education in its schools and all teachers in training received instruction in the subject, some refresher courses were held and one specialised teacher was employed. The progress made since then has been the direct result of the increase in the number of specialized teachers made possible by the Commonwealth grant, and these specialists are now preparing the ground for future development in physical work. A modern gymnasium at the Teachers' College was built from funds of the Commonwealth grant and has given an impetus to the work in the schools. This gymnasium is available to the National Fitness Council for classes for the training of youth leaders although the periods for such use are limited.

WESTERN AUSTRALIA.

42. Administration - The interpretation of the Commonwealth National Fitness Act in Western Australia has been that the Commonwealth is providing the State with certain moneys for the development of youth activities and welfare through the National Fitness Council and the State Minister for Education considered that it was a State responsibility to decide how those moneys should be spent. The State Government therefore appointed a Council to advise the Minister and legislation has now been enacted to place National Fitness in Western Australia on a statutory basis.

National Fitness activities in Western Australia have been brought into closer co-operation with the Education Department than in other States. Under the recent reorganization of National Fitness the Minister for Education is the responsible Minister as well as being Chairman of the National Fitness Council of Western Australia, the Director of Education is Vice Chairman of the Council and acts as the Minister's Deputy, whilst the Superintendent of Physical Education is also Director of National Fitness.

The State National Fitness Committee in Perth with its office, library, board room and gymnasium has become the central office for both National Fitness and Education Department physical education activities. The gymnasium, though small, is in constant use by active groups of keep-fit classes, business college students and trainee leaders. The Board Room is used regularly by the Council and its committees and is also available for meetings of voluntary youth groups connected with the movement.

The chief executive officer of the National Fitness Council (Mr. R.E. Halliday), is a permanent officer of the State Education Department as Director of Physical Education and National Fitness, whilst the Organizer (Mr. W.T. English) has been seconded from the Education Department to National Fitness work. The Physical Education staff, in addition to their ordinary duties in the training of teachers, have acted as regional organizers for the Council's work in the country and have assisted with leader training and work at the Teachers' College.

43. Youth Work - The Associated Youth Committee in Western Australia includes representation from every recognised youth organization in the State. Well attended meetings are held every month when delegates discuss the development of youth programmes, and regular youth nights are held. One of the chief functions of the Committee has been the creation of a formula for the distribution of direct subsidies to stimulate the work of the individual groups which form the association. The principle is accepted that it is never intended that voluntary youth organizations should become dependent on these grants, as the State Council attaches the greatest importance to the continued dependence of voluntary bodies on the funds raised from the general public and from their own efforts.

The Associated Youth Committee's most effective work has been the "Pageant of Youth" weeks when some thousands of youth representing all classes and creeds in the community have assembled to give public demonstrations of its activities.

Among the many organizations forming the Associated Youth Committee, special mention may be made of the Young Australia League - a youth organization for boys and girls which has been active for 35 years in providing training to fit children for the duties pertaining to physical, mental and civil fitness. The League has a commodious youth centre in the city of Perth and an outdoor rendezvous, known as Araluen, in the Darling Ranges, 22 miles from Perth, which provides for week-end excursions, camping and swimming. Nearly 40,000 boys and girls have passed through the hands of the Young Australia League throughout Australia and have participated in the League's "education by travel" activity which, over the years, has embraced local, inter-state, inter-dominion and international tours.

44. Local National Fitness Committees - One of the strongest features of the development in Western Australia is the work of local national fitness committees in the country. One hundred active committees are in existence and money distributed by initial grants and pound for pound subsidies according to the direction of the

Commonwealth Council has had a very stimulating effect, though the funds available have been totally inadequate. These Committees are visited by the Director, the Organizer or a Regional Organizer and all reports indicate the growing interest of local governing bodies in the need for the development of community recreative facilities. The work of the local committees consists mainly of the establishment of boys and girls clubs, including gymnasias and libraries, the improvement of public recreative facilities, the equipping of playgrounds and the planning in the post-war period for community and recreative facilities such as swimming pools, community halls, recreation grounds, etc.

45. Camps and Hostels. There is a growing demand for camping facilities for youth groups in Western Australia and the first camp has been established at Bickley, 14 miles from Perth, on the reservoir area, where the State Government has made available 100 acres of land at a peppercorn rental. Buildings, water supply, recreation and other facilities have been provided and the camp has been occupied every week-end since its establishment; it is also used for training leaders. Action is being taken by the National Fitness Council to obtain the preservation of areas in the hills and along the coast to meet the steady demand for camps and hostels

46. Leader Training - A regular supply of trained voluntary leaders is the greatest need of youth at the present time. To meet this demand the National Fitness Council of Western Australia has established leader training courses, which have attracted many men and women. These courses have been financed by Commonwealth funds. Refresher courses have been held and a selected number of trained leaders were given an additional course of training at a summer school education course held for school teachers in Physical Education.

An Association of National Fitness Leaders has been formed in Western Australia. This is an active body numbering about 300, and consists of all those trained and qualified under the National Fitness Schemes; by its activities it has had an extensive influence upon the youth work of the State.

47. Playgrounds - It was indicated that in Western Australia there were not the same problems in regard to playgrounds as in the other states. Experimental schemes had been tried in the supervision of children's play but it was found the children preferred to utilise the river and bush for their recreation in preference to equipped playgrounds.

48. Education Department - When the Commonwealth grant was made available direct to the Education Department, it was considered in Western Australia the most effective use of the grant would be the appointment of additional experts to the Physical Education division which had been created in 1939. These experts acted as training staff to visit schools, demonstrate physical fitness requirements and train teachers in their own schools in the revised methods of physical education. They also conducted schools of instruction for groups of teachers in many country centres. Full time courses in physical education at the University were given to selected women teachers and other special courses of instruction were conducted for teachers of State and non-Governmental schools. A wide range of films on physical education was obtained from the English Board of Education, a library was established and individual record cards in physical education for boys and girls were provided, as well as record sheets of objective standard skills in physical education. Subsidies were given to numbers of schools to obtain apparatus necessary for the development of the physical education plan.

It was emphasized to the Joint Committee that, as modern trends in education include the raising of the school leaving age, education instrumentalities will cater more and more for the same age range as National Fitness and a co-ordination of activities is imperative to prevent duplication. This was particularly desirable in a State of small rural centres separated by long distances.

49. Medical Examination of School Children - Interesting evidence was presented to the Joint Committee whilst in Perth by Dr. Kenneth

Aberdeen, Medical Superintendent of the Fremantle Hospital, regarding medical examinations being conducted at the Fremantle Public Hospital of children attending two State schools adjoining the hospital. With the co-operation of the Director of Education and the head teachers of the schools comprehensive medical examinations have been undertaken during the past two years with a view to the prevention of ill health. The medical work has been done by the resident staff at the hospital. Physicians, orthopaedists, eye, ear, nose, throat and skin specialists, as well as a dentist and an optician in Fremantle have helped. All medical work is done entirely free of fees. Written reports are forwarded to the parents with recommendations for improvement, and it was considered that most of the recommendations had been followed up though that can only be verified by later examinations.

Up to date the great fault disclosed by the investigations has been in posture defects, which the witness considered could and should be corrected by education spread over a period of years. Dr. Aberdeen added that it was his firm conviction that this field was the most urgent of national fitness, which should begin with the children in the schools.

TASMANIA.

50. Administration - The present National Fitness Council of Tasmania comprises 24 members, with the Minister for Education as President and the Minister for Health and the Director of Education as Vice-Presidents. Other members of the council are nominated by and are representative of services, organizations and associations concerned with and interested in the promotion and development of the physical education and well-being of the community. The council meets quarterly and the general affairs of the council are in the hands of an Executive Board of seven which meets at least monthly. The staff comprises an Organizer (Mr. B. F.G. Apps) and an Assistant Organizer in a temporary capacity and three trained youth leaders who have just completed a full-time one year Youth Leaders course at the University of Melbourne on

scholarships provided by the National Fitness Council. These leaders are permanent officers of the State Education Department and will fill positions as Field Officers located at Hobart, Launceston and in the North West.

Owing to the fact that Tasmania was without the services of a National Fitness Organizer for a period of eighteen months the development of National Fitness activities is not as far advanced as in other States, but the leeway is now being made good.

51. Youth Work. - To assist in the development and provision of a youth service twenty-four youth organizations are affiliated in the Associated Youth Committee. Through churches and clubs the amount of £1,565 was distributed for 1946 for the development of youth work. Voluntary leader training is carried on by the Council and during 1945 about 35 leaders regularly attended a course of training including practical work. A most successful combined National Fitness - State Library Summer School was held at Fort Direction in January, 1946 when about 80 campers attended, including leaders nominated by various youth clubs in many parts of the State. The first regional conference of the Youth Leaders was held at Launceston in November, 1945, when plans were agreed upon for the development and co-ordination of youth work in the North and along the North West Coast.

52. Local National Fitness Committees - Little has been done so far in Tasmania regarding local governing authorities, but it is recognised that if National Fitness work is to succeed the active support of local authorities will be necessary. With additional staff local National Fitness Committees could be greatly stimulated and municipalities are now displaying an awakening interest in National Fitness activities.

53. Camps and Youth Hostels - A house at Collinsvale, 12 miles from Hobart, with 14 acres of ground has been purchased and furnished as a hostel. Pending the establishment of a permanent camp this house has been used by large parties from individual youth organizations for holiday periods but with the development of hiking the hostel will be reserved for use as an overnight hostel

for walking parties.

A hostel route has been also developed on the East Coast with several accommodation places.

It is proposed that, when a projected scenic coastal road on the East Coast is completed, a permanent camp site will be selected, meanwhile a small area has been leased at Pine Creek.

54. Playgrounds - A large committee representative of local authorities, Progress Associations and School Parents Associations is working for the provision of more playgrounds as at present little provision has been made for sports grounds, recreational reserves and children's playgrounds. The position in Tasmania is, however, not as acute as in congested areas of population where the supervision of playgrounds is very important.

55. Open-Air Clubs - This work is peculiar to Tasmania and its function is to initiate children, usually of school age, into bush walking and picnics as recreation. Under the supervision of leaders, groups of children from Hobart schools, during the winter months, go for walks on Saturday in the environs of the Capital.

56. Launceston War Memorial Community Centre - A notable post-war project in this State is the proposed Launceston War Memorial Community Centre. From a special meeting of Air Raid Precaution Personnel in Launceston in August, 1944 came a proposal to establish a community centre as an ideal subject for the City's war memorials. It was considered that the Community Centre should offer to the whole family facilities for healthy entertainment and improvement, catering for children in its creches and playgrounds, for adolescents in its gymnasiums, theatres and swimming pool, and for adults in its theatre, lecture rooms and concert hall.

The Launceston City Council agreed to make available Windmill Hill, the most central of all the city's reserves and comprising an area of 11½ acres, as the site for the Community Centre and the Council subsequently decided to erect its new swimming pool on this site. Committees have been formed to raise money for the various units of the centre, and the Tasmanian Government

has agreed to an amount of £3,000 being placed on the estimates as a contribution to the War Memorial Fund.

Public meetings of citizens have enthusiastically supported this project which envisages a community hall for public gatherings, entertainments, lectures, etc., with subsidiary lecture meeting and hobby rooms and a canteen, a modern tepid swimming pool, a modern theatre suitable for dramatic and music art, with a junior theatre for the development and training of the younger folk, a youth building to provide special indoor recreation facilities, such as a gymnasium, etc. to be controlled by representatives of the youth organizations of the city, and a pre-school child centre with creche to which might be attached an expert in child guidance and welfare.

57. Education Department - Since 1939 when the Education Department of Tasmania sent two teachers to New South Wales to take a course in Physical Education, zest, variety and knowledge have characterised this branch of instruction in Tasmanian schools. An instructor holding a diploma of physical education teaches at each high school and there are two at the Teachers' College. Pupils at primary schools are also receiving this new type of physical education and several schools have a gymnasium.

The majority of these teachers have been chosen for the training course by the Director of Education from students who have shown both an aptitude for teaching and fitness for physical instruction. But in 1944, the Joint Committee was informed, the selection of such scholarships was transferred, by direction of the Commonwealth Department of Health, from the Director of Education to the University of Tasmania although in that year selection was made on the advice of the Director. In 1945 and 1946, however, selection was made without the advice of the Director of Education who, although ex officio a member of the University Council, is not a member of the University Selection Committee. The Director considered it highly desirable that the persons selected for this training should be assured of a permanent position on the completion of their course, but naturally it would be diff-

icault for him to guarantee employment in his Department of persons in the selection of whom he had no say. The policy of this Department had been to select scholars of good standard who were keenly interested in physical education. The Director told the Joint Committee that he considered aptitude for teaching and some maturity of outlook as foundational in such a selection and that moreover such persons should have been prepared in a general way to teach so that when advancing years interfered with their efficiency as physical education instructors they could continue as teachers.

Physical Education in the Education Department is under the general control of an experienced supervisor who directs the Physical Education centre at Bellerive, a useful and well situated establishment made possible by the Commonwealth grant, where regular courses are provided for Teachers' College students and short courses arranged for practising teachers. Courses for "outback" children are also conducted when all the children from 6 to 14 years of age from a particular school attend with their teachers.

FINANCE.

58. The original Commonwealth grant towards National Fitness was an amount of £100,000 approved in July, 1939, and to be spent over a period of five years. In 1941 £2,500 was made available for a Central Secretariat. In July, 1942 an additional annual grant of £50,000 was approved - thus making up the present annual vote of £72,000, which is credited to the National Fitness Fund. From this Trust Account grants are distributed amongst the States as under, and are subject to the State Auditors-General:-

	<u>State Councils</u>	<u>Universities</u>	<u>Education Depts.</u>	
	£	£	£	
N.S.W.	7,000	2,100	2,834	
Victoria	7,000	2,100	2,834	
Queensland	5,500	1,600	2,833	
South Australia	5,500	1,600	2,833	
West. Australia	5,500	1,500	2,833	
Tasmania.	5,000	1,000	2,833	
	<u>35,000</u>	<u>9,900</u>	<u>17,000</u>	- £62,400.

The balance of the vote was allocated as under:-

Australian Capital Territory	-	£ 3,000
Y.M.C.A. and Y.W.C.A., Canberra-		750
Central Secretariat, Council Meetings and Expenses	-	6,000

59. The programme of expenditure in the States is governed by the terms set down by the Commonwealth, except where approval is given for a special project or reallocation of funds. Taking Victoria as an example, the grant to the State Council is allocated as under:

i. Administration	£ 1,000
ii. Co-ordination and extension of youth activities in co-operation with voluntary youth organisations	1,500
iii. Grants to Local National Fitness Committees (to be spent on the 14 - 18 age group)	2,000
iv. Establishment of Camps and Youth Hostels	1,500
v. Keep-Fit Classes for Workers	500
vi. Voluntary Leader Training	250
vii. Extension of Playground Work	250
	<u>7,000</u>

60. In his report for 1944-45 the Commonwealth Auditor-General states - "Amounts provided from Consolidated Revenue and transferred to the Trust Account since the inception of the National Fitness Fund to 30th June, 1945, totalled £217,500, from which £166,257 had been expended, leaving a balance of £51,233 remaining in the Trust Account at that date." The annual expenditure from the Trust Account has been:- 1944-45 - £66,755, 1943-44 £33,872, 1942-43 - £65,640."

61. During the war years, owing to manpower shortages restricting staff appointments, the difficulty of erecting or extending buildings and of obtaining much needed equipment and the inability to develop camps, credit balances have also accrued in the States.

According to information submitted to the Joint Committee by the Commonwealth Department of Health, the credit balances held at the 31st December, 1945, were:

1. National Fitness Trust Account	£	56,454
2. State National Fitness Councils - New South Wales (State and Commonwealth balances)		14,460
Victoria (31st January, 1946.)		554
Queensland		4,591
South Australia		5,998
Western Australia		3,119
Tasmania		5,913
3. State Education Departments - New South Wales (28th February, 1946.)		5,089
Victoria		5,565
Queensland		2,044
South Australia		2,188
Western Australia		2,878
Tasmania (21st February, 1946.)		3,966
4. Universities -		
Sydney		2,095
Melbourne		9,570
Queensland		3,856
Adelaide		1,933
Western Australia (Scholarships awarded to servicemen and held)		750
Hobart		801
5. Y.M.C.A. and Y.W.C.A., Canberra -		
Y.M.C.A.		-
Y.W.C.A.		291
6. Activities in the Australian Capital Territory - Allocation £3,000 per annum - 1942-1946		12,000

62. Concerning the balances held in State Accounts the attention of the Joint Committee was drawn to the following facts:

- i. Owing to the lack of guarantee for a continuance of the National Fitness Grants beyond the original period of five years, State Councils were directed in a letter from the Director-General of Health, dated 31st January, 1940 to arrange their budgets to carry on for a period of six months beyond the end of the last financial year of the period of the grant. This necessitated the retention of a continual balance equivalent to six months' expenditure.
- ii. Projects such as the development of Camps, and purchase of equipment involving considerable expenditure were delayed during the war years owing to lack of labour and material.

- iii. Considerable expansion has taken place since December, 1945, in certain States as a result of delayed projects getting under way. Indications are that most balances will be absorbed during 1946.
- iv. No expenditure has been made from the Australian Capital Territory allocation, as activities in the Territory had been fairly well covered by the grants to the Young Men's Christian Association and the Young Women's Christian Association. Shortage of staff in the Central office has prevented any expansion of activities beyond those carried out by those associations.
- v. The only expenditure from the allocation for Central Secretariat, Council Meetings and Expenses has been to meet the salaries and travelling expenses of two Commonwealth National Fitness Officers (one officer since March, 1945) and expenses for meetings of the Commonwealth National Fitness Council.
- vi. The grant to Sydney University now stands at £2,000 per annum instead of £2,100. The extra £100 was a special grant made to the Universities to provide physical education services to students other than Physical Education students. As Sydney was unable to do this, the grant was withdrawn.
- vii. The fall in payments from the Trust Fund in 1943-44 was due to the change over in method of payment of the grants from the financial year to the calendar year. Under this arrangement the second moiety is not paid until July in each year.

63. In considering the financial aspect of National Fitness work as between the Commonwealth and the States, the Joint Committee noted that whilst some States have made considerable contribution to the National Fitness work by direct State expenditure and/or by the payment of salaries of State Public Officers engaged on the work, others appeared reluctant to assist financially.

Direct financial assistance by the States may be indicated as under:

- New South Wales - the State vote for 1945 was £24,495
- Victoria - increased its grant of £3,000 for 1942-43 and 1943-44 to £4,000 in 1944-45 and 1945-46.
- Queensland - granted £2,000 in 1944-45 and increased it to £5,000 for 1945-46. Office accommodation and the services of a typist were also made available.
- South Australia - makes no direct financial grant; but has assisted in the acquisition of buildings and camp sites.
- Western Australia - makes no direct grant; but gives considerable assistance through the services of members of the Physical Education staff of the Education Department who are available for National Fitness work; the two Superintendents of Physical Education are also available for such work when required.
- Tasmania - makes available the office rental of £156 per annum; and has recently agreed to employ in the Education Department scholarship trainees as full time youth leaders.

CONSTITUTIONAL POSITION.

64. In its previous reports dealing with health services the Joint Committee indicated that constitutional difficulties may be encountered by the Commonwealth in the implementation of such services. On the subject of National Fitness the Committee notes that the opinions of Counsel obtained by the Commonwealth in connection with its proposals for Social Services amendments of the Constitution differed regarding the National Fitness Act, 1941. Sir Robert Garran and Dr. Coppel were of the opinion that the legislation was valid; Mr. Ham said it was invalid, whilst Mr. Maughan and Mr. Barwick considered its validity doubtful. These opinions were given to the House of Representatives by the Attorney-General when moving the second reading of the Constitution Alteration (Social Services) Bill 1946.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS.

65. The concept of National Fitness is wide - having as its object the encouragement through recreational and community activities of a strong spirit of community service.

The special responsibility of the National Fitness Movement lies in the establishing of standards in physical education and in the promotion of physical and recreational activities. Its broad aim is to promote individual fitness on a national scale by co-operating with and co-ordinating the activities of existing organizations which are working in the cause of health and fitness. Where existing facilities are inadequate the aim is to encourage their extension and, where they are non-existent, to originate and develop them. But undue stress should not be placed on physical fitness to the exclusion of social development resulting from a wide programme of leisure-time activity of a kind which develops good citizenship.

The real task of the National Fitness Councils is physical education understood in its widest sense of recreational activities for the community with special reference to youth in building up mental and cultural as well as physical fitness. Commonwealth and State Governments and other authorities already have machinery for such health and social services as maternal, baby and child welfare, housing, nutrition and so on, and whilst the responsibility of National Fitness Councils does not extend to them, co-operation between these various activities cannot be other than beneficial for the community.

National Fitness work is concerned with all groups from infant to adult, but, at present, youth - boys and girls both - of 14 to 18 years is receiving special attention, being considered most needy. Much harm can be done to this impressionable age group of adolescents if, through no fault of their own, there is no scope for individual enterprise in their employment and recreation. Much disappointment, delinquency and wastage of natural ability and youthful energy can be avoided if, by organized effort and trained leadership attractive leisure time activities are provided for young citizens in their adolescent years.

The methods adopted to implement the aims of National Fitness depend largely upon the needs of the area concerned, but the common aim is the development of healthy recreational activities for people of all ages giving special attention to the needs of youth. This can be best accomplished by the development of community centres, coupled with the establishment of youth centres, the development of clubs for boys and girls, the provision of playing fields and playgrounds and the encouragement of sports, hiking, camping and other outdoor activities.

55. The National Fitness movement is no longer a mere publicity campaign, but is operating solidly through education and the agencies concerned with the physical and social development of youth; because of this, the results are not always immediately evident, but the work accomplished during the years 1943 to 1945,

since the Commonwealth grant has been increased and its sphere of influence widened, must have beneficial effects on the physical development of the rising generation.

In assessing the results of the Commonwealth's five year plan for National Fitness it cannot be overlooked that they were five years of war with all its attendant disabilities, shortage of manpower, building materials and equipment, and moreover at the very time when trained leadership and guidance for children were most needed and yet most difficult to obtain. As with all new ventures initial difficulties were encountered - public interest had to be stimulated and new plans had to be drawn.

67. Having seen at first hand many of the National Fitness activities throughout Australia and having received favourable opinions concerning the value of the work, the Joint Committee is of opinion that, in the interests of the future well-being of the Youth of Australia and its beneficial effect on the Community, the Commonwealth should continue its grant for National Fitness and recommends that National Fitness should form a permanent feature of the Commonwealth social structure. Such a declaration of policy would undoubtedly attract to the work the best type of leader and give that much needed security of tenure to the officers of the administration and to the teachers, students and trainees in Physical Education. Security of tenure is essential to implement a carefully arranged long-range programme.

68. The Joint Committee is fully conscious of the heavy commitments of the Commonwealth in the field of Social Services but it regards this contribution to the Youth of Australia as a sound investment.

69. Owing to the lack of opportunity for wise expenditure during the war, a substantial credit balance has accumulated in the National Fitness Fund so that, for the present at any rate, the annual Commonwealth vote need not be increased. But with the easing of war-time restrictions and as manpower and materials become available this credit balance, as well as the balances which have accumulated in the States, will soon be expended and if the full programme

of development projected by the Commonwealth and State National Fitness Councils is to be carried out substantial funds will be needed.

70. Guided by the experience of the past five years certain adjustments in the allocation of the Commonwealth grant will be found not only desirable but essential. Although allocations may be varied with the approval of the Commonwealth Minister for Health, changed conditions require a review of the 1942 schedule to permit greater flexibility in expenditure. Conditions vary greatly between and within the States; activities which prove popular in one district may not appeal in others, whilst the wide areas of the larger States require more organizers and leaders.

71. The work of the Councils for the health and well-being of young people has grown rapidly during the past two years - all youth organizations are extending their work and are pressing for an increased measure of assistance, the number of local committees is increasing and they are asking for assistance in equipping and staffing their youth centres, and although in many instances substantial sums have been raised by the public or granted by local government authorities, the help of the Commonwealth and State Governments will be required.

72. There is an increasing emphasis on the development of physical education in schools and of physical recreation in the community. These demand the training of more leaders, voluntary and professional, and the development and provision of facilities for physical recreation.

73. The extension of youth activities throughout the country has made it impossible to adequately meet all applications for assistance from local committees. It appears to the Joint Committee, however, that this great responsibility for the youth of the community rests not only on the Commonwealth but upon the States and upon local governing authorities, and might well be financed on a Commonwealth, State and local government basis.

The facilities whereby this work can best be extended are largely State and municipal instrumentalities, such as schools and

and school grounds, parks, playgrounds and recreation areas; yet in some quarters there appears to be a reluctance to co-operate enthusiastically in their provision or to undertake direct financial responsibility. But an assurance that Commonwealth aid will continue will be an incentive to the States, local authorities and voluntary organizations.

The Commonwealth grant has undoubtedly given a definite lead to the development of National Fitness Activities in the community generally, and it was evident to the Joint Committee throughout its investigations that National Fitness work was more active and progressive in those States where the State Governments had shown their interest by assisting financially or had co-operated by making available their specialist staffs.

74. It will be noted that the grants are approximately the same to each State, but it has been suggested to the Joint Committee that, in view of the varying number of effective population within the scope of National Fitness in the different States, a pro rata financial distribution be made rather than an equal payment to each State.

The Joint Committee does not consider it equitable that the Commonwealth grant should be divided equally amongst the States or that it should be on a pro rata basis according to population, but rather that the distribution should be made after consideration of such factors as the population of the State, the conditions of distribution of population within the State and the interest displayed in the National Fitness movement by the State Governments and by local governing bodies.

75. Instances were cited to the Joint Committee where opportunities to obtain for National Fitness purposes surplus Service stocks and property had been lost through not having adequate funds promptly available. Many camp sites and buildings and much equipment were particularly adaptable for National Fitness requirements and it is considered by the Joint Committee that there is every justification to arrange some form of priority through the

Disposals Authorities whereby such sites, buildings and equipment, when required for National Fitness purposes, could be made available at reasonable cost and so avoid competition with private buyers.

Commonwealth and State National Fitness Councils.

76. The Commonwealth National Fitness Act provides that the Governor-General may appoint a Commonwealth Council for National Fitness consisting of such members, (not exceeding nine), as the Governor-General thinks fit. In practice the Commonwealth Council is appointed by the Minister for Health after inviting the State Councils to nominate representatives; this unfortunately results in a changing personnel which cannot be other than detrimental in a Council whose policy and influence extend throughout Australia. Moreover, the meetings of the Commonwealth Council have been held at irregular intervals, periods of anything from two months to two years having elapsed between meetings.

As the deliberations and resolutions of this body are the basis to guide the Minister and so assist in formulating the policy of the Government, the Commonwealth Council should meet regularly, at least annually, and by the submission of its report enable the Minister to comply with the provisions of the Commonwealth National Fitness Act which require the Minister to present an annual report to Parliament. As a matter of fact, until the Minister for Health presented to the Senate on the 2nd April, 1946, the Report of the Eighth Session of the Commonwealth Council for National Fitness, held in October, 1945, no reports on National Fitness had been presented to Parliament.

77. The State Councils are bodies appointed by the State Governments to administer funds provided by the Commonwealth Government, supplemented in some States, by State votes. Council members are in the main representative of voluntary organizations, and include delegates from medical and church organizations, sports and other associations, heads of State Departments and prominent citizens. The membership varies considerably and meetings are held

monthly, quarterly or annually. In some cases a small executive committee meeting more frequently attends to matters of detail. Generally speaking, the State Councils have become too large and unwieldy, obviously in an endeavour to have many interests represented thereon. Their present constitution is unsatisfactory. They have no effective official standing with Commonwealth and State Departments, but are voluntary organizations endeavouring to carry out a national programme without adequate finance, whilst the officers in many instances are neither Commonwealth nor State Officers and have no definite status.

78. Proposals to the Commonwealth Council in September, 1943, that the State Councils should be statutory bodies with a limited number of members but with wide enough powers to permit of individual State planning were not then favourably received by the Commonwealth Council which considered it very undesirable to attempt to define by legislative Act in any State the administrative functions or limitations of National Fitness Councils. However, at the last Commonwealth Council meeting in October, 1945, it was recommended "that the Commonwealth Council now removes the previously expressed objection to State Councils seeking legislation for the granting of statutory powers, and views with great interest the suggested legislation of Western Australia."

The Western Australian Parliament has now passed a National Fitness Act providing for the establishment of a State Council, defining its powers, duties and functions, and providing for the administration of its finances.

In South Australia the newly reconstituted State Council has proposed "incorporating" the Council under existing State legislation to give it definite legal status.

The Joint Committee is of opinion that more effective administration would be obtained by the enactment of State legislation, somewhat on the lines of that recently passed in Western Australia, drafted to give National Fitness work and the officers engaged on it definite status.

79. One important problem associated with the National Fitness movement in Australia which impressed the Joint Committee, is the lack of status and permanency of the majority of those engaged on the administrative and instructional work. The Joint Committee had an opportunity of meeting many of the personnel engaged in the work throughout the States and has been impressed by their enthusiasm and capacity, but their future prospects are uncertain.

80. The Headquarters of the Councils in each State should be the centre of National Fitness activity, but this cannot be achieved without adequate accommodation and equipment. These headquarters should provide office accommodation for administration, space for the library and the screening of films, meeting rooms for leader training and a well equipped modern gymnasium for practical use and for demonstrations. In no Capital city has this desirable position yet been attained and until it is reached development must be hampered. Sydney and Perth provide good examples of what can be achieved, although in both Capitals the accommodations is far from adequate. The Joint Committee recommends that early action be taken to provide these essential facilities.

Commonwealth Administration.

81. Since National Fitness was first sponsored by the Commonwealth Government, following recommendations by the National Health and Medical Research Council, it has been administered through the Commonwealth Department of Health, which defines general policy and controls the allocations to the States. Two Commonwealth National Fitness Officers were appointed in March, 1942 - Miss K.M. Gordon, who is on loan from the Western Australian State Service, and Mr. B.F.G. Apps, who had been State Organizer in South Australia. Mr. Apps retired from the Central Office in March, 1945, and is now State Organizer in Tasmania. Miss Gordon has endeavoured to carry on unaided, but it is apparent that the expansion in activities throughout the Commonwealth places too great a burden on her in the absence of adequate trained assistance. The Commonwealth secretariat should be the office to keep in touch with overseas dev-

elopments and gather and disseminate the information throughout Australia; it should be the source from which the States obtain guidance and assistance; it should be the centre for research and publicity work and for the publication and distribution of the results of physical education research, leaders' manuals, handbooks, films, etc. This is obviously too great a task for any one person to handle and the Joint Committee is of opinion that, if the work is to proceed efficiently, the Central Administration must be strengthened.

The Joint Committee notes with satisfaction that applications are now being invited for two National Fitness Officers, male and female, to be attached to the Central Administration at Canberra; it realizes that, in the wise selection of these officers, who will have to give the essential impetus to the movement will depend the future advancement of National Fitness.

82. Consideration of the question of administration raises the issue as to the appropriate Commonwealth Department to which National Fitness should be attached. The field of National Fitness lies with youth rather than with the adult community. The most effective work can be done in the schools and with the post-school youth up to 18 years of age. Education provides the machinery through which the post-school work can operate most successfully. It provides the positive approach to national fitness as against the curative approach of a health service. The Universities and State Education Departments provide the trained teachers and leaders and the opinion of National Fitness workers favours a liaison between National Fitness and education.

A meeting of the Australian Educational Council in May, 1943, resolved that it was desirable that National Fitness matters in each State be placed under the Minister for Education, and a similar view was expressed in the following month by a meeting of State Ministers for Health. Victoria is now the only State where the National Fitness Council remains under the presidency of the Minister for Health.

83. With the statutory establishment of the Commonwealth Office of Education, with which is associated the Universities Commission, the Joint Committee is of opinion that when that Office is fully organized, it would be wise to transfer the administration of National Fitness work to the Office of Education in view of the fact that so much work of training leaders is in the hands of the Universities and of State Education Departments.

In making this recommendation the Joint Committee is appreciative of the administrative foundations laid down by the Commonwealth Health Department and fully realises the importance of a continued close liaison being maintained between National Fitness work and the Commonwealth and State Health and Education Departments.

84. Broadly speaking National Fitness activities and expenditure fall under three main headings - The State National Fitness Councils, which provide the administration and the organization for State-wide activities; The Universities which provide the trained specialist leaders who impart instruction and training to others; and The Education Departments with their specialist teachers and instructors who spread their knowledge throughout the schools to teachers and scholars.

The Joint Committee is not satisfied that there exists in all States that measure of co-ordination between these three sections which is essential to achieve the best results, nor in some quarters is that progress being made which might be expected: these defects, the Committee considers, are due mainly to lack of drive and can be remedied when trained personnel becomes available.

Youth Work.

85. Throughout its inquiries the Joint Committee has been impressed by the imperative need for adequate and suitable accommodation to meet the demands of youth and for trained leaders. Give the children leadership and opportunities and the response will be most gratifying and encouraging. Unfortunately the Committee had evidence of enthusiastic beginnings which simply faded away through

absence of accommodation and lack of leaders.

Experience has proved that Youth is most responsive to efforts made on its behalf. But the establishment of youth centres must proceed simultaneously with the training of leaders, it is a waste of time and money to train leaders unless suitable halls and proper facilities are provided. Youth associations should be developed on a wide basis and a certain standard of efficiency should be required as a condition of Commonwealth aid.

86. Facilities for recreation may be produced but, unless put to good account, playing areas and halls become liabilities rather than assets. The full use of such facilities depends almost entirely on good leadership and consequently the greatest importance must be attached to the efficient conduct of Training courses in Youth Leadership.

Results of this policy are evidenced by the marked increase in the number of young people actively participating in club recreational activities.

87. Voluntary youth organizations in Australia, it is said, cover only about 12 per cent of the young people compared with over 70 per cent covered in Great Britain. Hence the field for youth leadership in this country is extensive, and the Joint Committee recommends that the training of youth leaders and the provision of adequate facilities for recreation should form an important part of National Fitness Activities, and should proceed simultaneously.

88. Consideration has been given to the idea of utilizing schools as the centre of youth activity, especially where some gymnastic apparatus is available, but they are in the main a poor substitute. Class rooms as a rule are not very adaptable for meeting purposes and problems arise from the use of the building at night when they are required for the scholars early next morning. However, in many country centres particularly, the school buildings are being so used owing to the absence of other accommodation. Nevertheless, the school may well become a centre of

youth activity where other facilities are not available. In fact, the co-operation of State Governments should be sought that, when new schools are designed, the provision for facilities for community recreation might be included.

89. The West Australian State Centre of the Surf Life Saving Association of Australia, in submitting to the Joint Committee a claim for assistance from National Fitness Funds, urged that participation in life-saving work extended beyond the realm of sport and taught a spirit of service to the community. Active membership of a surf life saving club implied the absolute necessity of maintaining a high personal standard of physical fitness. The activities of the patrols rendered valuable service, not only in their actual rescue and resuscitation work, but by guarding the beaches enabled thousands of citizens to participate in healthy sea-bathing. This valuable work is carried on all around the Australian coast, and assistance in the provision of accommodation and equipment is, in the opinion of the Joint Committee, quite as worthy of support as aid in the construction of swimming pools, gymnasias, playing fields and the like.

Local National Fitness Committees.

90. During the past two years considerable progress in the development of Local National Fitness Committees has been made, and local governing authorities have evinced an ever-increasing interest in the National Fitness movement, although the powers of local government regarding the development of recreational facilities for the promotion of health in the community vary from State to State. When the Commonwealth grant was enlarged in 1942 and included a special allocation to Local National Fitness Committees, it was stipulated that such committees must include an official delegate from the local governing body, and it has been found that the most active type of committee is the committee of representative local citizens whose membership includes accredited representatives of the Local Governing Authority.

There is an increasing tendency, too, for local governing authorities and patriotic bodies to transfer their efforts from war-time activities to social service of some kind, particularly youth welfare work. But the shortage of trained leaders is the greatest difficulty and that shortage has been aggravated by war conditions.

91. The leisure time needs of young people have in the past been neglected as a field of educational and citizenship training, but various organizations are beginning to realise the importance of this work as one of the most important educational aids that exist, and are paying more attention to the training of leaders, both voluntary and professionals.

92. The enthusiasm of local committees depends on the individuals but guidance from a central authority and help with literature, advice and finance will go a long way towards maintaining their enthusiasm. Should there be any lack of enthusiasm the cause is generally to be found in the committees rather ^{than} in the children. If a local committee provides leisure time activities for the children they will attend.

As the number of these committees increases and their activities expand it is obvious that the funds for the stimulation of the work by small grants on a pound for pound basis with a maximum of £50 will be totally inadequate.

The Joint Committee recommends that the amounts under this heading be appreciably increased.

93. It is urged that public authorities planning to erect war memorials might well arrange for these to take the form of youth centres or community centres. Community centres are not merely buildings, but should be the expression of an ideal. Leaders to be successful in community centre work need training in very wide fields of activity. The Commonwealth National Fitness Office has available much helpful data on this subject and is prepared to give its active co-operation and advice in the planning and development of community centres.

94. A worthy example of community effort is found in the proposals of the Launceston War Memorial Community Centre Committee, referred to in paragraph 56.

Camps and Hostels.

95. The happy recreational atmosphere of holiday fitness camps and the benefit derived from them almost invariably result in a desire to link up with some youth organization offering facilities for continued participation in similar enjoyable and health-giving pursuits.

Australia offers unique opportunities for the development of camping and outdoor life and the Joint Committee views with satisfaction the results up to date of the establishment by National Fitness Councils of camps and hostels. The opportunities afforded children especially from industrial areas, to enjoy this out-door life under ideal conditions and at nominal expense to those participating are to be commended, and the Joint Committee recommends an extension of these facilities under the guidance of trained leadership.

Playgrounds.

96. Experience has proved that the greatest need for the supervised playground for school children is in the crowded city areas. Many congested areas in Australian cities are deficient in playing grounds for school-age children and it is recommended that the Commonwealth assist the States and Local Government authorities in the acquisition of properties in such areas to provide playing spaces for the children. Much good work in the provision of playgrounds has already been done, but much more remains to be accomplished.

97. The rapid expansion and development of housing projects by State and local authorities provide an opportunity in their planning to preserve ample spaces for recreational and community purposes. In all large subdivisions a reservation of a substantial percentage of the total area for recreation purposes should be

compulsory.

University Courses.

98. Having regard to the expenditure involved and the facilities necessary to conduct an adequate University training for the number of students offering for Physical Education courses, the Committee heard evidence on the question as to the number of Universities in Australia in which such courses should be conducted. The present position is that the Universities of Sydney, Melbourne, Brisbane and Adelaide, with scholarship students from Western Australia and Tasmania attending other States, maintain a steady intake of students and provide a supply of trained specialists in physical education of Diploma or Certificate standard.

The University of Western Australia has discussed from time to time the possibility of starting a course in that State more particularly -

- (a) a full-time course for the Diploma of Physical Education,
- (b) a part-time Certificate Course in Physical Education to meet the needs of teachers, and
- (c) some type of Physical Fitness Course for students attending the University.

But it had been found impossible to finance such courses, notwithstanding that the University authorities considered that such courses were highly desirable as they would be of benefit to far more people than merely those undergoing it. It was estimated that the cost would be £3,000 per annum plus the cost of building and equipping a gymnasium.

99. Naturally each State would desire to be in a position to offer training facilities to its own students, but the financial responsibility of providing buildings and equipment and experienced staff for the training of students preclude such a possibility.

To have only one centre of University training, it was considered, may lead to the lack of necessary competition and a stimulating variety of ideas.

Two courses in two Universities would enable sufficient concentration on finance, facilities and staff and enable those

two courses to be conducted on a high level as well as providing contact with the States' education systems and the large centres of population.

On the other hand it was contended that in a continent of the size of Australia the range of needs to be met was so wide and the need for quality so great that it might be desirable and even essential to develop the contributions of several Universities as far as possible. Another disability associated with the training of leaders at one University only was that as the majority of trainees were school teachers and as teaching practice varied in the different States, it would not be advantageous to the Education Department of one State to have its teachers instructed in another State where a different teaching system operated.

100. The Joint Committee found the accommodation for Physical Education purposes at Universities generally very limited. Libraries have been commenced and some teaching and gymnastic equipment acquired, but extended administrative and gymnasium facilities are urgently needed. Owing to the restriction of development during the war years it has been possible to accumulate funds from the Commonwealth grant and at present credit balances are in hand, which, the Committee was informed, will now be used to purchase some of the urgently needed equipment. The greatest need of all the Universities is the provision of more adequate facilities for practical work. No University has a properly equipped gymnasium with dressing room, medical examination room, etc. for the sole use of the Physical Education Department. The provision of such a building would benefit not only the students within the course but would become a centre for physical education generally in the University.

101. The ultimate aim of Physical Education Training in Australia, however, should be the establishment in one University of a Degree course in Physical Education, if the the highest standards are to be obtained and if physical education is to make its contribution to the scientific study of National Health problems. The

work in such a Degree course should be in close association with other developments concerned with National Health standards and surveys, nutrition, child health projects and other similar investigations.

The Joint Committee is of opinion, that, if the Australian National University is to function within a reasonable time, the Federal Capital would be the natural choice for a modern and well-equipped Faculty of Physical Education.

Research.

102. There is need for much intensive study into problems relating to physical education especially as they apply to evaluating results, studies in the physiology of physical activity, specialised programmes and in the evaluation of our present methods in the conduct of physical education.

Little opportunity has presented itself for research work in the field of National Fitness in Australia - it is hampered by the lack of facilities and personnel. It was emphasised in evidence before the Joint Committee that research work is essential to give physical education the necessary scientific basis. Some urgent subjects for research work in Australia were given as:-

1. Growth and development of the Australian child and youth,
2. Standard achievements for the different age and sex groups,
3. Effect of different physical activities upon the different age, sex and occupational groups,
4. Prevention of postural defects during pre-school and early school age, and
5. Industrial fatigue and appropriate recreation.

This research work should be undertaken as early as practicable and should cover all States, as climatic differences may reveal certain conditions differing in various States. Although figures are available from England and America, Australia should have its own figures. Physical Education Departments in conjunction with physiology and psychology departments could assist in this field. Scholarships should be awarded from the National Fitness Fund to enable students who exhibit an aptitude for research to undertake this work.

103. . When facilities are available, research work should be one of the functions of the Faculty of Physical Education of the Australian National University.

Education Departments.

104. The foundations of National Fitness are laid in childhood and the schools play a major part in its promotion. The Commonwealth grant has enabled the State Education Departments to enter a new field of education; text books, pamphlets, films, etc. have been prepared, special training classes have been held for teachers, and generally physical education in the schools has been considerably extended. The remedial gymnasium being erected in Melbourne is an outstanding example of what the Commonwealth grant has enabled the Victorian Department to do.

But to assist the State National Fitness Councils in their work for Youth, the closest co-operation must be maintained between the Education Departments and Councils. While the Departments accept the chief responsibility for the physical education of the child during school years, the Councils could by means of a register of all boys and girls, as they leave school, retain the children's interest and direct their energies to avenues where they could continue their physical education in clubs and other organizations concerned with the welfare of youth. This practice is being followed with success in Great Britain and New Zealand.

The Joint Committee recommends that a School Leaver's card be instituted - that is, children, when leaving school, be invited to fill in a card on which would be recorded their abilities in physical activities and their interest in recreation. This information could then, through the State National Fitness Councils, be passed on to the appropriate organization.

SUMMARY OF RECOMMENDATIONS.

Paragraph.

- 67 The Commonwealth grant for National Fitness should be continued, and National Fitness should form a permanent feature of the Commonwealth social structure.
- 69 The full programme of projected development will need substantial funds when present credit balances have been exhausted.
- 70 Adjustments in the allocation of the Commonwealth Grant are required; and greater flexibility in expenditure is needed.
- 71 The expansion of the work of the State Councils will require the financial help of the Commonwealth and of the States.
- 73 National Fitness should be financed on a Commonwealth, State and Local Government basis.
- 74 The Commonwealth grant should be distributed to the States on a basis of population, distribution of population and interest displayed in National Fitness by the State and local authorities.
- 75 Priority should be given to the acquisition of former Service sites, buildings and equipment where required for National Fitness purposes.
- 75 The Commonwealth Council for National Fitness should meet regularly, at least annually.
- 78 State National Fitness Councils should be statutory bodies, and State legislation should be enacted to give National Fitness work and the officers a definite status.
- 80 The Headquarters of the State Councils should be the centres of National Fitness activities by providing adequate accommodation and equipment.
- 81 The Commonwealth Secretariat at Canberra should be strengthened.
- 83 The Commonwealth administration of National Fitness work should be transferred to the Commonwealth Office of Education, with close liaison with the Commonwealth and State Health and Education Departments.
- 84 More co-ordination should exist between the activities of the State Councils, the Universities and the Education Departments.
- 87 The training of youth leaders and the provision of adequate facilities for recreation should proceed simultaneously.
- 88 Schools should become centres of local activity, and new schools should be provided with facilities for community recreation.
- 89 Surf Life Saving Clubs should receive support from National Fitness funds.
- 92 The amounts granted to Local National Fitness Committees should be appreciably increased.
- 93 War memorials might take the form of community centres.
- 95 Camps and hostels, under the guidance of trained leaders, should be extended.
- 96 The Commonwealth should assist the States and Local Government authorities in the provision of playgrounds.
- 97 Adequate areas for recreation purposes should be reserved in new housing projects.

Paragraph

100

Adequate facilities for Physical Education requirements should be provided at the Universities.

101

A Degree course in Physical Education should be provided at the Australian National University when established.

102

Research work should be undertaken; research scholarships should be awarded from National Fitness funds.

103

Research work should be one of the functions of the Australian National University, when facilities are available.

104

A system of School Leaver's cards should be instituted.

<i>H.C. Barnard</i>	H.C. Barnard, Chairman
<i>W.J. Cooper</i>	W.J. Cooper, Deputy Chairman
<i>F.M. Daly</i>	F.M. Daly, Member
<i>H.S. Foll</i>	H.S. Foll, Member
<i>L.G. Haylen</i>	L.G. Haylen, Member
<i>R.S. Ryan</i>	R.S. Ryan, Member
<i>Dorothy Tangney</i>	D.M. Tangney, Member

Canberra,
29th July, 1946.